

# Independent evaluation of the ILO's Decent Work Country Programme strategies and actions in the Mekong subregion



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OFFICE

Independent evaluation  
of the ILO's Decent Work Country Programmes,  
strategies and actions in the Mekong subregion 2012–17

September 2017

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## LIST OF ABBREVIATIONS

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|                |  |
|----------------|--|
| AEC            | ASEAN Economic Community   |
| ASEAN          | Association of Southeast Asian Nations   |
| ASEAN TRIANGLE | Tripartite Action to Enhance the Contribution of Labour Migration to Growth and Development in ASEAN |
| BFC            | Better Factories Cambodia  |
| CAMFEBA        | Cambodia Federation of Employers and Business Associations   |
| CO             | Country Office   |
| CPO            | Country Programme Outcome  |
| CPR            | Country Programme Review   |
| DAC            | Development Assistance Committee (of the OECD)   |
| DG             | Director-General   |
| DWCP           | Decent Work Country Programme  |
| DWT            | Decent Work Technical Support Team   |
| ECOT           | Employers' Confederation of Thailand   |
| EU             | European Union   |
| EVAL           | ILO Evaluation Office  |
| GMS            | Greater Mekong Subregion   |
| GMS TRIANGLE   | Tripartite Action to Protect Migrant Workers Within and From the GMS from Labour Exploitation        |
| HLE            | High-Level Evaluation  |
| ILO            | International Labour Organization  |
| IRIS           | Integrated Resource Information System   |
| IUU            | Illegal, Unreported and Unregulated  |
| LNCCI          | Lao National Chamber of Commerce and Industry  |
| M&E            | Monitoring and Evaluation  |
| MDG            | Millennium Development Goal  |
| MOLISA         | Ministry of Labour, Invalids and Social Affairs (Viet Nam)   |
| MoLSW          | Ministry of Labour and Social Welfare  |
| MoLVT          | Ministry of Labour and Vocational Training (Cambodia)  |
| NEA            | National Employment Agency   |
| NEP            | National Employment Policy   |
| OECD           | Organisation for Economic Co-operation and Development   |
| OSH            | Occupational Safety and Health   |

|         |   |
|---------|---|
| P&B     | Programme and Budget (ILO)                              |
| PARDEV  | ILO Partnerships and Development Cooperation Department |
| PROGRAM | Bureau of Programming and Management                    |
| PSI     | Programme Support Income                                |
| RBM     | Results-Based Management                                |
| RBSA    | Regular Budget Supplementary Account                    |
| RBTC    | Regular Budget for Technical Cooperation                |
| ROAP    | Regional Office for Asia and the Pacific                |
| SDG     | Sustainable Development Goal                            |
| SMM     | Strategic Management Module                             |
| SPF     | Strategic Policy Framework                              |
| SSDM    | Social Service Delivery Mechanism                       |
| STED    | Skills for Trade and Economic Diversification           |
| TVET    | Technical and Vocational Education and Training         |
| UN      | United Nations  |
| UNCT    | United Nations Country Team                             |
| UNDAF   | United Nations Development Assistance Framework         |
| XBTC    | Extra-budgetary Technical Cooperation                   |

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## SUMMARY

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### PURPOSE, SCOPE AND CLIENTS

This High-Level Evaluation (HLE) was conducted between March and July 2017 to assess the work of the ILO during 2012–16 in four countries in the Lower Mekong subregion: Cambodia, the Lao People’s Democratic Republic, Thailand and Viet Nam. Myanmar was not included as ILO programming there has just started. Evaluation country missions were conducted to all countries with the exception of Viet Nam which, as per the terms of reference, was subject to a desk study only.

The evaluation provides an opportunity for the ILO, tripartite constituents and other stakeholders to consider from a strategic perspective whether the Decent Work Country Programmes (DWCPs) have been effective in supporting the achievement of the Decent Work Agenda in each country. In the ILO, the evaluation is aimed at ensuring accountability, informing high-level decisions on policy and strategy, and enabling organizational learning, so that planning and implementation can be improved and approaches identified that are well suited to tripartite constituents’ contexts and priorities.

Data were collected through a desk study of more than 140 documents, four country case studies, country missions to Cambodia, the Lao People’s Democratic Republic and Thailand, and visits to ROAP and CO-Bangkok. A total of 164 persons were interviewed. As per the terms of reference, Viet Nam was subject to a document review only. Twenty-seven selected external project evaluations (with 13 used for systematic assessment) and five country programme reviews provided additional evidence for findings.

### CONTEXT

The societies in the Lower Mekong subregion are closely connected economically, geographically and socially. The single regional common market and production capacities of the newly formed Association of Southeast Asian Nations (ASEAN) Economic Community (AEC) brings to the subregion a freer flow of goods, services, investment and labour. It also brings both benefits and challenges to the world of work. At the same time, Thailand, an upper middle-income country, is seeking to avoid the “middle-income trap”, while Cambodia, Viet Nam and the Lao People’s Democratic Republic (one of the world’s least developed countries) are seeking to advance rapidly to middle-income status through a focus on sustainable and inclusive economic growth and societal advancement in a stable political environment.

These societies’ psyches and development paths have been deeply affected by decades of war within living memory. This is most visibly displayed in Sustainable Development Goal (SDG) 18 of the Lao People’s Democratic Republic (Lives Safe from Unexploded Ordnances), and in the 7–8 per cent of persons with disabilities in Viet Nam.

The dramatic changes foreseen as a result of developments such as the AEC, shifts in economic and geopolitical power, and the Fourth Industrial Revolution have brought renewed urgency to government efforts to ensure the upgrading of unskilled and low-skilled workers, safe and productive migration and social protection for vulnerable groups. Yet, certain categories of workers continue to face systemic discrimination, while work conditions and restrictions on the exercise of fundamental rights at work remain a concern.

## ILO IN THE SUBREGION

Cambodia, the Lao People's Democratic Republic and Viet Nam have DWCPs, the instruments through which the ILO supports achievement of the Decent Work Agenda in each country. Thailand has a draft DWCP, developed in 2013–14, that was not adopted as a result of changes in the political sphere. In this case, the evaluation focused its assessment on the collection of projects and advisory support in which the ILO had engaged during the period under review.

The work of the ILO in the four countries evolves incrementally with each DWCP, building on what has gone before and gradually incorporating new needs and priorities, including those set by the international and regional labour conferences. In addition to the national and local projects linked to the DWCPs, various regional and international programmes are in operation – among others, several iterations of TRIANGLE (Tripartite Action to Enhance the Contribution of Labour Migration to Growth and Development in ASEAN (ASEAN TRIANGLE) and Tripartite Action to Protect Migrant Workers within and from the Greater Mekong subregion (GMS) from Labour Exploitation (GMS TRIANGLE)), Better Work and Skills for Trade and Economic Diversification (STED). Direct financial and technical contributions are also provided to regional initiatives supported by China, Japan and the Republic of Korea respectively.

A total of US\$ 58.43 million supported achievements under 73 Country Programme Outcomes (CPOs) between 2012 and 2016. A total of 89 projects were in operation, each linked to one or more CPOs.

## FINDINGS

### 1. Relevance

The three DWCPs and the ILO's annual programmes of work in Thailand were all found to reflect very well the priorities and expected outcomes that would allow the tripartite constituents to move forward the Decent Work Agenda in each country. Despite a few disagreements about the urgency or significance of specific issues within a particular time frame, no one disputed the relevance of the programmes to the contexts in which they were to be implemented. There were two main reasons for this level of success:

- (1) DWCPs were developed through extensive ILO-led consultation processes with tripartite constituents and other partners, informed by reviews of previous work and gap analyses as well as the “My World of Work” survey, which captured, among others, (young) workers' challenges and aspirations in the Lao People's Democratic Republic and Cambodia. These processes have improved with each round of programme design;
- (2) In all countries, the programmes were purposefully and clearly aligned with (a) key national policies and strategies, (b) United Nations Development Assistance Framework (UNDAF) or United Nations Development Assistance Partnership frameworks, and (c) the ILO's Strategic Policy Framework (SPF).

The programmes were also designed to make good use of the ILO's comparative advantage. This means that the work of the ILO in the subregion has been very well positioned to contribute to efforts to address important national, United Nations (UN) and ILO priorities.

Internationally, connections were less direct but still felt with the Millennium Development Goals (MDGs) and ASEAN ministries of labour's interests in decent work. More recently, the potential for alignment with the SDGs, international trade agreements such as the Trans-Pacific Partnership, and the AEC are being studied.

Implementation that is broadly in line with plans (to the extent that resources allow), and a measure of flexibility in each programme ensure continuing relevance throughout the five-year period; annual review and planning processes allow limited adjustments during the course of implementation.

Relevance to current policies and plans does not necessarily imply continued relevance in the future in a world where the Fourth Industrial Revolution and major shifts in geopolitical and economic power are altering trade relationships, buying power, social interactions and economic and job opportunities. Although the ILO CO has started to engage with constituents on these – for example, through the Thailand National Dialogue – this has yet to influence DWCP priorities. This might require more innovation than the gradual evolutionary adjustments that form the basis for DWCP designs and annual review results.

## 2. Design coherence and validity

The DWCP concept holds substantial benefits as a framework for planning, programming and accountability and, to some extent, for fundraising – most notably for ILO staff and technical specialists, but also for tripartite constituents engaged in promoting decent work. International development cooperation partners found value in the credibility of the prioritization processes.

The coherence of each DWCP was acceptable, but could be improved. The DWCPs had a wide spread, with many outcomes, targets and indicators. They were largely seen by stakeholders as too complex to fully comprehend, and too ambitious to fully execute.

The vertical connections in the programme (from local to global level) were strong. There were only slight discrepancies between the tripartite-owned DWCP outcomes and the CPOs used for ILO management and resource allocation: the CPOs were in turn well aligned with the ILO's Programme and Budget (P&B) outcomes. Horizontal connections (across country level priorities and projects) were weak. The technical cooperation projects were all linked with a CPO – and often clustered around one CPO – but not with one another, missing chances to integrate, build on, or work in synergy.<sup>1</sup>

Within the ILO, the use of single CPOs for resource allocation purposes tends to discourage collaboration.

The evaluability of the DWCPs was acceptable but could be improved, in particular in Viet Nam. Improvements are noted in every round. They generally followed the results-based management (RBM) approach required by the ILO, but without useful theories of change.

The CO-Bangkok and ROAP do not yet have a harmonized, user-friendly monitoring and evaluation (M&E) system that effectively fosters the use of consolidated process and outcomes information for management and decision-making purposes, and that can help to hold people accountable for good processes and results. Monitoring has thus become an exercise in compliance rather than understanding and directing progress towards desired short-, medium- and long-term changes at the national and regional levels.

## 3. Effectiveness

Overall, programme effectiveness has been satisfactory. The DWCPs in Cambodia, the Lao People's Democratic Republic and Viet Nam, and the programme of work in Thailand, all moved forward briskly, broadly in line with programme priorities and plans in spite of a number of delays during project imple-

<sup>1</sup> While the Integrated Resource Information System (IRIS) does not allow for such connections, these could have been pursued to a much greater extent during the planning and implementation of DWCP projects and activities.

mentation in each country. Many significant outputs and achievements were produced in line with both the CPOs and the ILO's P&B outcomes.

Estimates are that 30–50 per cent of DWCPs' financial requirements are covered in the beginning; implementation gains momentum as additional funds are raised. Concentration of funding influenced results. Of the 73 CPOs linked to the work programmes in each of the four countries, 71 per cent had demonstrated results, a large majority with little or no funding. A total of 48 per cent of CPOs were funded with less than US\$ 20,000 over the whole period, while the ten largest projects received 42 per cent of all Extra-budgetary Technical Cooperation (XBTC) funding, the vast majority from official development assistance sources. Thirteen CPOs (18 per cent) were supported with more than US\$ 1 million.

Impressive progress has been made on many fronts given that the DWCPs have not been fully funded. A range of targets has been met – between 40 and 60 per cent in two of the countries for which information has been available. Progress towards almost every CPO has been delayed at some stage, in particular in cases where resource allocations have been low. The CPOs to which substantive amounts of funding have been linked, and that have been foci for a long time, generally showed good results, but there have been exceptions.

Progress in most or all of the four countries has been robust, especially in the following areas: the strengthening of social protection systems, ensuring safe and productive migration, addressing employment and skills gaps and mismatches, combatting unacceptable forms of work, and strengthening the individual and – increasingly – institutional capacities of tripartite constituents.

Progress has been slow in the ratification of international labour standards concerning the right to freedom of association and collective bargaining, forced labour, discrimination, the integration of decent work across sectors, and organizational policies. Work on gender, people with disability and indigenous communities has gained some momentum, largely in terms of providing sex-disaggregated data, but remains weak as a result of capacities, attitudes and DWCP design constraints. These important cross-cutting areas of work require concerted action that can accelerate progress towards results.

The ILO played a strong role in many of the achievements, using its full range of technical assistance and project experiences, and is widely respected and trusted in the subregion. It has been particularly successful in influencing a broad range of policies, legislation and regulations in each country, and in strengthening the long-term capacity of core institutions.

**Among the many factors that influence the effectiveness of DWCP implementation**, four stand out as particularly important: (a) political will to move forward and collaborate; (b) close alignment with the local context, ways of work and capacities on the ground, with careful consideration of the appropriate timing and sequencing of interventions; (c) the capacities and experience of the implementing agents; and (d) the ILO's strong contributions through its upstream work, in line with its comparative advantage.

**There are also important concerns:** Evaluations show that challenges in the field often delayed progress – some of which are well-known obstacles to success, such as insufficient consideration of local conditions and culture, and lack of good coordination with existing community or government systems. Professionals experienced in development could have avoided such situations through the effective use of monitoring and early adjustment in strategy or tactics. There is room for improvement through advancing continuity, coherence, synergy and high-quality project design and implementation.

The ILO's reporting in the IRIS Strategic Management Module (SMM), as well as evaluation report findings – while detailed in terms of what was achieved and what the ILO contributed – tend to be vague in terms of the *scope* and *significance* of the results and contributions compared to the original or remaining challenges and targets. Statements of achievement such as “capacities developed” are reported, but there is no evidence that these “difficult-to-measure” examples of progress and achievements are recorded and measured in credible ways.

The ILO is also seen by some as too parochial, too “ILO-centric”, and not pragmatic enough in its perspectives on decent work, which can lessen its potential and value as a partner. Some see the ILO in the subregion as unnecessarily acquiescent to government interests; this is not necessarily so, as pragmatism may place other demands on processes. In spite of its increasing engagement at the enterprise level,<sup>2</sup> several key stakeholders consider the ILO to be too limited in how it understands and works in practice with the complexities of the private sector, and argue for more appropriate expertise to be brought to bear on such engagements. Some also still see the ILO in the region as not sufficiently balanced in the extent to which it supports and builds the capacities of the tripartite constituents.<sup>3</sup> Importantly, its emphasis on outcomes prevents an essential focus on the quality of what is being done and delivered, and on the interconnected nature of what is being done and achieved.

#### 4. Efficiency

The ILO staff and DWT specialists in the subregion delivered good results with relatively modest management and human resources. Efficiencies are reflected in their use of blended funding, reasonable delivery rates, appointment of local staff and the use of existing tools developed by the ILO. Project spending is perceived to be generally efficient in relation to activities and achieved outcomes.

Many less well-resourced projects have had good outcomes, including one of the ILO’s most notable successes – its facilitation after a period of labour unrest of a negotiated process to reach agreement among tripartite constituents about a minimum wage fixing system in Cambodia.

Efficiency has been undermined by the unpredictability of resources, relatively small size of most grants, the proliferation of short-term, one-off activities, and insufficient attention to linking projects to create synergies and support one another’s results. Monitoring systems have also not been sufficiently harmonized and streamlined to be useful for management purposes.

Bureaucratic procedures and delays resulting from the centralization of authority in the ILO headquarters have caused high levels of frustration among staff, tripartite constituents and international development partners in the subregion, and have placed an extra burden on the very small, stretched teams: a Director managing CO-Bangkok and the DWT with only two programming and support staff members, but no Deputy Director or other managerial support; and National Coordinators overseeing major portfolios of work in the Lao People’s Democratic Republic (with no support staff) and Cambodia (with one support staff member). Project staff are also often very stretched, and can lack expertise in key areas of project management and coordination within local contexts. Addressing these issues will help to make essential improvements in the quality of project implementation and delivery.

#### 5. Impact

The way the ILO approaches and conducts its upstream work in the subregion ensures that it is well positioned to achieve significant medium- to long-term impacts over time. Full use of the ILO’s comparative advantages in the subregion has helped it to engage, often over extended periods, with an impressive number and range of counterparts and partners as well as policies, legislative frameworks, strategies, action plans, regulations and institutional coordination and delivery mechanisms. There is also a growing focus on longer-term institution strengthening as a result of recognition of the shortcomings of short-term training.

<sup>2</sup> Through the Ship to Shore Rights Project in Thailand, Better Work in Viet Nam and Cambodia, SCORE in Viet Nam, the ILO/H&M partnership in Cambodia, Improving the Garment Sector in the Lao People’s Democratic Republic, and the completed Greener Business Asia in Thailand.

<sup>3</sup> This critique might be unfair, but in the absence of systematic and comprehensive monitoring data – in terms of finances as well as the type and scope of engagement – the evaluation team found it impossible to make a full assessment of the balance in the capacity strengthening of different constituent groups.

Some of these engagements took place over prolonged periods, and their cumulative effects increase the potential for medium- to long-term impact.

On the other hand, project evaluations demonstrate a range of deficiencies that challenge the DWCPs' potential for impact. Related constraints include (a) the ILO's definition of impact as "long-term" only; (b) the strong focus on isolated outcomes in the absence of theories of change or complex systems thinking; (c) the lack of focus on understanding and documenting the difference the whole programme of work has made in a country; (d) data challenges at national and programme levels and general lack of in-depth evaluative information about impact; and (e) the difficulty in articulating and measuring or modelling the synergistic and cumulative effects of contributions to institutional and systems strengthening.

**The ILO therefore cannot yet convincingly demonstrate its impact on the Decent Work Agenda and on development trajectories** in a country, in the subregion or in the ASEAN region. This situation risks underselling the achievements of the ILO and its tripartite constituents in the subregion. The ILO has a range of communication materials and events to help position its knowledge for impact, including presentations to constituents of evaluation reports and mid-term reviews as part of the various governance mechanisms established (project advisory committees, steering committees, etc.) and sustainability plans proposed. Yet stakeholders and partners do not quite know what the ILO is doing, or its priorities, and very few understand the scope of the DWCPs, how everything fits together, where they could fit, the extent of the ILO's engagement or its impact. Evaluation results also do not appear to be systematically shared among tripartite constituents.

At the same time, the ILO's expertise and related knowledge products are respected and appreciated. Where products are developed for a specific purpose, or meetings held, they are in general very well received and used, although long-standing concerns about translation into local languages and the timeliness of communications to all tripartite constituents remain.

## 6. Sustainability

Sustainability remains a key area of concern in the ILO and among its tripartite constituents. Project evaluations indicate unsatisfactory performance on this aspect. The ILO's reliance on project funding and the intense focus among staff on project-based fundraising lead to short-term thinking, activity-by-activity planning and weak linking to broader development results. Exit strategies have not been devised, scaling of pilot projects remains challenging, and there are examples where projects had to be suspended because of insufficient readiness for change in communities and among systems responsible for implementation. This is detrimental to achieving sustainable impact.

On the other hand, the chance of sustainability of the DWCP results has been greatly strengthened by (a) the ILO's extensive and largely effective contributions to the policy and institutional infrastructure supporting decent work in each country; (b) the embedding of its work in national mechanisms, institutions and systems; and (c) the development of the capacities needed in support of national strategies and plans.

**Good examples of efforts that increase the chance of sustainability** were found in terms of the following: (a) strengthening of institutional systems through concerted attention over time, using a range of expertise to support data and knowledge initiatives, legal and regulatory systems, policy and management capacities, and training of trainers; (b) pilot projects embedded in government priorities or systems; (c) technical assistance in support of a wide variety of policies and regulations; (d) take-up of ILO-designed knowledge products into national systems; (e) government ownership reflected through in-kind and some (still limited) financial allocations, continuation with national surveys, and use of the DWCP for government planning; and (f) DWCP ownership through tripartite bodies' full engagement with its annual planning, review and improvement.

Though still limited, financial support from governments in the subregion has been growing; this is an important factor indicating ownership, thus enhancing the chance of sustainability. The Government

of Cambodia and the Garment Manufacturers' Association of Cambodia have consistently contributed around 30 per cent of the budget of Better Factories Cambodia (BFC) over the past 15 years – a unique contribution by a least developed country. The Government of Thailand provided direct financial support to the ILO's actuarial work in that country, while the Government of the Lao People's Democratic Republic will fund the next labour force survey after collaborating with the ILO on the first.

## 7. Conclusions

### 7.1. Leveraging the strengths of the ILO and DWCPs

The ILO's strengths, the credibility of the DWCP consultative and review processes, the collaboration and oversight of DWCPs by tripartite and inter-ministerial or other senior level bodies, the DWCPs' strong alignment with key national policies and plans and with UN frameworks, all work together to provide a solid foundation for collaboration on decent work in each country.

The DWCP framework holds significant advantages for programming within the ILO. Externally, its value is far less. But the ILO has used its comparative advantage to good effect in the subregion, and is considered by a vast majority of persons interviewed as a highly capable and trusted partner that works with high integrity.

In order to be effective, the ILO has had to navigate at least seven main tensions inherent in its character and in the demands of the work in the subregion. It has done so with varying levels of success: (a) its normative, aspirational mandate versus the pragmatism required when working in challenging and sensitive political and societal contexts; (b) the short-term nature of project-based work versus long-term perspectives on how to enable and support sustained systems change; (c) narrow foci on technical specialization and single outcomes versus the need for a holistic, systems approach to the ILO's contributions to development impact trajectories; (d) respect for the tripartite arrangement versus close collaboration with governments and other powerful stakeholders for influence at national level; (e) well-recognized strengths and influence in upstream work versus the perceived need for downstream projects that require very different approaches, skills and measures of success; (f) the need for competitive fundraising versus the expectation of leadership in cooperation and coordination, especially in, but not limited to, the UN system; and (g) centralized authority and administrative systems versus the need for agility, flexibility and impact on the ground.

### 7.2. Telling the ILO's and DWCPs' performance story

The DWCPs offer good value to ILO staff and specialists in the subregion as frameworks for coherent planning and prioritization, accountability and outcomes reporting. Yet the strong RBM focus on outcomes and target achievement without the logic of an explicit theory of change or viewing the DWCP from a systems perspective prevents a more holistic approach to understanding and managing what the DWCP tries to achieve or succeeds in achieving on the road to long-term impact. The M&E systems in the ILO do not yet play appropriate roles in management, improvement, accountability and strengthening of conditions and opportunities for impact. Insufficient emphasis on useful data and harmonization between systems has turned M&E into an exercise in compliance, and the result is a disjointed picture of progress rather than a useful overview of performance towards development impact for the whole programme in a country.

Without consolidated data and information about how the different contributions by the ILO and others responsible for DWCP implementation work in synergy to move the country forward towards the ideal of decent work, gaps remain and the "performance story" of the ILO and DWCPs remains unclear. This will require the DWCP's and the ILO's work to be viewed from a complex systems perspective.

### 7.3. Sustaining impact

The ILO and project staff, as well as the tripartite constituents involved in DWCP implementation and review, continue to grapple with how to ensure both long-term impacts and the sustainability of positive outcomes and impacts generated through their work. The short-term perspectives fostered by the ILO's reliance on project funding, the underfunding of the DWCPs, and capacity and other constraints in the field continue to hamper efforts to enable the type of deep and long-term changes and financing models that will sustain progress and impact towards decent work in each country.

Despite the ILO's good potential for long-term impact that is sustained through its upstream policy work and institution-strengthening contributions, it is at project level where most of its resources are expended. The bottlenecks and obstacles to impact embedded in societal and political dynamics, obstacles to local ownership, the way implementation and partnership processes are managed, the effective scaling of pilot projects and existing strategies all have to receive more and earlier attention across all the ILO's work. Examples from efforts to support social protection strategies in rural areas in the Lao People's Democratic Republic and Cambodia highlighted the importance of understanding not only local dynamics and systems, but also the timing and sequencing of interventions.

Several aspects within the ILO need to be strengthened to support impact- and sustainability-orientated thinking, including a strategic, evidence-informed approach to what is done in this regard, supported by an open learning culture encouraged by senior management.

### 7.4. Increasing the ILO's influence in support of decent work

In spite of overall satisfactory delivery of results, the DWCP's and the ILO's roles in supporting a positive development trajectory in each country and in the subregion are not clear. For greater influence and impact, the ILO must address human resources and other constraints that hamper its contributions in the subregion and in ASEAN, as well as perceptions that the ILO's perspectives on decent work for business, social good and development are too insular, and its leadership and guidance in the UN system and among other partners too limited.

Despite the ILO's good and growing profile among key government ministries, UN agencies and other international partners in each country, its influence on their work has been limited. It has also had very limited experience with the private sector, in particular with large and/or multinational corporations that control regional or global value chains. Yet these important actors' contributions can be critical in either accelerating or delaying progress towards decent work in each country.

This provides opportunities for innovative work, but will also challenge the ILO's capacities and conventional ways of working. Three areas are important: (a) the growing interest in decent work among some UN agencies presents an opportunity to use this experience to initiate more consistent efforts at collaboration, joint resource mobilization and coordination around aspects of decent work, with a view to encourage harmonization and mainstreaming decent work in such organizations; (b) engagements with influential ministries of planning, finance, trade and economic affairs can be sought in order to encourage policy coherence and mainstreaming of decent work across sectors; and (c) dealing with influential companies in regional and global value chains is increasingly vital for the ILO's work in the subregion.

### 7.5. Enabling high-performance teams

The impressive volume of work and achievements during implementation of the DWCPs in the subregion point to high-performance teams located in ROAP, CO/DWT-Bangkok and CO-Hanoi. Addressing human resource and administrative constraints in these offices will lead to gains in both efficiency and effectiveness. The challenges experienced in this regard appear to be systemic, and will require significant corporate commitment and investment to improve across the organization. In the meantime, benefits can be gained through attention to key points of frustration.

## 7.6. Attending to key gaps and challenges

Although there has been some ratification of ILO Conventions, this is an area in need of concerted attention, particularly concerning their implementation. Developments around the Trade Union Law in Cambodia and the ILO's pragmatic approach to these developments have generated both approval and criticism among national and international partners. This situation highlighted the challenges the ILO has to manage amid increasingly assertive government positions on the need for political stability as a condition for economic and social advancement. Similarly, work on gender, indigenous communities and people with disability has struggled to gain sufficient resources and in-depth attention in spite of the need for their integration across the DWCP as cross-cutting areas of work. These areas of work will also require concerted attention over the next few years.

## 8. Lessons

Lessons learned include the following:

- (1) Unless tripartite constituents are the most influential forces in their sectors, progress towards decent work can easily be obstructed by powerful organizations or coalitions with direct access to influential government ministries;
- (2) The trust of ministries not used to working with the ILO is gained by proving commitment to the process, rapidly responding to requests when development partners lack interest or expertise;
- (3) DWCPs have to be designed and implemented to closely reflect local and evolving contexts and capacities, with a strong focus on ownership and sustainability;
- (4) The appropriate timing and sequencing of interventions are important to ensure the readiness of systems and society for changes brought about through policy and regulation;
- (5) Successfully connecting projects that are complementary increases effectiveness and the potential for impact;
- (6) M&E are important at all levels within the ILO context, and are part of institutional capacity development support to partners;
- (7) The scale of an achievement needs careful consideration. Major increases in small numbers do not necessarily indicate success if ways to scale effectively are not found.

## 9. Recommendations

**Recommendation 1: Improve the chance of generating impacts that sustain in the long term.** Conduct meta-analyses and studies to provide guidance to projects and specialists about the attitudes, relationships and conditions that enable good progress and sustained impact in local contexts. Hold line-management and project staff accountable for risk management and early detection and resolution of problems. Do timely planning with counterparts and stakeholders for exit and sustainability. Conduct evaluations of key outcomes and determine with constituents and partners how to enable more effective (a) institutional capacity strengthening, (b) complementarity and connection between projects and technical assistance, and (c) catalytic action that can lead to impact with limited effort.

| Responsible unit(s)  | Priority | Time implication | Resource implication |
|--|----------|------------------|----------------------|
| DWT/CO-Bangkok, CO-Hanoi, EVAL, Partnerships and Development Cooperation Department (PARDEV) | High     | Medium, ongoing  | Medium               |

**Recommendation 2: Strengthen monitoring, evaluation and learning systems.** Continue the process of harmonizing DWCP-related M&E systems including, as relevant, those used by tripartite constituents. Use theories of change linked to the M&E system for a comprehensive approach to tracking progress towards impact. Devise processes to synthesize and use information from evaluation findings and recommendations. Devise ways to monitor and evaluate the effectiveness of capacity strengthening. Experiment with adaptive management techniques that use short cycles of monitoring and reflection.

| Responsible unit(s)  | Priority | Time implication | Resource implication |
|--|----------|------------------|----------------------|
| DWT/CO-Bangkok, CO-Hanoi, ROAP, PARDEV, Bureau of Programming and Management (PROGRAM) | High     | Medium           | Low                  |

**Recommendation 3: Review the capacity and office configuration of the DWT/CO-Bangkok and related offices for potential improvements, including achieving a better understanding of the special role played by national coordinators.** Strategize together to find and implement ways to lighten the burden of work in the subregion. Administrative processes that affect effectiveness and efficiency should be reviewed. Devolve authority where this will clearly increase efficiency.

| Responsible unit(s)  | Priority | Time implication | Resource implication |
|--|----------|------------------|----------------------|
| DWT/CO-Bangkok, CO-Hanoi, ROAP, Deputy Director-General /Field Operations and Partnerships | High     | Short            | Low to medium        |

**Recommendation 4: Give appropriate momentum to progress towards decent work.** Determine how integration between development cooperation projects, specialists' expertise and countries' decent work initiatives can be improved. Build on good work already done to implement strategies that increase effective high-level interaction and coordination with key organizations and coalitions, with a view to encouraging and supporting mainstreaming of decent work in and through their organizations.

| Responsible unit(s)   | Priority | Time implication | Resource implication |
|---|----------|------------------|----------------------|
| DWT/CO-Bangkok, CO-Hanoi, Multilateral Cooperation Department | Medium   | Medium           | Low to medium        |

**Recommendation 5: Use the DWCPs to strengthen engagement with ASEAN and the SDGs.** Develop country and subregional reports that showcase the key elements and achievements of the DWCPs and the synergies across countries. Make an integrated normative and business case for the implementation of decent work in the region within the SDG framework. Build on initiatives such as the BRIC Summit Commitments: 2010 Brasilia Summit and ASEAN Labour Ministers' workplans.

| Responsible unit(s)   | Priority | Time implication | Resource implication |
|---|----------|------------------|----------------------|
| ROAP, DWT/CO-Bangkok, CO-Hanoi, Multilateral Cooperation Department | Medium   | Medium           | Medium               |

**Recommendation 6: Strengthen DWT-Bangkok’s potential for impact.** Implement actions that harness the DWT specialists’ expertise on issues that affect the DWCPs. This could include strategic discussions about progress and impact, followed by action on key issues. Address lack of incentives, which hampers collaboration among specialists, and encourage opportunities for such collaboration.

| Responsible unit(s)     | Priority | Time implication | Resource implication |
|-------------------------|----------|------------------|----------------------|
| DWT/CO-Bangkok, PROGRAM | Medium   | Low              | Low                  |

**Recommendation 7: Make a concerted effort to improve cross-cutting area outcomes.** Synthesize the progress towards impact as well as the challenges regarding mainstreaming and capacity strengthening related to gender, people with disability and indigenous communities. Develop a system of accountability for results in these cross-cutting areas.

| Responsible unit(s)                        | Priority | Time implication | Resource implication |
|--|----------|------------------|----------------------|
| ROAP, PROGRAM, Human Resources Development | Medium   | Low to medium    | Low                  |

**Recommendation 8: Expand funding potential by focusing on new types of sources and collective efforts.** The SDGs, shifts in economic power, and national initiatives such as Thailand 4.0 bring new opportunities to frame the case for decent work. Use this situation to devise a concerted strategy to continue building new relationships and mobilizing funding from innovative and new sources. Make an integrated normative and business case for decent work that resonates with the perspective of the potential source. Overcome obstacles to collaboration with UN partners so that joint funding opportunities can be more frequently exploited.

| Responsible unit(s)                    | Priority | Time implication | Resource implication |
|--|----------|------------------|----------------------|
| ROAP, DWT/CO-Bangkok, CO-Hanoi, PARDEV | High     | Medium, ongoing  | Medium               |



# 1. INTRODUCTION

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## 1.1. BACKGROUND

The ILO Regional Office for Asia and the Pacific serves one of the most diverse, and at the same time one of the fastest-growing regions of the world. Although hundreds of millions have been lifted out of extreme poverty in the region in recent years, it still represents around two-thirds of the world's poor. Natural and man-made disasters, uneven economic growth, growing inequality, changing demographics and marginalized groups are only some of the factors that continue to lead to national and societal vulnerabilities and social, economic and environmental strains.

ILO members in the Asia and the Pacific region committed themselves to the Asia-Pacific Decent Work Decade 2006–2015, focusing on five priority areas that reaffirmed their commitment to productive and decent employment for all their people.<sup>4</sup>

Two distinct subregions have been marshalling their potential through united and collective action aimed at standing stronger in development and cultivating prosperity, integration and harmony: ASEAN and the Greater Mekong subregion (GMS). Five of the six GMS countries also constitute the Lower Mekong subregion: Cambodia, the Lao People's Democratic Republic, Thailand, Viet Nam and Myanmar.

Four of these countries are the focus of this *Independent evaluation of the ILO's Decent Work Country Programmes, strategies and actions in the Mekong subregion 2012–17*, commissioned by EVAL, and conducted between April and August 2017. Myanmar has been excluded from the evaluation, as the ILO has only recently begun programming there.

Three of the four countries have DWCPs as frameworks for concerted action on the Decent Work Agenda. Thailand is the exception. A draft DWCP was developed for Thailand in 2014–15, but was set aside as a result of changes in the political process.<sup>5</sup>

## 1.2. PURPOSE, SCOPE AND CLIENTS

Since 2005, the ILO has progressively implemented tailored DWCPs as instruments to effect desired changes agreed upon as national priorities by its tripartite constituents. As governance level evaluations of these programmes, the independent HLEs aim to provide (a) a strategic perspective on whether the ILO's programmes are effectively serving as instruments to achieve Decent Work Agendas in specific countries

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<sup>4</sup> This commitment to the Decent Work Agenda was also reinforced at the 2011 and 2016 Asia Pacific Regional Meetings.

<sup>5</sup> Unless otherwise specified, the set of projects that encompasses ILO's work in Thailand is included in certain references to the "DWCPs". The projects that make up the Thai country programme or the draft DWCP will be specifically referenced where distinctions matter.

or regions, and (b) an opportunity to present transparent information about the results of the ILO's work to all its partners.

This evaluation therefore has three distinct purposes:

- (1) Ensure accountability for appropriate processes and outcomes in support of the ILO and national agendas;
- (2) Inform high-level decision-making on policy and strategy in the ILO;
- (3) Support organizational learning among the ILO and the in-country partners, to (a) improve country programme planning, implementation and organizational effectiveness; (b) help strengthen synergies among technical advice and technical cooperation activities; and (c) identify approaches that might better support national tripartite constituents' priorities.

The scope of the evaluation was determined by the following:

- (1) The evaluation questions, determined by EVAL in consultation with stakeholders;
- (2) The period under consideration (2012–17);
- (3) The geographic focus;
- (4) The intended use and users of the evaluation;
- (5) Constraints resulting from data and information gaps.

The ILO Governing Body is the principal client for this evaluation. Other intended users include the ILO Director-General and his Senior Management Team, the ILO Evaluation Advisory Committee, ROAP, the DWT in Bangkok, the Country Offices (CO-Bangkok and CO-Hanoi) and the tripartite constituents in each country and in the region.

The terms of reference for the evaluation are provided in Annex 1.

### 1.3. APPROACH TO THE EVALUATION

The ILO has the charge to contribute to sustainable development through the promotion of social justice around the world. Framed and directed by the Decent Work Agenda, its work is strongly normative, and focused on the intersection of employment, social dialogue, social protection, and fundamental principles and rights at work. It provides technical advice and support aimed at strengthening individual, institutional and systems capacities around the world. It operates within challenging, interrelated social, economic and political processes that demand high levels of technical skill, diplomacy and patience. Values have to be turned into national or institutional policies, strategies or regulations, and these into long-term, sustained institutional or societal change.

This does not lead to immediate results. Impacts often emerge long after the ILO's activities have come to an end, and much of what is achieved cannot be measured in immediately tangible, quantitative terms. In many countries, in particular those that have not had the chance to reap the benefits of economic and social advancement over many decades or centuries, decent work in all its interconnected dimensions is still a distant goal. In essence, therefore, the ILO's work strives to enable or contribute to large-scale systems change in a country or region.

The evaluation terms of reference did not make provision for an evaluation that views the work of the ILO from a complex systems perspective, but it was regarded as important to consider, at a minimum, (a) the evolving contexts in which the ILO's work has been taking place, (b) the extent of synergy and integration, (c) unexpected results and possible negative consequences, (d) the nature of the changes envisaged or achieved through ILO action (e.g. catalytic, incremental, transformative), and (e) possible preconditions for success.

The assessment was directed by the evaluation matrix (Annex 2) and the six performance areas reflected in the set of evaluation criteria. They assume that the success of the ILO's work in the subregion depends

on the relevance of the DWCP priorities, the coherence and validity of the design, and the effectiveness, efficiency, likelihood of impact and sustainability of the work done in the three DWCPs, and in the annual programme of work in Thailand.

The evaluation was designed in line with the rapid evaluation methodology described in the guidelines established by EVAL. It was conceived as a (primarily) qualitative participatory assessment, although this could only be fulfilled in part. A mixed-methods approach aimed to make the best use of qualitative and quantitative, perceptual and factual data, and allowed for multiple lines of inquiry and evidence, as well as triangulation, to enhance the chance of credible and useful findings.

## 1.4. METHODOLOGY

### Inception

As a result of budget and practical constraints, a scoping mission was not conducted. Early planning was facilitated by discussions with the ROAP Regional Director, the DWT Director and ROAP Monitoring and Evaluation Officer. An inception report was prepared and approved by EVAL and other key stakeholders.

### Document and literature review

The scope of the evaluation required heavy dependence on secondary data and information. Documents available on the Internet and received from EVAL were studied to capture what was known from previous data collection, reports and evaluations, and from relevant literature. More than 140 documents were reviewed; a summary list is provided in Annex 3.

### Analysis of evaluations

Three comprehensive country programme reviews conducted in 2015 and 2016 for Cambodia, the Lao People's Democratic Republic and Viet Nam served as valuable strengthening of evidence. A total of 27 evaluations and reviews were used as references for aspects of the evaluation. Thirteen external or independent end-of-term development cooperation project evaluations were analysed more systematically to inform the findings (Annex 4). The evaluations for systematic analysis were purposefully selected based on their timing (primarily done during or after 2014, and end-of-term summative evaluations), the (budget) size of the projects, and the quality and level of detail of the evaluation report.

### Case studies

Each national consultant was assigned the conduct of a case study for that particular country, based on evidence from both primary and secondary data collection methods, except in the case of Viet Nam.<sup>6</sup> As per the terms of reference, a document study was the only source of information and evidence.

### Country missions

Country missions of a week each were conducted to Thailand, the Lao People's Democratic Republic and Cambodia; as per instruction, the analyses for Viet Nam were based on the document study only. Several days were also spent with ROAP, CO-Bangkok and the DWT in Bangkok. The relevant national consultant participated in each country mission. In the absence of a local consultant in the Lao People's Democratic Republic, the consultant for Thailand also participated in that mission. Given the serious time constraints for in-country engagement with the many stakeholders whose inputs were regarded as essential, only one debriefing session was held with ILO staff in Bangkok.

<sup>6</sup> Reviews conducted within the scope of the Viet Nam DWCP 2012–16 have been referenced throughout the study.

### Group and individual interviews

A total of 164 semi-structured interviews with a range of purposefully selected stakeholders provided the main method for primary data collection. The interviews were conducted on a one-to-one basis or with small groups. Several larger meetings were held with ministry officials and trade union representatives. Some follow-up interviews were conducted by telephone or by Skype after the country missions. In each country, the service of a professional interpreter was used to support interviews where this was necessary and preferred by the person to be interviewed. The list of persons interviewed is in Annex 5.

### Analysis, synthesis and verification

Systematic analysis of available data and information was based on inductive, deductive (informed by the ILO's RBM approach) or abductive reasoning,<sup>7</sup> as appropriate. Triangulation between sources and methods was the primary method for ensuring the credibility of the findings and conclusions, complemented by stakeholder comments on the first draft of the evaluation report.

## 1.5. CONSTRAINTS

The number of days available for the evaluation was limited for the scope of work that had to be covered; a very large number of activities had been executed in the subregion during the period under review. The evaluation team was therefore highly dependent on readily available and useful secondary data and information. This presented a severe constraint, as there were almost no useful systematic, consolidated data readily available for use by the evaluation team – and even less so in formats that could lead to direct comparison between countries. Apart from the outcomes data obtained through the ILO's formal IRIS SMM system (which itself does not present data in consolidated, user-friendly formats), data sets and information had to be compiled and synthesized from scattered sources. This was time-consuming and left information gaps that affected some of the analyses and syntheses.

Extensive use also had to be made of external and independent project and country evaluations. These were found to be of varying quality, and their Organisation for Economic Co-operation and Development (OECD) Development Assistance Committee (DAC) evaluation criteria-based assessments difficult to compare, due to different interpretations of the criteria.

Missions were conducted only to Cambodia, the Lao People's Democratic Republic and Thailand. The benefits of deeper understanding through personal interaction could therefore not be had in the case of Viet Nam. This inevitably limited comparison between countries. This challenge was somewhat offset by the availability of useful project evaluations and, in particular, a very useful set of country programme reviews (CPRs).

Given the limited number of days available for the evaluation, the large number of persons who had to be interviewed to ensure coverage of important stakeholders, and the volume of DWCP activities in the subregion, the time spent on mission was too short to allow for comprehensive discussions with important stakeholders as well as full updates on developments in 2016. Unforeseen challenges within the team further affected the time available for analysis and consolidation of data and information.

Significant opportunity for triangulation was presented by discussions with representatives from the tripartite constituents engaged in DWCP implementation and review. Yet, the number of key persons guiding and leading DWCP planning and implementation is limited, and thus the same people tend to be targeted for reviews and evaluations. Time constraints during country missions prevented expansion of interviews and observations beyond those tripartite constituents who have been closely involved with the programme.

<sup>7</sup> Abductive reasoning is a form of logical inference which starts with an observation then seeks to find the simplest and most likely explanation.

Exceptions were interviews with representatives from UN organizations and international agencies, only some of whom were ILO partners. A special effort therefore had to be made during interviews for deeper engagement aimed at getting fresh perspectives, which meant that not all topics for discussion could be covered in every interview.

Surveys were not conducted when: (a) the evaluation team was alerted to the fact that the subregion had been “over-surveyed”, making very low response rates a distinct possibility, in particular among the tripartite constituents – workers’ unions, employers organizations and government officials (some of whom would have been in the midst of election campaigning); (b) few potential respondents had a good knowledge of the DWCP beyond their immediate assignment or area of interest; (c) the many DWCP activities in the subregion meant that a large volume of work was in the hands of the evaluation team with a limited number of contract days; or (d) extensive high-quality country programme reviews conducted during 2015 and 2016 with a similar focus on OECD DAC criteria were available.



## 2. THE LOWER MEKONG SUBREGION CONTEXT

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### 2.1. INFLUENCES IN THE MACRO CONTEXT

#### 2.1.1. The global context

The ILO's Decent Work Agenda and member countries' commitments to the international labour standards provide a global framework for relevant policies and strategies. The Asia and the Pacific region, including the Lower Mekong countries, have been slow to ratify the ILO Conventions that relate to the application of freedom of association principles (Annex 9), primarily as a result of national constitutional provisions or specific legislation.

At the same time, the effects of globalization are felt in the form of conflicts and dynamics that result from intense competition among countries and regions for economic benefit, profit and soft power. Countries are increasingly dependent on vast global value chains managed by (primarily) multinational corporations that span the globe. It is also foreseen that the private sector will play a major role in the development of technologies that will have a transformative impact on the world of work through what is seen as the Fourth Industrial Revolution.<sup>8</sup> The 2030 Agenda for Sustainable Development, with its SDGs, will invariably influence how countries view their priorities and development agendas, as well as their monitoring and evaluation processes. The private sector is also increasingly sought out to support development, including through investments in line with the SDGs.

#### 2.1.2. The regional context

The ten ASEAN countries have been marshalling their potential through more substantial united action and connectedness, aiming to use collective action to stand stronger in development and in managing external (and internal) threats. Better connectivity is vital to ASEAN's success. It facilitates trade, lowers costs of goods and services, and makes supply chains more efficient and exports more competitive. The focus is therefore now on the AEC, established in 2015, through which the ten members aim to ensure a single regional common market and production base that will allow freer flow of goods, services, investment and skilled labour in the region. It is expected to become an economic powerhouse in the Asia and the Pacific region soon.

ASEAN countries work in what is known as the "ASEAN way", preferring compromise, consensus and consultation in decision-making processes – sometimes above binding, enforceable obligations. They

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<sup>8</sup> The distinguishing feature of the Fourth Industrial Revolution is new technologies that are fusing the physical, digital and biological worlds, and impacting all disciplines, economies and industries.

focus on addressing challenges and problems through quiet diplomacy, informal and personal processes, and other non-confrontational means, avoiding embarrassment of members that may lead to further conflict. They build on their strengths through small steps that can lead to large-scale change.

Over the last 20 years, the six countries of the GMS<sup>9</sup> have been working together under an economic cooperation programme aimed at cultivating prosperity, integration and harmony in the subregion. Around US\$ 18 billion has been invested in this effort since 1992, with another nearly US\$ 33 million for 107 upcoming projects approved in December 2016. They focus on better connectivity through (a) physical infrastructure and nine economic corridors (with as priority the 1,600 km East–West corridor connecting the Lao People's Democratic Republic, Viet Nam, Myanmar and Thailand); (b) competitiveness through market integration and cross-border trade and travel; and (c) cultivating a “sense of community” by addressing shared social and environmental concerns. The GMS represents a single economic entity where each country plays a different role in the region, yet each country also follows its own path within its particular country context.

The **Lower Mekong subregion** consists of five of the GMS countries. It is expected that leading economies such as Thailand will have to accelerate their transition to a knowledge-based economy in order to keep a competitive edge in the region. Although there have been major developments in physical infrastructure, bureaucracy and other restrictions have hampered improvements in trade. Each country also has its own migration routes and agreements, and the subregion lacks coherent labour migration policies and effective legal procedures – a critical factor encouraging illegal migration. The migration policies and regulations also appear not to respond to dynamic, fast-changing migration trends and increasing competition for talent from other countries in the region. Most intra-ASEAN migrants are unskilled or low-skilled workers (more than 87 per cent are low-skilled). Irregular migration is a serious problem. Most of the irregular migration is concentrated in just a few corridors; among the top corridors are the Lao People's Democratic Republic and Cambodia to Thailand.

In spite of the many cultural and development similarities among countries in the subregion, their labour and industrial relations situations and systems are anything but homogenous. The ILO has implemented a number of interventions to strengthen the formulation and implementation of recruitment and labour protection policies and practices that can help ensure safe migration and decent work. In each country in the Mekong subregion, the tripartite constituents are mobilized to engage in the planning and execution of interventions classified under the Decent Work Agenda that covers the four strategic objectives of the ILO. Much needs to be done, as the following snapshots show.

Several of these societies' psyches and development paths have been deeply affected by decades of war within living memory. This is most visibly displayed in SDG 18 of the Lao People's Democratic Republic (Lives safe from Unexploded Ordnances), and in the 7–8 per cent of persons with disabilities in Viet Nam.

### Employment

Full and productive employment and decent work for all, especially for young people, is an important goal of the ILO's agenda. By 2030, the ASEAN region's labour force is projected to be 2.2 billion, and indications are that the region will need to create 249 million additional jobs over the next 15 years. This will be a challenge. Over the past 15 years, overall employment growth was 1.0 per cent per year, and this is projected to slow to 0.8 per cent per year over the next 15 years. As a result of the strong economic growth that Cambodia, the Lao People's Democratic Republic and Viet Nam have achieved over the past 20 years, the upgrading of unskilled or low-skilled workers appears to be a critical issue, on par with or even more important than job creation.

<sup>9</sup> Cambodia, China (Yunnan Province and Guangxi Zhuang Autonomous Region), the Lao People's Democratic Republic, Myanmar, Thailand and Viet Nam.

### Social protection

Some countries have made recent progress in the area of social protection, while others show significant scope for improvement. The ILO's contribution has often been in the form of promoting the concept of a Social Protection Floor – nationally defined sets of basic social security guarantees that should ensure, at a minimum, that all those in need have access to essential health care and basic income security. Yet social protection expenditures in the region are still below the global average, resulting in low levels of coverage and benefits. Several contingencies are still employer liabilities and consequently do not offer adequate protection. Given the high economic growth rates, there is scope for improving social protection expenditures, and such financing through a combination of taxation and expanded social insurance could well be an increasingly important priority for governments.

### Social dialogue

The limited available information on social dialogue in the Mekong subregion portrays a mixed picture, but the significant changes projected for the economy as a result of the AEC are expected to require higher levels of social dialogue. As a positive example, in 2014, the ILO-supported social dialogue among the tripartite constituents in the Lao People's Democratic Republic is said to have enhanced the quality of their respective inputs into revisions that brought the labour law in line with international labour standards and ratified conventions. In Cambodia, the eventual success of minimum wage negotiations for 2016 indicated an increased use of an evidence-based negotiation. On the other hand, the passage of the Trade Union Law, despite the objections raised by workers' organizations, was seen as a setback to social dialogue.

### Rights at work

There are widespread and systemic restrictions on the exercise of fundamental rights at work, both in law and in practice across the ASEAN region. Child labour and forced labour are still critical concerns: approximately 10 per cent of children in Asia are labourers. Of this group, more than half are trapped in the worst forms of child labour, often hazardous work. The Asia and the Pacific region also accounts for 56 per cent of global forced labour. In some countries, labour legislation imposes considerable constraints on the rights of workers to organize, bargain collectively or strike. Certain categories of workers – defined by gender, caste, ethnicity, disability, etc. – continue to face systemic discrimination in obtaining, retaining or simply benefiting from educational and employment opportunities.

## 2.2. NATIONAL CONTEXTS

### 2.2.1. Cambodia

Cambodia gained its independence in 1953. Following an extended period of civil war, the Paris Peace Accord in 1991 led to the first free and fair election in Cambodia in May 1993. After the elections, Cambodia entered a period of relative political and macroeconomic stability and an economic boom. This has resulted in a significant reduction in the poverty rate, from 50 per cent in 1992 to 13.5 per cent in 2014. However, Cambodia faces growing inequality (income disparity, regional disparity between the urban population and the rural poor, and gender disparity), while women continue to face discrimination in the workplace, have little legal protection and are vulnerable to (labour) exploitation and violence.

Cambodia has a young population: 65 per cent are under 30 years of age. Every year, around 300,000 young people enter the labour market, yet official figures for youth unemployment are very low – in 2016, 0.37 per cent for males and 0.31 per cent for females. An estimated 80 per cent of the working population works in low-skilled, labour-intensive or informal jobs in sectors such as the garment sector (which dominates exports), agriculture, forestry and fisheries, and small and micro-enterprises. A fifth of garment industries closed as a result of the financial crisis a decade ago, hitting young Cambodian women the

hardest. Many workers in both the formal and informal sectors earn just above the poverty line, especially in rural areas, where the vast majority of Cambodians live. As a consequence, internal and external migration is very high. Young people migrate to urban centres, and more than 1 million Cambodians work abroad, most of them in Thailand.

Cambodia still has least developed country status, but in June 2016 the World Bank Group declared it to be a lower-middle-income economy, giving further credibility to the country's impressive development trajectory. This new status has implications for overseas development assistance flows.

### 2.2.2. The Lao People's Democratic Republic

The Lao People's Democratic Republic has seen strong economic growth, which has contributed to reduced poverty levels and improved living standards. However, the national poverty rate is still the highest among the four countries, with 23.2 per cent in 2015, down from 32.7 per cent in 2004. The Lao People's Democratic Republic transition from centrally planned to market-oriented economy has yielded impressive economic benefits. Capital inflows have surged, trade has grown, infrastructure has developed and new sectors for economic activity have been born, most notably around natural resource use. This growth and reform has been accompanied by the ongoing but still fragile development of the labour market institutions.

At the same time, significant decent work challenges remain, particularly those related to high levels of vulnerability and informality, as well as to low skill levels in an economy still dominated by the agricultural sector, despite recent (slow) expansion of the industrial and service sectors. The country also faces a number of pressing challenges to the improvement of people's life prospects, such as in the areas of (a) job-rich growth; (b) a more equitable distribution of wealth, in particular between rural and urban areas; (c) the widening of the productive base; (d) improving education and skills in line with labour market needs; and (e) improving sustainable environmental management, particularly in extractive industries.

By implementing the current National Social and Economic Development Plan, the Government of the Lao People's Democratic Republic aims to graduate from least developed country status by 2020 and to consolidate regional and international integration in the context of the AEC. Progress has been made in meeting the three criteria for least developed country graduation, particularly with respect to income levels, but major areas remain to be addressed, particularly with respect to economic vulnerability, where expanding and strengthening social protection will be a key priority. Further challenges to employment are the poor quality of technical and vocational education and training, and the low rate of enrolment. Women find themselves disproportionately exposed to a range of risks and vulnerabilities, both in the workplace and within Lao society. The country's young population has a strong potential to drive economic growth and development, but this potential is challenged by migration, with migrants abroad making up around 8 per cent of the workforce who do low-paid, labour-intensive work in neighbouring Thailand.

### 2.2.3. Thailand

Thailand is the 20th most populous nation in the world, with nearly 70 million inhabitants. It became an upper-middle-income economy in 2011. However, average growth slowed to 3.5 per cent over 2005–15, and the Government has embarked on an ambitious reform programme to raise Thailand's long-term growth path and achieve high-income status. Following a period of economic decline in 2013 and 2014, estimated growth in 2015 was back at around 2.5 per cent, with the Thai private sector driving the economy forward despite challenging conditions. Poverty has declined over the last 30 years, from 67 per cent in 1986 to 7.2 per cent in 2015. However, poverty in rural areas and inequality continue to pose significant challenges, with vulnerabilities resulting from faltering economic growth, falling agricultural prices and

ongoing droughts. The rate of female labour in 2011 was 45 per cent, while the youth unemployment rate was 4.6 per cent in 2016.

The rate of economic recovery and reigniting growth will depend on how fast Thailand can overcome factors constraining growth and promote a more inclusive growth model. Its long-term economic aspirations are laid out in Thailand's recent 20-year strategic plan for attaining developed country status through broad reforms that address economic stability, human capital, equal economic opportunities, environmental sustainability, competitiveness and effective government bureaucracies. The country is a large production centre for electric and electronic appliances and components, a leader in the production and export of agricultural commodities as well as for tourism in South-East Asia, and a service economy with a strong financial sector.

The ILO's work in Thailand, a middle-income country, has for many years been oriented more towards rights issues – freedom of association and collective bargaining, discrimination, child labour and trafficking, the rights of migrant workers – than to broader employment and development issues. A 2012 study on child labour conducted by the ILO and the International Programme on the Elimination of Child Labour in four seafood-producing provinces established an average child labour prevalence rate of 9.9 per cent in the age group of 5–17 years. Of the economically active children in the age group of 15–17 years identified in the survey, 36.2 per cent were working in hazardous child labour, indicating an urgent need for the improved protection of young workers.

#### 2.2.4. Viet Nam

After a decade of uninterrupted gross domestic product growth of around 8 per cent per year, boosted by Viet Nam's accession to the World Trade Organization in 2007, the country has been adversely affected by the global economic and financial downturn. The economic situation deteriorated sharply in 2008. Inflation rose steeply and peaked at 28 per cent, before slowing to 17.5 per cent in early 2009. Gross domestic product growth dropped from 8.5 per cent in 2007 to 3.9 per cent in the first half of 2009. The Government of Viet Nam reacted well by stabilizing a steeply rising inflation in early 2008 and stimulating a lagging economy. By 2010, Viet Nam gained lower-middle-income economy status. It has the lowest poverty rate among the four countries, with 7 per cent in 2015, down from 16 per cent at the end of 2006, just before the start of the first DWCP. However, poverty gains are fragile and a significant portion of the population, particularly in rural areas and among ethnic minorities, is vulnerable to falling back into poverty.

The economic downturn seriously affected workers in labour-intensive and export-oriented industries (e.g. shoes, seafood and furniture), as well as domestic and overseas labour migrants, adding pressure on the Decent Work Agenda. Here, too, the recession hit women harder than men as a result of their predominance in export-oriented industries. The strong economic growth since 1990 has not been reflected in employment growth, which has fluctuated between 2 and 2.5 per cent. Around 61 per cent of all workers in Viet Nam are estimated to be engaged in vulnerable forms of employment, such as contributing family workers and own account workers. With a large labour force of around 53 million people, only 36 per cent are employed in the formal sector; the rest are in agriculture and the informal sector. As a consequence, internal and external migration is high.

Gender inequality persists in the labour market, with a female participation rate which increased only slightly during the first and second DWCP. The unemployment rate among young workers has remained stable during the two DWCPs, under 7 per cent, but two to three times the general unemployment rate. Opportunities for work have to be provided for over 1 million new entrants to the labour market every year. Viet Nam's 2011–20 Socio-Economic Development Strategy defines three “breakthrough areas”: (a) promoting skills development, in particular for modern industry and innovation; (b) improving market institutions; and (c) developing further infrastructure.

## 2.3. EVOLUTION OF THE DWCPs

In Cambodia, the first DWCP (2006–10) had a strong focus on employment and skills development,<sup>10</sup> which has continued throughout all three DWCP periods; only emphases shifted. The second DWCP (2011–15) had a stronger focus on dispute resolution, skills matching and youth employment, as well as on the revision of several key policies and laws. The third DWCP (2016–20) consolidates the achievements of the previous five years and moves towards policy implementation, youth employment and entrepreneurship, and sustainable enterprises. Collaboration with government partners other than the Ministry of Labour and Vocational Training (MoLVT) is expanding. Gender and other cross-cutting issues have a higher priority, including those in the entertainment industry, domestic workers and factory workers.

Before the design of its first DWCP in **the Lao People's Democratic Republic**, the ILO had a strong focus on employment generation, skills development, data collection and analysis, child labour and human trafficking. The first DWCP (2011–15) emphasized the development of integrated strategies for rural employment promotion, the provision of technical assistance, advisory services, and the strengthening of public employment service provision and capacity building. The second DWCP (2017–21) is set to continue on the path of the first programme, but with a sharpened focus on the promotion of decent and formal employment, the strengthening of social protection, and implementation of international conventions.

For many years, the ILO's work in **Thailand** has been oriented more towards rights issues – freedom of association and collective bargaining, discrimination, child labour and trafficking, and the rights of migrant workers – than to broader employment and development issues. During the period under review, the ILO has supported 14 projects, including six on migrant protection and decent work, primarily through TRIANGLE; forced and child labour; gender and sexual orientation; and, most notably, Ship to Shore Rights, a project aimed at combatting unacceptable forms of work in the Thai fishing and seafood industry, initiated in 2015 after the country received a yellow card from the European Union (EU) for illegal, unreported and unregulated (IUU) fishing activities.

Thailand's situation is interesting, as it is the only middle-income country among the four covered by this evaluation, and the only one that does not have a DWCP in place. A draft DWCP was developed through a tripartite process, but failed to be adopted – in part due to changes in government and in part due to disputes about some of the content, including the proposed ratification of the ILO Freedom of Association and Protection of the Right to Organize Convention, 1948 (No. 87), and the Right to Organize and Collective Bargaining Convention, 1949 (No. 98). In spite of this, there is a good correlation between the results obtained during this period and the priorities and targets set out in the draft DWCP. It is foreseen that new directions – such as green jobs initiatives, climate change, livelihood development, labour migration, natural disaster management and Thailand 4.0 – will all feature more prominently in future national plans. This will also influence the directions of the ILO's work.

In **Viet Nam**, the first DWCP (2006–10) had a focus on the labour market, enterprises and social protection – all three themes new to the country's development process. The Government recognized a need to develop labour market institutions, information systems and services, and prepared a Master Plan for Labour Market Development aligned with the key national development plans. The second DWCP (2012–16) continued to build on the achievements and results of the first, with added foci on more equity, inclusiveness and sustainability.

<sup>10</sup> Other initial foci were laws and regulations, vulnerable groups, safe work and social dialogue, strengthening of market information, and social coverage for men and women in the formal and informal sectors.

### 3. SNAPSHOT OF CURRENT STATUS OF THE ILO'S DWCPs IN THE SUBREGION

Table 1. Current status of ROAP in the subregion

| ROAP  |   |
|---|---|
| Size of region                                  | <ul style="list-style-type: none"> <li>35 ILO member countries with more than 3.7 billion people</li> </ul>   |
| ILO office presence in region                   | <ul style="list-style-type: none"> <li>12 country offices and six liaison or project offices</li> <li>Served by more than 80 staff, around 30 linked to programmes and projects</li> </ul>  |
| In-country presence relevant to this evaluation | <ul style="list-style-type: none"> <li>Hanoi Country Office (for Viet Nam)</li> <li>Bangkok Country Office (for Thailand, Cambodia and the Lao People's Democratic Republic)</li> <li>Project Offices in the Lao People's Democratic Republic and Cambodia (Joint Project Office)</li> </ul>  |
| Size of offices relevant to this evaluation     | <ul style="list-style-type: none"> <li>Hanoi: 12 office staff; around 80 project staff, around half for Better Work Viet Nam</li> <li>Cambodia: National Coordinator and 2 office staff; around 45 project staff, including more than 30 for BFC</li> <li>Thailand: 3 office staff; 4 project staff</li> <li>The Lao People's Democratic Republic: National Coordinator; 7 project staff</li> </ul> |
| DWTs  | <ul style="list-style-type: none"> <li>Two teams based in Bangkok and Delhi</li> <li>ILO DWT-Bangkok for East and South-East Asia and the Pacific has around 25 specialists covering 23 countries and serving 6 country offices and ILO's work in Malaysia, Brunei Darussalam and Singapore (including Bangkok and Hanoi)</li> </ul>  |

Table 2. Current status of the Cambodia DWCP

| DWCPs: Cambodia (2012–16)         |  |
|-----------------------------------|--|
| ILO involvement                   | Member since 1996, three years after the peace agreement in 1993   |
| DWCPs                             | DWCP-II, 2011–15; and DWCP-III, 2016–18. Preceded by DWCP-I, 2008–10   |
| Memoranda of understanding signed | February 2012 and October 2016 respectively, by the MoLVT, and representatives of the employers' association Cambodia Federation of Employers and Business Associations (CAMFEBA), trade unions and ILO's Country Director for Thailand, Cambodia and the Lao People's Democratic Republic |
| No. DC projects                   | 20   |
| Total expended (2012–17)          | US\$ 15 935 764  |

| DWCPs: Cambodia (2012–16)  |  |
|--|--|
| Priority areas   |  |
| 2011–15  | 2016–18  |
| 1. Improving industrial relations and rights at work   | 1. Improving industrial relations and rights at work   |
| 2. Promoting an enabling environment for decent employment growth, with a particular focus on young people | 2. Promoting an enabling environment for decent employment growth and sustainable enterprises, with a particular focus on young people |
| 3. Improving and expanding social protection   | 3. Improving and expanding social protection and occupational safety and health (OSH)  |

Table 3. Current status of the Lao People's Democratic Republic DWCP

| DWCPs: The Lao People's Democratic Republic (2011–15/2016–18)                                  |   |
|--|---|
| ILO involvement  | Member of ILO since 1964  |
| DWCPs  | 2011–15 and 2016–18   |
| Memorandum of Understanding signed   | 16 February 2012, by the Ministry of Labour and Social Welfare (MOLSW), Lao Federation of Trade Unions, Lao National Chamber of Commerce and Industry (LNCCI), and the Country Office for Cambodia, the Lao People's Democratic Republic, and Thailand (CO-Bangkok) |
| No. DC projects  | 14  |
| Total expended (2012–17)   | US\$ 4 870 741  |
| Priority areas   |   |
| 2011–15  | 2016–18   |
| 1. Promoting employment and skills development for more equitable growth and poverty reduction | 1. Promoting employment and skills development for more equitable growth and poverty reduction  |
| 2. Improving labour market governance  | 2. Improving labour market governance   |
| 3. Improving and expanding social protection   | 3. Improving and expanding social protection  |
| 4. Improving constituent capacities and strengthening social dialogue                          | 4. Improving constituent capacities and strengthening social dialogue   |

Table 4. Current status of the Thailand DWCP

| DWCP: Thailand  |                                      |
|---|--------------------------------------|
| Involvement in Thailand   | Member of ILO since 1919             |
| DWCPs   | None; draft proposed but not adopted |
| No. DC projects   | 13                                   |
| Total expended (2012–17)  | US\$ 8 936 374                       |
| Proposed priority areas, draft DWCP (not adopted)   |                                      |
| 1. Employment and skills development  |                                      |
| 2. Promotion of the ratification and application of international labour standards and productive labour relations including the strengthening of social dialogue |                                      |
| 3. Long-term policy on international labour migration and human trafficking   |                                      |
| 4. Social protection  |                                      |

Table 5. Current status of Viet Nam DWCP

| DWCP: Viet Nam                     |   |
|------------------------------------|---|
| Involvement in Viet Nam            | Active partner since 1992, Decent Work Agenda adopted in 1999, CO opened in Hanoi in 2003   |
| DWCPs                              | DWCP-II, 2012–16; DWCP-III, 2017–21 (under development); preceded by DWCP-I, 2006–10  |
| Memorandum of Understanding signed | DWCP-II signed May 2012 by the Ministry of Labour, Invalids and Social Affairs (MOLISA), Viet Nam Chamber of Commerce and Industry; Viet Nam General Confederation of Labour; the Viet Nam Cooperative Alliance; and the Director, ILO CO-Viet Nam. |
| No. DC projects                    | 42  |
| Total expended (2012–17)           | US\$ 31 077 730   |
| Priority areas                     |   |
| 2012–16                            |   |
| 1.                                 | Improving the quality and sustainability of growth through high quality human resources, decent work and the development of sustainable enterprise  |
| 2.                                 | Promoting equitable and inclusive growth through social protection and addressing decent work needs of disadvantaged and vulnerable groups  |
| 3.                                 | Contributing to Viet Nam's aim to become a “modern-oriented industrialized nation” through strengthening labour market institutions and governance  |



## 4. FINDINGS

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### 4.1. RELEVANCE

#### 4.1.1. Relevance to ILO and tripartite constituents' needs

The priorities in all three DWCPs as well as the programme of work in Thailand have been found to be very relevant to the needs and priorities of the tripartite constituents in each country. This is the result of the credible consultation processes through which the programmes of work were developed –informed by analyses of country contexts and consideration of previous reviews, and with good engagement of tripartite constituents and other key stakeholders to arrive at an agreed-upon set of priorities. The design processes had strong ILO guidance, and the priorities and plans of action were closely linked with the ILO's mandate and comparative advantage.

Although no one questioned the relevance of the priorities and plans in operation between 2012 and 2016, there was room for improvement. The quality of preparation and consultation differed somewhat between countries, and a few persons interviewed in Thailand and Cambodia raised the issue of the power of the government which, according to them, often reflected in the result of tripartite planning and review processes. The most recent round of DWCP designs has indeed seen improvements, with more opportunities for engaging discussions; in the Lao People's Democratic Republic, the design process has been reported as informative, transparent and highly participatory, based on country programme review findings, a diagnostic study, three rounds of consultations with national constituents in local languages, and engagement with 13 DWT specialists and other ILO staff.<sup>11</sup>

The use of the DWCP framework is also an indication of its relevance. Country programme reviews found that few of the persons interviewed were familiar with the whole programme; those involved tended to use it primarily for their own assigned responsibilities. The annual planning and review processes provided the only real opportunity to engage with its breadth and depth. Only a few examples were therefore recorded of its wider use outside the direct interests of the ILO.<sup>12</sup> In Cambodia, the MoLVT noted that the DWCP was one of its three core strategy documents; consultations with the Social Security Office in Thailand also noted the use of the ILO's plans for its own prioritization processes.

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<sup>11</sup> According to notes by the consultant who facilitated the process, a representative of workers' organizations noted that they had, for the first time, "a real stake" in a major programme design process.

<sup>12</sup> This warrants more focused study, as this information was not consistently collected.

#### 4.1.2. Relevance and evolution in programming and implementation

The DWCPs display enough flexibility to remain relevant during implementation. In the absence of an unexpected shock, they evolve incrementally from phase to phase, building on what has gone before, while gradually incorporating elements considered as new ILO corporate priorities, such as the informal sector, rural employment or youth. The annual review processes ensure the flexibility to allow light adaptations in targets (and indicators) when contexts change. This has been observed, for example, in the urgent process launched to establish (a) an evidence-based minimum wage setting system in Cambodia after trade union protests in 2014; (b) the lower-cost strategies and mainstreaming pursued when funding for ILO's child labour work declined; and (c) the quick collective action on the “Ship to Shore Rights” project to address the issuance of a yellow card by the EU for IUU fishing in Thailand. It has been noted by a previous reviewer that such changes are not always documented; this requires attention to safeguard the integrity of accountability and learning processes.

The annual review by high-level tripartite constituent bodies overseeing the DWCPs helped to assure their continuing relevance. As examples, in the Lao People's Democratic Republic, this body consisted of a tripartite committee chaired at the Vice-Ministerial/Vice-Presidential level, serviced by a DWCP M&E working group. In Cambodia, oversight was the responsibility of the Inter-Ministerial Steering Committee on Decent Work.

Relevance is also influenced by how the DWCPs are implemented; the priorities established for the five years have to be well reflected in the range of implementation activities. This was found to be the case despite the dependence on external funds to make the programme work. Results were achieved across a wide range of country programme outcomes. And while some projects are acknowledged as having been “pushed” by donors, while being somewhat marginal to immediate priorities, nothing has been found that appears to have taken the programme off course.

A few examples were mentioned during interviews where, from the perspective of the person interviewed, the ILO could have engaged with greater vigour to pursue important priorities. In Thailand, some representatives of workers' organizations would have liked to see more focus on the ratification of key Conventions and freedom of association. An ILO specialist and several international partners noted the need for attending to whole global supply chains rather than working with smaller, less powerful employer organizations. These are matters of emphasis rather than questioning of the relevance of the substance of the programme.

The radical changes expected to affect the workforce of the future – climate shocks and disasters, the “sharing” and “gig” economies, the need for “green jobs”, the Fourth Industrial Revolution – might demand more radical thinking about new directions, and a more revolutionary approach to decent work, than slow evolutions allow.

#### 4.1.3. Relevance to other influential stakeholders

DWCP priorities do not necessarily align with the priorities and interests of stakeholders outside the tripartite arrangement, and this matters when they are powerful actors in the implementation of key DWCP priorities such as the ratification of fundamental conventions. Anecdotal information indicates that powerful business organizations have on occasion actively and successfully opposed some important agreed-upon DWCP priorities. Such incidents highlight the limitations and challenges inherent in decent work programming through tripartite processes.

Over the past few years, the ILO's engagements have expanded beyond ministries of labour to other influential ministries such as finance, planning and economic affairs. Even when they are involved in implementing or overseeing programme implementation, the priorities of their own ministries or departments might not necessarily align with those of the DWCP. Deeper engagement around the DWCPs could

provide important opportunities to help ensure policy coherence in government, and more emphasis on mainstreaming decent work across governmental policies and strategies. These aspects were only touched upon during this evaluation, and could be a fruitful focus for future consideration.

#### 4.1.4. Relevance to national frameworks

In all four countries, the DWCPs (and annual work plans in the case of Thailand) were well aligned with key national development policies and strategies (Table 6).<sup>13</sup> They will therefore contribute to important national priorities, and provide opportunities for the mainstreaming of decent work.

In part, this is the result of the synergies between the ILO's work and adjustments in policies in the region during the Asia-Pacific Decent Work Decade 2006–2015. The DWCP planning processes also focused explicitly on making the necessary connections with important national development policies and plans. In some cases, the development of the policy or plan was originally influenced by the work of the ILO.<sup>14</sup> Yet this does not guarantee that decent work has been integrated into sector policies and plans; this depends on the level of policy coherence in the country.

**Table 6. Key national development frameworks with which DWCPs and annual programming have been aligned in the four countries under review**

|  |
|--|
| <p><b>Cambodia<sup>1</sup></b></p> <p>Rectangular strategy for growth, employment, equity and efficiency, phases II and III</p> <p>National strategic development plan</p> <p>Industrial development policy, 2015–25</p> <p>National employment policy (NEP), 2015–25</p> <p>National Social Protection Policy Framework 2015–16</p> |
| <p><b>The Lao People's Democratic Republic</b></p> <p>7th and 8th National Social and Economic Development Plans (2011–15 and 2016–20)</p>   |
| <p><b>Thailand (draft DWCP, not adopted, but reflects ILO priorities and ongoing projects)</b></p> <p>11th and 12th National Economic and Social Development Plans (2012–16 and 2017–21)</p> <p>Labour Master Plan, (2012–16)</p> <p>20-Year National Strategy of Thailand (2017–36)</p> <p>Thailand 4.0</p>                         |
| <p><b>Viet Nam<sup>2</sup></b></p> <p>Socio-Economic Development Strategy, 2011–20</p> <p>Socio-Economic Development Plan, 2011–15</p> <p>National Strategy for Gender Equality, 2011–20</p> <p>Vientiane Declaration on Partnership for Effective Development Cooperation 2016–25</p>   |

<sup>1</sup> The DWCP also resonates with more targeted policies related to gender, social protection, indigenous people and migration.

<sup>2</sup> Also, evidence of alignment with other government documents linked to budget allocations. Some conflicts have been noted.

As a long-standing member of the UN family, the ILO has been very deliberate in its anchoring of DWCPs in the relevant UNDAFs (United Nations Development Assistance Partnership in Thailand); the linkages are clearly laid out in the DWCP documents, and the ILO can contribute in multiple ways and on multiple topics to the work of the UN in each country. As example, the DWCP and UNDAF in the Lao People's Democratic Republic reflect the following areas of common interest: (a) promoting employment and skills development for more equitable growth and poverty reduction; (b) improving labour market

<sup>13</sup> In the case of Thailand, the draft DWCP was used for comparison, as much of it reflected the priorities from 2012 to 2016.

<sup>14</sup> The national employment policy (NEP) in Cambodia is a case in point.

governance; (c) improving and expanding social protection; (d) improving constituent capacities; and (e) strengthening social dialogue.

#### 4.1.5. Relevance to international development frameworks

The DWCPs were also broadly relevant to international development frameworks in the region and globally. On the one hand, this shows that decent work has to be treated as an integral component of “development”. On the other hand, given the importance of employment in all countries, the work of the ILO can be seen in principle relevant to nearly all international frameworks. However, an emphasis on decent work is needed to ensure good alignment with such policies and plans, and this is not always present.

The DWCPs all had implicit as well as explicit connections to the MDGs. The most recent Cambodia country programme review noted very specifically the multiple elements of the DWCP that could contribute directly or indirectly to the achievement of the MDGs. An explicit example of alignment to national MDG targets was the adoption by the Lao People's Democratic Republic in 2007 of a new target under MDG Priority 1.<sup>15</sup>

Studies and discussions are under way in the Office and in the subregion to determine how the country programmes can best be linked to the SDGs.

In the Asia and the Pacific level, the DWCPs are relevant to the overall commitment of the ILO's 35 member countries to the Decent Work Agenda through the declaration of the Asia-Pacific Decent Work Decade 2006–2015. The ASEAN Charter in 2008, and the ASEAN Labour Ministers' Work Programme (2010–15) confirmed the ten member countries' interest in balancing economic and social development goals, social justice and human rights. DWCP priorities relevant to the region, such as programming on migration, are generally aligned with the ASEAN Labour Ministers' Work Programme (2011–15). DWCP implementation also reflected priorities emphasized during the Asia and the Pacific Regional Meeting held in Bali in December 2011.

ILO staff have been engaged in important meetings, processes and studies in ASEAN and the Greater Mekong subregion, and the DWCPs reflect some key priorities within the region's general commitment to decent work. The ILO's roll-out of projects targeting issues of regional importance, such as skills standard setting and safe migration (reflected in, among others, in the projects STED, ASEAN TRIANGLE, GMS TRIANGLE and Ship to Shore Rights), provided good opportunities to strengthen regional interaction and cooperation. This worked to varying degrees, with the two TRIANGLE projects as obvious examples of success.

More recently, the Trans-Pacific Partnership, the AEC and the 2030 Agenda for Sustainable Development with its SDGs have been seen as providing multi-country frameworks for the ILO's engagement. The AEC highlights the importance of migrant, employment and OSH-related initiatives as it risks increasing unsafe migration and the spread of disease, and leaving source communities with fewer prospects, as people move to economically stronger countries. Neither of the two AEC Blueprints produced to date highlights any aspect of decent work; the AEC Blueprint 2025 only briefly refers to the need to create a good industrial relations environment. Work supporting specific labour-related Trans-Pacific Partnership provisions is presently on hold due to political changes.

Given the synergies between the countries, the DWCPs produced a fruitful body of work that can inform more systematic, strategic engagement by the ILO in the GMS and ASEAN – in particular in supporting further mainstreaming, and the implementation of relevant policies and strategies informed by decent work principles.

<sup>15</sup> “To make the goals of full and productive employment and decent work for all, including for women and young people, a central objective of [our] relevant national and international policies and [our] national development strategies.”

#### 4.1.6. Relevance within major global shifts

Relevance to current policies and plans does not necessarily imply continued relevance in (even the near) future in a world where the Fourth Industrial Revolution and major shifts in geopolitical and economic power are altering trade relationships, buying power, social interactions and economic and job opportunities.

Although the ILO Country Office has started to engage with constituents on these issues – for example, through the Thailand National Dialogue on the Future of Work and follow-up action by national authorities in the context of the new Thailand 4.0 development model – they have yet to influence DWCP priorities. This might require more innovation than the gradual evolutionary adjustments on which DWCPs are developed might allow.

#### 4.1.7. Relevance to the ILO SPF and P&B outcomes

The three DWCPs and programme of work in Thailand were well aligned with the ILO's SPF. The three to four priority areas defining work in each DWCP were well reflected in the CPOs for each country, which in turn were well represented across the ILO's four strategic objectives and P&B outcomes – despite certain initial technical challenges, especially in the case of Viet Nam (section 4.2). The negotiated process to develop the programme outcomes also led to a few minor discrepancies between their articulation in the DWCP document and the CPOs recorded in the IRIS SMM – the result of adaptation to the local context.

Each CPO had an appropriate connection to one or more P&B outcomes (Annex 6). The resource allocations to the majority of CPOs (section 4.3.5) confirmed the alignment. The development cooperation projects operating between 2012 and 2016 were also each well linked to at least one CPO.

Thus, none of the technical challenges is considered substantive enough to indicate any substantive misalignment between the DWCP, the SPF, the CPOs and the accompanying budget framework.

## 4.2. COHERENCE AND VALIDITY

### 4.2.1. DWCP as framework for action

Persons interviewed during the evaluation noted a series of benefits from the use of the DWCP as programming framework in the ILO. It gives direction for better and joint programming and resource allocation – enabling a certain level of prioritization (although felt by many to be too little), highlighting feasible linkages between the ILO's mandate and country priorities, and enabling a common understanding among the ILO and tripartite constituents of the scope and nature of the ILO's work. It helps them to focus on targets and to understand how much time and how many resources to spend towards an outcome. They use it as a starting point for fundraising, with some reporting a benefit from this approach. They feel confident in saying that they contribute to “decent work”. There is a certain logic to it. According to some, it also helps them to think in new ways about their work. Only two technical specialists were of the view that the DWCP did not or could not add any value to their work.

Among tripartite constituents, only some had a good sense of the scope of the programmes. Those deeply engaged in the planning and review processes felt that the DWCPs had some major benefits. It enables connections and synergies between various areas of ILO engagement, including with national actors in the country. It brings a sense of coherence between disparate activities and helps them to understand where they can fit within the list of outcomes. Different departments and ministries in government recognize that they are contributing to decent work, and that their work is connected with others also engaged in the DWCPs.

Among international partners interviewed, very few had any sense of the whole programme in the country, but most were aware that it had been developed through a good consultative process. The fact that this gives credibility to the priorities and content overall is an important advantage. It has been shown anecdotally that private sector representatives cannot connect with the terminology or approach used in the DWCP; fundraising in the private sector will require a very different approach.

#### 4.2.2. Coherence and alignment

Scope and breadth: The negotiated DWCP design processes led to programmes with a wide range of expected outcomes over three biennia (Annex 6): Cambodia with 26 CPOs in total, the Lao People's Democratic Republic and Viet Nam with 17 each, and Thailand with 13, each with one or more targets and indicators. Although the cost of DWCP implementation was not calculated, rough estimates are that only 30 to 50 per cent of each DWCP in the region had been funded at the start of each programme, with momentum gained over time as new projects were added.<sup>16</sup> With the exception of seven CPOs in Cambodia and one each in Thailand and Viet Nam, all of the outcomes received some funding over the biennia, but a good proportion of the amounts were small.<sup>17</sup> A total of 32 of 73 CPOs (44 per cent) did not receive any funding from development cooperation (XBTC) sources.<sup>19</sup>

The evaluation team therefore agrees to some extent with the general view that the programmes were too widely spread, too complex to fully comprehend, and too ambitious in scope given the capacities and resources of the ILO and tripartite constituents.

This assessment is tempered by the following: the DWCP consists of a set of priorities, outcomes and targets that provide the boundaries within which the ILO should conduct its work and achieve, together with tripartite constituents, a set of outcomes in four interrelated strategic areas. Achievements over time are expected to enable sufficient impact for the Decent Work Agenda in the specific country to be fulfilled. The DWCP also serves as a bridge between local and global ILO priorities. If substantive progress is to be made within a reasonable time in terms of decent work at national level, the DWCP programme cannot be too narrowly focused, and multiple actors have to find their space to make contributions that can work together to accelerate the achievement of decent work in the country. Furthermore, a good spread provides more opportunities for raising external funding.

A balance is therefore needed between a too-narrow focus and too much spread and complexity, as well as a strong focus on ensuring as much integration and synergy as possible between components (projects). Fundraising can then be done strategically in order to meet expectations.

**Alignment:** The evaluation team found that all three DWCPs were coherent and well aligned with both the country and ILO priorities, despite the technical difficulties experienced during the initial programming in Viet Nam (section 4.1.7).

There were a few slight discrepancies between the CPOs and the outcomes recorded in the DWCPs due to tailoring to local contexts, but this did not pose a threat to their eventual matching (Annex 7). The CPOs were well connected with the Outcomes in the ILO's Strategic Programme Framework, in spite of the fact that the two sets of indicators and targets reflect different levels of outcomes in the corporate system. All projects were eventually assigned to at least one CPO.

<sup>16</sup> Personal communication by the Director, CO-Bangkok.

<sup>17</sup> In the Lao People's Democratic Republic ten of 17, in Cambodia and Thailand seven each, and in Viet Nam three of the CPOs were funded at less than US\$ 100,000 over five years.

<sup>18</sup> Funding might not always have been systematically allocated and recorded against the "correct" CPO. The system also limits the extent to which accurate and systematic CPO costing can be recorded (e.g. time allocation of technical specialists). These amounts should therefore be treated as indications only.

<sup>19</sup> Source: financial information provided to the evaluation team.

Inevitably, some projects could deliver results in several CPOs, and the scope of the project's expected outcomes is often broader or narrower than the linked CPO and its targets. ILO staff readily admitted that not all projects fit equally well within their assigned outcome frame.<sup>20</sup>

Such discrepancies were not severe enough to challenge the coherence and credibility of the DWCPs. However, they highlight the challenge that the ILO has in securing enough funding for projects of the focus, size and scope that can bring about enough of the desired changes articulated through the CPOs to advance the national Decent Work Agenda substantively over the lifetime of the DWCP. The impact on progress of such misalignment needs to be carefully monitored over the programme period.

**Synergy, collaboration and integration:** The DWCP design does not foster synergies and collaboration among DWCP projects, or with initiatives of other partners in the country or in the region. The counting of a CPO only once against a P&B outcome in a biennium prevents the cross-cutting nature of the ILO's decent work in a country to be appropriately valued. The single outcomes silos linked to budget allocations made for competition rather than collaboration, and for compliance rather than learning about decent work and development. Integration – one of the ILO's main reasons for establishing a programming framework – was therefore not sufficiently considered in practice.

Thus: (a) the benefits of cross-cutting and synergistic effects, where projects and/or their outcomes work together to enhance or accelerate results, were not felt; and (b) there was a greater risk that implementation of interventions would proceed out of sequence with what was needed for success.

This was the case with the Social Service Delivery Mechanism (SSDM) pilot in Cambodia, which had to be suspended when the intervention was implemented too early, before local capacities and systems could enable delivery. The DWCPs also did not encourage collaboration or knowledge sharing with similar interventions implemented in different countries in the subregion. GMS TRIANGLE was one of the only projects that linked up successfully with several other projects in the region.

#### 4.2.3. Results-based management and evaluability

RBM in the ILO is weakened by insufficient attention to theories of change with results frameworks that show linkages from output to impact level, and connect to the monitoring and evaluation system. It is therefore a challenge to grasp how the outputs and interventions link and build upon one another towards medium- to long-term impact. Although not currently conceptualized as such, the four strategic objectives can provide for the formulation of higher-level outcomes above the CPOs.

The responsible ILO staff in the subregion generally followed the RBM guidelines in order to ensure appropriate DWCP design, monitoring and reporting. However, several difficulties were encountered in formulating appropriate outcomes, targets and indicators. Examples across all four countries show challenges in ensuring SMART (specific, measurable, achievable, relevant and time-bound) indicators and reliance on data that could prove difficult to obtain. There were also project results that could not be captured by the indicators and targets set in place. Analyses during the 2015 CPR of the Lao People's Democratic Republic found that some strategy elements, indicators and targets did not fit well with the local context; others were unrealistic and difficult to measure.

As noted before (section 4.1.7) the Viet Nam DWCP experienced the most technical design difficulties. Only six programme outcomes were identified under the three programme priorities, which appeared to indicate a more focused approach, a desirable situation. Instead, the outcomes as formulated were

<sup>20</sup> See for example the Mutually Recognized Skills Framework, aimed at accelerating the economic integration of Cambodia, the Lao People's Democratic Republic and Myanmar in the light of the AEC.

too unfocused and broad;<sup>21</sup> in turn, the chosen indicators were either too narrow, too many, and/or not SMART. The recent CPR also noted that the outputs of the DWCP document were used as outcome indicators. The result of this design flaw was a proliferation of indicators that did not accurately measure the CPO. The issue is said to have been raised during the Quality Assurance Mechanism review, but was not addressed in the final version of the DWCP document. There was also substantial indicator misalignment.<sup>22</sup> During the course of the DWCP implementation, the outcome formulations had to be changed to be less ambiguous.

The CPOs were not consistently recorded in the IRIS SMM. Cambodia and the Lao People's Democratic Republic had several CPOs that were not reflected in all three biennia.<sup>23</sup>

Project staff also followed RBM principles in project design and monitoring, but evaluations invariably highlighted challenges in this regard. The absence of appropriate or timely baseline data, the quality of data, and understanding of change at the impact level were some of the most prominent. These challenges also affected the measurement of effectiveness and impact in many projects. Cross-cutting issues were poorly integrated in both project and DWCP formulations.

Thus, while all three DWCPs had certain strengths, they displayed technical weaknesses that had a negative impact on the evaluability of the programmes. Challenges stemmed primarily from still-developing capacities in RBM. The newest set of DWCPs developed during 2016–17 shows improvements in conceptualization, focus and especially in technical quality.

#### 4.2.4. Monitoring and evaluation

In spite of the weaknesses discussed above, ILO staff in the subregion generally support the RBM approach and results-based budgeting in their work, indicating that, although they are still developing their understanding, it has helped them to think about results rather than activities, and made resource allocation more transparent.

However, the fact that RBM has not been fully implemented in ROAP or in CO-Bangkok,<sup>24</sup> and lacks a culture of using monitoring and evaluation results, weakens programme management towards impact. Some staff members in Bangkok confirmed that monitoring, and the use of monitoring data, are not seen as a priority amid busy schedules and more intuitive management styles.

Instead, the ILO evaluations tend to be used for learning about progress and results. EVAL requests management responses to project evaluations. However, there is no mechanism to ensure accountability for following up on findings and recommendations. Theories of change have not been developed, and

<sup>21</sup> For example, under “Country Priority 3: Contributing to Viet Nam’s aid to become a modern-oriented industrialized nation through strengthening labour market institutions and governance”, one of the two very broadly defined outcomes was formulated as “Effective employers’ and workers’ organizations and social dialogue institutions and mechanisms strengthen industrial relations”. The two indicators, in turn, both contain several concepts in one: “Organizations of employers and workers, including cooperatives, are more influential and representative and provide improved and new services to respond to the needs of existing and potential members”, and “Institutions, including the workers and employers’ organizations, and mechanisms for industrial relations strengthened.” This then led in turn to vaguely defined, complicated or insufficient targets, among others: “Employers and workers’ organizations participate in decision-making with government or other key partners and have their views reflected in adopted legislation or policy, and ii) more effective services for their members”; and “C. 144 applied, including through more effective functioning of the NLRC at national and local levels, and implementation of advisory, conciliation and arbitration services.”

<sup>22</sup> For example, in the Viet Nam DWCP, indicator 6.3 on labour inspection support did not target the informal sector. For indicator 1.5, the aim to improve the quality of career guidance was only one factor influencing the number of jobseekers finding jobs through employment services. Indicator 1.6 – projects using local economic development approaches – demonstrated broader expectations than the dissemination focus presented in the relevant target.

<sup>23</sup> The reasons were not clarified, but as this was mostly in 2016, it could be the result of the changes in either implementing the new DWCP in 2016, or the collapsing of 19 P&B outcomes to ten.

<sup>24</sup> Given the lack of a country mission to Viet Nam, the situation there could not be assessed.

there is insufficient collection and use of descriptive process and results-monitoring data in the Regional and Country Offices that can be consolidated and used for management and decision-making purposes.

The strong focus on quantitative, tangible outputs and outcomes drew attention away from the need to understand the quality of processes.

A useful database with details about the DWT specialists' and CO staff missions was in place in CO-Bangkok, but consolidated information in useful formats has to be manually compiled, limiting the usefulness of the database for management purposes.

Some staff perceive the monitoring templates and milestone reports as well as the IRIS SMM as difficult to use and the data "heavy" to compile. At the same time, some DWT specialists feel that the complicated nature of their work is not well reflected in the corporate "traffic light" outcomes monitoring system. In putting a harmonized, easy-to-use system in place, it will be important to find a way to ensure that the whole system is not too cumbersome to manage and use.

Two monitoring systems have to be kept updated, one to be used at country level, including for tripartite constituent DWCP review meetings, and the other for corporate reporting in support of the SPF. The national coordinators and programme officers keep progress monitoring plans, but the extent of their use and utility outside formal reporting is not clear. The evaluation team struggled to find useful monitoring and evaluation information in one place, and that could be readily consolidated for management purposes. The result is a somewhat disjointed picture of progress towards results, rather than a useful, updated overview with readily available consolidated data that can give a perspective on progress towards impact for the whole programme by country.

This situation appears not to be the result of purposeful neglect, but of staff who are overstretched with multiple commitments and who have yet to be inspired by the utility of consolidated, useful monitoring and evaluation information. There are no incentives to regard monitoring as important. Under such circumstances, it inevitably gets neglected.

There is reason to believe that the situation will improve, given the new round of DWCPs and uptake of certain review recommendations. But it will be important to have management support to get and use a well harmonized, integrated and useful monitoring and evaluation system that supports ongoing use of strategic evidence in the ILO and among the constituents overseeing programme implementation.

Among constituents, the involvement of high-level officials in the planning and monitoring of the DWCPs is a good indication of the importance they attach to the DWCPs, and strengthens the argument for harmonization of M&E systems with those of the constituents – to the extent possible.<sup>25</sup>

### 4.3. EFFECTIVENESS

#### 4.3.1 Delivery against expectations

Overall, programme effectiveness was satisfactory. The DWCPs in Cambodia, the Lao People's Democratic Republic and Viet Nam, and the programme of work in Thailand, all moved forward briskly with implementation, broadly in line with programme priorities and plans in spite of a number of delays during project implementation in each country. Progress reports and the outcomes recorded in the ILO's IRIS SMM system – as well as analyses during three comprehensive country programme reviews conducted at the end of each DWCP in Cambodia, the Lao People's Democratic Republic and Viet Nam

<sup>25</sup> For example, in Cambodia, the Labour Minister and key senior representative of workers' and employers' organizations are directly involved. In the Lao People's Democratic Republic, the MoLSW Vice-Minister chairs annual DWCP review meetings together with the Vice-Presidents of the LNCCI and the Lao Federation of Trade Unions. In Thailand, the Ministry of Labour Permanent Secretary chairs the Steering Committee of the Ship to Shore Rights project. In Viet Nam, the DWCP Steering Committee was established under the leadership of the Minister of Labour.

– highlighted many significant outputs and achievements in line with both the desired DWCP outcomes and the ILO's SPF.

Country programme reviews conducted in 2015 and 2016 concluded that the DWCPs had been generally effective in delivering on their objectives within the limitations posed by funding and practical constraints. Two-thirds of the evaluation reports analysed during this evaluation concluded that the effectiveness of the particular project under review was satisfactory or very satisfactory. Reflections during interviews were also generally positive about delivery and in particular about the ILO's role, often seen as important or indispensable.

A detailed study of delivery against targets was not available, but CPR analyses in the Lao People's Democratic Republic showed that, at the end of the DWCP period, 63 per cent of DWCP targets had been met or were on track, 18 per cent were slow or delayed, and 17 per cent did not report any progress. In Viet Nam, 48 per cent of 27 targets had been achieved, 26 per cent partially, with no result in another 26 per cent for the period under review. In Cambodia, a rigorous examination of outputs and their uptake rated progress against milestones as moderately satisfactory to satisfactory. In general, well-funded projects report good progress, with a few exceptions, primarily located in the Lao People's Democratic Republic and Viet Nam.

Closer examination of the ILO's progress tracking records reveals that progress against almost every CPO has been delayed at some stage, understandably more so where resource allocations have been low. In Cambodia, the CPOs to which substantive amounts of funding have been linked – in the areas of social protection, child labour and social dialogue (primarily through BFC) – made good or fair progress between 2012 and 2016.

An important exception relates to improving the quality and coverage of social protection, particularly among vulnerable groups (KHM226). The SSDM pilot project (investment US\$ 1.3 million) has stalled due to lack of service delivery on the ground. In the Lao People's Democratic Republic, CPOs linked to high financial allocations (above US\$ 500,000) generally reported good progress. Lower but still well-resourced efforts that experienced delays were linked to the strengthening of social dialogue among employers' and workers' organizations, and work on laws against gender discrimination. The situation has been similar in Thailand; among the well-resourced CPOs, the only delays consistently reported were in efforts to ratify the ILO Freedom of Association and Protection of the Right to Organize Convention, 1948 (No. 87), and the Right to Organize and Collective Bargaining Convention, 1949 (No. 98).

An analysis done during the Viet Nam CPR conducted in 2016 also concluded that there were many instances of weak effectiveness related to the work of the ILO: (a) the adoption of a National Employment Strategy and Labour Market Master Plan; (b) (non)ratification of the Vocational Rehabilitation and Employment (Disabled Persons) Convention, 1983 (No. 159) and other employment policy conventions; (c) extension of local economic development as an employment-creating strategy; (d) treatment of internal migrants as vulnerable groups in terms of decent work promotion; and (e) extension of labour administration to the informal economy. In each of these cases, there was not sufficient explicit authorization and cooperation from State authorities to result in the desired outcomes.

There are also important concerns: A significant number of projects have met with challenges in the field, some of which are well-known obstacles to success. Professionals experienced in development could have been expected to have avoided such situations based on experience and appropriate use of monitoring and evaluation data, and accountability measures.

Furthermore, the ILO's reporting in the IRIS SMM, as well as evaluation report findings – while detailed in terms of what was achieved and what the ILO contributed – tend to be vague in terms of the scope and significance of the results and contributions compared to the original or remaining challenges and targets. Statements of achievement such as “capacities developed” are reported but there is no evidence that these “difficult to measure” examples of progress and achievements are recorded and measured in credible ways.

Nonetheless, based on all the available evidence, it is reasonable to conclude that the effectiveness of the DWCPs in the four countries has been satisfactory, with the caveats that: (a) improvements are needed; and (b) the specific nature of the DWCP complicates any assessment of effectiveness. The latter is informed by the understanding that implementation is inevitably a work in progress that cuts across DWCP lifetimes, and progress has been delayed with respect to a significant number of CPOs. There are no clear benchmarks that determine to what extent a DWCP could and should satisfy expectations set up at the beginning of the five-year period. Progress is dependent on when funding is generated – which could be well into the period of programme execution. The wide spread of expected results, the varying scope and significance of recorded results, and the lack of full funding for DWCP implementation are all factors that challenge progress towards meeting targets and achieving outcomes.

It will be important for those involved in DWCP monitoring and annual review to consider and specify what “success” would look like under these circumstances, from a whole-of-programme perspective and cognizant of both the quantity and quality of achievements.

#### 4.3.2. Development cooperation projects

A total of 89 development cooperation projects<sup>26</sup> (Annex 8) under ILO management have been operating in the four countries during the period under review, funded at a total of US\$ 55.42 million in external (XBTC and Regular Budget for Technical Cooperation (RBTC)) funds supplemented by US\$ 3.53 million in the Regular Budget Supplementary Account (RBSA).

The DWCP project portfolio in each country has several characteristics that have supported – to a greater or lesser extent – the effectiveness of programme delivery. The following show that there is still significant room for improvement by managing the portfolios so that continuity, coherence, breadth, synergies and high quality in project design and implementation are encouraged:

- (1) *Continuity*: The portfolios display some continuity among projects. This is said by project and ILO staff to increase effective delivery as a result of the experience and longer-term perspective on progress towards outcomes and impact. Many projects have been designated as multi-year, multi-phase projects – continuing beyond two years, with renewal of funding commitments – and many have followed on, or evolved from earlier engagements with the ILO.<sup>27</sup> The utility of longer-term engagements has been confirmed by the multiple outcomes and emerging impacts of long-term projects, most notably as part of ongoing regional and global initiatives such as Better Work Viet Nam and BFC, and ASEAN TRIANGLE and GMS TRIANGLE;
- (2) *Coherence*: In all four portfolios, the projects tend to be well in line with the expected outcomes (CPOs), and all have been formally linked (in almost all cases) to one CPO only. Some are said not to fit completely,<sup>28</sup> as the pressure to raise funds in support of the DWCP makes it challenging to refuse an opportunity that has at least some links with the DWCP priorities;<sup>29</sup>
- (3) *Breadth*: An important challenge is to ensure that projects are sizeable enough in their design and funding to make a real difference when addressing one (or more) CPOs.<sup>30</sup> It is therefore appropriate

<sup>26</sup> The number of projects might vary somewhat depending on whether different phases of the same project, or different funder contributions, have been included and consolidated, or not. Records were not always consistent in this regard.

<sup>27</sup> For example, in Viet Nam, of the total of 20 projects funded during the first DWCP, 17 continued into the second. Eight projects ended in 2012, seven ended in 2013 and two will last until the end of 2017. Of the 25 projects developed and implemented since 2012, 16 ended during 2015 and 2016, and seven will last until the end of 2017 or 2019.

<sup>28</sup> The ILO Skills for Trade and Economic Diversification project (STED) in Cambodia is an example, where business ability gaps in the light manufacturing and food processing sectors have been studied; it is relevant, but not currently a DWCP priority.

<sup>29</sup> The evaluation team does not see it as a major problem if only one or two (smaller) projects do not quite fit, as long as other important benefits are to be gained, such as building trust with an influential stakeholder that holds potential for future collaboration within DWCP priorities.

<sup>30</sup> For example, a project that provides young people with career guidance only is too limited if the expected outcome is better matching of skills and jobs.

that the projects in the four portfolios are largely multi-dimensional, designed to meet several objectives in support of a set of targets and one or more outcomes;

- (4) *Funding*: Funding has generally been concentrated in a number of large projects, related to global or regional projects such as Better Work, migration (ASEAN TRIANGLE and GMS TRIANGLE), child labour and social protection. The ten largest projects constituted 42 per cent of technical cooperation funding. This concentration is also reflected in the CPOs (a project is normally linked to one only): a total of 13 CPOs have had more than US\$ 1 million allocated (section 4.3.5);
- (5) *Complementarity and synergy*: Many projects are complementary even though they have not been designed and implemented in coordination with one another. Issues around safe and productive migration are a prime example. However, this has not been exploited in practice, and it will be important to do more in the future to create or build on potential synergies and linkages between projects. One of the advantages of the DWCP framework is that it supports in a systematic way the incremental evolution of programming and actions towards decent work in a country: the closer the connections between the different priorities and outcomes, the better chance that interventions (in other words, supported projects) will be interconnected and build on one another to get a synergistic effect – in other words, getting results that are more than the sum of the parts. The more explicitly such connections are conceptualized and implemented, the better the chance of results and impact. This has been well demonstrated by the formal connections between GMS TRIANGLE and four complementary projects. One condition for success in this regard is that the challenges often inherent in collaborating across boundaries – different objectives and expectations, implementation priorities, management styles and demands, and so on – need to be overcome. Many examples of the potential exploitation of synergies can be found among the development cooperation projects. For example, apart from the interactions between the Better Work projects in Viet Nam, at least five projects can be connected in the area of child labour<sup>31</sup> and three aimed at people with disabilities;<sup>32</sup>
- (6) *Project quality*: Analyses of external end-of-term evaluations showed that projects could improve in terms of their design, management arrangements and efficiency (of resource use), while getting to and sustaining impact remained a challenge.<sup>33</sup> Their relevance and effectiveness were generally assessed as good to excellent. However, project staff are often very stretched and lack expertise in certain key areas. Addressing such issues will help to make essential improvements in quality of project implementation and delivery.

#### 4.3.3. Influences on effectiveness

A range of positive and negative factors has influenced the effectiveness of programme delivery. The different contexts are likely to place different emphases on each of these factors, but with available information, a search for patterns across countries did not provide sufficient information to highlight nuances.

On the **positive side** are: (a) the ILO's highly valued contributions that reflect very well its comparative advantage; (b) the priorities and, to some extent, coherence brought by the DWCP framework itself; (c)

<sup>31</sup> Youth Employment through Local Economic Development in Quang Nam Province; the Programme of Support to the National Time-Bound Programme on the Elimination of the Worst Forms of Child Labour; Promoting Gender Rights and Tackling Child Labour in the Garment and Footwear Sector; Child Labour Prevention and Reduction Project in Viet Nam.

<sup>32</sup> Promoting Rights and Opportunities for People with Disabilities – Equality Through Legislation; DISABILITY-VIET NAM: Irish Aid-ILO Partnership Programme, Phase II, 2014-15; Strengthening the role of Disabled People's Organizations to advance disability rights in Viet Nam.

<sup>33</sup> Analyses of end-of-project evaluations indicate that projects were assessed as performing well to very well in terms of relevance (13 of 15 projects provided good or excellent performance) and effectiveness (nine out of 15). Areas that were below expectations or just acceptable were the validity of the project design (five out of nine where this was assessed), impact (five out of nine); efficiency, especially of resource use (five out of 12); sustainability (five out of 13), and the management arrangements (one out of nine).

the tripartite mechanism for prioritization, planning and review that also includes the attention of high-level officials; and (d) the multiple partnerships that provide funding and other forms of support.

Two aspects appear to be particularly important: First, the political will, buy-in and participation by the government and, in a country such as Viet Nam, being mandated by authorities, give impetus. Political will is also activated by unexpected threats to economic or social development, such as the EU issuing Thailand with a yellow card for IUU fishing that threatened to disrupt this important sector for the country's economy. Second, close alignment with the local context, ways of working, and capacities, with careful consideration of the appropriate timing and sequencing of interventions.

In addition to the aspects noted in section 4.3.2, key factors that have **worked against effectiveness** relate to:

- (1) The DWCP: Its wide scope, insufficient funding and the pressure on ILO staff as a result of the time-consuming nature of fundraising, and the frequent lack of understanding of its focus and breadth, something found in all countries, but most notably in Viet Nam;
- (2) Practical and conceptual difficulties in the field (provincial to local levels): Poor infrastructure in rural areas; lack of reliable and comprehensive data, both at field and national levels; inexperience among project staff in project management, administration and coordination; low levels of capacity for implementation, which results in a lack of understanding of the complexities of development and the importance of cultivating ownership, trust and good relationships; other dynamics in the field; and insufficient embedding of actions in existing processes and systems;
- (3) Power and authority in the system: Lack of political will, insufficient capacity among government officials responsible for specific assignments, and fragmentation across ministries; and
- (4) The ILO: Human resource constraints which negatively affect the ILO footprint in the subregion and diminish its visibility, and the workload of the project and ILO staff and specialists, which prevent them from attending equally to all matters of importance.

#### 4.3.4. The ILO's value proposition and challenges in the subregion

The ILO's role and contributions in supporting the execution of the DWCP were generally viewed in a very favourable light by all of the tripartite constituents interviewed during the three country missions. Tripartite stakeholders as well as international development cooperation partners regard the organization as offering a **strong value proposition**<sup>34</sup> in the subregion:

- (1) Its work is regarded as of high quality and frequently considered indispensable in the light of the level and type of expertise it provides;
- (2) It has put its comparative advantage to good effect in the subregion. Among others, it has built strong relationships of trust and respect over the years, and normally works within the tripartite modality. It brings not only unique and high quality technical expertise but tailored experiences, lessons and options;
- (3) It does not impose but allows constituents to learn;
- (4) It frequently works behind the scenes with quiet diplomacy to resolve difficulties, without sacrificing integrity. It generally respects and understands local contexts;
- (5) It is generally seen as agile at subregional level in responding to constituents' formal requests, while its openness in informal requests and advice is especially appreciated;
- (6) It aims to collaborate rather than compete, "yet also recognizes its strengths when it acts alone", in the words of one person interviewed.

<sup>34</sup> Google's online dictionary defines a value proposition as an innovation, service, or feature intended to make a company or product attractive to customers.

Full use of the ILO's comparative advantage in the subregion has helped it to engage, often over extended periods, with an impressive number and range of counterparts and partners as well as policies, legislative frameworks, strategies, action plans, regulations and institutional coordination and delivery mechanisms (example in Table 15). It has provided policy support and facilitation, strategic research, capacity development, technical advice, communications and knowledge sharing, access to other country experience, and technical cooperation projects.

However, the ILO has also had to **navigate seven main tensions** inherent in its character and in the demands of the work in the subregion:

- (1) Its normative, aspirational mandate versus the pragmatism required when working in challenging and sensitive political and societal contexts. This is reflected in critical choices around whether to confront a government or work with quiet diplomacy to get results from a long-term perspective. It is also closely linked to the extent to which the societal culture is respected or at least considered – reflected among others in this subregion in the value placed on consensus instead of confrontation, relationships and societal harmony above individual interests, and ensuring that no one “loses face”;
- (2) The short-term nature of project-based work versus long-term perspectives on how to enable and support sustained systems change;
- (3) A narrow focus on technical specialization linked to a very specific single outcome versus the need for holistic perspectives and systems thinking when contributing to development impact trajectories in the long term;
- (4) Respect for the tripartite arrangement and the balance needed in dealing with each constituent group versus close collaboration with governments for national policy influence and the need to engage with other influential individuals, organizations or coalitions in the country and region;
- (5) Its well-recognized organizational strength in upstream work on policy, legislation and regulations and related capacities versus the perceived need for downstream projects that support policy implementation, requiring very different organizational approaches and skills;
- (6) The need for competitive fundraising versus the expectation of leadership in cooperation and coordination, especially, but not limited to, the UN system;
- (7) Centralized authority and administrative systems versus the need for agility, flexibility and impact on the ground.

In general, the ILO has managed most of these tensions well in support of effective delivery of the DWCPs and programmes of work in the subregion. However, criticisms by stakeholders also point to notable **areas for improvement**:

- (1) Its choice to work behind the scenes rather than in public during the disputes around the Trade Union Law in Cambodia: This has put it at risk of being seen as diminishing in influence, as too docile in its response to political challenges, and with the potential of being used to appear to confirm support for a sensitive policy issue when the real situation is much more nuanced;
- (2) Challenges that arise when perspectives on or interpretations of a legal matter differ: One example was noted in the context of BFC, where accusations of non-compliance and factory closure resulted from what has been perceived by the Government of Cambodia as different interpretations of regulations, confusing employers;
- (3) Insufficient attention to, and lack of human and financial resources to, strengthening the ILO's influence at national and regional levels, while being well positioned to do so in terms of the focus of its work and its unique expertise;
- (4) The perceived tendency to work on its own, rather than leading, coordinating or mobilizing others in support of the Decent Work Agenda in a country, in the subregion and in ASEAN;
- (5) Perceptions that it is too parochial, too “ILO-centric”, and not pragmatic enough in its perspectives on decent work, which lessens its potential and value as a partner;

- (6) Its lack of in-depth understanding and consideration of business, and perceptions of naiveté when dealing with the private sector around issues of decent work;
- (7) The perceived imbalance with which it interacts with and supports employers' and workers' organizations compared with its interactions with the government, with workers' organizations feeling particularly neglected;
- (8) Its focus on (single) outcomes rather than on the quality of what is done, and on the interactions and synergies between outcomes, inputs and processes, and between different interventions; in other words, insufficient awareness of the need for a complex systems perspective on its work;
- (9) Frequently poor performance in several aspects of project implementation and scaling as a result of insufficient experience and attention to factors on the ground that impede progress towards impact;
- (10) In the Lao People's Democratic Republic, the fact that it works through the Ministry of Labour and Social Welfare rather than with the Ministry of Planning and Investment who coordinates all activities of international development partners.<sup>35</sup>

Perceptions continue among some stakeholders that the ILO is a funding agency, resulting in a sense of disillusionment when substantive funding does not materialize.

#### 4.3.5. The role of funding

Between 2012 and 2016, the ILO's work in the four countries was made possible through combined funding from XBTC, RBSA and RBTC of US\$ 58.5 million. The external development cooperation funding (XBTC) is the largest funding source, constituting 91 per cent of all funding supporting CPOs in the four countries (Table 7).

Viet Nam is the country with the largest allocation (53 per cent) by all sources of funds. This concentration of funding is the result of projects such as Better Work Viet Nam, to which more than US\$ 11 million has been allocated, and child rights protection (US\$ 3 million). A second concentration of funds is in Cambodia (24 per cent), again related to initiatives such as BFC (more than US\$ 6 million), which focuses on both improving the competitiveness and working conditions in the garment and footwear sector, and the mechanisms and processes for dispute resolution and social dialogue in the sector. The effect of the concentration of funds as a result of several large projects is also observed in the distribution of funds by Strategic Objective of the ILO.

Table 7. Expenditure by source of funds in the ILO's programmes of work in the four countries under review (2012–16)

| Source  | Cambodia          | The Lao People's Democratic Republic | Thailand         | Viet Nam          | Total             |
|---|-------------------|--------------------------------------|------------------|-------------------|-------------------|
| XBTC  | 12 399 175        | 3 618 586                            | 8 263 012        | 28 770 388        | 53 051 161        |
| RBTC  | 454 153           | 349 821                              | 144 971          | 1 274 966         | 2 223 911         |
| RBSA  | 1 211 297         | 438 272                              | 481 059          | 1 032 376         | 3 163 004         |
| Regular Budget—programme support income (PSI) | n/a               | n/a                                  | n/a              | n/a               | n/a               |
| <b>Total</b>                                  | <b>14 064 625</b> | <b>4 406 678</b>                     | <b>8 889 042</b> | <b>31 077 730</b> | <b>58 438 075</b> |

Note: Data made available to the evaluation showed allocations to the RO and CO which could not be broken down into country allocations.

<sup>35</sup> This situation arises because the mandate of the ILO requires it to work with Ministries of Labour as primary government partner in all countries. However, care should be taken to ensure that the Ministry of Planning and Investment in the Lao People's Democratic Republic is engaged wherever possible and appropriate, with open channels of communication.

Table 8. Expenditure by the ILO's Strategic Objective in its programmes of work in the four countries under review (2012–16)

|  | Cambodia          | The Lao People's Democratic Republic | Thailand         | Viet Nam          | Total             |
|--|-------------------|--------------------------------------|------------------|-------------------|-------------------|
| Employment   | 2 600 269         | 2 027 415                            | 3 000            | 16 461 506        | 21 092 191        |
| Social Protection                                      | 1 516 894         | 1 420 327                            | 1 202 526        | 4 278 388         | 8 418 136         |
| Social Dialogue  | 8 143 401         | 766 212                              | 183 535          | 6 452 186         | 15 545 334        |
| Standards  | 1 804 061         | 177 724                              | 7 499 981        | 3 813 289         | 13 295 054        |
| Policy objective (2012–14)<br>(2010–15 P&B outcome 19) | 0                 | 15 000                               | 0                | 72 361            | 87 361            |
| <b>Total</b>   | <b>14 064 625</b> | <b>4 406 678</b>                     | <b>8 889 042</b> | <b>31 077 730</b> | <b>58 438 075</b> |

The cost of full DWCP implementation has not been calculated, but rough estimates indicate that only around 30 to 50 per cent of DWCP costs in the subregion are initially covered, with momentum being gained over time as new projects are added over the course of three biennia.

Insufficient funding obviously affects the effectiveness of DWCP implementation and delivery. In each of the four countries, the ILO had good success in raising funds from both internal and external sources. Viet Nam was particularly successful in mobilizing funding from many different sources across most of its CPOs, while the Lao People's Democratic Republic had the fewest projects, the lowest average amount per CPO, and with a large number of CPOs that had very little or no funding. Table 9 summarizes some of the main observations related to the distribution of funds in support of achieving results linked to the CPOs in each country.

Table 9. Summary of financial support for CPO achievement in the four countries under review (2012–16)

| Total number of CPOs where results were expected during this period | 73                 |                                      |                   |                   |                   |
|---|--------------------|--------------------------------------|-------------------|-------------------|-------------------|
| Total funding linked to CPOs  | US\$ 58.43 million |                                      |                   |                   |                   |
| Total No. CPOs without any funding allocation                       | 9 (12%)            |                                      |                   |                   |                   |
| Total No. CPOs supported by XBTC funding                            | 38 (52%)           |                                      |                   |                   |                   |
| Total projects in operation in support of CPO results               | 89                 |                                      |                   |                   |                   |
|   | Cambodia           | The Lao People's Democratic Republic | Thailand          | Viet Nam          | Total             |
| Total CPO funding   | US\$ 14.07 million | US\$ 4.41 million                    | US\$ 8.89 million | US\$ 31.1 million | US\$ 58.5 million |
| No. of CPOs recorded in IRIS SMM                                    | 25                 | 17                                   | 13                | 17                | 73                |
| Average expenditure/CPO   | US\$ 563 000       | US\$ 259 000                         | US\$ 684 000      | US\$ 1.8 million  | -                 |
| No. CPOs with results in IRIS SMM (2011–15)                         | 18                 | 8                                    | 11                | 15                | 52                |
| No. projects linked to CPOs   | 20                 | 14                                   | 13                | 42                | 89                |
| Distribution of funds across CPOs                                   | Uneven             | Uneven                               | Uneven            | All CPOs funded   | n/a               |
| No. CPOs with external (XBTC) funding                               | 12                 | 7                                    | 5                 | 14                | 38                |
| No. CPOs with more than US\$ 1 million                              | 5                  | 1                                    | 1                 | 6                 | 13                |
| No. CPOs with US\$ 0.1 million–US\$ 1.0 million                     | 6                  | 6                                    | 4                 | 6                 | 22                |
| No. CPOs with US\$ 0.02 million–US\$ 0.1 million                    | 4                  | 2                                    | 1                 | 3                 | 12                |
| No. CPOs with under US\$ 0.02 million                               | 10                 | 7                                    | 7                 | 2                 | 26                |
| No. CPOs without funding  | 7                  | 0                                    | 1                 | 1                 | 9                 |

In **Cambodia**, there has been a substantial concentration of funding, with 9 CPOs linked to more than 50 per cent of the available funding and the vast majority of the projects, while 11 CPOs had none. The dominance of BFC is clearly displayed in the concentration of funding and results linked to KHM 161 and 126. In spite of the concentration of funds, results were obtained against 18 CPOs.<sup>36, 37</sup> Several of the four CPOs supported by limited funding during these biennia<sup>38</sup> offered good results for the level of investment.<sup>39</sup>

**The Lao People's Democratic Republic** had the lowest allocation, with only one CPO with funds allocated totalling more than US\$ 1 million focused on social protection through health insurance. Funding was concentrated in five CPOs linked to the development of the social insurance system, rural employment opportunities, skills development and entrepreneurship.<sup>40</sup> Results were obtained in 12 of the recorded 17 CPOs.<sup>41</sup> Lack of funding played a major role; seven CPOs were funded at less than US\$ 20,000 over the period; nine at less than US\$ 100,000, and only one CPO had an allocation of more than US\$ 1 million.

In **Thailand**, results were obtained in 11 of the 13 recorded CPOs.<sup>42</sup> The vast majority of funding was used to combat child labour and other unacceptable forms of work in the Thai shrimp and seafood industry, and to support the interconnected issue of safe and productive migration. Eight CPOs had funding of less than US\$ 100,000 over five years.

**Viet Nam's** DWCP was the best resourced, having mobilized external development funds through 42 projects. It also had the most even distribution of funding; results were reflected in 15 of the 17 CPOs,<sup>43</sup> with projects supporting the promotion of decent work, industrial relations, better working conditions and national policies and legislations. A total of six CPOs received more than US\$ 1 million, with the maximum more than US\$ 11 million over five years.<sup>44</sup>

The availability and concentration of funding inevitably played a significant role in the progress made and the emerging results linked to each CPO. As can be expected, in general the underfunded CPOs delivered the poorest or no results, while good progress was made and/or good results generally delivered under those CPOs linked to well-funded projects. (There are obviously exceptions in both cases.) Several projects dominate DWCP implementation in some of the countries. The most obvious examples are BFC, Better Work Viet Nam, ASEAN TRIANGLE and GMS TRIANGLE (funding not fully reported here).

For strategic reasons, it will be important in each country to keep track of and analyse the type, breadth, significance and cost of the results obtained under each CPO, as well as cumulatively across interlinked CPOs (for example, under each strategic objective), with the following in mind:

- (1) The initial delivery expected from a DWCP *can become skewed* through a focus on – or funding of a too limited range of – results (in other words, results linked to a limited number of CPOs only);

<sup>36</sup> Note: 13 of the CPOs were not reflected in all records across the three biennia.

<sup>37</sup> Six of the seven CPOs without results had no funding, while another four had less than US\$ 100,000 committed over the five-year period.

<sup>38</sup> Between US\$0.1 and \$1.0 million over the five-year period

<sup>39</sup> Two very successful initiatives where the ILO contributions were highly valued: the establishment of a minimum wage fixing system in the garment and footwear sector (KHM 131), and the finalization of Cambodia's NEP (KHM 201), which is seen as the national framework for decent and productive employment, skills development and labour market governance. Investment in the NEP has spanned a number of years before this particular DWCP.

<sup>40</sup> LAO 176, 177, 178, 201, 226.

<sup>41</sup> ILO: *2012–13 Programme Implementation Report*, IRIS SMM (Geneva); ILO: *2014–15 Programme Implementation Report*, IRIS SMM (Geneva).

<sup>42</sup> Efforts in natural disaster response and preparedness, and the promotion of minimum wage were not a priority.

<sup>43</sup> During 2014–15, VNM 993-997 and 999 were also reported upon, which would bring the number of CPOs to 23. Due to a lack of data, their funding is not included here.

<sup>44</sup> VNM 101, 103, 104, 106, 151 and 152. VNM 103 was linked to more than US\$ 11 million, for Better Work Viet Nam.

- (2) The *type and significance* of the changes or results in moving an agenda in a particular sector or strategic objective forward have to be better understood. This will help those responsible for the portfolio management and for its review to better appreciate the extent of the progress made during a certain period. Among others, it could also assist in planning more catalytic actions that can accelerate progress towards the desired impact;
- (3) At this stage, it is not possible to determine whether the results have been *good value for money*. It is worthwhile pointing out that important and influential results can be achieved with relatively limited funding, primarily related to the ILO's upstream work on policy, legislation and regulations that have the potential to influence the whole country. One example of a case study of good results with a relatively modest investment is provided in Box 1;
- (4) The strong focus on delivering against CPOs takes away attention from the potential influence of *negative outcomes* that might impede or obstruct positive results, and hence effectiveness. Some project evaluations made an effort to determine negative outcomes or impacts, but there has been no consistency in either evaluating vigorously for these, or being cognizant of doing so as part of project monitoring.

#### BOX 1

##### Important results with modest resources: A minimum wage setting framework for the garment, textile and footwear industries in Cambodia

The ILO's role in the establishment of a minimum wage setting framework in the garment, textile and footwear industries was widely cited in Cambodian and international community stakeholder consultations as a good example of timely, highly relevant and effective intervention in addressing a pressing issue in Cambodian society.

ILO engagement was requested by the Government of Cambodia in the midst of a series of sometimes violent strikes and protests over the minimum wage in the garment industry in early 2014. The ILO response was based on a simple set of key principles: annual negotiations (to ensure the key parties come together on a regular basis), respect for a rules-based approach and acceptance that a negotiated outcome was required.

At the request of MoLVT, an early key ILO contribution to the development of a minimum wage setting framework was the convening of a two-day workshop in April 2014 which discussed five social and economic criteria for decision-making. This provided the basis for the tripartite agreement on the social and economic criteria which would guide minimum wage adjustments to follow. The ILO further provided analytical and drafting support to the comprehensive analysis of the criteria to guide the 2015 minimum wage adjustment. These were agreed to in June 2014 by the Labour Advisory Committee, which also agreed that there should be a regular annual review, with new rates effective 1 January the following year.

To reinforce agreements reached on an approach to minimum wage setting, the ILO further developed a training package on the social and economic indicators, and organized a series of technical workshops in July and August 2015, with the training package as a basis. One workshop was tripartite, two workshops were held for employers and one workshop for workers, leveraging the ILO's unique tripartite base.

Further ILO contributions to the development of a minimum wage setting framework for the garments and footwear sector included:

- (1) Collaboration with the Labour Advisory Committee Secretariat and the National Institute of Statistics to provide technical support on data computations and compilation using official data, which had not previously been exploited;
- (2) an analytical study in 2014 on social and economic criteria for setting minimum wage in Cambodia's garment and footwear sector, supporting the capacity of the Labour Advisory Committee in future minimum wage fixing;
- (3) support for CAMFEB's establishment of policy research capacity, which has enabled the association to develop data-driven policy positions on current and highly relevant issues such as trade union law and minimum wage negotiations, to contribute to constructive dialogue with social partners.

The immediate outcome of the 2014 interventions was a Prakas (regulation) issued by the Government of Cambodia to increase the minimum wage for the garment and footwear sector to US\$ 128 per month with effect from 1 January 2015. Tripartite negotiations that were under way during the review period tested the arrangements put in place in 2014, but finally culminated in a decision by the Government to increase the monthly minimum wage for workers in the industries concerned to US \$ 140 in 2016. The ILO pointed to significant progress being made in using data, analysis and tripartite consultative approaches to arrive at this decision. Technical support was provided by the ILO to all three parties throughout the process, including through training, the publication of a regular bulletin on the performance of the garment industry, and contributions to the preparation of an analytical report that provided the technical basis for negotiations.<sup>45</sup>

Source: Cambodia CPR, 2015.

#### 4.3.6. Developments and achievements by strategic objective

Between 2012 and 2016, Cambodia, the Lao People’s Democratic Republic and Viet Nam focused on employment access and relevance, skills development and matching, and entrepreneurship development. Somewhat different priorities were reflected with an emphasis in Viet Nam on Technical and Vocational Education and Training (TVET) and entrepreneurship, including support for disabled groups; and in Cambodia and the Lao People’s Democratic Republic, employment policy and institution strengthening, a network of employment centres for job matching and migrant support (a South–South initiative with Chinese funding), and an increasing focus on youth, rural areas and the informal sector.

All four countries devoted significant resources to the strengthening of their social protection systems, with ILO’s contributions to evidence, actuarial studies, capacity strengthening and institution building held in particularly high regard. OSH, child labour and HIV/AIDS in the entertainment industry were addressed, with varying levels of interest, with scaling continuing to present a major challenge. Thailand expanded its social security system coverage to include the informal sector, supported the development of “green jobs”, and attended to safer migration and labour standards for migrant workers. The GMS and ASEAN TRIANGLE initiatives have been expanding their activities in the region, with emerging impacts and demonstrated collaboration between different projects. In spite of its high profile and unique experience in working with the private sector, Better Work/BFC has been challenged to find ways to become sustainable.

Progress across the subregion has been robust in five areas: the strengthening of social protection systems (which also experienced significant challenges during implementation on the ground), ensuring safe and productive migration, addressing employment and skills gaps and mismatches, combatting unacceptable forms of work, and strengthening the capacities of tripartite constituents.

Areas where progress has been slower include the ratification of key international labour standards, the right to freedom of association and collective bargaining, the elimination of forced labour and discrimination, the integration of decent work across sectors, and organizational policies. In spite of some good progress, challenges remain with respect to the cross-cutting concerns of gender, indigenous communities and people with disabilities.

The following section provides an overview of some of the main achievements of the decent work programming in the four countries between 2012 and 2016. The information is provided by strategic objective, which can be usefully formulated and considered as higher-level outcomes on a trajectory towards long-term impact. It is not intended as a comprehensive list, but as a demonstration of the scope of work of the ILO in the subregion, and what the ILO considers its main achievements in support of the ILO’s corporate priorities during the period under review. In all cases noted, the ILO has played a substantial role, often through a range of services.

<sup>45</sup> The same mechanism has been used to determine the 2017 minimum wage level at US\$ 153 per month, and is envisaged to be applied also in 2018.

## BOX 2

**Developments and contributions in strengthening Employment and Enterprise Development<sup>46</sup>**

Employment and enterprise development had a high profile in Cambodia, the Lao People's Democratic Republic and Viet Nam between 2012 and 2016. Good progress has been made towards meeting targets, with results delivered under 12 of 14 CPOs linked to this area of work across the four countries. This focus was not a priority in Thailand, and no outcomes were recorded during this period.

The results came from intense upstream policy work, institution building and pilot project activities, with the ILO deeply engaged, connecting ILO's normative policy work with advances at the operational level. Although the longer-term impact of the work has yet to be determined, there is good potential for significant sustainable impact on the ground. This will be highly dependent on successful policy implementation and scaling of pilot efforts.

Systems for employment promotion: In Cambodia, the enabling environment for employment promotion was considerably strengthened by two initiatives. The first was the establishment and later revision in 2015 of NEP, under MoLVT. The ILO contributed extensively through analyses, consultations, capacity building and RBSA funding. The effort encouraged coordination across line ministries and bodies<sup>47</sup> and helped prioritize employment objectives within national development and economic policy frameworks. A NEP national action plan has been developed by a new inter-ministerial committee set up to lead, monitor and evaluate NEP implementation in coordination with line ministries.

Second, the ILO provided strategic support for the development and capacity strengthening of the National Employment Agency (NEA), a critical part of the Government's architecture to advance employment, now institutionalized in NEP. Interviews confirmed that the ILO's technical support, emphasis on core institutional capacities and long-term planning had been indispensable. NEA staff have since been involved in similar ILO initiatives in other countries.

Entrepreneurship and TVET: In Viet Nam, this area is a work in progress. Resource allocations have focused primarily on TVET and entrepreneurship development policies and programmes, including revisions to the draft Employment Law and the Vocational Training Law, which both encourage TVET and entrepreneurship. These laws have been officially enforced since 2015. Areas getting increasing attention include the transition from informal to formal employment, the role of micro-businesses, value chain management and sustainable tourism. A focus on rural youth employment became part of the national youth development agenda.

Connecting jobseekers and employers: Labour market information (including sex-disaggregated data) and job centres to strengthen connections between jobseekers and employers have been two high priorities and foci for action in Cambodia, the Lao People's Democratic Republic and Viet Nam. Supported by the ILO/China South–South Cooperation Project on Employment Services and Labour Market Information, an evaluation confirmed that the capacities of both the NEA and MoLSW/Department of Skills Development and Employment in the Lao People's Democratic Republic were strengthened to deliver effective employment services, reach out to jobseekers and provide labour market information. In Cambodia, jobseeker registrations exceeded expectations to increase over two years by 544 per cent to 35,000; by 322 per cent to record more than 117,000 vacancies; and by 628 per cent to make 4,320 job placements, although direct visits to centres remain very low. They provide facilitative support to recruitment efforts by large foreign-owned employers. Services to migrants provide the potential to link up with other migrant-orientated interventions.

Cambodia and the Lao People's Democratic Republic have been making attempts to institutionalize Knowledge About Business entrepreneurship education at national level after pilot projects proved its value. At the time of this evaluation, a proposal for Knowledge About Business scaling submitted to the national budget authorities in Cambodia had not yet been approved. The Community-based Enterprise Development entrepreneurship tool was adopted by 11 organizations for disadvantaged out-of-school youth and rural community members. Competency-based profiles, standards and curricula were completed and presented for four occupations.<sup>48</sup>

Integrated rural employment promotion: The strong focus on rural employment promotion in the national development plan in the Lao People's Democratic Republic led to support by the Ministry of Planning and Investment for the scaling of a successful integrated rural employment promotion pilot project in Sekong Province. This could have far-reaching impact as the project had been set up to inform a national strategy to operationalize a rural employment promotion approach, develop national and local capacities, and help ensure that rural employment promotion was implemented in a concerted fashion among line agencies and mass organizations. It is expected to influence policies such as the labour law, the national OSH programme, the social protection system, national skills standards and value chain promotion.

<sup>46</sup> P&B Outcomes 1–3 (2012–15); P&B Outcomes 1 and 4 (2016–17).

<sup>47</sup> With the Ministry of Economy and Finance, Supreme National Economic Council and Cambodian Development Council.

<sup>48</sup> These included welding, machining, fruit and vegetable processing, and baking.

## BOX 3

## Developments and contributions in strengthening social protection

Social protection has been a major area of work in all four countries over the past five years in efforts to advance policies and schemes in line with Social Protection Floor requirements.

**Social Security:** Most of the work in this area has focused on the legal, management and governance systems of social security, with some attention to policies improving social security coverage. In each country, the ILO has been active on many fronts, facilitating Assessment-Based National Dialogues and conducting widely praised actuarial valuations to provide evidence-based perspectives on costs and the implications for policy. These studies also strengthen ties between the ILO and ministries of planning and finance.

In Thailand, the development of national security schemes was a focus for the ILO's involvement, paid for by the Government. Interviews noted the ILO's contributions as indispensable and influential. An actuarial valuation of seven benefits under the Social Security Fund was concluded, and the Social Security Act was revised to extend social security coverage with additional benefits.<sup>49</sup> Domestic workers were included for the first time. The Ministry of Finance earmarked US\$ 39.82 million seed funding for the Social Security Fund over two years, making nearly 25 million workers in the informal sector eligible for benefits under the retirement safety net.

In the Lao People's Democratic Republic, improvements in the Social Security Law laid the foundation for the coverage of informal workers, the large majority of Lao's workforce. The ILO provided technical advice, training and financial assistance during the important process of merging the private and public sector social security schemes. Its contributions have been noted by persons interviewed as a crucial factor in the success of the process. Capacity and financial constraints, as well as fragmentation across ministries and institutions, have hampered progress towards a harmonized system that extends to subnational levels and the informal sector.

Cambodia is advancing towards a more integrated, harmonized and strengthened social protection system. The ILO has had a long-term focus on institution and systems building in this area, and has (a) conducted multiple analyses, reviews and feasibility studies; (b) provided technical assistance to multiple processes; (c) engaged in the delivery of at least one pilot project; and (d) costed various schemes and options. The National Social Security Fund plays a central role in the system and has been a major recipient of ILO support since its establishment in 2007. Three social security funds were merged into one National Social Insurance Fund as part of the implementation of the Social Protection Policy Framework 2016–25, a key policy framework aimed at reducing poverty and ensuring social inclusion and equity (approved by the Council of Ministers in March 2017). In January 2016, the sub-decree on the establishment of the National Social Security Fund's health insurance scheme was approved and a legal framework adopted. Practical challenges have delayed full implementation. Since December 2016, more than 300,000 workers have been registered; only around 270,000 paid the necessary contribution fee. The implementation of the SSDM – a “one-stop shop” hosted in decentralized government structures to locate services close to the people, empower local communities and increase access to information and good service – had been suspended due to lack of delivery on the ground.

In Viet Nam, the Social Protection Strategy (2011–20) is aimed at gradually expanding the coverage of, and participation in, the social security system, until in 2020 all people get access to and benefit from social security policies. In January 2016, a new Social Insurance Law went into effect that expands coverage, increases contributions, gradually raises the required number of contributions for an old-age benefit for men, changes the benefit formula, and improves protection of employee rights. Viet Nam is currently striving towards a universal health-care system; at the end of 2014, 71 per cent of the population had health insurance. The Government subsidizes 80 per cent of hospital fees for the poor and near-poor, 100 per cent for poor people and ethnic minorities living in disadvantaged areas, and 30 per cent for farmers and fishermen who have average living conditions.

**Working conditions:** Important breakthroughs were had in the area of minimum wage fixing, both in terms of the results of negotiations, and the capacities to do so. Cambodia and Viet Nam established capacities and systems to deal with minimum wage policy and processes. In Cambodia, an important, low-cost achievement of the ILO was the facilitation in 2014 of a system of annual evidence-based minimum wage setting during a period of protests and tense relationships between the Government and workers' organizations concerning the issue. The ILO provided guidance, developed training and tools, organized a national consultation that formed the basis for the tripartite agreement, and provided inputs into a series of technical workshops. Challenges remain as a result of imbalances in capacity among tripartite constituents. In Viet Nam, the ILO provided evidence on minimum wage living needs, assessed the implications of minimum wage adjustments for labour market outcomes, helped review the structure of the National Wage Council, provided technical support to improve constituents' capacity in wage policy negotiations, and did a survey in 1,000 enterprises for minimum wage adjustments. Collective bargaining pilots were established with ILO technical advice across multiple enterprises in five industrial zones to inform policy formulation on collective bargaining.

<sup>49</sup> For old age, maternity, sickness, injury, unemployment to all self-employed and informal economy workers, including domestic workers.

**Occupational safety and health:** Momentum is again gathering in this field of work. Viet Nam is recognized by the ILO as a good example of OSH in Asia, and has recently been selected by ASEAN to coordinate information and experience sharing among national OSH programmes in ASEAN countries. The ILO has supported the Government and social partners to promote better OSH standards and working conditions through various integrated initiatives, focusing on labour inspection, capacity building and implementation of national programmes. MOLISA adopted a draft OSH law. Better Work Viet Nam recorded a reduction in non-compliance with OSH indicators for hazardous chemicals. Practical experiences from the ILO-designed Work Improvement in Neighbourhood Development for Agricultural Households, Work Improvement in Small Construction Sites and Work Improvement in Small Enterprises programmes have been scaled up and replicated throughout the country using local resources. National OSH programmes have been developed with ILO support and implemented to promote a “prevention culture” in small and medium-sized enterprises in the informal and agriculture sectors.

In Cambodia, the National OSH Commission was established by sub-decree in 2016. Awareness of OSH issues and inspections was raised among government departments, BFC, social partners, and employers' and workers' organizations. Regulations and a Guideline were developed on labour and OSH inspections in the entertainment sector. The provision of technical support to the Tripartite Coordination Committee and the Ministerial AIDS Committee of MoLVT continued in 2016 to implement ministerial regulations regarding the working conditions and OSH protection for vulnerable workers.

**HIV and AIDS:** Interventions focused almost exclusively on the entertainment sectors in Thailand and Cambodia, on getting regulations in place and tested in pilot projects in preparation for scaling at national level.

In Thailand, Accor, the largest multinational hotel chain in Thailand, agreed to join the VCT@Work initiative, covering 50,000 workers. A total of 10,000 received HIV testing at the end of 2015. Representatives from employers' and workers' organizations, together with the Thailand Business Coalition for AIDS, developed an action plan to scale up workplace programmes and voluntary counselling and testing initiatives. Based on the guidance of a bipartite committee of workers and employers, workplace policies were established in 128 enterprises consistent with the key principles of ILO HIV and AIDS Recommendation, 2010 (No. 200) and the Code of Practice reflecting non-discrimination, gender equality, a healthy work environment, social dialogue, no screening and confidentiality. By the end of 2015, a total of 540,000 workers had been trained on HIV prevention; 178,000 underwent voluntary HIV counselling and testing; and 765 (69 per cent men and 31 per cent women) were referred for HIV treatment and care services.

In Cambodia, similar to Viet Nam, MoLVT developed new regulations on HIV, AIDS and OSH for entertainment workers, as well as a new protocol on health screening and HIV voluntary counselling and testing that included a revised procedure for pre-departure HIV testing for migrant workers. Twelve entertainment establishments developed model policies and programmes consistent with ILO Recommendation No. 200 in preparation for scaling at national level. The Cambodia Business Coalition on AIDS established 15 pilot entertainment workplace programmes to test the implementation of Prakas (Regulation) No. 194 on the basis of key principles of ILO Recommendation No. 200, promoting protection, increased awareness and knowledge of HIV, gender and sexual harassment, non-HIV discrimination and uptake of HIV testing and treatment services.

**Labour migration:** With a budget of US\$ 9.4 million from the Australian Government, GMS TRIANGLE, together with ASEAN TRIANGLE, has been evaluated as the most important influence on labour migration in the subregion, holding the best promise of effectiveness and long-term impact in this area. Independent evaluation results confirmed the influence of the project on the enabling environment through improvements in labour migration legislation in Cambodia, Thailand and Viet Nam, and by instituting the notion of tripartite consultation in labour migration policy in Cambodia and Viet Nam.

A selection of actions: Standardized pre-departure training modules for migrants have been adopted in Cambodia and Viet Nam, and are under development in the Lao People's Democratic Republic. A total of 50 recruitment agencies in Viet Nam were ranked according to their compliance with an industry Code of Conduct. Eight ministerial orders were adopted in Cambodia to supplement the sub-decree on sending workers abroad. An effective implementation approach for the Policy on Labour Migration 2014–18 was developed with support of TRIANGLE II through a technical review of the progress towards the priorities and targets established by the tripartite constituents and other stakeholders. As a result, a concrete plan of action was adopted by the MoLVT and other stakeholders, including UN agencies, for the implementation of the policy in 2017.

By January 2015 (as reported by the independent evaluation) GMS TRIANGLE had delivered services to more than 51,000 migrants, potential migrants and family members (target: 25,000), with women constituting 41 per cent of the project beneficiaries. Workers' organizations have adopted action plans to enhance their role in the protection of migrant workers. US\$ 1.2 million has been ordered as compensation for migrant worker complainants in countries of origin and destination.

Thailand does not yet have a long-term policy on international labour migration management and protection, but GMS and ASEAN TRIANGLE and most recently the Ship to Shore Rights project have had a noteworthy impact on regulations and labour inspection in the fishing sector. Thai workers' organizations entered into a bilateral Memorandum of Understanding to coordinate the protection of migrant workers across Thailand and Cambodia, preventing non-discrimination, trafficking and forced labour. Inter-ministerial efforts created labour inspection teams dedicated to the fishing sector, and a Ministerial Regulation on Domestic Work was enacted to extend protection for a largely female migrant workforce. Multi-disciplinary teams were established at national level and in one pilot province

to facilitate economic and social reintegration assistance to return migrants. Particularly notable is the progress made by the EU funded Ship to Shore Rights project aimed at preventing and reducing forced labour, child labour and other unacceptable forms of work in the Thai fishing and seafood processing sectors. Its success will affect labour migration as a large number of workers in the fishing and seafood industries are migrant workers.

#### BOX 4

##### Developments and contributions in strengthening Social Dialogue

**Capacity strengthening of employers' organizations:** In all four countries, the ILO has worked extensively and, according to reports, effectively to support and help strengthen employers' organizations' capacities. There are many examples of outputs and changes in approach promoted through interaction with the ILO. Several initiatives have been held up as good examples of institutional capacity strengthening, most notably the very extensive work with CAMFEBA in Cambodia, and with the Viet Nam Chamber of Commerce and Industry. The ILO's support to all these organizations consisted of assisting them with the generation of evidence, training on priority issues, enhancing negotiation skills, and helping to develop information materials for their members. Random examples:

**The Lao People's Democratic Republic:** LNCCI led the business community response during the revision of the Laotian Labour Code, influencing the code and final legislation. The ILO supported the consultation meeting, provided advice and a technical report used by LNCCI in the discussions, and supported a second technical comparative report presented by LNCCI at an inter-ministerial workshop organized by the ILO. LNCCI also conducted with ILO support a national survey among enterprises on key labour market issues, translating it into an evidence-based strategic policy framework presented at the Laos Business Forum chaired by the Prime Minister, and enabling scaling of employers' policy dialogue with ministries and other stakeholders.

**Viet Nam:** As part of Viet Nam's efforts to modernize its vocational training system, the Viet Nam Chamber of Commerce undertook with ILO support a comprehensive organizational review, launched a human resource management service for members, and produced with ILO's funding and help an evidence-based labour market policy report on skills and productivity through a nationwide survey that drew around 8,000 responses, presented to the Prime Minister. The Viet Nam Chamber of Commerce and Industry has since participated in evidence-based wage negotiations, contributed to debates on the ratification of International Labour Standards, and provided a training service for members on the Freedom of Association and Protection of the Right to Organise Convention, 1948 (No. 87), and the Right to Organise and Collective Bargaining Convention, 1949 (No. 98).

**Capacity strengthening of workers' organizations:** The ILO has worked extensively and, according to reports, mostly effectively to strengthen the capacities of workers' organizations, although resources for this purpose have been less than for employers' organizations, and complaints include in at least one case termination of projects "without warning" as a result of shortage of funds.

**Cambodia:** The ILO supported a series of capacity-strengthening efforts in (a) minimum wage setting; (b) gender equality; (c) development of an action plan on the protection of migrant workers, adopted by four confederations and resulting in two confederations appointing full-time officials and setting up helpdesks in their secretariats to handle migration issues; (d) input into the adoption of eight regulations related to private recruitment agencies, as well as a complaints mechanism; (e) the Trade Union Law, and campaigning by the Cambodian Workers Network for a roadmap for campaigning for the ratification of the Domestic Workers Convention, 2011 (No. 189). The ILO played a crucial role in strengthening capacities and facilitating a tripartite evidence-based minimum wage negotiations process after protests and severe tensions between workers' organizations and the Government on the issue in 2014.

**Thailand:** After their own management training and exposure by the ILO, 12 Thai trade unions launched, with ILO's assistance, a campaign around the ratification of Conventions Nos. 87 and 98; provided leadership training for 280 young unionists, participated in provincial forums, disseminated relevant information and adopted a petition to request the Government for ratification. They also (a) acted as advocates, watchdogs and protectors of migrant workers' rights; (b) trained more than 100 migrant workers on labour rights; (c) strengthened cooperation with the Migrant Workers' Rights Network as well as the Sex Workers' Association to organize migrant workers and protect their rights; and (d) submitted a demand to the Government for the effective implementation of the minimum wage system. They submitted a draft Labour Law to the Government, revised in accordance with the principles of Conventions Nos. 87 and 98, and trained another 112 young union leaders on conventions, who then advocated labour rights among workers and promoted international standards in the workplace.

**Labour administration and labour law:** Examples of work in this area are limited. In Viet Nam, a labour inspection training strategy was developed and inspections improved through standardization and appropriate communication processes, supported by ILO technical assistance, RBSA funding and capacity strengthening. Enterprise self-assessment forms on the compliance with labour laws were revised with ILO support. In support of a series of revisions of laws and regulations, the ILO (a) provided technical inputs for two

decrees and two laws – the revised Labour Code and Trade Union Law – through technical workshops and advice; (b) provided inputs to strengthen compliance with the International Labour Standards by proposing inclusion of unfair labour practice in administrative sanctions decrees; (c) helped advocate to include criminal sanction with regard to the worst forms of child labour and forced labour into the draft of the Criminal Code; and (d) supported with funding and expertise the development of a draft working paper on current gaps in the Labour Code and Trade Union Law against Conventions Nos. 87 and 98 and the Abolition of Forced Labour Convention, 1957 (No. 105).

Social dialogue and industrial relations, and decent work in economic sectors: In Viet Nam, the Labour Code revision in 2013 made provision for collective bargaining to take place from enterprise to group level. Several collective bargaining agreements were reported as having been reached, with stronger workers' organizations' coordination. This is an area that is still relatively weak in the subregion, and the impact of these processes is not clear. With ILO support, pilots on multi-enterprise collective bargaining were launched in five provinces (industrial zones), resulting by the end of 2015 in two comprehensive multi-employer collective agreements, including on wage fixing, among three foreign direct investment companies covering 6,618 workers. The ILO supported MOLISA and social partners in conducting the review and evaluation of systems of labour dispute settlement, focusing on mediation, arbitration and the settlement of wildcat strikes. A strategic plan for sound industrial relations was adopted by MOLISA at provincial level, and mediation and arbitration levels have reportedly been strengthened.

Baseline surveys and non-compliance reports compiled by Better Work Viet Nam on issues for negotiation and collective bargaining provided the Government with information on areas for improvement. Better Work Viet Nam also played a vital role in advocacy for promoting social dialogues within its participating factories through training and awareness-raising for workers and managers of these factories.

Assessments by BFC of factories' compliance with labour standards covered, as of June 2015, a total of 554 factories employing more than 530,000 workers – almost 100 per cent of total employment in the garment and footwear industry. Performance improvement consultative committees, made up of an equal number of representatives of management and workers, meet regularly to identify points for improvement and develop solutions with the assistance of their BFC advisor. Project advisory committees based on tripartite representation from national and provincial levels provide a well-regarded model for overseeing the implementation of systems to follow up on ILO recommendations and conclusions.

Training on pertinent industrial relations topics has been provided to several thousand worker representatives and management staff, as well as to some MoLVT staff, workers' organizations and civil society organizations, specifically on migration worker grievances and ethics. As a result, 29 new collective bargaining agreements were agreed upon and registered with MoLVT in 2016. In the same year, 20 factories concluded enterprise level unfair labour practice agreements in further support of the collective bargaining agreement negotiations, while 15 factories enhanced their grievance-handling mechanisms or developed well-functioning grievance procedures.

BFC currently works with 37 brands, and in addition to funding from the Garment Manufacturers Association of Cambodia, the Government of Cambodia and two development cooperation partners,<sup>50</sup> generates its own income through fees charged for its services. After nine years of assistance to motivate factories to make improvements in working conditions, the BFC returned to public disclosure in 2014. Compliance has improved since then.

A Memorandum of Understanding signed in November 2016 extended the partnership for another three years (2017–19). During this period, the partners will collaborate to work towards the institutional sustainability of the programme. BFC and MoLVT developed a joint roadmap with a strategy, action plan and indicators of commitment and progress, and a MoLVT-BFC protocol is being reviewed for approval during 2017.

Factories participating in a SIDA/H&M project on Improving Industrial Relations in Cambodia's Garment Industry – the first public–private partnership with the ILO in the subregion – signed 12 collective bargaining agreements, which dealt with matters related to mutual recognition, non-discrimination against union leaders, binding arbitration for rights disputes and prohibition of unfair labour practices, and conducted bipartite training on relevant topics.<sup>51</sup>

An in-depth study on the competitiveness of Cambodia's garment industry commissioned by BFC was completed in 2016. This research took a deep look into all aspects of the garment industry, including the topics of social compliance, productivity, speed to market and regional threats. The study examined the challenges, opportunities and ways forward for the Cambodian garment industry. As a consequence, the Ministry of Economy and Finance requested BFC to collaborate on a sector-wide strategic vision for the garment sector.

<sup>50</sup> The German Government and the US Department of Labour.

<sup>51</sup> Topics included workplace cooperation, social dialogue, collective bargaining, gender equality and non-discrimination, effective communication and negotiation skills, and labour law and dispute resolution.

## BOX 5

**Developments and contributions in promoting and realizing standards  
and fundamental principles and rights at work**

**Elimination of child labour:** Viet Nam did not focus on aspects such as child or forced labour during the period under review. Projects focusing on these issues were implemented during the first DWCP, and lessons from these experiences are said to have been used to make improvements to policy and legislation. One project on child labour with funding from the US Department of Labour was launched in 2014. The ILO also advised the Government on new regulations in the Criminal Codes concerning issues related to child labour and forced labour.

In Cambodia, with ILO technical training and analytical and financial support, the National Institute of Statistics of Cambodia implemented a combined national Labour Force–Child Labour–Decent Work Indicators Survey in 2012. The ILO conducted several studies related to children’s work and youth employment, and supported a pilot survey on child labour in the fisheries and aquaculture sector done by the National Institute of Statistics with US Department of Labour funding.

Similarly, the ILO assisted the Lao People’s Democratic Republic with funding and technical assistance in 2010 to conduct the country’s first national child labour survey. In April 2014, the country adopted a National Plan of Action on the Elimination of Child Labour. The ILO provided technical support to the effort.

Thailand has been very active in the elimination of child labour and forced labour over the past five years. The ILO supported these activities in many forms. The hazardous work list was revised. A National Policy and Plan to Eliminate the Worst Forms of Child Labour was developed, as was a Code of Conduct for employers in major sectors. Chapter XI, Section I of the Labour Law came into effect in May 2013, revised to conform with the ILO’s two conventions on child labour.

Multiple initiatives work with varying levels of success on labour and environmental concerns in the Thai fishing sector, hoping to foster deep structural change. The Thai Frozen Foods Association promoted good labour practice on the elimination of child labour and forced labour in the industry through the Good Labour Practice programme. The programme promoted compliance with national labour laws across the shrimp and seafood processing industry, with an emphasis on child labour and forced labour. Labour teams conducted visits to primary processing enterprises, and investigated labour abuse cases. It faced significant implementation challenges that provided good lessons with respect to the importance of ownership and sustainability of such efforts.

The Ship to Shore Rights project, funded by the EU and facilitated and coordinated by the ILO with other international and local partners, has been implemented with full engagement by different sectors in order to ensure sustainable improvements in the working and living conditions of workers in the fishing and seafood industries. The project was launched in response to the issuing to Thailand by the EU of a yellow card for IUU fishing. With a total of US\$ 7.38 million, it has the largest budget among ILO projects in the four countries. The project has been applauded for the progress made in a relatively short period, due among others to excellent collaboration and a positive approach by all involved.

In 2016, the ILO conducted an analysis of gaps between Thai law and the Forced Labour Protocol, as well as one for the Work in Fishing Convention, 2007 (No. 188), as part of an effort to strengthen the Thai legal framework for work in fishing and seafood. An inter-ministerial mobile inspection team for the fishing sector was piloted in five provinces, with training for labour inspectors to reach vulnerable workers, including migrants. An effort in 2016 to bring together 100 international seafood buyers and major supplies with the tripartite stakeholders and international partners brought forward a list of recommendations. It is not clear how this will proceed. These initiatives all build on synergies with the work of “Ship to Shore”.

**International Labour Standards:** Over the years, the four countries have done 73 ratifications of ILO Conventions – seven of these during the period under review (Annex 9).

| Country                              | Ratification of Conventions (2012–17)   | Year |
|--------------------------------------|---|------|
| Cambodia                             | N/A   | N/A  |
| The Lao People’s Democratic Republic | Night Work Convention, 1990 (No. 171)   | 2014 |
| Thailand                             | Maritime Labour Convention, 2006 (MLC, 2006)  | 2013 |
|                                      | Promotional Framework for Occupational Safety and Health Convention, 2006 (No. 187) | 2016 |
|                                      | Discrimination (Employment and Occupation) Convention, 1958 (No. 111)               | 2017 |
| Viet Nam                             | Employment Policy Convention, 1964 (No. 122)  | 2012 |
|                                      | Maritime Labour Convention, 2006 (MLC, 2006)  | 2013 |
|                                      | Promotional Framework for Occupational Safety and Health Convention, 2006 (No. 187) | 2014 |

Interest in ratification of fundamental associations remains strong in the light of trade relations. The period 2012–16 saw little progress on issues related to the right to freedom of association and collective bargaining. Ratification of Protocol of 2014 to the Forced Labour Convention, 1930 and the Right to Organise and Collective Bargaining Convention, 1949 (No. 98) has been under consideration by the Government of Thailand, while the Government of Viet Nam undertook a review of legislation in the light of gaps related to Conventions Nos. 87 and 98.

Cambodia has been under review by the ILO supervisory system following the adoption in 2016 of its controversial new Trade Union Law. The ILO had at various stages since 2008 supported the drafting of the Law, but in 2016 the CO-Bangkok released a statement noting that the Government of Cambodia had on several occasions ignored concerns that it had raised about important gaps and issues related to related to Conventions Nos. 87 and 98, which the country had ratified in 1999.

#### 4.3.7. Cross-cutting priorities: Gender, indigenous communities and people with disability

During the period under review, the ILO focus with respect to cross-cutting areas was on addressing gender equality and discrimination against vulnerable groups. Migrants and persons with HIV/AIDS have been addressed through specific CPOs and high-profile projects (and covered elsewhere in this Report). This section focuses on those cross-cutting areas that feature in less visible ways: gender, indigenous communities and people with disability.<sup>52</sup>

Each DWCP has one or a few outcomes with relevant indicators that refer explicitly to one of these three groups. A total of 12 of the 89 projects in operation between 2012 and 2016 provided funding explicitly targeting one of the three areas of work.<sup>53</sup>

Overall, some good progress was made, largely with respect to reporting in terms of sex-disaggregated data both within the ILO and among constituents, an aspect of gender-responsiveness which has been noted explicitly in numerous DWCP indicators. The good numbers generally reported are in part the result of foci in many initiatives on women – in the Better Work factories, where the vast majority are young women, and among migrants and domestic workers, for example.

The DWT-Bangkok has only one specialist in this arena with a very intimidating portfolio. Conversations indicate that significant effort has gone into creating awareness and doing some activity-by-activity training, mostly on gender-responsiveness, within the ILO and also among inspectors, for example, including establishing tools that can assist countries in their mainstreaming efforts. A major effort was also made to increase the participation of women leaders in the region in delegations for ILO meetings.

In spite of these initiatives, progress in each country has been limited.

Thailand did not have these areas of work as priorities, but instead chose to focus on persons with HIV and AIDS. Of all four countries, Viet Nam had the most focus on these three areas, in particular on gender equality and people with disability (around 8 per cent of Vietnamese citizens are disabled), both as a country and as a programme.<sup>54</sup> The DWCP had an explicit and quite pervasive emphasis on the cross-cutting areas, and could build on a history of achievements during the previous DWCP period. Two of the

<sup>52</sup> In the Lao People's Democratic Republic, for example, youth is also included in this group. The informal sector can also be classified as such given its growing importance. However, since these three groups were included from the beginning, they are the main focus of this section.

<sup>53</sup> Six projects in Viet Nam on gender and disability (funded by multi-donor trust funds, Ireland and Canada); two each in Thailand and the Lao People's Democratic Republic, all focused on gender (funded by UN Women and several social partners, as well as the Arab Gulf Programme for Development Organization); and two in Cambodia (funded by Norway, DANIDA and the German Agency for International Cooperation), with one focused on gender and the other on indigenous and tribal people.

<sup>54</sup> Socialist Republic of Viet Nam 2015. *Country Report: 15 years achieving the Viet Nam Millennium Development Goals*, available at [www.vn.undp.org/content/vietnam/en/home/library/mdg/country-report-mdg-2015.html](http://www.vn.undp.org/content/vietnam/en/home/library/mdg/country-report-mdg-2015.html), p. 90. According to the Report, Viet Nam had made strides forward with respect to gender.

six outcomes of the DWCP made reference to one or more of these areas, as did several indicators under other outcomes.

Some results were encouraging,<sup>55</sup> but important initiatives appeared to have stalled (e.g. the development of a “gender-sensitive skills development system” and more men and women in the informal sector with access to microfinance). The social protection system was found to have played a limited role in addressing gendered risks and vulnerabilities. A general lack of data has stymied progress, or reporting on progress. The ILO Global Project Promoting Rights and Opportunities for People with Disabilities in Employment through Legislation started in Viet Nam in 2012. While pilot projects might yield good results, it is the scaling that matters for national development. This has yet to be done.

In the Lao People’s Democratic Republic, gender equality was explicitly included in the DWCP through one of its outcomes, which was to support implementation of the Equal Remuneration Convention, 1951 (No. 100) and the Discrimination (Employment and Occupation) Convention, 1958 (No. 111) and build gender mainstreaming capacities among female and male leaders, and include women leaders in governance mechanisms. There is no evidence that this has been successfully done, but the Labour Law, which was to be revised in line with international gender equality instruments, contains numerous new provisions with respect to OSH, maternity benefits and protection, and prohibits discrimination in hiring and firing of women due to pregnancy or maternity status. It also has important provisions with respect to equal pay. However, it falls short in many areas. The CPR highlights the lack of attention to gender mainstreaming, lack of sex-disaggregated data, low levels of attention among tripartite partners to gender dimensions or disabilities, and a low profile of persons with disability in all areas, despite legislative requirements for the employment of persons with disability (to be 2 per cent of the workforce).

In Cambodia,<sup>56</sup> gender equality, indigenous communities and people with disability were all included in the DWCP. Gender mainstreaming had already been promoted in the country since before this review period. Several products were delivered to which the ILO had contributed in order to embed aspects of one or more of these areas: a second Gender Mainstreaming Action Plan, the NEP and, following capacity-building efforts and the production of an equality and non-discrimination (Convention No. 111) manual for the tripartite constituents, technical support was provided under a central GENDER project to strengthen capacity of employers’ and workers’ organizations on gender equality promotion. This involved active collaboration among DWT specialists, a good example of cross-programme linkages. Practice guide booklets for employers and unions were produced and a report on gender equality in the labour market with the Asian Development Bank was translated into Khmer in 2014. Work on people with disability had a low profile. With the exception of highly-valued support for indigenous community identity certification, legal recognition and land titling – reaching only a limited number of households – nothing was done.

The most critical challenges that have to be addressed if these areas of work are to advance more rapidly in the next phase of the DWCP are the following:

- (1) Capacities among tripartite constituents and within the ILO in the subregion are too limited to embed responsive programming and implementation sufficiently in all these areas, while the specialist in the area is overburdened with an impossible combination of countries and areas of specialization;
- (2) At the same time, the specialist is seen by the ILO and project staff as “the expert” who has to assist in all cases. ILO staff members, including specialists, have not internalized that mainstreaming requires them to build up a certain level of expertise in these areas. Mindsets about this need to change;

<sup>55</sup> Specifically, (a) the sex-disaggregated labour market information and work on gender-sensitive indicators and statistics by MOLISA; (b) improvements in gender-equitable frameworks for labour market development and employment promotion; (c) social insurance law reforms that included some gender-responsive aspects; and (d) implementation of a gender-responsive national social protection strategy.

<sup>56</sup> Cambodia also includes domestic workers and migrants.

- (3) The treatment of these areas in the DWCP does not portray explicit and comprehensive mainstreaming. It is therefore easy to lose sight of these priorities during implementation, and accountability measures are not in place to follow up on non-performance;
- (4) Reports on the matter are not of sufficient quality and clarity to get a good sense either of what was expected or what was achieved;
- (5) The *quality* of gender-responsiveness (and the related in-depth understanding and work with the other two groups) is not taken into account in any monitoring or reporting data, nor is the depth of work needed to ensure responsiveness beyond counting the number of participants in activities or project results;
- (6) Resource allocations were limited to a few externally funded projects, primarily in the area of gender; the other areas do not have a high profile among development partners. In the absence of a dedicated CPO, internal funds are also difficult to access.

It will be essential to (a) have a more strategic, systematic and concerted approach to these areas of work, propelled by the ILO's leadership in the region; (b) alleviate the pressure on the specialist in this area that results from the vast amount of activity by the ILO in the subregion and region; (c) attend to mainstreaming into DWCPs indicators and targets that provide more visibility as well as the ability to track progress in a clear and comprehensive manner; and (d) put appropriate accountability systems in place. The implications of a shift from gender equality to equity to be in line with SDG requirements also warrant some consideration.

## 4.4. EFFICIENCY

### 4.4.1. People and expertise

The quality of the ILO's expertise, and how it is deployed, are major reasons for the organization's efficient and effective contributions to the implementation of the DWCPs. Good use is made of the ILO's comparative advantage, and the efficiency and effectiveness of the in-country teams and the DWT are viewed very positively by tripartite stakeholders and international partners.

According to tripartite constituents interviewed, the ILO's highly specialized technical expertise is readily available upon demand in the four countries under review – both formally and informally, and usually within a reasonable period.<sup>57</sup> Efficiencies are gained through its ability to draw on models and examples from around the world, and to provide tested guidance and tools that can be tailored to local circumstances. Cost-effectiveness (as well as financial competitiveness) is addressed through the appointment of large proportions of national staff.

An effort is made to be efficient in the use of people: A very small footprint of staff serves the needs of CO-Bangkok,<sup>58</sup> while a multi-skilled team of 23 specialists coordinates and supports all ILO work in more than 20 countries in the region. Some of the specialists are responsible for assistance in up to 12 countries each.

On the other hand, this means that staff are under severe pressure that is bound to have a negative effect on efficiency in the long run. Specific examples<sup>59</sup> are: (a) the CO-Bangkok Director, who also operates as head of the DWT-Bangkok with only two programming staff members, one of whom is a Programme Officer for three countries; (b) the National Coordinators in Cambodia and the Lao People's Democratic Republic, operating with one and no staff support respectively, yet consistently praised by those interviewed for their many contributions; and (c) the Regional Monitoring and Evaluation Officer, who managed or oversaw more than 80 independent and internal evaluations during the review period.

<sup>57</sup> Records were not available to verify the number of requests for assistance and the response time.

<sup>58</sup> The situation in CO-Viet Nam is not included as it was not studied during the evaluation.

<sup>59</sup> These are not the only instances, but include those that are most notable.

A database managed by CO-Bangkok confirmed that, over two years, from 2015 to 2016, the specialists and key ILO staff conducted 1,142 technical missions and in-country visits totaling US\$ 4.04 million in all countries serviced by DWT-Bangkok across the Asia and the Pacific region.<sup>60</sup> The four countries under review were the destination in 46 per cent of cases; more than a third of specialists conducted more than 25 per cent of their missions and visits to Cambodia.<sup>61</sup> All four of these countries have relatively large programmes of work, and the frequency of personal engagement is one of the reasons noted for tripartite constituents' satisfaction with the ILO's technical assistance. Yet other countries further afield might not share this perspective, given the imbalance in the distribution of missions among the countries in the region.

#### 4.4.2. The effects of results-based management

Programming has become somewhat more efficient through the use of RBM within the DWCP framework. It encouraged prioritization and resource allocation towards a clearly stipulated and – although still quite widely spread – a limited set of outcomes.

At the same time, efficiency in ROAP as well as CO-Bangkok has been hampered by the lack of a well-harmonized monitoring and evaluation system that enables the use of disaggregated as well as consolidated descriptive and monitoring data for management and operational direction and decision-making.

#### 4.4.3. Cooperation, coherence and synergy

In spite of a strategic emphasis in the ILO on integration for more efficiency, effectiveness and impact, few active connections were made between projects within or between countries in order to enable cross-project synergy and coordination.

Interviews with DWT specialists as well as illustrative examples confirm that, although there are some instances of collaborative planning and implementation around a specific project, a lack of incentives and practical difficulties make these relatively rare occurrences.<sup>62</sup> Collaboration between specialists or between projects is also not necessarily experienced as productive or efficient, as challenging timelines and incompatible management or administrative systems or organizational cultures slow processes.

The tripartite arrangements for the review of the DWCPs (and the ILO's programming in Thailand) are said to encourage inter-ministerial, interdepartmental and inter-sectoral engagement, but the extent to which these arrangements have encouraged new engagements that would otherwise not have existed is unclear. Interview comments indicate that these interactions could – at least to some extent – be regarded as an additional benefit of the ILO's decent work programming.

#### 4.4.4. Management and administration

Project evaluations note that the ILO manages its resources well, but lacks efficiency in its management and administrative processes, both in relation to headquarters-field office interactions and within projects. Examples from the field indicate that this is at least in part the result of the centralization of authority in ILO headquarters. Development cooperation projects took an average of 80 days from approval to begin operating; one took up to 278 days. Other systematic data on the extent to which processes have been

<sup>60</sup> This covers headquarters/ILO International Training Centre missions, regional meetings, staff development, home leave and other ad hoc travel on official business.

<sup>61</sup> It was not possible to gain in-depth understanding of the imbalance in geographic distribution of these missions. There can be many reasons – from the level of activity, interest and financial support in these countries during this period, to comfort and/or efficiency due to the convenient geographic location. Staff members were not excluded, including visits by the Director of CO/DWT Bangkok and the National Coordinator who lives in Cambodia.

<sup>62</sup> There are some good examples of multi-disciplinary collaboration, such as in the Ship to Shore Rights project in Thailand, NEP in Cambodia, rural economy initiatives in the Lao People's Democratic Republic, and youth employment in Cambodia.

delayed or hampered were not available, but interviews and anecdotes confirm challenges with respect to the authority and time taken for approvals to get work done, recruitments and payments, as well as the set-up and use of administrative and monitoring systems.

The National Coordinators in the Lao People's Democratic Republic and Cambodia have very limited discretionary funds at their disposal and lack the authority to move projects forward with sufficient speed.<sup>63</sup> They have to operate with complex decision-making processes that can slow approvals for action by weeks. This affects the ILO's effectiveness on the ground, and good opportunities are missed.

The 2016 CPR for the Lao People's Democratic Republic reports that discussions on 21 March 2016 in Vientiane indicated that it would be possible to have an ILO account in the Lao People's Democratic Republic to promptly service programme and project requirements. At the time of the evaluation, this still had to be addressed.<sup>64</sup>

Anecdotes therefore abound of slow decision-making and inflexibility in ILO decision-making processes and systems, which has negative effects in the field. In the most striking instances, government officials shared with the evaluation team the frustration of waiting for important and urgent policy work to be done in conjunction with a DWT member, "delayed for (six) months at headquarters" before approval was given to proceed. In the Lao People's Democratic Republic, a government department had to borrow internally to fill funding gaps. Similar incidents were noted by officials in Thailand, who were unhappy with delays in the implementation of their operational plan. In a recent example, permission was refused for the reallocation by CO-Bangkok of RBSA funding for work towards a similar outcome in the same country after the initial intent could not be addressed due to changes in government priorities.

These types of incidents can have a serious impact on the ILO's effectiveness, efficiency and credibility. Goodwill is maintained through good personal relationships and mutual respect shaped by years of consistent work in the subregion.

Several international partners also noted that, based on their experiences with funding allocations and other forms of interaction, the ILO has to be a nimbler, more innovative manager, able to "make things clearer" and "stop producing too much paper". One representative from a multinational private sector company declared that the ILO has to "change its ways of working if it is to be an efficient and effective partner for the private sector".

Significant inefficiencies also result from factors beyond the control of the ILO, primarily related to the following: (a) systems and processes in each country, where tripartite stakeholders' capacities, momentum and bureaucracies also cause delays, bottlenecks and uncertainties; and (b) the implementation of projects challenged by conditions in the field location – for example, work in remote locations such as Sekong Province in the Lao People's Democratic Republic – or insufficient capacity and systems in communities to support the work.

#### 4.4.5. The ILO's reliance on project funding

The ILO's reliance on project funding promotes short-term perspectives and activity-by-activity implementation that are detrimental to efficiency:

- (1) Predictable funding for substantive long-term projects remains elusive, affecting long-term planning;
- (2) Most donors do not support proposal development costs, and ILO staff interviewed estimate that roughly up to a third of staff time can be spent on fundraising for projects, salaries and requests for technical support;

<sup>63</sup> They receive discretionary allocations from CO-Bangkok, which has around US\$ 80,000 per year for this purpose, serving Cambodia, the Lao People's Democratic Republic and Viet Nam.

<sup>64</sup> Main reasons for this situation appear to be national banking regulations and difficulties for non-resident agencies to receive approval from regulatory authorities.

- (3) The introduction of an additional cost recovery (“user pays”) approach for accessing more technical expertise at ILO headquarters, on top of the 13 per cent programme support income (PSI) is likely to decrease the ILO’s competitiveness. Government officials in Cambodia and the Lao People’s Democratic Republic noted that the ILO’s services were becoming “too expensive”, and that as expertise grows within the region as well as among other international agencies, its specialist knowledge might not be sufficient to safeguard its professional space;
- (4) The insecurity of highly qualified project staff on short-term contracts linked to project budgets is said to lead to high turnover, loss of institutional memory at field level, and frequently also to inefficiencies in management and administration.

#### 4.4.6. Finances

As discussed in section 4.3.5, the ILO’s work in the subregion between 2012 and 2016 has been funded to the amount of US\$ 58.43 million, supporting the delivery of results under 73 CPOs and through 89 primarily externally funded projects.

The four countries did well in external fundraising by receiving 4–5 per cent of all ILO XBTC funding between 2012 and 2016. They also received between 3.6 and 4.3 per cent of all ILO RBSA funding between 2012 and 2015. They did particularly well in obtaining between 18 per cent and 23 per cent of all the RBSA allocated to the Asia and the Pacific region during this period, reflecting the high rate of ILO activity in these four countries.

Table 10. RBSA comparative figures

|                          | 2012-13 | 2014-15 |
|--------------------------|---------|---------|
| Mekong RBSA v. ILO RBSA  | 3.60%   | 4.31%   |
| Mekong RBSA v. Asia RBSA | 22.78%  | 17.69%  |

While CO-Hanoi does not receive any PSI, CO-Bangkok uses its relatively large Regular Budget–PSI allocation to pay for a network of National Officers.<sup>65</sup> Given the importance and quality of work performed by the National Officers, this can be considered good utilization of resources.

Table 11. Regular Budget/Programme Support Income (PSI) comparative figures

|                   |                | 2012–13   | 2014–15   | 2016–17 | Grand Total |                | 2012–13 | 2014–15 | 2016–17 |
|-------------------|----------------|-----------|-----------|---------|-------------|----------------|---------|---------|---------|
| <b>CO-Hanoi</b>   | Regular Budget | 1 424 530 | 1 494 002 | 959 797 | 3 878 330   | % Distribution | 37%     | 39%     | 25%     |
|                   | PSI            | -         | -         | -       |             |                |         |         |         |
| <b>CO-Bangkok</b> | Regular Budget | 1 173 032 | 945 397   | 373 375 | 2 491 804   | % Distribution | 47%     | 38%     | 15%     |
|                   | PSI            | 210 167   | 370 754   | 309 607 | 890 528     | % Distribution | 24%     | 42%     | 35%     |

<sup>65</sup> Note that PSI and RBTC resource distribution to Country Offices is determined by ROAP.

The concentration of funds described in section 4.3.5 confirms the perception that the ILO's work in the subregion consists of a large number of smaller projects. Between 2012 and 2016, the average total budget was US\$ 413,372 per project per year<sup>66</sup> but, as noted, several large projects somewhat skew this average. This situation increases transaction costs and will magnify any challenges experienced in timely payments.

Table 12. Average of total budget

| Year | US\$    |
|------|---------|
| 2012 | 676 387 |
| 2013 | 251 070 |
| 2014 | 438 136 |
| 2015 | 548 347 |
| 2016 | 152 922 |

The delivery rate of XBTC funding (the only delivery rate data available) between 2011 and 2016 was well in line with the ILO's average, except for the Lao People's Democratic Republic, which, at 55 per cent, was somewhat lower.

Table 13. XBTC delivery rate average percentage (2011–16)

| Country                          | RBTC allocation |
|----------------------------------|-----------------|
| Cambodia                         | 80.2%           |
| Lao People's Democratic Republic | 54.7%           |
| Thailand                         | 74.4%           |
| Viet Nam                         | 78.5%           |

RBTA funding provides for flexibility in the use of financial resources. It can be used (a) as start-up funding to demonstrate that something works; (b) as bridging funds when waiting for approval of a potential project or further funding; and (c) for innovation – in other words, to do something completely new. On the other hand, RBTC funding to the Country Offices in the region is very limited (see Table 14), reinforcing the reliance on development cooperation projects.

Table 14. RBTC allocation in the four countries (2012–16)

| Country                              | RBTC allocation |
|--------------------------------------|-----------------|
| Cambodia                             | 454 153         |
| The Lao People's Democratic Republic | 349 821         |
| Thailand                             | 144 971         |
| Viet Nam                             | 1 274 966       |
| Grand Total                          | 2 223 911       |

<sup>66</sup> Source: ILO official development assistance data.

The recent set of CPRs, as well as evaluations, confirms the frustrations also expressed during the country missions for this evaluation. In Cambodia, it is necessary to shift internal Regular Budget resources to cover posts, creating positions with a mixed focus that are only partially funded. This brings lack of security to see a project through. The CPR of the Lao People’s Democratic Republic confirms delays in funding allocations and final settlements, a very extensive delay in the set-up of at least one major technical cooperation project, and concerns about the inefficiency of one-off activities. The Viet Nam CPR notes (a) the use of resource pooling (blending of funds) to address shortfalls; (b) the inefficiencies that result when reporting has to be done against different results frameworks, or when significant energy is expended on fundraising; and (c) the need to address the results of staff turnover due to insecurity in continued funding.

Projects were generally favourably assessed in terms of the efficiency of their use of financial resources. However, a review of project evaluations for this evaluation found that efficiency is assessed using inconsistent measures and criteria, and often based on weak evidence. A range of reasons is given for favourable assessments, but in-depth systematic analyses of factors determining efficiency were generally not available. Factors that were noted included: (a) not all valid measures of efficiency included an even pace of spending; (b) reasonable rates of disbursement; (c) spending “in relation to targets”; (d) thinly stretched resources; (e) strategic allocation of project resources; (f) “good value for money”; and (g) the leveraging of additional funds.

A project with high efficiency was the China-funded South–South Cooperation Project, which can be considered an example of good practice. Project resources (human and financial) were allocated in accordance with the project objectives and outputs as set out in the project document in a strategic, economical and transparent manner. It was possible to track the application of project resources through from inputs into outputs and results. The core financial contribution from China could be supplemented by in-kind technical and administrative contributions from various ministries and government organizations from the participating countries, and the project was able to leverage supplementary funds from other ILO sources to support activities in key areas.

## 4.5. IMPACT

### 4.5.1. Trajectories towards impact

Project evaluations and CPRs confirm that long-term impact resulting from the DWCPs is still a “work in progress”; very little is known about the matter, and results in this regard have been limited. Analyses of 15 recent final evaluations show that only five of them assess the projects’ impact as good or excellent. The evaluations also highlight that the definition of impact used when making the assessments differ. Some refer to long-term impact as per the OECD DAC glossary definition. Others focus on short-term or intermediate impact (or outcomes). The ILO therefore struggles to get a sense of the cumulative impact of its work and that of the DWCPs on countries’ trajectory towards decent work for all.

This insufficient definition of – and engagement with – impact is in part the result of technical challenges, such as the late establishment of baselines or difficulties in measuring capacity-strengthening efforts. Resource constraints also play a role; the fact that DWCPs are not fully funded leads to implementation gaps that can stymie progress, in particular if funding is not raised for critical aspects that have to move forward at a certain time or in synergy with one another.

But as currently defined and considered, it is unlikely that the ILO and the tripartite constituents will be able to make convincing statements about their impact in the subregion. With the emphasis in the ILO on compliance with outcomes counting and reporting while learning from the occasional project evaluation, DWCP achievements and progress towards impact are being undersold as a result of too little understanding of pathways and cumulative contributions to impact. This challenges the ILO’s ability to explain its contributions and performance in a consolidated fashion, and limits its fundraising strategies – especially outside the official development assistance environment.

There are examples of initiatives that have been well positioned for impact. In the Lao People's Democratic Republic, the Ministry of Planning and Investment endorsed the scaling up of an integrated rural employment promotion pilot project in Sekong Province. This is likely to have far-reaching impact, as it had been set up to inform a national strategy to operationalize a rural employment promotion approach, to develop key national and local capacities, and to help ensure that rural employment promotion is implemented in a concerted fashion among line agencies and mass organizations. It is also expected to influence policies related to labour law, the national OSH programme, the social protection system, national skills standards and value chain promotion.

The ILO has been playing a key role in successful efforts to address a recent crisis in the Thai fishing industry that resulted from the issuing of an EU yellow card for IUU fishing. The ILO's contribution to the economic impact on the fishing sector through this project could be a useful focus for an impact evaluation.

A few key examples of “impact” from recent evaluations and CPRs illustrate different notions of impact as well as general challenges in defining, reporting on and assessing impact (Box 6). Some are encouraging but, in general, the utility of the assessments of impact in the ILO project evaluations can be questioned; methodologies and statements do not address this important aspect of the ILO's work in appropriate depth.

#### BOX 6

##### “Impact” as reflected in end-of-term evaluations and reports

**Support to development in industrial relations, wage fixing and labour law implementation institutions and capacity in Viet Nam:**

“The project's pilots have a number of observable short-to-medium-term positive effects including increases in unionization rate, change in structure and representation capacity of Grassroots Trade Unions (GTUs), increase in the level of participation and role of workers in new GTUs, increase in the level of activeness of GTUs at the workplace level, improvement of industrial relations in enterprises, the practical demonstration of new forms of collective bargaining (multi-enterprise in foreign direct investment and tourism sectors) and collaborative relations among enterprises and between employers' organizations and their members.”

**Indigenous communities in Cambodia:** “Indigenous families in recognized and registered communities are now getting additional income through work and businesses. ‘They could live and do business without fear and unsecure land to work in and outside the community’, key informants mentioned during interviews for the evaluation. The indigenous peoples and indigenous community leaders that were interviewed during the evaluation process expressed the increased awareness and capacity they had obtained from participating in the project's activities on IP land title registration.”

**Better Factories Cambodia:** Improvements regarding severance payments, emergency preparedness and payment of bonuses. Used evidence and information from its long experience in the garment industry to influence buyers, factory practices, and behaviours of both management and workers. Has also been the model (in many of its parts) for the global ILO Better Work global programme; thus, its practices have been influential internationally. Some of the research has not yet been completed that could bring out information to be used in advocacy. Positive changes are reported regarding working conditions, increased worker-management cooperation in factories and greater commitment.<sup>67</sup>

**ASEAN TRIANGLE:** “Project contributed substantially to strengthening the national level partners' (government and tripartite constituents) effective roles towards developing strategies in the ASEAN Forum on Migrant Labour. Impact and sustainability of the project is difficult to establish exactly.”

**GMS TRIANGLE:** With a budget of US\$ 9.4 million from the Australian Government, GMS TRIANGLE is regarded as one of the projects with the best record of potential for long-term impact, noted as the most important influence on labour migration in the subregion. Collaboration with four other projects allowed multiplication of results by ensuring that they supported and complemented each other. The project influenced labour migration legislation in Cambodia, Thailand and Viet Nam. It instituted the notion of tripartite consultation in labour migration policy in Cambodia and Viet Nam. There was a noteworthy impact on labour inspection in the fishing sector in Thailand. By January 2015, it had delivered services to more than 51,000 migrants, potential migrants and family members (target: 25,000); women were 41 per cent of project beneficiaries.

<sup>67</sup> In 2013, BFC started preparing a research study with the Agence Française de Développement to assess the impact of improved nutrition on the health and productivity of workers. This appears not to have been completed.

The ILO in the subregion therefore has to have a stronger focus on understanding impact pathways, the scope of which has been achieved compared to what is still needed, the effect of synergies between interventions and achievements, and the cumulative effect of outcomes on progress towards fulfilling the Decent Work Agenda in a country.

This will require, among others, using theories of change to cluster interlinked, important outcomes, and then using evaluation analyses and case studies that can identify or model emerging impacts and contributions to impact.

#### 4.5.2. The importance of the ILO's upstream work

The ILO has strengths and advantages that position it exceptionally well to be able to achieve and sustain impact. The wide scope and cumulative effect of the ILO's upstream work enhance the chance of impact. For example, between 2011 and 2015, the ILO in Cambodia engaged with five sector policies, four sets of legislation, 11 strategies or action plans, six regulations or sub-decrees, and 20 different types of coordination and delivery mechanisms through seven different types of support (Table 15).

One example of wider impact potential is the ILO's widely appreciated contributions to the establishment of a minimum wage fixing system in the garment, textile and footwear industries in Cambodia, set to expand to other sectors, and which at the time defused a highly charged national situation. Good examples can be found where the ILO has used the full range of its services to strengthen institutions for long-term impact and sustainability, as also noted in the case study of the National Employment Agency (NEA) in Cambodia (Box 7).

Table 15. Engagement areas of the DWCP in Cambodia, 2011–15

| Sector /thematic policies  | National employment, industrial development, labour migration, indigenous people development, youth development   |
|--|---|
| <b>Legislation</b>   | Labour law revision, trade unions, social security, disability, indigenous land titling   |
| <b>Strategies/action plans</b>   | Social protection for poor and vulnerable, TVET, labour disputes resolution, labour migration, women's economic empowerment, gender mainstreaming, youth, child labour, OSH, public work programme, national social security fund   |
| <b>Regulations, sub-decrees</b>  | Entertainment workers, indigenous peoples sub-decree, OSH, child labour, migrant workers, private recruitment companies   |
| <b>Coordination and delivery mechanisms</b><br>(based in most cases on tripartite participation, with wider civil society participation in some cases) | Inter-ministerial Committee-National Employment Policy (IMC-NEP); National Employment Agency (NEA); Labour Advisory Committee; Arbitration Council and Foundation, Social Protection Core Group; Thematic Working Group on Social Protection; Food Security and Nutrition; Child Labour Monitoring Committee; National Security Fund; Security Fund for Civil Servants; framework for minimum wage fixing; Migrant Centres; Ministerial HIV/AIDS Committee; Tripartite Occupational Safety and Health Council; social service delivery mechanisms; Council for Agriculture and Rural Development; Government–Development Partner Technical Working Groups – e.g. gender, land, private sector; Government–private sector forums; Technical Working Group on Industrial Relations (8th Working Group); BFC |

Source: Cambodia CPR, 2015.

Frameworks such as those of Lindquist<sup>68</sup> and other large bodies of work highlight the multiple types of policy influence that have a good chance to lead to impacts that sustain – subject to effective policy implementation. The ILO is actively engaged in all of these.<sup>69</sup>

<sup>68</sup> See, for example, [http://www.betterevaluation.org/sites/default/files/discerning\\_policy.pdf](http://www.betterevaluation.org/sites/default/files/discerning_policy.pdf) and the resulting IDRC work, available at <https://us.sagepub.com/en-us/nam/knowledge-to-policy/book233795>.

<sup>69</sup> Broadening policy horizons, building policy capacities, influencing policy regimes.

## BOX 7

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**Towards impact through institution strengthening:  
The National Employment Agency in Cambodia**


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The NEA is widely regarded as a success story for ILO engagement in Cambodia. The NEA was established with a mandate as a special operations agency under the jurisdiction of the National Training Board following the retrenchment of some 70,000 workers from the garment industry during the global financial crisis. In a relatively short period, the NEA has shown itself to be an effectively managed agency, which has grown rapidly in response to national demand, showing good results, with a sustainability plan and a strong focus on M&E to support ongoing organizational improvement. Currently, the NEA has a mixed funding basis of national budget and donor support.

Through its network of job centres, the NEA has focused on (a) growing the reach and quality of services to jobseekers and employers through the development of new and updated tools; (b) improving labour market information; and (c) capacity building for the NEA and the job centres' staff. During the period of 2013 until May 2015, the NEA recorded an increase of over 30 per cent in meeting client demand, assisting some 5,000 young people to obtain employment through career counselling and employment services. The NEA also assists specific target groups, which include young workers, migrant workers and people with disabilities. As a priority focus, young returned migrant workers have been supported through employment forums linking employers and jobseekers. A research study was carried out to analyse the profile of Cambodian migrant workers and identify support mechanisms for their reintegration.

A diverse range of ILO outputs have contributed to the growth and effectiveness of NEA services. These have included support to the development of:

- (1) Tools, including manuals on the job centres' operations, counselling services for jobseekers and employers, and career guidance for youth, as well as occupational flyers;
- (2) A communications strategy to boost NEA's image and raise awareness of its services (e.g. via employment forums, job fairs and seminars, brochures and awareness-raising programmes through CAMFEBA and trade unions);
- (3) A human resources plan to identify specific programmes in the short and medium term which will improve the capacities and delivery of NEA services;
- (4) Capacity-building programmes for staff, which have included (a) coaching on employment services by a Chinese expert in career guidance policy and practice; (b) training on labour market information; (c) study visits to China's job centres in Beijing; (d) training of core trainers; and (e) training on counselling services (employment, vocational and career). The China South–South Cooperation Project has been a core contributor to the NEA's internal capacity development programme.

ILO initiatives have further improved data collection, analysis and dissemination to allow (a) better matching of jobseekers with job vacancies; (b) jobseeker registration and vacancy updates; and (c) web-based data collection and analysis of youth-related information.

The fact that Cambodia was identified as a priority country for jobs and skills for youth added weight to NEA efforts to strengthen support for young jobseekers. With ILO support, a study has been carried out on the youth workforce of Cambodia and what works for them. This is expected to provide crucial information to underpin the development of specific youth employment policy and measures. Already, ILO engagement has helped a number of NEA youth initiatives to progress, including (a) expanded web outreach for young jobseekers from schools and universities; (b) a profiling study on returned young migrant workers; (c) labour market programmes on career guidance; and (d) collaboration with union youth units. A skills gap survey conducted with ILO support further provided a basis for the drafting by the MoLVT and the NEA of a National Skills Policy and relevant parts of the NEP.

The NEA case illustrates the value of a programme intervention that is focused from the beginning on strengthening long-term institutional capacity, ownership and sustainability. The ILO's technical support applied in strategic ways, as well as its emphasis on core institutional capacities and long-term planning, were cited by NEA staff as critical to the agency's successful development to date. Also key to future development is the institutionalization of the NEA's role within the NEP. The ILO's ability to link normative (policy level) engagement with targeted technical support at operational level has been an important factor in this regard. Drawing on the NEA's success, its staff members are already being involved in ILO initiatives to support employment and skills development services in other countries.

Source: Cambodia CPR, 2015.

### 4.5.3. Capacity strengthening

The ILO is widely respected and acknowledged for its capacity-strengthening contributions in all three countries where missions have been conducted. It is impossible to do justice in a short description to the many efforts aimed at strengthening the capacities of the tripartite constituents. Many examples have been recorded in reports, and many benefits and personal experiences recounted to the evaluation team.<sup>70</sup>

At the same time, in spite of obvious successes, serious concerns remain about the individual-orientated, short-term, “stop–start” nature of most of the capacity-strengthening activities. In Thailand, a particularly poor experience was highlighted where funding for capacity building of trade union members was terminated without warning or explanation, leaving them disillusioned about the ILO’s intent and ability to see through its commitments. Examples were also provided of (a) inappropriate persons attending training initiatives; (b) no consistency in attendees in sequenced events; and (c) lack of commitment by organizations to continue with strengthening and/or making use of growing capacities. Without formal records, it was impossible to verify the extent of these complaints; should they be widespread, this can severely affect the ILO’s effectiveness and impact. This emphasizes again the need for comprehensive and systematic data that can assist the ILO in understanding its performance and, eventually, its contributions to each country’s development trajectory.

The information provided to the evaluation team did not clearly stipulate the financial allocations for employers’ and workers’ capacity building, and hence the balance between the two. In the future, this should be made explicit, and monitored and managed, to ensure that there is a balance in the capacity-strengthening efforts aimed at the two groups of constituents. The amounts allocated to both appear to be relatively low, given the importance of, in particular, institutional capacity development.

Much of the ILO’s work in the subregion has been aimed at the improvement of policy, legislation and regulations. This has often been accompanied by capacity-strengthening initiatives – even when not explicitly designated as such; sharing specialist knowledge in formal and informal settings also builds capacities. A large amount of diverse capacity-strengthening efforts has therefore been concentrated in government ministries and agencies. This is in line with the need to ensure that government representatives can effectively play their role in tripartism.

The support to Thailand and Cambodia in strengthening the capacities of workers’ organizations reflects the challenging conditions under which they operate in these two countries. Several results were achieved in creating awareness and understanding that was reflected in the inclusion of the Decent Work Agenda in their strategy and training programmes, and increased respect for fundamental workers’ rights and the international conventions.

Thai workers’ organizations provide an example of the ripple effect of such a capacity-strengthening effort. After their own management training and exposure, 12 Thai trade unions (a) launched, with the ILO’s assistance, a campaign around the ratification of Conventions Nos. 87 and 98; (b) provided leadership training for 280 young unionists; (c) participated in provincial forums; (d) disseminated relevant information; and (e) adopted a petition to ask the government for ratification. They (a) acted as advocates, watchdogs and protectors of migrant workers’ rights; (b) trained more than 100 migrant workers on labour rights; (c) strengthened cooperation with the Migrant Workers’ Rights Network as well as the Sex Workers’ Association to organize migrant workers and protect their rights; and (d) submitted a demand to the Government for the effective implementation of the minimum wage system. They also submitted a draft Labour Law, revised in accordance with the principles of Conventions Nos. 87 and 98, and trained another

<sup>70</sup> The P&B outcomes 9 and 10 reported for the two 2012–15 biennia reflect some of the main verifiable results of ILO’s capacity-strengthening efforts. For P&B Outcome 9 (employers have strong, representative organizations) results were reported under each of the four indicators; every country reported results under indicator 9.3 (enhanced capacities to analyse the business environment and influence policy development).

112 young union leaders on conventions, who then advocated labour rights among workers and promoted international standards in the workplace.

Longer-term, institutional capacity-strengthening efforts are generally much more effective, as also pointed out in the recently conducted evaluation of capacity-building efforts by the ILO among workers' and employers' organizations. It is much harder to achieve or to assess. Aware of this, the ILO in the subregion has been working to establish ongoing capacity-strengthening efforts among government agencies as well as workers' and employers' organizations, albeit with varying levels of success and resources. Two examples widely perceived as successful are highlighted in Boxes 7 and 8, case studies done during the Cambodia CPR conducted in 2015.

Sorely lacking are systematic, recorded data and information about the scope and success of the capacity-strengthening initiatives. There are no consolidated data about the number of people and organizations reached, the scope and type of capacity-strengthening activities, or the results. One of the most important challenges is the measurement of capacity-strengthening efforts. The results have to be reflected in changes in behaviour, practices and the like – in other words, in tangible form, before success with capacity strengthening can be credibly assessed.

In spite of claims of success, formal measurement of the extent to which this has actually taken place has not been done. This type of monitoring and evaluation has to be strengthened. A helpful first step will be simply developing a typology for individual as well as institutional capacity-strengthening initiatives: recording the numbers, types and origin of participants who were both intended and actual beneficiaries of such support; and credible assessments done of the results, preferably over a period during which the application of new skills and other capacities can be determined.<sup>71</sup>

#### BOX 8

##### **Institutional capacity strengthening: The ripple effects of the ILO's support of CAMFEBA**

Among the many examples of capacity strengthening, the ILO's work with the Cambodian Federation of Employers and Business Associations (CAMFEBA) is frequently used as an example of good practice. With the ILO's technical assistance,<sup>71</sup> CAMFEBA scaled up its ability and mechanisms to consult with its members and formulate strategies responsive to their needs. Among others, it developed and implemented its 2012–15 organizational strategic plan and established effective policy research capacity and developed data-driven policy positions on issues such as the Trade Union Law and minimum wage negotiations in order to contribute to constructive dialogue with social partners. In its Business Vision 2020 policy document, launched in March 2014, CAMFEBA identified improving workplace relations as a policy priority, and worked closely with the Garment Manufacturers Association in Cambodia to assess and analyse the strike in 2014. The ability to conduct evidence-based research increased CAMFEBA's ability to make sound arguments for a review of the Trade Union Law, and reflected employers' positions on the draft legislation.

CAMFEBA's 2015 position paper on the Cambodia Trade Union Law was particularly important in enhancing the organization's influence, and was used effectively through the media to promote employers' positions. In 2016, through consultation with member associations, a CAMFEBA minimum wage position paper was completed. Business organizations and chambers of commerce (domestic and international) requested CAMFEBA to make presentations about the position paper, which represented a strong sign of CAMFEBA's profile and credibility within the business community. As part of the advocacy process, the position paper was used to report in the media and was widely disseminated. In addition, in support of the advocacy process, a minimum wage video was produced and it was also disseminated among CAMFEBA members. The ILO also provided support to strengthen tripartite capacity in an institutional framework for minimum wage setting and analysis through various intensive training sessions and through publications, which included leaflets and notebooks on the minimum wage setting process, and ILO quarterly bulletins on Cambodia's garment and footwear sector.

Source: Cambodia CPR, 2015.

<sup>71</sup> Including use of its Effective Employers Organization and the Enabling Environment for Sustainable Enterprises toolkits.

#### 4.5.4. Partnerships

One of the ILO's key strengths is that it is regarded by a large majority of both local and international stakeholders as a valued, trustworthy and neutral yet knowledgeable partner that works transparently and with integrity, and in general delivers – with few exceptions – good work. It is seen as having leverage with both national and international organizations, and noted as having good advantage in being able to operate in a difficult space with both government and other tripartite constituents as a “valued interlocutor”. It is generally not seen as projecting well enough what it can do, or the wide scope of its work, which leads to missed opportunities for collaboration and fundraising.

As the data in section 4.3.5 and Annexes 8, 10 and 11 show, the ILO has been able to generate multiple funding and implementation opportunities in support of DWCP execution from more than 40 different sources, primarily from conventional official development assistance sources. Scrutiny of the data highlight the following:

- (1) **New partnership opportunities:** The growing focus in the ILO on tapping new opportunities has led to several new initiatives that show good promise as examples for future funding and cooperation. This is already being integrated into the Resource Mobilization Strategy:
  - (a) Cambodia and the Lao People's Democratic Republic participated in the first South–South Cooperation project, funded with US\$ 1 million by China. An independent evaluation strongly validated the value added of the South–South Cooperation modality, and tripartite stakeholders expressed a strong demand for the expansion and deepening of such opportunities. Given, for example, the BRIC Summit Commitments: 2010 Brasilia Summit, innovative mechanisms can be explored for collaboration outside the conventional official development assistance model;
  - (b) A public–private partnership, the first of its kind with the ILO in the subregion, was signed with H&M in Cambodia. It resulted in additional funding provided to other country programmes in the region (Bangladesh and Myanmar) and elsewhere (Ethiopia), and in the signing of a global corporate agreement between the ILO and H&M. Private sector representatives interviewed confirmed that the ILO has good potential to bring business and government together on a much wider scale around issues of decent work – if it can develop more in-depth expertise in the interests and operations of the private sector, including with respect to global and regional supply chains;
- (2) **Country ownership and partnerships:** Many of the development cooperation projects have been executed through collaboration between multiple partners from within the country that provide in-kind and, occasionally, financial support. Specific examples of the latter include consistent support over the last 15 years by the Government of Cambodia and the Garment Manufacturers' Association of Cambodia of around 30 per cent of the budget of BFC – an exceptional contribution by a least developed country. The Government of Thailand provided direct financial support to the ILO's actuarial work in that country, while the Government of the Lao People's Democratic Republic is set to fund the next labour force survey after earlier collaboration with the ILO;
- (3) **Partnerships and coordination between international organizations:** Relatively few projects have been supported by more than one international development cooperation partner, or have been executed in collaboration with other UN agencies. There are examples of collaborative projects with UN Women, the United Nations Population Fund, the International Organization for Migration, the United Nations Development Programme, the Joint United Nations Programme on HIV/AIDS, and the United Nations Office for Project Services; recently, the ILO initiated a joint project in Cambodia on youth employment with several UN agencies. Yet interviews confirm that there is significant scope for larger funding initiatives that can draw together several international partners and mobilize with greater intensity UN agencies that have an interest in decent work. There are synergies within the United Nations Country Team (UNCT) in each country that have not yet been fully explored. The UN Resident Coordinators and nearly all international partners interviewed encouraged the ILO to benefit from collective action and joint programming among UN partners, in order to mobilize larger

funding streams. The ILO is seen as well positioned to support more coordinated approaches within countries among development cooperation partners; in Cambodia, for example, the implementation of the Industrial Development Policy is seen as a very good opportunity for the ILO to play a major role in getting a coordinated response from development partners.

Opportunities have also been missed. The critique that individuals aim at the ILO refers to the following: (a) it does not show enough interest in potential partners and collaboration, sometimes giving the feeling that it “owns” decent work and so excludes others; (b) it has a too-narrow perspective – “it has tunnel vision”; (c) “it lives in its own world”; (d) “it is very ILO-centric” on the role of decent work in the development trajectory of least developed countries; (e) it is too stuck in the tripartite approach to move beyond it into other ways of thinking and working; and (f) it is not visible enough to have sufficient influence. Challenges to find a compromise have been noted when potential partners disagreed on an approach. Examples mentioned by international partners of potential collaborations that have been thwarted as a result of differences in perspectives relate to BFC and the United Nations Industrial Development Organization.

This does not negate the fact that the ILO in the subregion has performed well in many aspects of partnership formation during the period under review. Long-standing partnerships have been in operation, notably with the EU, with which there are many areas of convergence that can be explored for funding. New partners include the here are also increasing.

In the **Lao People's Democratic Republic**, the ILO is described by a high-level UN official as a dynamic actor that has played a significant role in the design of the UN Partnership Framework 2017–21, and leads the implementation on social protection. It is also set to play a larger role in work with the informal sector. The ILO is said to be “a team player”, at present collaborating, for example, with the United Nations Population Fund, but is encouraged to be more active in (a) the important national forum, the Round Table Process, around aid effectiveness and development planning chaired by the Prime Minister; and (b) the “One UN” Business Operations Strategy, which can, for example, make communications more efficient and effective.

In **Cambodia**, the ILO's work has also been well aligned with UNDAF, with common interests in employment policies on women, young people, migrant workers, labour market information, industrial relations, dispute resolution and many more. In both the Lao People's Democratic Republic and Cambodia, benefits were had from the first China–ILO South–South Cooperation Project. BFC is well known for the example it has set in working successfully with the business sector – a total of 39 brands are currently making use of its services. A high-level UN official described the ILO during an interview as a valued and committed member of the UNCT that has played a lead role in the development of the Joint Programme on Youth Employment. The ILO has collaborated between 2012 and 2016 with a range of partners, such as the African Development Bank preparation for the drafting of the National Employment Plan, UNAIDS in the context of GMS TRIANGLE, and UN Women in support of gender mainstreaming in tripartite partners' policies and operations.

In both the Lao People's Democratic Republic and in Cambodia, a majority of the bilateral and multi-lateral agencies interviewed noted that, in spite of great appreciation of the frequent visits and contributions by the CO-Bangkok Director, the small footprint of the ILO in each of the countries and its limited resources to cover competing demands work against its visibility and impede its influence as well as opportunities for concerted fundraising.

In **Viet Nam**, there are many partnerships around the DWCP implementation: (a) filling a resource gap, the ILO and the United Nations Children Fund collaborated for the National Action Plan Against Child Labour; (b) complementary actions were acknowledged, such as the United Nations Population Fund support for the National Action Plan on Prostitution Prevention and Control developed by MOLISA, the ILO's work on entertainment workers and HIV/AIDS and OSH; and (c) resources were shared to provide joint technical contributions, such as the ILO collaboration with the United Nations Population

Fund for the costing of different scenarios of social assistance. With Viet Nam also part of the “One UN” delivery, according to the CPR, coordination rather than collaboration was pursued through regular meetings with coordination bodies to share information between technical agencies, including the Joint Programming Groups.

In **Thailand**, the most outstanding example of the ILO’s multiple roles, from providing facilitation and coordination to managing a comprehensive programme of work among partners, is the recent multi-sector, multi-stakeholder collaboration on the elimination of unacceptable forms of work in the fishing and seafood industry, with ministries from the Government of Thailand involved, as well as several workers’ and employers’ organizations’, civil society organizations, and major local companies in the sector, as well as buyers and retail groups.

On a **regional level**, the ILO has provided technical support to the Lao People’s Democratic Republic chairpersonship of ASEAN in 2016, which led among others to the Vientiane Declaration on Partnership for Effective Development Cooperation. It is also involved in several regional level processes. The Global Migration Group is an example of wider inter-agency collaboration throughout the Asia and the Pacific region that includes partnerships with the World Bank, OECD, the International Organization for Migration, the United Nations Economic and Social Commission for Asia and the Pacific, and the Asian Development Bank. Migration – primarily of unskilled labour – is the key focus at the moment, but priorities are likely to expand with increasing integration in the region through the AEC.

Opportunities for collaboration have been hampered by competition for resources, insufficient understanding of the scope and utility of the ILO’s potential contributions, different organizational cultures, insufficient prioritization of issues to address to make a major difference in the region, and a lack of coordination among development cooperation partners – who also tend to be inconsistent in their support when political priorities change. The need to configure its work to add value to ASEAN and to work more closely with important powers in the region such as China is increasing in urgency. These are the issues on which the ILO could concentrate to be more influential and impactful at the regional level.

#### 4.5.5. Knowledge sharing

The DWCPs in the subregion are supported by regular flows of information from tripartite meetings, project-level interactions, policy and research initiatives within the DWCP programmes, and informal communications. The ILO has many mechanisms through which its knowledge is shared, internally and externally, either through personal interactions or more distant distribution and sharing of materials, including when technical assistance is sought. They include presentations to constituents of evaluation reports and mid-term reviews as part of the various governance mechanisms established (project advisory committees, steering committees, etc.) and sustainability plans proposed.

There is acknowledgment of the importance of a regional and national communications strategy as also confirmed by earlier evaluations, but its development and implementation have been progressing slowly, said to be the result of lack of staff resources. Some of the offices have made their own arrangements, for example, the Joint Project Office in Cambodia has aligned some of its communications with those of the UN, using the United Nations Resident Coordinator’s office and BFC communications to support brief public communications.

Stakeholders and partners do not quite know what the ILO is doing, or its priorities, and very few understand the scope of the DWCPs, how everything fits together, where they could fit, and the extent of the ILO’s engagement. Yet its expertise and related knowledge products are respected and appreciated. Where products are targeted for a specific purpose, they are in general very well received and used. Similarly, opportunities for face-to-face consultation, planning and review meetings, training opportunities and interaction with counterparts in neighbouring countries are praised for their quality and relevance. Networks provided by the tripartite constituents are used on occasion.

There are also challenges to be addressed:

- (1) Little is known about the effectiveness or impact of communication efforts in creating a demand for, and uptake of, ILO knowledge and insights. This has not been the subject of any evaluative action, and would require an intensive study on its own;
- (2) Tailoring to local needs and audiences also has to continue. Technical ILO publications are considered cumbersome to read, and members from both the tripartite constituents and international partners considered the amount of paper produced at times “overwhelming”, without negating their value. Instances were noted where the “right” audience, who could most benefit from the knowledge, was not necessarily that which attended;
- (3) Persons interviewed noted that key communications were sometimes not provided in a timely manner. Several workers’ organizations gave examples where ILO communications came too late to allow consultation with members in advance of a meeting, were delayed after a meeting, or did not inform them in good time that a workers’ education programme had been terminated. Evaluations also do not appear to be shared at tripartite meetings;
- (4) Insufficient attention has been paid to the need for translation into local languages, which can be a sensitive issue where legal and technical matters are discussed. In Thailand, for example, government officials were concerned about the ILO’s apparent insensitivity to the need to ensure that agreements and other key documents were translated into the official local language out of consideration for government divisions responsible for their processing;
- (5) In spite of useful lessons and insights produced by evaluations, several DWT specialists noted the need for more opportunities to discuss internally as a group matters that are strategic and pertinent. A learning culture has to be encouraged by senior management, with accountability for aspects that demand action in this regard, such as following up on useful evaluation recommendations.

#### 4.5.6. Moving towards impact

Several aspects deserve consideration:

- (1) Working upstream increases the chance of impact, and even more so when improvements are combined with capacity-strengthening and mainstreaming efforts that are likely to affect institutions or parts of society. In Cambodia alone, the ILO has worked with and influenced multiple policies, strategies, legislation, regulations and institutions (Box 7). The ILO is consistently given credit for its important role in this regard;
- (2) Institution strengthening presents a greater chance for impact than individual capacity strengthening, but is even more difficult to measure. Few examples have been fully captured, but there are many verifiable examples of institution strengthening scattered throughout the ILO’s engagement with bodies and processes over the years;
- (3) It is important to design interventions and manage processes for sustained impact. This implies not only attending to baselines from the start; in fact, this can be misleading, as circumstances on the ground might change and make baselines and rigid implementation of plans irrelevant or undesirable. It requires using experience and learning to ensure that the project is set up and implemented in a manner that gives it the best possible chance to sustain and/or to have sustained impact. This includes bringing an understanding of complex systems to both the design and implementation phases;
- (4) The recognition and cultivation of synergies between interventions increases the chance of impact, but can be severely affected by the availability of funding and opportunities. If DWCPs are only partially funded without good prioritization, progress towards impact can be delayed. There are a number of projects or policy initiatives in the subregion, and within each DWCP, that can be better connected to work in synergy towards better results and impact. Efforts to ensure the well-being of migrants present the most obvious example;

- (5) The nature of the ILO's work and contributions can provide understanding of the chance that long-term sustained impact will result. Among others, it is important to determine whether envisaged and actual contributions or changes are (ideally) incremental or transformational; or the extent to which the ILO or DWCP contributions can and should be catalytic in order to accelerate progress towards decent work in a country – and what that would mean in the local context.

## 4.6. SUSTAINABILITY

### 4.6.1. Sustaining outcomes and impact

The sustainability of the outcomes and impacts of the DWCPs (and programming in Thailand), as well as the financial sustainability of interventions, are main issues of concern among the ILO and project staff, as well as among the tripartite constituents involved in DWCP implementation. The sustainability criterion yielded the poorest results in an analysis of project evaluation reports. Project experiences also highlight serious constraints or flaws in efforts to design and implement for sustainability.

Getting to and sustaining impact both present serious challenges for the ILO's downstream work. Failure to address this issue through appropriate design and effective implementation weakens the ILO's projects on the ground – even though the reasons are frequently outside the control of the organization or tripartite constituents. Financial sustainability remains a challenge, and exit strategies have not been the focus of discussions and planning by the ILO or among counterparts. To the contrary, the tripartite constituents interviewed during the evaluation are adamant about the importance of the ILO's continued engagement with their work, and with the Decent Work Agenda in their country in general.

Some of the most prominent projects managed by the ILO have suffered from concerns about the sustainability of what has been achieved, including the flagship project BFC. Efforts are being made to ensure that it can be sustained in the long term, likely by becoming an independent nongovernmental organization, but an appropriate mechanism still has to be found.

There are several examples of sustainability becoming the victim of project-based funding and then lack of local ownership among organizations that could support their work. Among others, Viet Nam's DWCP had a focus on persons with disabilities, displayed primarily through its engagement with the ILO Global Project Promoting Rights and Opportunities for People with Disabilities in Employment through legislation that aimed to address the capacity of governments and social partners to address discrimination and promote equality for persons with disabilities. The Blue Ribbon Employer Council has since 2007 worked closely with the Viet Nam Chamber of Commerce and Industry and with employers to provide technical assistance in recruiting persons with disabilities. Yet it has recently found itself without a secretariat after project funding ended.

Sustainability is less of a challenge where ILO outputs are reflected in upstream changes in policy, legislation and regulations, and accompanied by effective individual and especially institutional capacity strengthening. The ILO is in the almost unique position among UN and international agencies of having and using multiple opportunities to influence the policy and legislative architecture in a country.

### 4.6.2. Factors influencing sustainability

Impact (or outcomes) and sustainability are interlinked; considering one without the other is seldom valuable, and their interrelationship is only partly reflected in ILO evaluations (although it is to some extent implicit in the ILO's outcomes and indicators). Influences on the one also affect the other. The main influences that are recorded as having risked or prevented the sustainability of DWCP outcomes and

impacts demonstrate the challenges inherent in working with projects on the ground – only some of which the design and implementation teams can address or control:

- (1) The lack of long-term, predictable funding within shrinking official development assistance support for upcoming middle-income countries;
- (2) the strong activity orientation in ILO managed projects and advice, the “activity-by-activity”, “stop-start” approach promoted by its dependence on project funding, and a general lack of “impact thinking”;
- (3) insufficient data as well as attention to understanding, designing and implementing in order to get and sustain impact;
- (4) conditions on the ground that complicate relationships, local ownership and the opportunity to embed initiatives or results in local processes and systems;
- (5) lack of consideration of cultural and other societal and local dynamics;
- (6) insufficient linking to initiatives that can act in synergy to enhance sustainability;
- (7) powerful actors on the national stage not involved in tripartite structures, yet having major influence on government policy and action; and
- (8) weaknesses in the management of the labour market, or in the human capacities essential for getting to and sustaining impact.

Strategies that work in favour of progress towards impact that sustains include:

- (1) Strengthening of national and institutional systems through concerted attention over time, using a range of expertise to support data and knowledge initiatives, legal and regulatory systems, policy and management capacities, and training of trainers;
- (2) technical assistance with a strong capacity-strengthening focus;
- (3) pilot projects embedded in government priorities and/or systems;
- (4) take-up of (ILO-designed) knowledge products into national systems;
- (5) government ownership reflected through in-kind or financial allocations, continuation with national surveys, and use of the DWCP for government planning; and
- (6) DWCP ownership through tripartite bodies fully engaged with its annual planning, review and improvement.

## 5. CONCLUSIONS AND LESSONS

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### 5.1. CONCLUSIONS

#### 5.1.1. Leveraging the strengths of the ILO and DWCPs

The ILO has used its comparative advantage to good effect in the subregion. In the words of tripartite constituents and international partners, the ILO (a) has built strong relationships of trust and respect over the years; (b) acts with integrity; (c) brings not only unique and high quality technical expertise but also tailored experiences, lessons and options; (d) does not impose but allows constituents to learn; (e) works sensitively behind the scenes without sacrificing integrity; (f) is agile in responding to constituents' formal and informal requests; (g) tends to work within the tripartite modality; (h) generally understands and respects local contexts; and (i) aims to collaborate rather than compete, yet also recognizes its strengths when it acts alone.

The ILO has also been seen by some as too parochial, too “ILO-centric”, and not pragmatic enough in its perspectives on decent work, which lessens its potential and value as a partner.

In order to be successful, the ILO has had to navigate – with more or less success – between at least seven tensions inherent in its character and way of working: (a) its normative mandate versus the pragmatism essential in difficult contexts; (b) the need for long-term perspectives on systems change versus the “short-term” dependence on project funding; (c) its narrow areas of specialization versus the need for holistic perspectives on institutions and development; (d) respect for all tripartite constituents and their agreed-upon priorities versus close collaboration with governments for national policy influence; (e) its proven excellence in upstream work versus the very different management and other skills needed in the field; (f) the need for competitive fundraising versus the expectation of leadership in cooperation and coordination; and, (g) its centralized authority and systems versus the need for agility on the ground.

The ILO's strengths, the credibility of the DWCP consultative and review processes, the collaboration and oversight of DWCPs by tripartite and inter-ministerial or other senior level bodies, the DWCPs' strong alignment with key national policies and plans and with UN frameworks, all work together to provide a solid foundation for collaboration on decent work in each country.

It could be appropriate for the ILO to continue operating in the subregion as it has done to date; DWCPs evolve incrementally, and achievements have been significant. Yet the SDGs, the AEC and emerging cross-country synergies between the DWCPs bring new challenges and opportunities. It is an opportune time to consider the significance of the ILO's work within national and regional contexts, and find ways to accelerate the achievement of decent work outcomes towards long-term impact. This will, among others, require a stronger, more strategic focus on how to work in a catalytic manner in each country, in the subregion and in ASEAN, and on how to ensure the significance of what is done.

Other actions that can help accelerate results include (a) collaborating with influential national and regional processes and actors; (b) focusing on getting decent work mainstreamed across influential ministries and international partner strategies; and (c) creating and using synergies across organizations and countries. Sequencing of actions have to be appropriate so that intended changes are not hampered by the lack of readiness of implementation systems and societal dispositions. Downstream projects and upstream policy work have to inform and build on their complementarities to allow for maximum effectiveness and impact.

All of this will need a different perspective on funding partners and fundraising processes, with South–South collaboration, multinational companies and foundations offering new opportunities as well as challenges.

### 5.1.2. Telling the ILO's and DWCPs' "performance story"

The DWCPs offer good value to ILO staff and specialists in the subregion as frameworks for coherent planning and prioritization, accountability and outcomes reporting. Yet the strong RBM focus on outcomes and target achievement without the logic of an explicit theory of change prevents a more holistic approach to understanding and managing what the DWCP is to achieve or succeeds in achieving on the road to long-term impact. There is no data or information on how the different contributions by the ILO and others responsible for DWCP implementation work separately and in synergy to move the country forward towards the ideal of decent work – or, on the other hand, were out of sync with systems and communities' disposition on the ground.

Without a comprehensive map of how and how well DWCP progress and achievements at national and regional levels are influencing decent work in the country and subregion, and the gaps that remain, the "performance story" of the ILO and DWCPs will remain unclear. This means that attention has to shift to working with theories of change coupled with a harmonized system of monitoring, evaluation and reflection in the ILO and among tripartite constituents responsible for DWCP oversight. Consolidated data and meta-analyses or synthesis of monitoring and evaluation results have to be available to inform how impact is – and should be – conceptualized, achieved and measured in projects and in the DWCP overall.

### 5.1.3. Sustaining impact

The ILO and project staff, as well as the tripartite constituents, involved in DWCP implementation and review, continue to grapple with how to ensure both long-term impacts and the sustainability of positive outcomes and impacts generated through their work. The short-term perspectives fostered by the ILO's dependence on project funding, the underfunding of the DWCPs, as well capacity and other constraints in the field, continue to hamper efforts to enable the type of deep and long-term changes and financing models that will sustain progress and impact towards decent work in each country.

The chance of sustainability of the DWCP results is greatly strengthened by (a) the ILO's extensive and largely effective contributions to the policy and institutional infrastructure supporting decent work in each country; (b) the embedding of its work in national mechanisms, institutions and systems; and (c) the development of the capacities among tripartite constituents needed in support of national interests, strategies and plans.

Despite the ILO's good potential for long-term impact that sustains through its upstream policy work and institution-strengthening contributions, it is at the project level where most of its resources are expended. The bottlenecks and obstacles to impact embedded in societal and political dynamics, obstacles to local ownership, the way implementation and partnership processes are managed, the effective scaling of pilot projects and exit strategies, all have to receive more and earlier attention across all the ILO's work. Examples from efforts to support social protection strategies in rural areas in the Lao People's Democratic

Republic and Cambodia also highlighted the importance of understanding not only local dynamics and systems, but also the timing and sequencing of interventions so that implementation systems and the disposition of society is ready for change.

Under these circumstances, learning-oriented monitoring and evaluation are essential, with adaptive management or short cycles of monitoring, reflection and adjustment helping to manage risk and advance the chance of impact. This requires capacities among key staff beyond conventional project management.

#### 5.1.4. Increasing the ILO's influence in support of decent work

Despite the ILO's good and growing profile among key government ministries, UN agencies and other international partners in each country, its influence on their work has been limited. Similarly, the ILO has very limited experience with the private sector, in particular with large and/or multinational corporations that control regional or global value chains. Yet these important actors' contributions can be critical in either accelerating or delaying progress towards decent work in each country. From increasing awareness to supporting the mainstreaming of decent work into their policies and practices, ILO's engagement with them has to expand for greater effectiveness and influence.

This provides opportunities for innovative work, but will also challenge the ILO's capacities and conventional ways of working. Three areas are important: first, the ILO's visibility among UN agencies in the subregion has been fair, with its participation in UNCT and Round Table discussions, leading on certain UNDAF initiatives and collaboration on a few joint projects. Second, the growing interest in decent work among some agencies presents an opportunity to use the ILO's experience to initiate more consistent efforts at collaboration and joint resource mobilization around aspects of decent work. Third, this can help mainstreaming decent work in such organizations. The influential Round Table process in the Lao People's Democratic Republic, chaired by the Prime Minister, is only one example where more strategic engagement by the ILO can be beneficial.

Engagements with influential ministries of planning, finance, trade and economic affairs can be sought in order to encourage policy coherence and mainstreaming of decent work across sectors. Dealing with influential companies in regional and global value chains is also increasingly vital for the ILO's work in the subregion. The ILO is well positioned to be a potential interlocutor between the government and such companies on issues of decent work, but it will require a reorientation in mindset and approach, and an increasing focus on major economic powers in the region.

#### 5.1.5. Enabling high-performance teams

The impressive volume of work and achievements during implementation of the DWCPs in the subregion point to high-performance teams located in ROAP, DWT-Bangkok, CO-Bangkok and CO-Hanoi. Addressing human resource and administrative constraints in these offices will lead to gains in both efficiency and effectiveness. The challenges experienced in this regard appear to be systemic, and will require significant corporate commitment and investment to improve across the organization. In the meantime, benefits can be gained through attention to key points of frustration.

It will be essential for the long-term efficiency and effectiveness of the ILO on the ground in the subregion to ensure appropriate staffing and remuneration in line with responsibilities and expectations of impact, as well as administrative procedures that enhance rather than hinder performance.

#### 5.1.6. Attending to key gaps and challenges

Although ratification of ILO Conventions in the subregion has proceeded with the signing of the Promotional Framework for Occupational Safety and Health Convention, 2006 (No. 187) by Viet Nam and

the Discrimination (Employment and Occupation) Convention, 1958 (No. 111) by Thailand, and various commitments have been made to consider the ratification of others (including the Freedom of Association and Protection of the Right to Organise Convention, 1948 (No. 87), and the Right to Organise and Collective Bargaining Convention, 1949 (No. 98), this is an area in need of concerted attention in the subregion. Developments around the Trade Union Law in Cambodia have strengthened perceptions that the space for social dialogue freedom of association has been narrowing. The ILO's pragmatic approach to these developments has generated both approval and criticism among national and international partners. It has had to navigate carefully the tensions and trade-offs inherent in the technical and political nature of its work, and understand the societal culture within which it operates without compromising its normative stance. This situation highlighted the challenges the ILO has to manage amid increasingly assertive government positions on the need for political stability as a condition for economic and social advancement. Similarly, work on gender and other cross-cutting areas has struggled to gain sufficient resources and in-depth attention, in spite of the need for their integration across the DWCP as cross-cutting areas of work.

## 5.2. LESSONS

Lessons include the following:

- (1) Unless tripartite constituents are the most influential forces in their sectors, progress towards decent work can easily be obstructed by powerful organizations or coalitions with direct access to influential government ministries;
- (2) the trust of ministries not used to working with the ILO is gained by proving commitment to the process, rapidly responding to requests when development partners lack interest or expertise;
- (3) DWCPs have to be designed and implemented to closely reflect local and evolving contexts and capacities, with a strong focus on ownership and sustainability;
- (4) the appropriate timing and sequencing of interventions are important to ensure the readiness of systems and society for changes brought about through policy and regulation;
- (5) successfully connecting projects that are complementary increases effectiveness and the potential for impact;
- (6) monitoring and evaluation are important at all levels within the ILO context, as well as part of institutional capacity development support to partners; and
- (7) the scale of an achievement needs careful consideration. Major increases in small numbers do not necessarily indicate success if ways to scale effectively are not found.

## 6. RECOMMENDATIONS

**Recommendation 1: Improve the chance of generating impacts that sustain in the long term.** Conduct meta-analyses and studies to provide guidance to projects and specialists about the attitudes, relationships and conditions that enable good progress and sustained impact in local contexts. Hold line-management and project staff accountable for risk management and early detection and resolution of problems. Do timely planning with counterparts and stakeholders for exit and sustainability. Conduct evaluations of key outcomes and determine with constituents and partners how to enable more effective (a) institutional capacity strengthening, (b) complementarity and connection between projects and technical assistance, and (c) catalytic action that can lead to impact with limited effort.

| Responsible unit(s)                    | Priority | Time implication | Resource implication |
|--|----------|------------------|----------------------|
| DWT/CO-Bangkok, CO-Hanoi, EVAL, PARDEV | High     | Medium, ongoing  | Medium               |

**Recommendation 2: Strengthen monitoring, evaluation and learning systems.** Continue the process of harmonizing DWCP-related M&E systems including, as relevant, those used by tripartite constituents. Use theories of change linked to the M&E system for a comprehensive approach to tracking progress towards impact. Devise processes to synthesize and use information from evaluation findings and recommendations. Devise ways to monitor and evaluate the effectiveness of capacity strengthening. Experiment with adaptive management techniques that use short cycles of monitoring and reflection.

| Responsible unit(s)                             | Priority | Time implication | Resource implication |
|---|----------|------------------|----------------------|
| DWT/CO-Bangkok, CO-Hanoi, ROAP, PARDEV, PROGRAM | High     | Medium           | Low                  |

**Recommendation 3: Review the capacity and office configuration of the DWT/CO-Bangkok and related offices for potential improvements, including achieving a better understanding of the special role played by national coordinators.** Strategize together to find and implement ways to lighten the burden of work in the subregion. Administrative processes that affect effectiveness and efficiency should be reviewed. Devolve authority where this will clearly increase efficiency.

| Responsible unit(s)  | Priority | Time implication | Resource implication |
|--|----------|------------------|----------------------|
| DWT/CO-Bangkok, CO-Hanoi, ROAP, Deputy Director-General /Field Operations and Partnerships | High     | Short            | Low to medium        |

**Recommendation 4: Give appropriate momentum to progress towards decent work.** Determine how integration between development cooperation projects, specialists' expertise and countries' decent work initiatives can be improved. Build on good work already done to implement strategies that increase effective high-level interaction and coordination with key organizations and coalitions, with a view to encouraging and supporting mainstreaming of decent work in and through their organizations.

| Responsible unit(s)   | Priority | Time implication | Resource implication |
|---|----------|------------------|----------------------|
| DWT/CO-Bangkok, CO-Hanoi, Multilateral Cooperation Department | Medium   | Medium           | Low to medium        |

**Recommendation 5: Use the DWCPs to strengthen engagement with ASEAN and the SDGs.** Develop country and subregional reports that showcase the key elements and achievements of the DWCPs and the synergies across countries. Make an integrated normative and business case for the implementation of decent work in the region within the SDG framework. Build on initiatives such as the BRIC Summit Commitments: 2010 Brasilia Summit and ASEAN Labour Ministers' workplans.

| Responsible unit(s)   | Priority | Time implication | Resource implication |
|---|----------|------------------|----------------------|
| ROAP, DWT/CO-Bangkok, CO-Hanoi, Multilateral Cooperation Department | Medium   | Medium           | Medium               |

**Recommendation 6: Strengthen DWT-Bangkok's potential for impact.** Implement actions that harness the DWT specialists' expertise on issues that affect the DWCPs. This could include strategic discussions about progress and impact, followed by action on key issues. Address lack of incentives, which hampers collaboration among specialists, and encourage opportunities for such collaboration.

| Responsible unit(s)     | Priority | Time implication | Resource implication |
|-------------------------|----------|------------------|----------------------|
| DWT/CO-Bangkok, PROGRAM | Medium   | Low              | Low                  |

**Recommendation 7: Make a concerted effort to improve cross-cutting area outcomes.** Synthesize the progress towards impact as well as the challenges regarding mainstreaming and capacity strengthening related to gender, people with disability and indigenous communities. Develop a system of accountability for results in these cross-cutting areas.

| Responsible unit(s)                        | Priority | Time implication | Resource implication |
|--|----------|------------------|----------------------|
| ROAP, PROGRAM, Human Resources Development | Medium   | Low to medium    | Low                  |

**Recommendation 8: Expand funding potential by focusing on new types of sources and collective efforts.** The SDGs, shifts in economic power, and national initiatives such as Thailand 4.0 bring new opportunities to frame the case for decent work. Use this situation to devise a concerted strategy to continue building new relationships and mobilizing funding from innovative and new sources. Make an integrated normative and business case for decent work that resonates with the perspective of the potential source. Overcome obstacles to collaboration with UN partners so that joint funding opportunities can be more frequently exploited.

| Responsible unit(s)                    | Priority | Time implication | Resource implication |
|--|----------|------------------|----------------------|
| ROAP, DWT/CO-Bangkok, CO-Hanoi, PARDEV | High     | Medium, ongoing  | Medium               |



## 7. OFFICE RESPONSE

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The Office welcomes the evaluation's positive observations and acknowledges the conclusions and lessons learned. ROAP accepts seven of the eight recommendations fully, and one partially, as they provide important insights to improve the design, implementation and impact of current and future DWCPs in the Mekong subregion.

The Office would like to thank the tripartite constituents in the region (Cambodia, the Lao People's Democratic Republic, Thailand and Viet Nam) for their participation and contribution to this evaluation.

### Recommendation 1

ROAP will provide support to develop theories of change in developing CPOs, and strengthen the institutional practice of monitoring and evaluation. ROAP expects to improve risk management, early resolution of problems, and sound exit strategies. ROAP will support the functioning of DWCP tripartite Steering Committees to determine with constituents and partners how to enable more (a) institutional capacity strengthening; (b) complementarity and connections between projects, and between those and technical assistance; and (c) action to accelerate progress towards impact.

### Recommendation 2

ROAP is already working on building M&E staff capacity. Monitoring and annual reporting against DWCP is discussed and agreed upon. ROAP recognizes and supports the importance of establishing tripartite Steering Committees for effective monitoring and adapting programmes to realities.

### Recommendation 3

ROAP will work with DWT/CO Bangkok to identify bottlenecks, and consider innovative solutions wherever authorized, but underscores that administrative processes are not always determined by the Regional Office and that there is a need to review centralization versus devolution of authority to ensure the right level. ROAP encourages the latter to increase effectiveness and efficiency.

### Recommendation 4

ROAP agrees with mainstreaming and building on the good work already done to give momentum towards decent work.

### Recommendation 5

Annual DWCP reporting is already a requirement in the region. Through the annual reports, ROAP will particularly assess the “case” for decent work in the region, particularly in advancing on the 2030 Agenda for Sustainable Development at the country levels. Efforts are already under way to strengthen the articulation of the theory of change between the CPO and SDG targets at the national level.

### Recommendation 6

ROAP partially accepts recommendation 6. Evidence from multiple sources suggests that collaboration among specialists of different practice areas is well-established/recognized and satisfactory. The Office agrees to encourage and generate more opportunities for collaboration and strengthening capacity for RBM among specialists.

### Recommendation 7

ROAP, in consultation with headquarters units, is strengthening the support towards clear articulation of theories of change in CPOs, which will look at the gender dimension as well. An accountability system is in place where the CPO–Cross-Cutting Policy Driver captures intended changes for gender equality. The Programme Implementation Report makes reporting on gender mandatory under certain conditions. These strengthen accountability for results on gender. ROAP will continue to work on further improving gender outcomes, including those in CPOs.

### Recommendation 8

This recommendation is fully aligned with the Office's strategy for Development Cooperation 2015–17 (extended until 2018).

## ANNEX 1. EXTRACT OF TERMS OF REFERENCE

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### PURPOSE, SCOPE AND CLIENTS

The present evaluation has a dual purpose: achievement of programme outcomes and organizational learning. The evaluation will seek to determine how well the subregion achieved its planned outcomes. The evaluation will also attempt to contribute to organizational learning by identifying lessons that have been learned and emerging good practices. This information can inform future ILO strategies and the design of new DWCPs.

The evaluation will undertake a comprehensive review of the ILO's programme of support to Thailand, Cambodia and the Lao People's Democratic Republic. A desk review of Viet Nam will be conducted. This will involve reviews of technical cooperation project evaluations, existing DWCPs or, in the case of Thailand, country strategies. The timeframe proposed for study is 2012–13, 2014–15 and part of the 2016–17 biennium.

The principal client for the evaluation is the Governing Body, which is responsible for governance-level decisions on the findings and recommendations of the evaluation. Other key stakeholders include the Director-General and members of his Senior Management Team, the Evaluation Advisory Committee, the Regional Office for Asia and the Pacific, the DWT/CO-Bangkok, and tripartite constituents in the target countries.

### CRITERIA AND QUESTIONS

ILO DWCP evaluations usually focus on the OECD DAC criteria, including the relevance of the programme to beneficiary needs, the coherence of the programme design, the programme's efficiency and effectiveness, the impact of the results and the potential for sustainability. For each criterion, two or three specific evaluation questions are suggested. The questions seek to address priority issues and concerns for the national constituents and other stakeholders.

The evaluation will use a mix of evaluation approaches. It will, in part, use a goal-based approach to examine the Country Programme Outcome achievement. It will, in part, use a case study approach to examine each of the countries in the subregion. It will, in part, use a mixed-methods approach (e.g. document analysis, interviews, direct observation and surveys) to ensure the validity and reliability of the findings. Lastly, it will, in part, use a participatory approach in that, to the extent possible, the evaluation will involve ILO key stakeholders, such as beneficiaries, ILO tripartite constituents, ILO staff and strategic partners.

## EVALUATION METHODOLOGY

One of the first tasks of the evaluation consultant will be to conduct a desk review of appropriate material, including strategic regional documents, programme and project documents, progress reports, previous evaluation reports and relevant material from secondary sources.<sup>72</sup> This includes baselines and any government documents. Information from the desk review, together with that gathered from the scoping mission to the Country Office in Bangkok, will be used to write the inception report.

## EVALUATION APPROACH

Upon approval of the inception report, the evaluation consultant will conduct field missions to each of the selected countries in the Mekong subregion (except Viet Nam). During the field missions, the consultant will prepare a series of three country/thematic case studies. The desk review and the case studies will provide the information needed to answer the evaluation questions in the final report.

The evaluation will be based upon the ILO's evaluation policy guidelines, which adhere to international standards and best practices, articulated in the OECD/DAC Principles and the Norms and Standards for Evaluation in the United Nations System approved by the United Nations Evaluation Group. More specifically, the evaluation will be conducted in accordance with EVAL Protocol No 2: High-level Evaluation Protocol for DWCP Evaluation (available from [http://www.ilo.org/eval/Evaluationguidance/WCMS\\_215859/lang--en/index.htm](http://www.ilo.org/eval/Evaluationguidance/WCMS_215859/lang--en/index.htm)).

## GENDER

The gender dimension should be considered as a cross-cutting concern throughout the methodology, deliverables and final report of the evaluation. In terms of this evaluation, this implies involving both men and women in the consultation, evaluation analysis and evaluation team. Moreover, the evaluators should review data and information that is disaggregated by sex and gender, and assess the relevance and effectiveness of gender-related strategies and outcomes to improve the lives of women and men. All this information should be accurately included in the inception report and final evaluation report.

## RESOURCES AND MANAGEMENT

A Senior Evaluation Officer from ILO headquarters will manage and participate in the evaluation process. The Senior Evaluation Officer's responsibilities include managing the contract, consulting on methodological issues and facilitating access to primary and secondary data. Secondary data would include CPO data, project evaluation data, etc.

In the region, logistics support will be provided by the Regional Programming Services Team and by the Regional Evaluation Officer. The ILO Director of Evaluation will provide oversight and guidance; input from other EVAL team members may be sought throughout the evaluation process.

The evaluation will be conducted with the support of an individual consultant, a team or a company with extensive experience in the evaluation of development or social interventions, preferably including practical experience in assessing comprehensive policy/programme frameworks or national plans. The capacity of the individual, team or company to mobilize required expertise and support to undertake the evaluation will be an important consideration in the selection process. The responsibilities and profile of the "evaluation consultant" can be found in Table 16. Stakeholders will be consulted on the consultant selection.

<sup>72</sup> It should be noted that a number of technical cooperation projects, particularly in Cambodia, are centralized or managed directly by the Regional Office for Asia and the Pacific. This distinctive accountability framework will be taken into account. The desk review of this work should be conducted with a direct interface with the relevant reporting lines, i.e. headquarters, ROAP, CO, etc.

It is estimated that the scope of effort required by the evaluation will be approximately 60–70 days. The evaluation consultant will be remunerated at a negotiated rate that is reasonable and customary. Travel and daily subsistence allowance will be provided in a lump sum and the consultant(s) will be required to make his or her (their) own travel arrangements for the field missions.

Table 16. Responsibilities and profile of evaluation consultants

| Responsibility  | Profile   |
|---|---|
| <ul style="list-style-type: none"> <li>■ Drafting the inception report, producing the draft reports and drafting and presenting a final report</li> <li>■ Providing any technical and methodological advice necessary for this evaluation</li> <li>■ Ensuring the quality of data (validity, reliability, consistency and accuracy) throughout the analytical and reporting phases</li> <li>■ Ensuring the evaluation is conducted as per terms of reference, including following ILO EVAL guidelines, methodology and formatting requirements</li> </ul> | <ul style="list-style-type: none"> <li>■ Adequate contextual knowledge of the UN, the ILO and the Mekong subregion</li> <li>■ Adequate technical specialization: demonstrated knowledge and expertise of labour and industrial relations topics</li> <li>■ At least 10 years' experience in evaluation policies, strategies, country programmes and organizational effectiveness</li> <li>■ Experience conducting country programme evaluations for UN organizations</li> <li>■ Expertise in qualitative and quantitative evaluation methods and an understanding of issues related to validity and reliability</li> <li>■ Fluency in spoken and written English, and an understanding of ILO cross-cutting issues</li> </ul> |

Table 17. Evaluation Timeline

| Phases                      | Tasks   | Responsible  | Dates  | Outputs  |
|-----------------------------|---|--|--|--|
| Phase One: Preparatory      | Terms of reference drafted and circulated to stakeholders<br>Evaluation consultant hired<br>Desk review and scoping mission   | ILO Senior Evaluation Officer  | December<br>January<br>February/March                        | Terms of reference<br>Inception report   |
| Phase Two: Data collection  | Data collection and analysis for country/thematic case studies  | Evaluation consultant with support from EVAL   | March/April  | Data   |
| Phase Three: Report writing | Write country case studies<br>Desk review and case studies consolidated into draft report<br>Zero draft circulated among return on equity stakeholders<br>First draft circulated for comments<br>Final draft shared with wider circle of stakeholders<br>Final report | Evaluation consultant<br>Evaluation consultant<br>EVAL<br>EVAL<br>EVAL<br>Evaluation consultant and EVAL | April<br>May<br>May/June<br>June<br>June<br>1st week of July | Country case studies<br>Draft version evaluation report<br>Constituent comments<br>Final version evaluation report |

## ANNEX 2. EVALUATION MATRIX

| Criteria                                  | Evaluation Questions   | Indicators  | Data Sources  | Data Collection Methods  | Analysis & Assessment  |
|---|--|---|---|--|--|
| <b>1. Relevance</b>                       | <p>1.1 To what extent was the ILO's work relevant to the needs expressed by the tripartite constituents?</p> <p>1.2 To what extent was the ILO's work relevant to the various national and international development frameworks (e.g. UNDAFs)?</p> <p>1.3 To what extent was the ILO's work relevant to the SPF and P&amp;B?</p> | <ul style="list-style-type: none"> <li>■ Extent of engagement of key partners in DWCP design process</li> <li>■ Content and features of DWCP compared to relevant policies &amp; strategies</li> <li>■ Extent of alignment of planned outcomes – DWCP &amp; CP outcomes, UN &amp; national policies &amp; strategies</li> <li>■ Extent of implementation fidelity</li> <li>■ Perceptions of key national stakeholders about relevance &amp; alignment of outcomes.</li> </ul> | <ul style="list-style-type: none"> <li>■ DWCPs &amp; UNDAFs, by country</li> <li>■ Relevant national policies, strategies – focusing on outcomes, by country</li> <li>■ ILO outcome documents – incl. CP/SFP/P&amp;B/IRIS</li> <li>■ Annual DWCP reports</li> <li>■ Related national reports</li> <li>■ CPRs</li> <li>■ Key in-country informants – tripartite constituents, ILO partners, donors.</li> </ul> | <ul style="list-style-type: none"> <li>■ Desk study, focusing on main data sources</li> <li>■ Limited triangulation: through key informant &amp; group interviews by telephone &amp; during country missions</li> <li>■ Case studies.</li> </ul> | <ul style="list-style-type: none"> <li>■ Identification of relevant policies &amp; strategies, overall &amp; by country</li> <li>■ Study of relevant design processes</li> <li>■ Analysis of relevant outcomes frameworks to determine extent of their alignment &amp; interconnection, by country &amp; overall</li> <li>■ Triangulation based on different information sources &amp; methods</li> <li>■ Findings &amp; conclusions based on integration of information within and across countries</li> <li>■ Assessments using rating rubrics.</li> </ul>     |
| <b>2. Design coherence &amp; validity</b> | <p>2.1 How well did the national projects support their respective DWCPs?</p> <p>2.2 To what extent was the ILO's work in the countries logical and evaluable?</p> <p>2.3 Did the ILO's work in the countries of the sub-region apply principles of RBM?</p>   | <ul style="list-style-type: none"> <li>■ Alignment between planned &amp; emerging project outcomes and proposed &amp; emerging DWCP outcomes</li> <li>■ (i) Quality &amp; (ii) comprehensiveness of DWCP change logic / ToC, by country</li> <li>■ Implementation fidelity i.t.o. working towards intended outcomes</li> <li>■ Indications of adaptive management.</li> </ul>   | <ul style="list-style-type: none"> <li>■ Project reports &amp; evaluations</li> <li>■ DWCPs</li> <li>■ DWCP &amp; ILO reports (incl. SFP/P&amp;B/IRIS)</li> <li>■ CPRs.</li> </ul>  | <ul style="list-style-type: none"> <li>■ Desk study</li> <li>■ Case studies.</li> </ul>  | <ul style="list-style-type: none"> <li>■ As necessary, retrospective articulation of DWCP change logic</li> <li>■ Analysis of quality of DWCP change logic and connections with project outcomes, by country &amp; overall</li> <li>■ Analysis of management approach towards development results – results-based and/or adaptive.</li> <li>■ Triangulation based on different information sources</li> <li>■ Findings &amp; conclusions based on integration of information within and across countries</li> <li>■ Assessments using rating rubrics.</li> </ul> |

| Criteria   | Evaluation Questions  | Indicators  | Data Sources   | Data Collection Methods   | Analysis & Assessment   |  |
|--|---|---|--|---|---|--|
| <b>3. Effectiveness</b><br>(an emphasis for primary data collection) | 3.1 How well did the results achieved at the national level support their respective country DWCPs?   | Type of actual & emerging outcomes, based on (i) DWCP, (ii) CP and (iii) SPF outcome typology   | National & ILO reports   | Desk study  | Triangulation based on different information sources  |  |
|  | 3.2 How well did the sub-region's results promote the ILO's Strategic Policy Framework?   | Extent of coverage of (emerging) outcomes compared to actions taken & expectations of outcomes  | Outcome-based workplans (OBWs)                                   | Individual & group interviews, by telephone and during country missions | Analysis of type of achievements and outcomes, compared to expectations   |  |
|  | 3.3 How well did the results contribute to the ILO's cross-cutting themes of gender and non-discrimination?   | Perceptions of realism of expected outcomes within given timeframe  | Monitoring data  | CPRs & other relevant evaluations                                       | M&E system observation during country missions  | Analysis of perceptions of significance of achievements compared to needs & conditions on the ground |
|  | 3.4 How significant are ILO's DWCP (i) interventions and (ii) results, given needs, progress and conditions on the ground? <i>(added)</i>                                   | Stakeholder perceptions of significance of actual & emerging outcomes, based on rubric scale  | ILO staff  | Tripartite constituents   | Case studies.   | Analysis of gaps in outcomes achieved compared to plans and expectations                             |
|  | 3.5 Were there any unexpected results?  | Extent to which (i) gender and (ii) non-discrimination is reflected in (a) DWCP and (b) project conceptualization, based on rubric scale  | ILO partners   | Donors  |   | Analysis of realism of intended outcomes within given timeframe                                      |
|  | 3.6 How well do M&E & reporting systems support DWCP performance? Can new technology play a useful role? <i>(new)</i>   | Credibility and utility of M&E systems in place to self-assess DWCP progress and performance.   | M&E systems relevant to DWCP.                                    |   |   | Analysis of potentially neutralising negative consequences or outcomes                               |
| <b>4. Efficiency</b>   | 4.1 How much time, effort, and financial resources are needed to develop and implement projects that contribute to DWCP outcomes? What are the implications for ILO's work? | (i) Type and (ii) magnitude of identified unexpected (a) positive and (b) negative results, based on typologies and rubric scale.   | DWCPs, per country   | Desk study  | Analysis of M&E systems used to understand and assess DWCP performance  |  |
|  | 4.2 To what extent were the tripartite constituents involved in DWCP governance? How well has the CO involved them?   | Per year, comparison of budget available and used, against number and type of activities, projects and outcomes achieved or emerging over extended period – if relevant, compared to national budgets for relevant activities and/or outcomes | ILO budget and time allocations for DWCP projects and activities | Surveys using rubrics   | Analysis of influencing factors, positive and negative, and their evolution over time   |  |
|  |   |   | Reports on resource use  | Key informant interviews by telephone and during country missions       | Findings & conclusions based on triangulation & integration of information within and across countries  |  |
|  |   |   | Project evaluations  | Case studies.   | Overall assessments using rating rubrics.   |  |
|  |   |   | Monitoring data  |   | In the absence of comparable benchmarks, analysis of relevant trends in DWT/ROAP/CO-Bangkok over time, informed by stakeholder perspectives on the level of effort, time and resources required to conduct activities and projects, and produce desired outcomes over time. |  |

| Criteria                              | Evaluation Questions  | Indicators  | Data Sources   | Data Collection Methods  | Analysis & Assessment   |
|---------------------------------------|---|---|--|--|---|
|                                       | <p>4.3 How is the balance between DWCP substance and funding? What strategy does the CO use to get funding for DWCP?</p> <p>4.4 How well have the synergies among the countries of the sub-region and among strategic partners been identified and optimized?</p>   | <ul style="list-style-type: none"> <li>Per year, comparison of person-time available and used, compared to number and type of activities, projects and outcomes achieved or emerging over extended period.</li> <li>Perceptions of level of effort required to get to expected and achieved outcomes</li> <li>Reported (i) extent and (ii) nature of constituents' involvement in DWCP governance activities</li> <li>Perceptions of stakeholder satisfaction with extent of constituents' involvement in DWCP governance</li> <li>Extent of (i) effort and (ii) innovation reflected in DWT/DWCP funding strategies</li> <li>(i) Sources, (ii) absolute value and (iii) trends in amount of funding raised/allocated for DWT/DWCP projects and activities.</li> <li>Extent of attention in DWT/DWCP strategies and implementation to optimizing essential and opportunistic synergies (i) within countries, (ii) across countries and (iii) among partners.</li> </ul> | <ul style="list-style-type: none"> <li>CPRs</li> <li>DWCP governance documents, meeting minutes and reports</li> <li>DWCP (i) overall and (ii) country-specific funding strategies.</li> </ul>   |  | <ul style="list-style-type: none"> <li>Analysis of DWCP (i) funding strategies and (ii) funding raised during study period</li> <li>Analysis of DWCP (i) governance arrangements and (ii) their implementation</li> <li>Analysis of extent and effectiveness of DWCP efforts to ensure (i) essential and (ii) opportunistic synergies in design &amp; implementation</li> <li>Analysis of influencing factors, positive and negative, their evolution over time, and their impact on efficiency</li> <li>Findings &amp; conclusions based on triangulation &amp; integration of information within and across countries</li> <li>Overall assessments using rating rubrics.</li> </ul> |
| <p><b>5. Likelihood of impact</b></p> | <p>5.1 To what extent did the ILO's work in the sub-region build the capacity of tripartite constituents to deliver on DWCP outcomes?</p> <p>5.2 To what extent did the ILO's work in the sub-region influence coordination among the ILO and its strategic partners?</p> <p>5.3 What are the aggregated results within each strategic outcome and CP outcomes, by country?</p> | <ul style="list-style-type: none"> <li>Trends in DWCP outcome delivery by tripartite constituents in relation to specific capacity building efforts by ILO</li> <li>Perceptions among tripartite constituents of ILO approaches and effectiveness in building critical capacities for delivery on outcomes</li> </ul>   | <ul style="list-style-type: none"> <li>DWCP and related strategy documents referencing ILO capacity building efforts</li> <li>Reports that contain information on ILO's capacity building efforts and successes</li> <li>Meeting and other relevant records reflecting coordination efforts between ILO, tripartite constituents and other strategic partners</li> </ul> | <ul style="list-style-type: none"> <li>Desk study</li> <li>Surveys using rubrics</li> <li>Individual &amp; group interviews by telephone and during country missions</li> <li>Case studies.</li> </ul> | <ul style="list-style-type: none"> <li>Analysis of purposes of, and relevant capacity strengthening efforts by ILO</li> <li>Analysis of such efforts that are seen to have contributed to enhanced capacities among tripartite constituents</li> <li>Analysis of purposes of, and actions aimed at, or with the potential to strengthen the coordination between ILO, the tripartite constituents and its strategic partners</li> </ul>   |

| Criteria  | Evaluation Questions   | Indicators  | Data Sources  | Data Collection Methods  | Analysis & Assessment  |
|---|--|---|---|--|--|
|   | 5.4 How well was the knowledge generated from the DWCPs shared?  | <ul style="list-style-type: none"> <li>Trends in (i) level and (ii) types of coordination efforts and events among ILO, tripartite constituents, and its strategic partners, by country and in the sub-region</li> <li>(i) List/map of relevant partners and (ii) type of partnerships supporting DWCP activities</li> <li>Outcomes – <i>TBC</i></li> <li>System and mechanisms used by (i) ILO and (ii) tripartite constituents for DWCP knowledge translation / management</li> <li>(i) Number and (ii) type of events, forums, seminars, etc. for knowledge sharing</li> <li>Perceptions among intended users of DWCP knowledge sharing (i) system, (ii) mechanisms and (iii) products.</li> </ul> | <ul style="list-style-type: none"> <li>OBWs &amp; related frameworks, overall and by country</li> <li>Performance reports, evaluations and CPRs with strategic &amp; CP outcomes</li> <li>Reports referencing ILO or tripartite constituents' DWCP knowledge translation system &amp; mechanisms</li> <li>(i) ILO and (ii) tripartite constituents' knowledge products, forums, seminars</li> <li>ILO staff, tripartite constituents, partners, donors</li> <li>Intended beneficiaries (if they can be credibly reached through interviews and/or surveys)</li> </ul> |  | <ul style="list-style-type: none"> <li>Analysis of relevant partnerships</li> <li>Analysis of achieved versus intended strategic and CP outcomes, by country, using rubrics for aggregation</li> <li>Analysis of purposes of, and utility of DWCP knowledge sharing system, mechanisms and products by (i) ILO and (ii) tripartite constituents</li> <li>Analysis of influencing factors, positive and negative, their evolution over time, and their impact on efficiency</li> <li>Findings &amp; conclusions based on triangulation &amp; integration of information within and across countries</li> <li>Overall assessments using rating rubrics.</li> </ul> |
| <b>6. Sustainability</b>                                      | <p>6.1 To what extent has ILO's work in the sub-region been designed to enhance the chance that its outcomes and/or emerging impacts will sustain? (<i>new</i>)</p> <p>6.2 To what extent has ILO's work in the sub-region been executed in a manner that is likely to enhance the chance that its outcomes and/or emerging impacts will sustain? (<i>new</i>)</p>   | <ul style="list-style-type: none"> <li>Design aspects identified from previous experience as important for sustaining impact in the context of (i) each country and (ii) region.</li> <li>Implementation aspects identified from (i) literature and (ii) previous experience as important for sustaining impact in the context of (a) each country and (b) region.</li> </ul>   | <ul style="list-style-type: none"> <li>Literature review</li> <li>Reports, project evaluations &amp; CPRs addressing sustainability</li> <li>ILO staff</li> <li>Tripartite constituents</li> <li>ILO partners</li> <li>Donors</li> <li>Intended beneficiaries (if they can be credibly reached through interviews and/or surveys).</li> </ul>   | <ul style="list-style-type: none"> <li>Desk study</li> <li>Individual &amp; group interviews by telephone and during country missions</li> <li>Surveys using rubrics</li> <li>Case studies.</li> </ul> | <ul style="list-style-type: none"> <li>Analysis of lessons from past experiences related to sustaining impact in each context.</li> <li>Comparison with DWCP (i) design and (ii) implementation approaches in the same contexts.</li> <li>Findings &amp; conclusions based on triangulation &amp; integration of information within and across countries</li> <li>Overall assessment using rating rubrics.</li> </ul>  |
| <b>7. Forward-looking synthesis: and strategic directions</b> | <p>7.1 For each of the aspects assessed, what were the (i) main constraints &amp; challenges, and (ii) the main drivers, facilitators and/or catalysts for success?</p> <p>7.2 What are the key success factors for decent work interventions in the sub-region?</p> <p>7.3 How can the evaluation findings inform the sub-region's strategic direction?</p> <p>7.4 Overall assessment, lessons and recommendations based on synthesis of all findings, ratings and conclusions.</p> |   |   |  |  |

## ANNEX 3. DOCUMENTS READ

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### OVERVIEW

The evaluation team read a wide range of documentation. While some are noted in the list that follows, documentation studied but not listed includes Country Programme Outcomes and related files from the ILO IRIS financial management software; ILO financial, Development Cooperation Dashboard as well as Asia ODA data; examples of ILO systems documentation such as project documents (PRODOCs), technical cooperation progress reports (TCPs), performance appraisal reports (PARs), outcomes-based work plans (OBWs) and their results, implementation monitoring frameworks, and mission reports (template); and outputs such as project and topic briefs, toolkits and guidelines. The team also perused additional documents available on the ILO website, primarily convention and project details, and contextual documents on websites of several international partners.

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Director-General Programme and Budget Proposals for 2012-2013 / 2014-2015 / 2016-2017.

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## CAMBODIA

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Cambodia National Strategic Development Plan 2014-2018.

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Memorandum of Understanding (MOU) between Royal Government of Cambodia, Garment Manufacturers Association in Cambodia and International Labour Organization on ILO Better Factories Cambodia Programme.

Better Factories Cambodia Gender Strategy 2017-2018.

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United Nations Development Assistance Framework 2011-2015, January 26, 2010.

United Nations Development Assistance Framework 2016-2018, April 2015.

## LAO PDR

8th Five-Year National Socio-Economic Development Plan (NSED), 2016-2020, Ministry of Planning and Investment, June 2016.

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| Evaluations Regional  |         |                |
|---|---------|----------------|
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| Greener Business Asia (Phase II). Green jobs and enterprise development: ILO's initiatives in Thailand and the Philippines – Final Evaluation                 | 1/2013  | RAS/11/57/JPN  |
| Promotion and building unemployment insurance and employment services in ASEAN countries – Final Evaluation   | 12/2013 | RAS/13/53/JPN  |
| ILO-China project to expand employment services and enhance labour market information in Cambodia and LAO PDR – Internal Progress report                      | 6/2014  | RAS/12/17/CPR  |
| Tripartite action to protect migrants from labour exploitation (ASEAN TRIANGLE) – Midterm evaluation  | 7/2014  | RAS/12/01/CAN  |
| GMS Triangle: Tripartite action to protect migrants within and from the GMS from labour exploitation – Final Evaluation                                       | 8/2015  | RAS/10/01/AUS  |
| Tripartite action to protect migrants from labour exploitation (ASEAN TRIANGLE) – Final evaluation  | 6/2016  | RAS/12/01/CAN  |
| Final evaluation of the ILO/China South-South Cooperation Project to Expand Employment Services and Enhance Labour Market Information in Cambodia and Lao PDR | 9/2016  | RAS/12/17/CPR  |
| Evaluations Global and International  |         |                |
| ILO/IFC Better Work Global Programme – Midterm Evaluation   | 4/2012  | GLO/10/24/NET  |
| Promoting rights and opportunities for people with disabilities in employment through legislation (PROPEL), Midterm Partnership Evaluation                    | 10/2013 | GLO/11/29/MUL  |
| Independent evaluation of ILO's strategy and actions for strengthening labour inspection systems, 2010-2015   | 2015    | INT/00/000/AAA |
| Independent Evaluation of ILO's Strategy for Technical Cooperation 2010-15  | 2015    | INT/00/000/AAA |
| Independent Evaluation of ILO's Action Plan for Gender Equality 2010-2015   | -       | -              |

| Evaluations Cambodia   |         |               |
|--|---------|---------------|
| Social protection and gender in Cambodia – Final Evaluation  | 11/2012 | CMB/09/04/SPA |
| Better Factories in Cambodia – Midterm Cluster Evaluation  | 3/2013  | CMB/12/02/USA |
| Better Factories of Cambodia Phase II – Final Evaluation   | 12/2015 | CMB/13/02/MUL |
| Evaluations Lao PDR  |         |               |
| Enhancing sustainable tourism, clean production and report capacity in Lao People's Democratic Republic – Midterm Internal Evaluation                | 11/2013 | LAO/10/02/UNO |
| Improving the garment sector in Lao PDR: Compliance through inspection and dialogue – Internal Midterm   | 5/2016  | LAO/13/01/IDA |
| Evaluations Thailand   |         |               |
| Greener Business Asia (Phase II). Green jobs and enterprise development: ILO's initiatives in Thailand and the Philippines – Midterm Self-Evaluation | 2/2012  | RAS/11/57/JPN |
| Combating the worst forms of child labour in shrimp and seafood processing areas in Thailand – Implementation Review                                 | 10/2012 | THA/10/50/USA |
| Combating the worst forms of child labour in shrimp and seafood processing areas in Thailand – Final Evaluation                                      | 7/2015  | THA/10/50/USA |
| Evaluations Viet Nam   |         |               |
| Support to the industrial relations and labour code reform in Vietnam – Final Evaluation   | 8/2011  | VIE/09/03/OUF |
| Gender equality and women's empowerment in Viet Nam – Final Joint Evaluation   | 3/2012  | VIE/09/52/UND |
| Viet Nam Baseline Report: Worker Perspectives from the Factory and Beyond – Internal report  | 7/2012  | VIE/09/55/IFC |
| Support to the National Time-Bound Programme on the Elimination of the Worst Forms of Child Labour in Viet Nam – Midterm Evaluation                  | 11/2012 | VIE/08/06/SPA |
| Support to development in industrial relations, wage fixing and labour law implementation institutions and capacity in Viet Nam – Midterm Evaluation | 7/2015  | VIE/12/01/USA |
| Better Work Viet Nam (Phase II) – Midterm Evaluation   | 9/2015  | VIE/12/06/MUL |
| Development of Sustainable Tourism in Emerging Destinations in Viet Nam – Final Internal Evaluation  | 10/2015 | VIE/14/50/OUF |
| Increasing workplace compliance through labour inspection – Final Evaluation   | 2016    | VIE/13/02/NET |

## OTHER

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Towards an Inclusive Future: Shaping the World of Work. Ministerial Declaration. G20 Labour and Employment Ministers Meeting 2017.

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ASEAN Economic Community Blueprint 2025 (2015).

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MOPAN Institutional Assessment Report – ILO, 2017.

## ANNEX 4. PROJECT EVALUATIONS SYSTEMATICALLY REVIEWED

|  |   |      |
|--|---|------|
| Combating the worst forms of child labour in shrimp and seafood processing areas of Thailand   | THA/10/50/USA –<br>P.270.16.350.051               | 2012 |
| Green Production and Trade to Increase Income and Employment Opportunities for the Rural Poor  | VIE953UND 2013                                    | 2013 |
| Promoting indigenous peoples' rights to land and natural resources   | CMB/14/02/GIZ                                     | 2014 |
| ASEAN-focussed labour market governance programme (OSH and industrial relations)   | RAS/12/50/JPN<br>& RAS/13/50/JPN                  | 2015 |
| Combating the worst forms of child labour in shrimp and seafood processing areas of Thailand   | P.270.16.350.051 /<br>THA/10/50/USA               | 2015 |
| Tripartite Action to Protect the Rights of Migrant Workers within and from the Greater Mekong Sub-region (GMS TRIANGLE)                | RAS/10/01/AUS and<br>MMR/13/52/AUS                | 2015 |
| Promoting rights and opportunities for persons with disabilities in employment through legislation (PROPEL)                            | GLO/14/52/IRL                                     | 2015 |
| Better Factories Cambodia Phase II   | CMB/13/02/MUL,<br>CMB/12/51/CMB,<br>CMB/12/52/CMB | 2015 |
| Tripartite Action to Protect Migrants from Labour Exploitation (ASEAN TRIANGLE)  | RAS/12/01/CAN                                     | 2016 |
| Vietnam Labour Law Implementation Project  | VIE/12/01/USA                                     | 2016 |
| Increasing Workplace Compliance Through Labour Inspection  | VIE/13/02/NET                                     | 2016 |
| ILO/China, South-South Cooperation Project to Expand Employment Services and Enhance Labour Market Information in Cambodia and Lao PDR | RAS/12/17/CPR                                     | 2016 |
| Improving Industrial Relations in Cambodia's Garment Sector  | CMB/13/03/MUL                                     | 2017 |

## ANNEX 5. PERSONS INTERVIEWED

### CAMBODIA

| Surname      | Name       | Position   | Department and Organization   |
|--------------|------------|--|---|
| An           | Vireak     | Acting Executive Director  | Arbitration Council Foundation  |
| Ath          | Thorn      | President  | Cambodian Labour Confederation  |
| Chatignoux   | Philippe   | Trade Counsellor   | Embassy of France   |
| Chea         | Phalla     | Economics and Prosperity Officer   | British Embassy   |
| Chuonmomthol | Viraktep   | Assistant  | Cambodia Confederation of Trade Union                                     |
| Chum         | Charya     | Director of Legal Services   | Arbitration Council Foundation  |
| Chung        | H.E. Yim   | Advisor  | Council for Agriculture and Rural Development                             |
| Fortin       | Alain      | First Counsellor   | Embassy of France   |
| Hay          | Hunleng    | Deputy Director General  | National Employment Agency  |
| Heng         | Bunchhun   | President  | Confederation of Union National Independence Cambodia                     |
| Ho           | Sivong     | Director – Export-Import   | Ministry of Commerce  |
| Hong         | Choeun     | Director General   | National Employment Agency  |
| Hopkins      | Sarah      | Sustainability Manager   | H&M Corporation   |
| Horn         | Kimhok     | Deputy Secretary General   | Cambodia Confederation of Trade Union                                     |
| Hou          | Vudthy     | Under-Secretary of State   | Ministry of Labour and Vocational Training                                |
| In           | Meatra     | Director of Department   | Insurance and Pension Department, Ministry of Economy and Finance         |
| Ith          | Samheng    | Minister   | Ministry of Labour and Vocational Training                                |
| Johansson    | Andreas    | First Secretary – Democracy and Human Rights   | Embassy of Sweden   |
| Junker       | Simon      | Head of Program and Deputy Director of Cooperation                                       | Swiss Agency for Development and Cooperation                              |
| Klemp        | Ludgera    | Counsellor and Head of Cooperation   | Embassy of Germany  |
| Le Marchand  | Etienne    | Attaché  | Embassy of France   |
| Lueke        | Monika     | Programme Manager, Social and Labour Standards in the Textile and Garment Sector in Asia | Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ) GmbH        |
| Mam          | Senghak    | Vice President   | Free Trade Union of Workers of Kingdom of Cambodia                        |
| Mom          | Sokcha     | Acting Director  | Legal Support for Children and Women                                      |
| Ou           | Tephallin  | Vice President   | Cambodian Food and Service Workers Federation                             |
| Ouk          | Samvithyea | Director   | National Social Security Fund, Ministry of Labour and Vocational Training |
| Pan          | Sorasak    | Minister   | Ministry of Commerce  |

| Surname        | Name      | Position                                      | Department and Organization                                   |
|----------------|-----------|---|---|
| Pav            | Sina      | President                                     | Collective Union of Movement of Workers                       |
| Rahel          | Boesch    | Head of Mission                               | Swiss Agency for Development and Cooperation                  |
| Roeun          | Chanthorn | President                                     | Cambodian Confederation Unions                                |
| Sambo          | Pheakdey  | Chief   | Ministry of Economy and Finance                               |
| Sann           | Vathana   | Deputy Secretary-General                      | Council of Ministers  |
| Schlossberg    | Scott     | Political and Economic Officer                | United States of America Embassy                              |
| Sok            | Sopheak   | Under-Secretary of State                      | Ministry of Commerce  |
| Sok            | Lor       | Secretary General                             | Cambodian Federation of Employers and Business Associations   |
| Sok            | Kin       | President                                     | Building and Wood Workers' Trade Union Federation of Cambodia |
| Soy            | Seyha     | Member  | Cambodia Confederation of Trade Union                         |
| Sreng          | Narith    | President                                     | Cambodian National Confederation for Labourers Protection     |
| Srey           | Pheanith  | Secretary General                             | Cambodian Union Federation                                    |
| Stellansson    | Johan     | Industrial Relations Res-<br>ponsible, Global | H&M Corporation   |
| Tauch          | Choeun    | Director General                              | Ministry of Education, Youth and Sport                        |
| Touch          | Kosal     | General Secretary                             | Cambodian Tourism and Service Workers Federation              |
| Van            | Sou leng  | President                                     | Cambodian Federation of Employers and Business Associations   |
| Van Der Vaeren | Claire    | Resident Coordinator                          | United Nations  |
| Walter         | Egbert    | Counsellor and Deputy Head of<br>Cooperation  | Delegation of the European Union to the Kingdom of Cambodia   |
| Yoeung         | Chhun     | President                                     | Cambodian National of Confederation                           |

## LAO PDR

| Surname           | Name             | Position                           | Department and Organization   |
|-------------------|------------------|------------------------------------|---|
| Chanthalangouvong | Thirakha         | Deputy Director General            | Department of Social Statistics, Lao Statistics Bureau, Ministry of Planning and Investment |
| Chanthavixay      | Keo              | Director General                   | Department of Social Security, Ministry of Labour and Social Welfare                        |
| Fornari           | Bryan            | Head of Cooperation                | Delegation of the European Union to Lao PDR   |
| Geesaman          | Noah             | Economic and Commercial<br>Officer | Embassy of the United States of America   |
| Hasler            | Barbara<br>Jäggi | Deputy Director of Cooperation     | Swiss Agency for Development and Cooperation, Embassy of Switzerland                        |
| Immonen           | Kaarina          | Resident Coordinator               | United Nations  |
| Khammavong        | Khamphy          | Programme Officer                  | Oxfam   |
| Mahavong          | Khornsy          | Deputy Director General            | Department of Skills Development and Employment, Ministry of Labour and Social Welfare      |
| Meunviseth        | Inpeng           | Director General                   | Cooperation Department, Lao Federation of Trade Unions                                      |
| Ounlasy           | Simoun           | Vice President                     | Lao Federation of Trade Unions  |

| Surname          | Name         | Position                           | Department and Organization  |
|------------------|--------------|------------------------------------|--|
| Pasasy           | Phuang-mala  | Deputy Director                    | Department of Social Statistics, Lao Statistics Bureau, Ministry of Planning and Investment                            |
| Phannalath       | Xaikhham     | Deputy Director General            | Department of Social Security, Ministry of Labour and Social Welfare   |
| Phengluesay      | Inpeng       | Deputy Director                    | Lao-Korea Institute for Skills Development, Ministry of Labour and Social Welfare                                      |
| Phengthongsavath | Chomyaeng    | Deputy Director General            | Department of Planning and International Cooperation, Ministry of Labour and Social Welfare                            |
| Phomkong         | Phongsavanh  | Head of Office                     | International Finance Corporation, World Bank Group  |
| Phomsengsavanh   | Toulakham    | Director of SME Support Division   | Department of Small and Medium Enterprise Promotion, Ministry of Industry and Commerce                                 |
| Phonvisay        | Bouaphat     | Deputy Director                    | National Health Insurance Bureau, Ministry of Health   |
| Phousinghoa      | Sengxay      | Private Sector Development Advisor | National Implementation Unit, Department of Planning and Cooperation, Ministry of Industry and Commerce                |
| Rossard          | Julien       | Chief Technical Advisor            | Poverty Reduction Fund   |
| Sadettan         | Hongngern    | Head of Engineering Division       | Poverty Reduction Fund   |
| Sayavongsa       | Keomani-vone | Deputy Chief                       | Bureau for Employer Activities, Lao National Chamber of Commerce and Industry  |
| Schemel          | Jakob        | Head of Office                     | Office of the UN Resident Coordinator  |
| Sonthany         | Padeum-phone | Director General                   | National Social Security Fund Office, Ministry of Labour and Social Welfare  |
| Souvannaphan     | Boun-kouang  | Executive Director                 | Poverty Reduction Fund, Lao Government Office  |
| Thepphavong      | Phouxay      | Secretary-General                  | Lao National Chamber of Commerce and Industry  |
| Vongxay          | Morakot      | Director of UN Division            | Department of International Cooperation, Ministry of Planning and Investment   |
| Xayavong         | Khamsene     | Director of the ESC                | Laos' Employment Service Centre, Department of Skill Development and Employment, Ministry of Labour and Social Welfare |
| Xayavong         | Pinphakone   | Trade Analyst                      | National Implementation Unit, Department of Planning and Cooperation, Ministry of Industry and Commerce                |
| Xaythanith       | Kalakate     | Programme Manager                  | Delegation of the European Union to Lao PDR  |
| Xongmixay        | Xayadeth     | Chief, Secondary School Division   | Department of Secondary Education, Ministry of Education and Sports  |

## THAILAND

| Surname     | Name      | Position                               | Department and Organization                                     |
|-------------|-----------|--|---|
| Bailee      | Pongphol  | Labour Specialist, Practitioner Level  | Department of Labour Protection and Welfare, Ministry of Labour |
| Boonpiam    | Nawarat   | Director of International Affairs Unit | Social Security Office (SSO), Ministry of Labour                |
| Boonyaban   | Nareuporn | Labour Specialist, Practitioner Level  | Ministry of Labour  |
| Cheney      | Helen     | Counsellor                             | Australian Mission to ASEAN, Australian Embassy                 |
| Chueapakdee | Nonglak   | Labour Specialist, Professional Level  | Department of Employment, Ministry of Labour                    |

| Surname           | Name         | Position   | Department and Organization  |
|-------------------|--------------|--|--|
| Deeying           | Tavee        | President  | National Congress Private Industrial of Employees  |
| Graber Ladek      | Dana         | Chief of Mission                                 | International Organization for Migration   |
| Kaewwan           | Sawit        | Chairperson TLSC; Advisor to SERC                | The Thai Labour Solidarity Committee<br>State Enterprises Workers' Relations Confederation |
| Kongsee           | Yaowalak     | Foreign Relations Officer                        | Ministry of Labour   |
| Kongsin           | Patcha-rawat | Youth Department                                 | State Enterprises Workers' Relations Confederation   |
| Koykeawpring      | Wilaiwan     | Director of International Labour Standards Group | International Cooperation Bureau, Office of Permanent Secretary, Ministry of Labour        |
| Kuerat            | Manop        | Vice General Secretary for Activity              | State Enterprises Workers' Relations Confederation   |
| Kunanantakul      | Ekasit       | President  | The Employers' Confederation of Thailand   |
| Loychusak         | Supakorn     | Social Security Technical Officer                | Social Security Office (SSO), Ministry of Labour   |
| Neumann           | Petra        | Programme Coordinator                            | International Organization for Migration   |
| Nickerson         | Erin         | Deputy Economic Counselor                        | Economic Section, Embassy of the United States of America                                  |
| Phonghirunchasoen | Archana      | Statistician                                     | Social Security Office, Ministry of Labour   |
| Pornpati          | Sukanna      | Foreign Relations Officer                        | Department of Employment, Ministry of Labour   |
| Premsuriya        | Suchat       | -  | Social Security Office, Ministry of Labour   |
| Ragher            | Luisa        | Minister / Deputy Head of Delegation             | Delegation of the European Union   |
| Rattanaparikon    | Palaporn     | Director of Foreign Relations Division           | Department of Skill Development, Ministry of Labour  |
| Romchatthong      | Siriwan      | Secretary General                                | The Employers' Confederation of Thailand   |
| Saradatta         | Varatsuda    | Foreign Relations Officer                        | Social Security Office, Ministry of Labour   |
| Saengsank         | Chinnachot   | President  | Labour Congress of Thailand  |
| Sittinan          | Khwanhatai   | Labour Specialist, Professional Level            | Department of Labour Protection and Welfare, Ministry of Labour                            |
| Stevens           | Luc          | Resident Coordinator                             | United Nations   |
| Suwannapoom       | Napoom       | Actuarial Analyst                                | Social Security Office, Ministry of Labour   |
| Techateeravat     | Thavee       | President  | Thai Trade Union Congress  |
| Thongjen          | Cheanchom    | Economic Specialist                              | US Embassy   |
| Thanghong         | Vivathana    | Inspector General                                | Office of the Permanent Secretary, Ministry of Labour                                      |
| Waleeittikul      | Suradej      | Secretary General                                | Social Security Office, Ministry of Labour   |
| Wathahong         | Nonglak      | Director of Strategic & Planning Division        | Department of Labour Protection and Welfare, Ministry of Labour                            |
| Whang A Kad       | Phornicha    | Foreign Relations Officer                        | Ministry of Labour   |
| Wongboonfoo       | Prommongkol  | Foreign Relations Officer                        | Department of Skill Development, Ministry of Labour  |
| Yoosab            | Chaiyot      | Director, International Cooperation Bureau       | International Cooperation Bureau, Office of the Permanent Secretary, Ministry of Labour    |

## INTERNATIONAL LABOUR ORGANIZATION

| Surname    | Name              | Position   | Department and Organization  |
|------------|-------------------|--|--|
| Athmer     | Bas               | Senior Specialist on Employment Intensive Investments                  | Decent Work Technical Support Team for East and South-East Asia and the Pacific  |
| Baruah     | Nilim             | Senior Migration Specialist  | Decent Work Technical Support Team for East and South-East Asia and the Pacific  |
| Beaudonnet | Xavier            | Head of Unit, Coordinator for Collective Bargaining                    | Freedom of Association Branch, International Labour Standards Department   |
| Bista      | Celine Peyron     | Chief Technical Advisor, Social Protection                             | Regional Office for Asia and the Pacific   |
| Bussi      | Maurizio          | Director / Officer-in-Charge and Head                                  | ILO Country Office for Thailand, Cambodia and Lao PDR<br>Decent Work Technical Support Team for East and South-East Asia and the Pacific |
| Chhieu     | Veyara            | National Project Coordinator   | Project on Improving Industrial Relations, Joint Project Office, Cambodia  |
| Cognac     | Matthieu          | Youth Employment Specialist  | Decent Work Technical Support Team for East and South-East Asia and the Pacific  |
| Cruz       | Adrienne          | Gender Specialist  | Gender, Equality and Diversity Branch, Conditions of Work and Equality Department  |
| Cunha      | Nuno Meira Simoes | Senior Technical Specialist on Social Protection                       | Decent Work Technical Support Team for East and South-East Asia and the Pacific  |
| Engblom    | Anna              | Senior Project Coordinator   | Tripartite Action to Enhance the Contribution of Labour Migration to Growth and Development in ASEAN (TRIANGLE II)                       |
| Germans    | Esther            | Programme Manager  | BetterFactories Cambodia   |
| Guseva     | Vera              | Specialist in Workers' Activities                                      | Bureau for Workers' Activities   |
| Habiyakare | Tite              | Senior Statistician  | Regional Economic and Social Analysis Unit, Regional Office for Asia and the Pacific   |
| Harkins    | Ben               | Technical Officer (Research and M&E)                                   | Tripartite Action to Enhance the Contribution of Labour Migration to Growth and Development in ASEAN (TRIANGLE II)                       |
| Judd       | Jason             | Senior Technical Officer   | Combatting Unacceptable Forms of Work in the Thai Fishing and Seafood Industry   |
| Khleang    | Rim               | National Project Officer   | Skill for Trade and Economic Diversification, Joint Project Office, Cambodia   |
| Kostzer    | Daniel            | Senior Regional Wage Specialist  | Regional Economic and Social Analysis Unit, Regional Office for Asia and the Pacific   |
| Kumar      | Arun              | Specialist on Workers' Activities                                      | Decent Work Technical Support Team for East and South-East Asia and the Pacific  |
| Kurths     | Kristina          | Chief Technical Advisor  | Improving the Garment Sector in Lao PDR: Compliance through Inspection and Dialogue Project, Lao PDR                                     |
| Lamotte    | David             | Deputy Regional Director   | Regional Office for Asia and the Pacific   |
| Lopez      | Betina Ramirez    | Social Protection Technical Officer                                    | Joint Project Office, Cambodia   |
| Martinez   | Cristina          | Senior Specialist, Environment and Decent Work                         | Decent Work Technical Support Team for East and South-East Asia and the Pacific  |
| Matsumoto  | Makiko            | Employment Specialist  | Decent Work Technical Support Team for East and South-East Asia and the Pacific  |
| Nishimoto  | Tomoko            | Assistant Director-General, Regional Director for Asia and the Pacific | Regional Office for Asia and the Pacific   |

| Surname         | Name       | Position   | Department and Organization  |
|-----------------|------------|--|--|
| Olnay           | Shauna     | Chief, Gender, Equality & Diversity                                | ILOAIDS Branch   |
| Pasaribu        | Oktavianto | Programme Analyst  | Strategic Programming and Management Department  |
| Pelcé           | Alain      | Senior Specialist on International Labour Standards and Labour Law | Decent Work Technical Support Team for East and South-East Asia and the Pacific                                    |
| Phaokhamkeo     | Khemphone  | National Coordinator in Lao PDR                                    | ILO Country Office for Thailand, Cambodia and Lao PDR  |
| Phouangsavath   | Chittarath | Legal Specialist   | International Labour Standards Department  |
| Pringsulaka     | Pamornrat  | Monitoring & Evaluation Officer                                    | Regional Office for Asia and the Pacific   |
| Rees            | Dan        | Branch Chief   | BetterWork   |
| Ritchotte       | John       | Specialist in Labour Administration and Labour Relations           | Decent Work Technical Support Team for East and South-East Asia and the Pacific                                    |
| Robert          | René       | Labour Administration and Labour Inspection Specialist             | Decent Work Technical Support Team for East and South-East Asia and the Pacific                                    |
| Roelans         | Githa      | Head: Multinational Enterprises and Enterprise Engagement Unit     | Enterprises Department   |
| Rynhart         | Gary       | Senior Specialist on Employer's Activities                         | Decent Work Technical Support Team for East and South-East Asia and the Pacific                                    |
| Sakamoto        | Akiko      | Skills Development and Employability Specialist                    | Decent Work Technical Support Team for East and South-East Asia and the Pacific                                    |
| Santos O'Connor | Francisco  | Senior Specialist on Occupational Safety and Health                | Decent Work Technical Support Team for East and South-East Asia and the Pacific                                    |
| Sardaña         | Conception | Chief Technical Advisor  | Skills for Trade and Economic Diversification, Joint Project Office, Cambodia                                      |
| Sayavong        | Vongtavanh | National Project Coordinator                                       | Tripartite Action to Enhance the Contribution of Labour Migration to Growth and Development in ASEAN (TRIANGLE II) |
| Schiefer        | Wolfgang   | Technical Specialist   | Department of Multilateral Cooperation   |
| Simpson         | Joni       | Senior Specialist in Gender, Equality and Non-Discrimination       | Decent Work Technical Support Team for East and South-East Asia and the Pacific                                    |
| Srisuknam       | Jittima    | National Programme Officer   | Tripartite Action to Enhance the Contribution of Labour Migration to Growth and Development in ASEAN (TRIANGLE II) |
| Torres          | Carmela    | Senior Specialist on Skills and Employability                      | Decent Work Technical Support Team for East and South-East Asia and the Pacific                                    |
| Tsushima        | Reiko      | Chief  | Regional Programming Services Unit, Regional Office for Asia and the Pacific                                       |
| Yu              | Sandra     | Specialist on Local Strategies for Decent Work                     | Decent Work Technical Support Team for East and South-East Asia and the Pacific                                    |
| Vorn            | Veth       | National Project Coordinator                                       | Tripartite Action to Enhance the Contribution of Labour Migration to Growth and Development in ASEAN (TRIANGLE II) |
| Wada            | Shigeru    | Desk Officer for Asia and Pacific                                  | Bureau for Workers' Activities   |
| Wubs            | Erlien     | Desk Officer for Canada, Netherlands and New Zealand               | Development Cooperation  |

## ANNEX 6: STRATEGIC OBJECTIVES, P&B OUTCOMES AND CPOS

| Country  | Strategic Objective<br>(based on 2012-2015<br>approach) | P&B<br>012-2015 | P&B 2016-2017<br>(outcome / indicator) | CPO    | CPO title   | CPO type | Progression<br>(2012-2016) |
|----------|---|-----------------|--|--------|---|----------|----------------------------|
| Cambodia | Social dialogue   | 12              | 1                                      | KHM126 | Improved mechanisms and processes for dispute resolution and social dialogue is both more effective and more widely employed, including collective bargaining agreements and their enforcement      | T-T-T    | G-Y-G                      |
| Cambodia | Standards   | 18              | 2.2/2.3/5.1/6.1/6.2/6.3/8.1            | KHM127 | National labour standards reviewed, revised or developed in line with relevant international labour standards and reported upon to international supervisory and monitoring bodies                  | T-T_     | Y-Y_                       |
| Cambodia | Standards   | 17              | 9                                      | KHM128 | More effective application of equality and rights at work for discriminated and vulnerable groups   | P-P-T    | 9-9-G                      |
| Cambodia | Social protection                                       | 7               | 9                                      | KHM129 | Government and social partners develop and implement policies to manage migration, protect migrant workers and combat human trafficking in line with ILO principles                                 | T-T_     | G-G_                       |
| Cambodia | Social dialogue   | 9               | 10                                     | KHM130 | Professional and technical capacities of employers' organizations strengthened.   | T-T-P    | G-G-9                      |
| Cambodia | Social dialogue   | 10              | 1.1/6.3/10.5/10.6                      | KHM131 | Professional and technical capacities of workers' organizations strengthened.   | T-T_     | G-G_                       |
| Cambodia | Standards   | 14              | 1.5/2/6.3/7.2/7.3/8.2                  | KHM132 | Improved the application of basic rights on freedom of association and the rights to bargaining   | _T_      | _Y_                        |
| Cambodia | Social protection                                       | 5               | 1                                      | KHM133 | Constituents have strengthened their capacity to implement sound wage policies  | _T-P     | _G-9                       |
| Cambodia | Employment  | not found       | 5                                      | KHM150 | Labour market governance and rights   | _ _-9    | _ -9                       |
| Cambodia | Social dialogue   | 11              | 6.1/7.1                                | KHM160 | Improved rule of law, more effective labour laws and labour market institutions and practices that comply with international labour standards.  | T-T_     | Y-Y_                       |
| Cambodia | Social dialogue   | 13              | 1                                      | KHM161 | Working conditions and competitiveness in the garment sector is improved through compliance with international labour standards and national labour law as well as through promotion of decent work | T-T-P    | G-G-9                      |
| Cambodia | Employment  | 1               | 1                                      | KHM201 | Development of a National Employment Policy and relevant institutional framework for promoting equitable employment and protection  | T-T-T    | Y-G-G                      |
| Cambodia | Employment  | 2               | 1                                      | KHM202 | Enhanced employability of men and women through improved skills development and public employment services  | T-T-P    | G-G-9                      |

| Country  | Strategic Objective<br>(based on 2012-2015<br>approach) | P&B 2<br>012-2015 | P&B 2016-2017<br>(outcome / indicator) | CPO    | CPO title   | CPO type | Progression<br>(2012-2016) |
|----------|---|-------------------|--|--------|---|----------|----------------------------|
| Cambodia | Employment  | 3                 | 4                                      | KHM203 | Improved MSME business and entrepreneurship skills and services   | P-T-P    | 9-G-9                      |
| Cambodia | Employment  | 3                 | 4                                      | KHM204 | Effective progress made to enhance enterprise productivity and competitiveness  | P-P-T    | 9-9-G                      |
| Cambodia | Policy objective  | 19                | A                                      | KHM205 | Constituents make the goal of decent work increasingly central to policy-making   | -T-T     | -G-G                       |
| Cambodia | Social protection                                       | 4                 | 3                                      | KHM226 | Increased quality and coverage of social protection, particularly among vulnerable groups   | T-T-T    | G-Y-Y                      |
| Cambodia | Social protection                                       | 6                 | 7                                      | KHM227 | Improved occupational safety and health in the workplace  | P-P-P    | 9.9.9                      |
| Cambodia | Standards   | 16                | 2.3/5.2/7.1/7.2/8.1/8.2                | KHM228 | Effective progress made toward the elimination of child labour, especially its worst forms  | T-T-9    | Y-G-9                      |
| Cambodia | Social protection                                       | 8                 | 3.3/5.2/6.3/8.1/9.2                    | KHM229 | Enhanced delivery of targeted prevention and care programmes for HIV/AIDS in the world of work  | T-T-     | G-G-                       |
| Cambodia | Employment  | 1                 | 1                                      | KHM230 | Development of Public Work Programme as a component of national social protection strategy.   | T-P-     | Y-9-                       |
| Cambodia | Social protection                                       | 5                 | 6                                      | KHM231 | Increased transitioning from the informal to the formal economy, particularly in rural areas, including women and indigenous people                                 | -T-      | -Y-                        |
| Cambodia | Social dialogue   | 9                 | 10                                     | KHM801 | Strengthened institutional capacity of employers' organisations   | -9-T     | -9-G                       |
| Cambodia | Social dialogue   | 10                | 10                                     | KHM802 | Strengthened institutional capacity of workers' organisations   | -9-T     | -9-G                       |
| Cambodia | Standards   | 18                | A                                      | KHM826 | Strengthened capacity of member States to ratify and apply international labour standards and to fulfil their reporting obligations                                 | -T-P     | -G-9                       |
| Laos     | Employment  | 1                 | 1                                      | LA0176 | Increased opportunities created for decent and productive employment, particularly in rural areas   | P-T-T    | 9-Y-G                      |
| Laos     | Employment  | 2                 | 1                                      | LA0177 | Increased numbers of men, women and youth demonstrate skills in line with labour market demand  | T-T-T    | G-Y-G                      |
| Laos     | Employment  | 3                 | 4                                      | LA0178 | Enhanced institutional capacity to support entrepreneurship and enterprise productivity and competitiveness, particularly in sectors with high employment potential | T-T-T    | G-Y-G                      |
| Laos     | Social protection                                       | 7                 | 9                                      | LA0179 | Government and social partners develop and implement policies to manage migration, protect migrant workers and combat human trafficking in line with ILO principles | T-T-P    | G-Y-9                      |
| Laos     | Social dialogue   | 11                | 7                                      | LA0201 | Labour law is more effective at facilitating social dialogue, resolving disputes, setting wages and preventing misuse of employment contracts                       | P-P-T    | 9-9-G                      |
| Laos     | Standards   | 18                | 2                                      | LA0202 | More effective ratification and application of fundamental and governance conventions   | 9-T-T    | 9-G-Y                      |

| Country  | Strategic Objective<br>(based on 2012-2015<br>approach) | P&B 2012-2015<br>012-2015 | P&B 2016-2017<br>(outcome / indicator) | CPO    | CPO title  | CPO type | Progression<br>(2012-2016) |
|----------|---|---------------------------|--|--------|--|----------|----------------------------|
| Laos     | Standards   | 17                        | 7                                      | LA0203 | More effective application of laws against gender discrimination   | 9-T-P    | 9-Y-9                      |
| Laos     | Standards   | 16                        | 8                                      | LA0204 | The elimination of child labour receives stronger recognition as an integral part of national development policies, plans and programmes   | T-T-P    | Y-Y-9                      |
| Laos     | Social protection                                       | 4                         | 3                                      | LA0226 | Social protection mechanisms strengthened and expanded, with a particular focus on the expansion of health insurance   | T-T-T    | G-Y-G                      |
| Laos     | Social protection                                       | 8                         | 7                                      | LA0227 | National policy developed on HIV and AIDS in the workplace in line with ILO Recommendation concerning HIV and AIDS in the World of Work, 2010 (No 200).  | T-T-P    | 9                          |
| Laos     | Social protection                                       | 6                         | 7                                      | LA0228 | Improved institutional and legal provisions for the promotion of Occupational Safety and Health (OSH) in the workplace   | P-P-P    | 9.9.9                      |
| Laos     | Social dialogue   | 9                         | 10                                     | LA0251 | Enhanced capacity of Lao National Chamber of Commerce and Industry (LNCCI)   | T-T-T    | Y-Y-Y                      |
| Laos     | Social dialogue   | 10                        | 10                                     | LA0252 | Enhanced capacity of Lao Federation of Trade Unions (LFTU)   | P-P-T    | 9-9-Y                      |
| Laos     | Social dialogue   | 12                        | 7                                      | LA0253 | Improved mechanisms for preventing and resolving disputes, including on wage fixing  | P-P-__   | 9-9-__                     |
| Laos     | Social dialogue   | 9 or 10                   | 10                                     | LA0801 | Strengthened institutional capacity of employers' organisations  | __-__-9  | __-__-9                    |
| Laos     | Social dialogue   | 9 or 10                   | 10                                     | LA0802 | Strengthened institutional capacity of workers' organisations  | __-__-9  | __-__-9                    |
| Laos     | Policy objective  | 19                        | A                                      | LA0826 | Strengthened capacity of member States to ratify and apply international labour standards and to fulfil their reporting obligations  | __-T-9   | __-G-9                     |
| Thailand | Standards   | 14                        | 2                                      | THA151 | Tripartite constituents promote ratification and effective implementation of ILO Conventions with special focus on unratified fundamental and equality conventions, in particular C 87, 98 and 111 | T-P-9    | Y-9-9                      |
| Thailand | Standards   | 16                        | 8                                      | THA153 | Employers and Trade Unions capacity at the national, provincial and local levels to work towards elimination of child labour in particular in its worst forms enhanced                             | T-T-T    | G-Y-G                      |
| Thailand | Social dialogue   | 11                        | 7                                      | THA154 | Strengthening labour inspection systems in Thailand in line with relevant international labour standards   | P-P-__   | 9-9-__                     |
| Thailand | Social protection                                       | 7                         | 9                                      | THA176 | Governments and social partners in Thailand develop and implement policies to manage migration, protect migrant workers and combat trafficking in line with ILO principles                         | T-T-T    | G-G-G                      |
| Thailand | Employment  | 1                         | 1                                      | THA226 | Natural Disaster Response and Preparedness   | P-__-__  | 9-__-__                    |
| Thailand | Social protection                                       | 5                         | 1                                      | THA227 | Wage system and employment promotion   | P-P-P    | 9.9.9                      |
| Thailand | Employment  | 2                         | 1                                      | THA228 | Skills Development   | P-P-P    | 9.9.9                      |
| Thailand | Social protection                                       | 4                         | 3                                      | THA251 | Improving the existing social security systems – bridging gaps of inequity   | T-T-T    | G-G-Y                      |

| Country  | Strategic Objective<br>(based on 2012-2015<br>approach) | P&B 2<br>012-2015 | P&B 2016-2017<br>(outcome / indicator) | CPO    | CPO Title  | CPO type | Progression<br>(2012-2016) |
|----------|---|-------------------|--|--------|--|----------|----------------------------|
| Thailand | Social protection                                       | 4                 | 3                                      | THA252 | Expanding coverage of social protection/ social security to the informal sector  | T--      | G--                        |
| Thailand | Social protection                                       | 8                 | 7                                      | THA253 | Enhanced access to rights at work and HIV and AIDS protections among key affected populations and vulnerable groups  | T-T-P    | G-Y-9                      |
| Thailand | Social dialogue   | 9                 | 10                                     | THA801 | Strengthened institutional capacity of employers' organisations  | T-T-T    | G-Y-Y                      |
| Thailand | Social dialogue   | 10                | 10                                     | THA802 | Strengthened institutional capacity of workers' organisations  | T-T-T    | G-G-G                      |
| Thailand | Standards   | 18                | 2                                      | THA826 | Strengthened capacity of member States to ratify and apply international labour standards and to fulfil their reporting obligations  | --T--    | --G--                      |
| Vietnam  | Social dialogue   | 12                | 1                                      | VNM101 | Effective social dialogue and sound industrial relations promoting better working conditions   | T-9-T    | G-9-Y                      |
| Vietnam  | Social dialogue   | 11                | 7                                      | VNM102 | Improved governance framework for sound industrial relations through law reform in line with the ILS and supervisory comments.   | T-T-P    | G-Y-9                      |
| Vietnam  | Employment  | 13                | 1                                      | VNM103 | Improved competitiveness through promotion of decent work in key economic sectors  | T-T-P    | G-Y-9                      |
| Vietnam  | Standards   | 16                | 8                                      | VNM104 | National policies and legislations for child labour reviewed, improved and harmonized with international conventions   | T-T-T    | G-Y-Y                      |
| Vietnam  | Social protection                                       | 7                 | 9                                      | VNM105 | Government and social partners in Vietnam develop and implement policies to manage migration, protect migrant workers and combat trafficking in line with ILO principles       | T-P-T    | G-9-G                      |
| Vietnam  | Social protection                                       | 5                 | 1.5/6.1/7.1/7.2/8.1                    | VNM106 | More effective wage fixing mechanism designed to support Vietnam's reform process  | T-T--    | G-G--                      |
| Vietnam  | Social dialogue   | 11                | 7                                      | VNM107 | Improved labour administration and labour law compliance through comprehensive labour inspection needs assessment and knowledge sharing activities                             | P-T-T    | 9-G-Y                      |
| Vietnam  | Policy objective  | 19                | A                                      | VNM108 | Tripartite constituents have strengthened capacity to apply international labour standards and to mainstream the goal of decent work by making it central to policy/law making | --P--    | --9--                      |
| Vietnam  | Employment  | 2                 | 1                                      | VNM126 | Improved employability, especially of young people and women through quality vocational and entrepreneurship training  | P-T-P    | 9-Y-9                      |
| Vietnam  | Employment  | 3                 | 6                                      | VNM127 | Effective formulation and implementation of local strategies for pro-poor employment intensive economic development and sustainable business development                       | T-T-T    | G-G-G                      |
| Vietnam  | Employment  | 1                 | 1                                      | VNM128 | Improved Policies, strategies and data for employment creation for young people and inclusive labour market management   | T-T-T    | G-G-G                      |
| Vietnam  | Social protection                                       | 4                 | 3                                      | VNM151 | Strengthened national capacities and knowledge base for the effective implementation of social security policies and strategies.   | T-T-T    | G-G-Y                      |

| Country | Strategic Objective<br>(based on 2012-2015<br>approach) | P&B 2<br>012-2015 | P&B 2016-2017<br>(outcome / indicator) | CPO    | CPO title   | CPO type | Progression<br>(2012-2016) |
|---------|---|-------------------|--|--------|---|----------|----------------------------|
| Vietnam | Social protection                                       | 6                 | 8                                      | VNM152 | Better and more equitable working conditions, through improved policies and systems especially on OSH.                              | T-T-P    | G-G-P                      |
| Vietnam | Standards   | 15                | 8                                      | VNM153 | Strengthened national institutions and capacity to prevent, eliminate and remedy forced labour                                      | -P--     | --9--                      |
| Vietnam | Social dialogue   | 9                 | 10                                     | VNM801 | Strengthened institutional capacity of employers' organisations   | T-T-T    | G-Y-Y                      |
| Vietnam | Social dialogue   | 10                | 10                                     | VNM802 | Strengthened institutional capacity of workers' organisations   | P-P-T    | 9-9-Y                      |
| Vietnam | Standards   | 15                | 8                                      | VNM826 | Strengthened capacity of member States to ratify and apply international labour standards and to fulfil their reporting obligations | P-9-9    | 9.9.9                      |

## ANNEX 7: CORRELATION BETWEEN DWCP OUTCOMES AND P&amp;B CPOS (2012-2016)

## CAMBODIA

| Priority 1: Improving industrial relations and rights at work   |  |                            |  |
|---|--|----------------------------|--|
| Outcome 1.1   | Professional and technical capacities of social partners strengthened  | KHM130<br>KHM131           | Professional and technical capacities of employers' organizations strengthened<br>Professional and technical capacities of workers' organizations strengthened   |
| Outcome 1.2   | Improved mechanisms and processes for dispute resolution   | KHM126                     | Improved mechanisms and processes for dispute resolution and social dialogue is both more effective and more widely employed, including collective bargaining agreement and their enforcement  |
| Outcome 1.3   | Social Dialogue is both more effective and more widely employed, including collective bargaining agreements and their enforcement  | KHM132<br>KHM133           | Improved the application of basic rights on freedom of association and the rights to bargaining<br>Constituents have strengthened their capacity to implement sound wage policies  |
| Outcome 1.4   | National labour standards reviewed, revised or developed in line with relevant international labour standards and reported upon to international supervisory and monitoring bodies | KHM160<br>KHM127<br>KHM826 | Improved rule of law, more effective labour laws and labour market institutions and practices that comply with international labour standards<br>National labour standards reviewed, revised or developed in line with relevant international labour standards and reported upon to international supervisory and monitoring bodies<br>Strengthened capacity of member States to ratify and apply international labour standards and to fulfil their reporting obligations |
| Outcome 1.5   | More effective application of equality and rights at work for discriminated and vulnerable groups  | KHM128<br>KHM129           | More effective application of equality and rights at work for discriminated and vulnerable groups<br>Government and social partners develop and implement policies to manage migration, protect migrant workers, and combat human trafficking in line with ILO principles  |
| Priority 2: Promoting an enabling environment for decent employment growth, with a particular focus on young people |  |                            |  |
| Outcome 2.1   | Development of a National Employment Policy and relevant institutional framework for promoting equitable employment and protection   | KHM201<br>KHM205           | Development of a National Employment Policy and relevant institutional framework for promoting equitable employment and protection<br><i>Constituents make the goal of decent work increasingly central to policy making</i>   |
| Outcome 2.2   | Enhanced employability of men and women through improved skills development and public employment services.  | KHM202                     | Enhanced employability of men and women through improved skills development and public employment services.  |
| Outcome 2.3   | Improved MSME business and entrepreneurship skills and services  | KHM203                     | Improved MSME business and entrepreneurship skills and services  |
| Outcome 2.4   | Effective progress made to enhance enterprise productivity/competitiveness   | KHM204<br>KHM161           | Effective progress made to enhance enterprise productivity and competitiveness<br>Working conditions and competitiveness in the garment sector is improved through compliance with ILS   |

| Priority 3: Improving and expanding social protection |  |                  |  |
|---|--|------------------|--|
| Outcome 3.1   | Increased quality and coverage of social protection, particularly among vulnerable groups      | KHM226<br>KHM230 | Increased social protection coverage for working women and men in formal and informal sectors<br>Increased quality and coverage of social protection, particularly among vulnerable groups<br>Development of Public Work Programme as a component of national social protection strategy |
| Outcome 3.2   | Improved occupational safety and health in the workplace                                       | KHM227           | Improved occupational safety and health in the workplace   |
| Outcome 3.3   | Effective progress made toward the elimination of child labour, especially its worst forms     | KHM228           | Effective progress made toward the elimination of child labour, especially its worst forms   |
| Outcome 3.4   | Enhanced delivery of targeted prevention and care programmes for HIV/AIDS in the world of work | KHM229           | Enhanced delivery of targeted prevention and care programmes for HIV/AIDS in the world of work   |

## LAO PDR

| Priority 1: Promoting Employment and Skills Development for more Equitable Growth and Poverty Reduction |   |         |   |
|---|---|---------|---|
| Outcome 1.1   | Increased opportunities created for decent and productive employment, particularly in rural areas   | LAO 176 | Employment Promotion: More women and men have access to productive employment, decent work and income opportunities<br>Decent work in the rural economy (   |
| Outcome 1.2   | Increased numbers of men, women and youth demonstrate skills in line with labour market demand  | LAO 177 | More and better jobs for inclusive growth and improved youth employment prospects<br>Increased numbers of men, women and youth demonstrate skills in line with labour market demand   |
| Outcome 1.3   | Enhanced institutional capacity to support entrepreneurship and enterprise productivity and competitiveness, particularly in sectors with high employment potential | LAO 178 | Enhanced institutional capacity to support entrepreneurship and enterprise productivity and competitiveness, particularly in sectors with high employment potential<br>Promoting sustainable enterprises (Outcome 4)          |
| Outcome 1.4   | Improved migration management mechanisms and policies   | LAO 179 | Government and social partners develop and implement policies to manage migration, protect migrant workers and combat human trafficking in line with ILO principles<br>Promoting fair and effective labour migration policies |

| Priority 2: Improving Labour Market Governance        |   |                    |  |
|---|---|--------------------|--|
| Outcome 2.1   | Labour law is more effective at facilitating social dialogue, resolving disputes, setting wages and preventing misuse of employment contracts | LAO 201            | Labour Administration and Labour Law: Labour administrations apply up to date labour legislation and provide effective services<br>Promoting workplace compliance through labour inspection (Outcome 7)  |
| Outcome 2.2   | More effective ratification and application of fundamental and governance conventions   | LAO 202<br>LAO 826 | International Labour Standards: International labour standards are ratified and applied (Outcome 18)<br>Ratification and application of international labour standards (Outcome 2)<br>International Labour Standards: International labour standards are ratified and applied (Outcome 18)<br>Effective advocacy for decent work |
| Outcome 2.3   | More effective application of laws against gender discrimination  | LAO 203            | Discrimination at Work: Discrimination in employment and occupation is eliminated (Outcome 17)<br>Promoting workplace compliance through labour inspection (Outcome 7)   |
| Outcome 2.4   | The elimination of child labour receives stronger recognition as an integral part of national development policies, plans and programmes      | LAO 204<br>LAO 997 | The elimination of child labour receives stronger recognition as an integral part of national development policies, plans and programmes (Outcome 16)<br>Child Labour (Outcome 16)<br>Protection of workers from unacceptable forms of work (Outcome 8)  |
| Priority 3: Improving and Expanding Social Protection |   |                    |  |
| Outcome 3.1   | Social protection mechanisms strengthened and expanded, with a particular focus on the expansion of health insurance                          | LAO 226<br>LAO 996 | Social protection mechanisms strengthened and expanded, with a particular focus on the expansion of health insurance (Outcome 04)<br>Creating and extending social protection floors (Outcome 3)<br>Social Security (Outcome 04)   |
| Outcome 3.2   | HIV and AIDS policies and programmes enhanced and coverage widened  | LAO 227            | HIV/AIDS: The world of work responds effectively to the HIV/AIDS epidemic (Outcome 08)<br>Promoting workplace compliance through labour inspection (Outcome 7)   |
| Outcome 3.3   | Improved institutional and legal provisions for the promotion of Occupational Safety and Health (OSH) in the workplace                        | LAO 228            | Occupational Safety and Health: Workers and enterprises benefit from improved safety and health conditions at work (CPO Outcome 06)<br>Promoting workplace compliance through labour inspection (Outcome 7)  |

| Priority 4: Improving Constituent Capacities and Strengthening Social Dialogue |  |                               |  |
|--|--|-------------------------------|--|
| Outcome 4.1  | Enhanced capacity of Lao National Chamber of Commerce and Industry (LNCCI) | LAO 251<br>LAO 998<br>LAO 801 | Employers' organisations: Enhanced capacity of Lao National Chamber of Commerce and Industry (LNCCI) (CPO Outcome 09)<br>Strong and representative employers' and workers' organizations (Outcome 10)<br>Employers' Organizations (CPO Outcome 09)<br>Strong and representative employers' and workers' organizations (Outcome 10) |
| Outcome 4.2  | Enhanced capacity of Lao Federation of Trade Unions (LFTU)                 | LAO 251<br>LAO 252<br>LAO 802 | Employers' Organizations: Employers have strong, independent and representative organizations (Outcome 09)<br>Workers' Organizations: Workers have strong, independent and representative organizations (Outcome 10)<br>Strong and representative employers' and workers' organizations (Outcome 10)                               |
| Outcome 4.3  | Improved mechanisms for preventing and resolving disputes                  | LAO 253                       | Social Dialogue and Industrial Relations: Tripartism and strengthened labour market governance contribute to effective social dialogue and sound industrial relations (Outcome 12)   |
| Outcome 4.4  | Enhanced institutional and legal mechanisms to determine Minimum Wage(s)   | LAO 253                       | Social Dialogue and Industrial Relations: Tripartism and strengthened labour market governance contribute to effective social dialogue and sound industrial relations (Outcome 12)   |

## THAILAND

| Priority 1: Employment and skills development |   |                    |   |
|---|---|--------------------|---|
| Outcome 1.1                                   | Employment, labour market balance, and green jobs | THA 998            | Employers' Organizations: Employers have strong, independent and representative organizations (Outcome 09)  |
| Outcome 1.2                                   | SMEs development and Entrepreneurship             |                    |   |
| Outcome 1.3                                   | Skills development                                | THA 228<br>THA 227 | Skills development increases the employability of workers, the competitiveness of enterprises, and the inclusiveness of growth (Outcome 2)<br>More and better jobs for inclusive growth and improved youth employment prospects (Outcome 1) |

| Priority 2: Promotion of the ratification and application of international labour standards and productive labour relations including the strengthening of social dialogue |   |  |  |
|--|---|--|--|
| Outcome 2.1  | Supporting the ratification of ILO Conventions as appropriate and necessary to Thailand | THA 151<br>THA 154<br>THA 826                                  | Freedom of Association and the Right to Collective Bargaining: The right to freedom of association and collective bargaining is widely known and exercised (Outcome 14)<br>Ratification and application of international labour standards (Outcome 2)<br>Labour Administration and Labour Law: Labour administrations apply up to date labour legislation and provide effective services (Outcome 11)<br>International Labour Standards: International labour standards are ratified and applied (Outcome 18)  |
| Outcome 2.2  | Promotion of the application of international labour standards                          | THA 802<br>THA 151<br>THA 154<br>THA 227<br>THA 826<br>THA 253 | Workers' Organizations: Workers have strong, independent and representative organizations (Outcome 10)<br>Freedom of Association and the Right to Collective Bargaining: The right to freedom of association and collective bargaining is widely known and exercised (Outcome 14)<br>Labour Administration and Labour Law: Labour administrations apply up to date labour legislation and provide effective services (Outcome 11)<br>Working Conditions: Women and men have better and more equitable working conditions (Outcome 05)<br>International Labour Standards: International labour standards are ratified and applied (Outcome 18)<br>Promoting workplace compliance through labour inspection (Outcome 07) |
| Outcome 2.3  | Promotion of social dialogue and strengthening the capacity of social partners          | THA 802<br>THA 227   | Workers' Organizations: Workers have strong, independent and representative organizations (Outcome 10)<br>Working Conditions: Women and men have better and more equitable working conditions (Outcome 05)   |
| Outcome 2.4  | Promotion of the empowerment of employers' organizations and workers' unions            | THA 801<br>THA 802   | Employers have strong, independent and representative organizations (Outcome 9)<br>Strong and representative Employers' and Workers' Organizations (Outcome 10)<br>Workers' Organizations: Workers have strong, independent and representative organizations (Outcome 10)  |
| Outcome 2.5  | Elimination of the worst forms of child labour  | THA 153<br>THA 997   | Child Labour: Child labour is eliminated, with priority being given to the worst forms (Outcome 16)  |

| Priority 3: Long-term policy on international labour migration & human trafficking  |  |  |   |
|---|--|--|---|
| Outcome 3.1   | Flexible and appropriate long-term policy to manage and protect migrant workers  | THA 176  | Labour/Migration: More migrant workers are protected and more migrant workers have access to productive employment and decent work (Outcome 07)<br>Promoting fair and effective labour migration policies (Outcome 09)  |
| Outcome 3.2   | Combat trafficking particularly in the form of labour  | THA 176  | Labour/Migration: More migrant workers are protected and more migrant workers have access to productive employment and decent work (Outcome 07)<br>Promoting fair and effective labour migration policies (Outcome 09)  |
| Priority 4: Social protection   |  |  |   |
| Outcome 4.1   | Occupational Safety and Health: OSH and HIV/AIDS   | THA 253  | HIV/AIDS: The world of work responds effectively to the HIV/AIDS epidemic (Outcome 08)  |
| Outcome 4.2   | Improving scope and effectiveness of social security system, including informal economy workers  | THA 251<br>THA 252                             | Social Security: More people have access to better managed and more gender equitable social security benefits (Outcome 04)<br>Creating and extending social protection floors (Outcome 3)   |
| VIET NAM  |  |  |   |
| Priority 1: Improving the quality and sustainability of growth through high quality human resources, decent work and the development of sustainable enterprise. |  |  |   |
| Outcome 1:  | Effective policies, strategies, data and analysis support labour market development and decent employment at national and provincial levels  | VNM127<br>VNM128                               | Capacity of Vietnam's constituents is strengthened to promote transition to formality through the value chain approach.<br>Strengthened institutional capacity of employers' organisations  |
| Outcome 2   | Enterprises, cooperatives and informal business establishments have an improved business environment, access to services and better working conditions for sustainable development | VNM103<br>VNM152                               | Improved competitiveness through promotion of decent work in key economic sectors<br>Better and more equitable working conditions, through improved policies and systems especially on OSH.   |
| Priority 2: Promoting equitable and inclusive growth through social protection and addressing decent work needs of disadvantaged and vulnerable groups.         |  |  |   |
| Outcome 3   | Social protection is effectively extended  | VNM151   | Strengthened national capacities and knowledge base for the effective implementation of social security policies and strategies.  |
| Outcome 4   | Disadvantaged and vulnerable groups have equitable access to decent work and are protected from discrimination and exploitation  | VNM104<br>VNM105<br>VNM153<br>VNM993<br>VNM999 | National plans, policies and regulatory frameworks on child labour and forced labour harmonized with international standards and their application improved<br>Government and social partners in Vietnam develop and implement policies to manage migration, protect migrant workers and combat trafficking in line with ILO principles<br>Strengthened national institutions and capacity to prevent, eliminate and remedy forced labour |

| Priority 3: Contributing to Viet Nam's aim to become a modern-oriented industrialized nation through strengthening labour market institutions and governance |   |  |  |
|--|---|--|--|
| Outcome 5  | Effective employers' and workers' organizations and social dialogue institutions and mechanisms strengthen industrial relations   | VNM101<br><br>VNM106<br>VNM801<br>VNM802 | Labour market governance is strengthened through labour law reforms and effective social dialogue and sound industrial relations.<br><br>More effective wage fixing mechanism designed to support Vietnam's reform process<br>Strengthened institutional capacity of employers' organisations<br>Strengthened institutional capacity of workers' organisations   |
| Outcome 6  | Tripartite constituents have strengthened capacity to apply international labour standards, including through strengthened labour administration, and to meet the challenges of international integration | VNM102<br><br>VNM107<br><br>VNM826       | Improved governance framework for sound industrial relations through law reform in line with the ILS and supervisory comments.<br>Improved labour administration and labour law compliance through effective implementation and monitoring of labour legislations<br>Strengthened capacity of member States to ratify and apply international labour standards and to fulfil their reporting obligations |

## ANNEX 8: ILO TECHNICAL COOPERATION PROJECTS, BY COUNTRY (2012-2017)

### CAMBODIA

| Project  | Reference   | Year initiated       | End date                         | Partners                        |
|--|---|----------------------|----------------------------------|---------------------------------|
| IPEC – International Programme to Eliminate Child Labour   | CMB/08/50P/USA                                    | 2008                 | Dec 2012                         | USA/USDOL                       |
| MDG-F – Children and Food Security and Nutrition   | CMB/09/50M/UND                                    | 2009                 | Dec 2012                         | Spanish MDG Fund                |
| GEN-SOC – Gender and Social Protection   | CMB/09/04M/SPA                                    | 2009                 | Dec 2012                         | Spain                           |
| MDG-F – Children and Food Security and Nutrition   | CMB/09/50M/UND                                    | 2009                 | Dec 2012                         | Spanish MDG Fund                |
| WEP – Worker Education Programme   | GLO/10/57/NOR                                     | 2010                 | Dec 2012                         | Norway                          |
| WEDGE – Women Entrepreneurship Development and Gender Equality                                       | GLO/12/50/NOR                                     | 2012                 | Dec 2013                         | Norway                          |
| Gender Mainstreaming   | CMB/12/50M/NOR                                    | 2012                 | Dec 2013                         | Norway                          |
| Improved Mechanisms and Processes for Dispute Resolution and Social Dialogue                         | KHM/12/02/RBSA                                    | 2012                 | Dec 2013                         | ILO                             |
| ITP – Indigenous and Tribal Peoples  | CMB/11/02M/DAN<br>CMB/12/06/GIZ                   | 2011<br>2012         | Dec 2012<br>Sept 2015            | DANIDA/Denmark<br>GIZ/Germany   |
| HIV/AIDS – Workplace Response to HIV/AIDS  | INT/09/09M/UNA<br>CMB11/01M/UNA<br>KHM/12/01/RBSA | 2009<br>2011<br>2011 | Jun 2012<br>Jun 2013<br>Dec 2016 | ILO/UNAIDS<br>ILO/UNAIDS<br>ILO |
| SSC – ILO/China South-South Cooperation Project  | RAS/12/17/CPR                                     | 2012                 | Oct 2016                         | China                           |
| IR – Industrial Relations  | CMB/13/03/MUL                                     | 2013                 | May 2017                         | SIDA, H&M                       |
| STED – Skills for Trade and Economic Diversification   | RAS/14/65/SID                                     | 2014                 | Dec 2017                         | SIDA/Sweden                     |
| Youth Employment (following on NEP)  |   | ?                    | Dec 2017                         | SIDA/Sweden                     |
| C-BED – Community-based Enterprise Development   | RAS/15/53/JPN                                     | 2015                 | Dec 2017                         | N/A                             |
| LSGSC-WAGE: Labour Standards in Global Supply Chains: Programme of action for Asia & garment sector. | RAS/14/03/FRGZ                                    | 2014                 | Dec 2018                         | Germany                         |

| Project   | Reference                       | Year initiated | End date             | Partners                       |
|---|---------------------------------|----------------|----------------------|--------------------------------|
| SP – Social Protection  | INT/09/06/EEC (SOC/SEC)         | 2009           | Jun 2012             | EU                             |
|   |                                 | 2012           | Dec 2013             | Japan                          |
|   | CMB/12/54M/JPN (SSDM)           | 2014           | Dec 2015             | Korea                          |
|   |                                 | ?              | Jan 2018             | ILO (RBSA)                     |
|   | RAS/14/52M/ROK (SSDM)<br>KHM226 |                |                      |                                |
| BFC – Better Factories Cambodia   | CMB/00/52M/CMB                  | 2000??         | Dec 2019             | RGC                            |
|   | CMB/00/51M/CMB                  | 2000??         | Dec 2019             | GMAC                           |
| OSH – Occupational Safety and Health  | RAS/12/50/MJPN<br>OSH Phase II  | 2012           | Dec 2015             | Japan                          |
|   |                                 | 2016?          | Mar 2020             | Japan                          |
| TRIANGLE – Tripartite Action to Protect Migrants within and from the Greater Mekong Sub-region from Labour Exploitation | RAS/10/01M/AUS<br>TRIANGLE II   | 2010           | Jun 2015<br>Aug 2025 | Australia<br>Australia, Canada |

## LAO PDR

| Project   | Reference               | Year initiated | End date      | Partners   |
|---|-------------------------|----------------|---------------|--|
| Assessing the contribution of Korea-ILO Partnership Programme in achieving Decent Work Country Programmes in major Asian countries        |                         | 2014           | May 2015      | Government of the Republic of Korea, Ministry of Labour and Social Welfare's (MOLSW), Lao PDR & Korean partner agencies            |
| Tripartite Action to Protect Migrant Workers within and from the Greater Mekong subregion from Labour Exploitation (GMS TRIANGLE project) |                         | 2010           | May 2015      | DFAT, Ministry of Labour and Tripartite Constituents   |
| Assessment Study – ILO Seoul Training Center (ISTC)   |                         | 2015           | August 2015   | Government of the Republic of Korea, The Ministry of Employment and Labour (MoEL)  |
| Rural Employment Promotion for Poverty Reduction in Lao People's Democratic Republic  | LAO/14/01/RBS           | 2014           | December 2015 |  |
| Towards a Mutual Recognition of Skills in CLM (Cambodia, Lao PDR and Myanmar) Countries for AEC 2015 and Beyond                           | RAS/15/50/ROK           | 2015           | December 2015 | Government of the Republic of Korea  |
| Community-Based Enterprise Development (C-BED)  |                         | 2015           | December 2015 | Government of Japan, SME Office  |
| Supporting the Establishment of the National Health Insurance Scheme and the Extension of Coverage in Lao PDR                             | LAO/11/01M/LUX          | 2012           | January 2016  | WHO, Ministry of Labour and Social Welfare, National Health Insurance Bureau (NHIB/MOH), and National Social Security Fund (NSSF). |
| Economic Empowerment and Training of Women for Rural Employment Generation  | LAO/11/01/AGF<br>104508 | 2014           | January 2016  | Arab Gulf Programme for Development Organization   |

| Project  | Reference     | Year initiated | End date      | Partners   |
|--|---------------|----------------|---------------|--|
| Tripartite Action for the Protection and Promotion of the Rights of Migrant Workers in the ASEAN Region (ASEAN TRIANGLE project)                               | RAS/12/01/CAN | 2012           | March 2016    | Department of Foreign Affairs, Trade and Development, Government of Canada   |
| ILO/China South-South Cooperation Project to Expand Employment Services and Enhance Labour Market Information in Cambodia and Lao People's Democratic Republic | RAS/12/17/CPR | 2014           | December 2016 | Ministry of Human Resources and Social Security, The People's Republic of China  |
| UN Women-ILO project: 'Preventing the exploitation of women migrant workers in ASEAN'  | RAS/15/01/UNW | 2015           | December 2016 | Australian Government, ASEAN bodies, governments, social partners, and regional and national CSOs.   |
| Improving the Garment Sector in Lao PDR: Compliance through Inspection and Dialogue  | LAO/13/01/IDA | 2014           | February 2017 | Second Trade Development Facility (TDF-2) – a multi donor trust fund financed by Australia, the European Union, Germany, Ireland, USA and the World Bank |
| Enhancing sustainable tourism, cleaner production and export capacities in Lao People's Democratic Republic – Phase 2  | LAO/14/04/UNO | 2014           | March 2017    | The Swiss State Secretariat for Economic Affairs (SECO), SME Lao PDR   |
| Tripartite Action to Enhance the Contribution of Labour Migration to Growth and Development in ASEAN (TRIANGLE)  |               | 2015           | October 2025  | DFAT, Labour ministries, workers' and employers' organizations, recruitment agency associations, civil society organizations in six countries in ASEAN   |

## THAILAND

| Project   | Reference   | Year initiated | End date      | Partners                                     |
|---|---|----------------|---------------|--|
| ILO-EEC Return and Reintegration Project going Back-Moving On: Economic and Social Empowerment of Migrants including Victims of Trafficking Returned from the EU and its Neighbouring Countries | RAS/08/03/EEC                                     | 2009           | May 2012      | EU, MOSDHS, MOFA, MOL and CSOs               |
| ASEAN-ILO / Japan Industrial Relations Project  | RAS/13/50/JPN                                     | 2008           | December 2014 | Govt of Japan, Tripartite constituents       |
| Greener Business Asia Greener Business Asia (Phase II) Green jobs and enterprise development: ILO's initiatives in Thailand and the Philippines)  | RAS/10/57M/JPN-Phase I<br>RAS/11/57/JPN)-Phase II | 2009           | December 2014 | Government of Japan; tripartite constituents |

| Project  | Reference      | Year initiated | End date      | Partners   |
|--|----------------|----------------|---------------|--|
| Community-Based Enterprise Development (C-BED)   |                | 2015           | December 15   | Govt. of Japan, MOL, MOA, MOI and industry, Trade Unions, UN agencies & INGOs                  |
| The Social Security Office of Thailand and the ILO Technical Cooperation on Actuarial valuation of seven benefits under the Social Security Fund of Thailand |                | 2014           | December 15   | The Royal Thai government, Social Security Office, Tripartite constituents & line ministries   |
| Tripartite Action to Protect Migrant Workers within and from the Greater Mekong Sub region from Labour Exploitation (GMS TRIANGLE)                           | RAS /10/01/AUS | 2010           | May 2015      | DFAT, MOL & MOSDHS, SERC, LCT, TTUC, NCPE, ECOT  |
| Combating the Worst Forms of Child Labour in Shrimp and Seafood Processing Areas in Thailand   | THA10/50/USA   | 2010           | March 2016    | USDOL, MOL, DOF, ECOT, TFPA, TFFA, Trade Unions, NGOs, CSOs, International Buyers, UN agencies |
| Tripartite Action to Enhance the Contribution of Labour migration to Growth and Development in ASEAN (TRIANGLE in ASEAN/TRIANGLE II)                         | RAS/12/01/CAN  | 2015           | October 25    | DFAT, MOL & MOSDHS, SERC, LCT, TTUC, NCPE & ECOT   |
| UN Women-ILO project: 'Preventing the exploitation of women migrant workers in ASEAN'  |                | 2015           | December 2016 | DFAT, ASEAN bodies, governments, social partners, regional and national CSOs                   |
| Combating Unacceptable Forms of Work in the Thai Fishing and Seafood Industry  |                | 2016           | July 2019     | EU, MOL, DOF, MOAC, MOSDHS, CCCIF, SERC, LCT, TTUC, NCPE, ECOT                                 |
| Forced Labour Action in the Asian Region Project (FLARE) Phase   |                | 2012           | December 2014 | Irish AID, MOL, Justice and Law Enforcement sectors, Tripartite constituents and CSOs          |
| Reducing HIV Vulnerabilities of Men Who Have Sex with Men (MSM) in Saunas (Bangkok, Thailand)  |                | 2011           | June 2012     | Pilot UNAIDS, MOPH & ECOT  |
| Gender identify and Sexual Orientation: Promoting rights, diversity and equality in the world of work (PRIDE) project  | GLO/12/52/NOR  | 2012           | December 2015 | Government of Norway   |

## VIET NAM

| Project  | Reference                | Year initiated | End date | Donor countries              |
|--|--------------------------|----------------|----------|------------------------------|
| Empowering union participation for strengthening the role of VGCL in Better Work Vietnam   | VIE/09/01/LSF            | 2009           | Jan 2012 | Levi Strauss Foundation, USA |
| Better Work Vietnam  | VIE/10/51/MUL            | 2010           | Jun 2012 | Multi-donor                  |
| Better Work Vietnam Phase II   | VIE/11/51/MUL            | 2011           | Jun 2012 | Multi-donor                  |
| Finalization of the Viet Nam Employment Strategy   | VIE/11/02/OUF            | 2011           | Jun 2012 | MDTF/UNDP                    |
| Support to Industrial Relations and Labour Code reform in Vietnam  | VIE/09/03/OUF            | 2009           | Jun 2012 | MDTF/UNDP                    |
| Youth Employment through Local Economic Development in Quang Nam Province  | VIE/09/02/OUF            | 2009           | Jun 2012 | MDTF/UNDP                    |
| Strengthening mechanisms for Implementation of Unemployment Insurance Law  | VIE/10/03/OUF            | 2010           | Jul 2012 | MDTF/UNDP                    |
| Support to implementation of the revised labour code focusing on industrial relations and gender related issues                              | VIE/12/01/OUF            | 2012           | Dec 2012 | MDTF/UNDP                    |
| Joint Programme on Green Production and Trade to Increase Income and Employment Opportunities for the Rural Poor                             | VIE/09/53/UND            | 2010           | Jun 2013 | MDTF/UNDP                    |
| Galian, Mr. Carlos – CO-Hanoi  | VIE/AE/01/SPA_Partial SC | 2010           | Jul 2013 | Spain                        |
| Galian, Mr. Carlos – HR/Talent   | VIE/JP/01/SPA            | 2010           | Jul 2013 | Spain                        |
| Programme of Support to the National Time-Bound Programme on the Elimination of the Worst Forms of Child Labour                              | VIE/08/06/SPA            | 2008           | Dec 2013 | Spain                        |
| Strengthening of In-land Tourism in Quang Nam  | VIE/10/01/LUX            | 2010           | Dec 2013 | Luxembourg                   |
| Sustaining Competitive and Responsible Enterprises II Viet Nam (SCORE II)  | VIE/10/50/NAD            | 2010           | Dec 2013 | Norway                       |
| Promoting Rights and Opportunities for People with Disabilities – Equality Through Legislation   | VIE/12/50/IRL            | 2012           | Dec 2013 | Ireland                      |
| Enhancing the Employability of Workers and the Competitiveness of Business for the Socio-Economic Development of Viet Nam                    | VIE/13/04/OUF            | 2013           | Dec 2014 | MDTF/UNDP                    |
| Better Work Vietnam Phase II   | VIE/13/07/IRL            | 2013           | Jun 2015 | Ireland                      |
| Better Work Vietnam Phase II – Staff Costs   | VIE/13/06/AUS            | 2013           | Jun 2015 | Australia                    |
| Development of Sustainable Tourism in Emerging Destinations in Viet Nam  | VIE/14/50/OUF            | 2014           | Jul 2015 | MDTF/UNDP                    |
| Enhancing employment policies, economic stabilization and restructuring for an inclusive, effective and sustainable growth model for Vietnam | VIE/13/03/OUF            | 2014           | Aug 2015 | MDTF/UNDP                    |
| Enhancing income security measures and employability programs for the unemployed and vulnerable workers in Viet Nam                          | VIE/12/51/OUF            | 2012           | Sep 2015 | MDTF/UNDP                    |
| Strengthening the Capacities of Tripartite Constituents to Address Labour Issues in the Framework of the BWV Programme                       | VIE/12/05/CAN            | 2013           | Jun 2015 | Canada                       |
| Strengthening the performance of the social insurance system in Viet Nam through improved legal framework for social insurance               | VIE/12/52/OUF            | 2012           | Dec 2015 | MDTF/UNDP                    |
| Awareness raising to support the effective implementation of the workplace sexual harassment provisions in the Labour Code.                  | VIE/13/01/OUF            | 2013           | Dec 2015 | MDTF/UNDP                    |
| Strengthening the role of Disabled People's Organizations to advance disability rights in Vietnam  | VIE/13/50/UND            | 2013           | Dec 2015 | MDTF/UNDP                    |

| Project  | Reference     | Year initiated | End date  | Donor countries                     |
|--|---------------|----------------|-----------|-------------------------------------|
| Disability Vietnam: Irish Aid-ILO Partnership Programme, Phase II, 2014-15   | VIE/14/50/IRL | 2014           | Dec 2015  | Ireland                             |
| Supplementation to the on-going OSH Project in Hazardous Work in Viet Nam  | VIE/15/51/JPN | 2015           | Mar 2016  | Japan                               |
| Increasing Workplace Compliance through Labour Inspection  | VIE/13/02/NET | 2014           | Jun 2016  | Netherlands                         |
| Responsible Tourism in Central Vietnam   | VIE/13/08/LUX | 2013           | Jun 2016  | Luxemburg                           |
| Promoting Gender Rights and Tackling Child Labour in the Garment and Footwear Sector   | VIE/14/06/CAN | 2015           | Jun 2016  | Canada                              |
| Support to development in industrial relations, wage fixing and labour law implementation institutions and capacity in Vietnam               | VIE/12/01/USA | 2012           | Sept 2016 | USA                                 |
| Improving the working conditions of entertainment workers as a means to strengthen HIV prevention, treatment and care programmes in Viet Nam | VIE/13/52/OUF | 2014           | Dec 2016  | MDTF/UNDP                           |
| More and Better Jobs through Socially Responsible Labour Practices in Asia – Viet Nam  | VIE/15/01/JPN | 2015           | Dec 2016  | Japan                               |
| Better Work Vietnam (Phase II)   | VIE/12/06/MUL | 2012           | Feb 2017  | Australia, Netherlands, Switzerland |
| Better Work Vietnam: Union capacity development  | VIE/11/50/USA | 2011           | Sept 2017 | USA                                 |
| Better Work Vietnam: Promoting core international labour standards and compliance in the garment sector (1)                                  | VNM/16/51/CAN | 2016           | Oct 2017  | Canada                              |
| Better Work Vietnam: Promoting core international labour standards and compliance in the garment sector (2)                                  | VNM/16/52/CAN | 2016           | Oct 2017  | Canada                              |
| Sustaining Competitive and responsible enterprises (SCORE) – Viet Nam Phase II 2013-2017   | VIE/13/51/MUL | 2013           | Dec 2017  | Switzerland                         |
| Better Work Vietnam: Dutch Contribution 2014-17  | VIE/14/01/NET | 2014           | Dec 2017  | Netherlands                         |
| Better Work Vietnam Revenue  | VIE/11/03/REV | 2011           | Jun 2018  | Private sector                      |
| Building a Generation of Safe and Healthy Workers – Safe & Healthy Youth Viet Nam  | VNM/15/52/USA | 2014           | Dec 2018  | USA                                 |
| Child Labour Prevention and Reduction Project in Vietnam   | VIE/14/04/USA | 2014           | Dec 2019  | USA                                 |

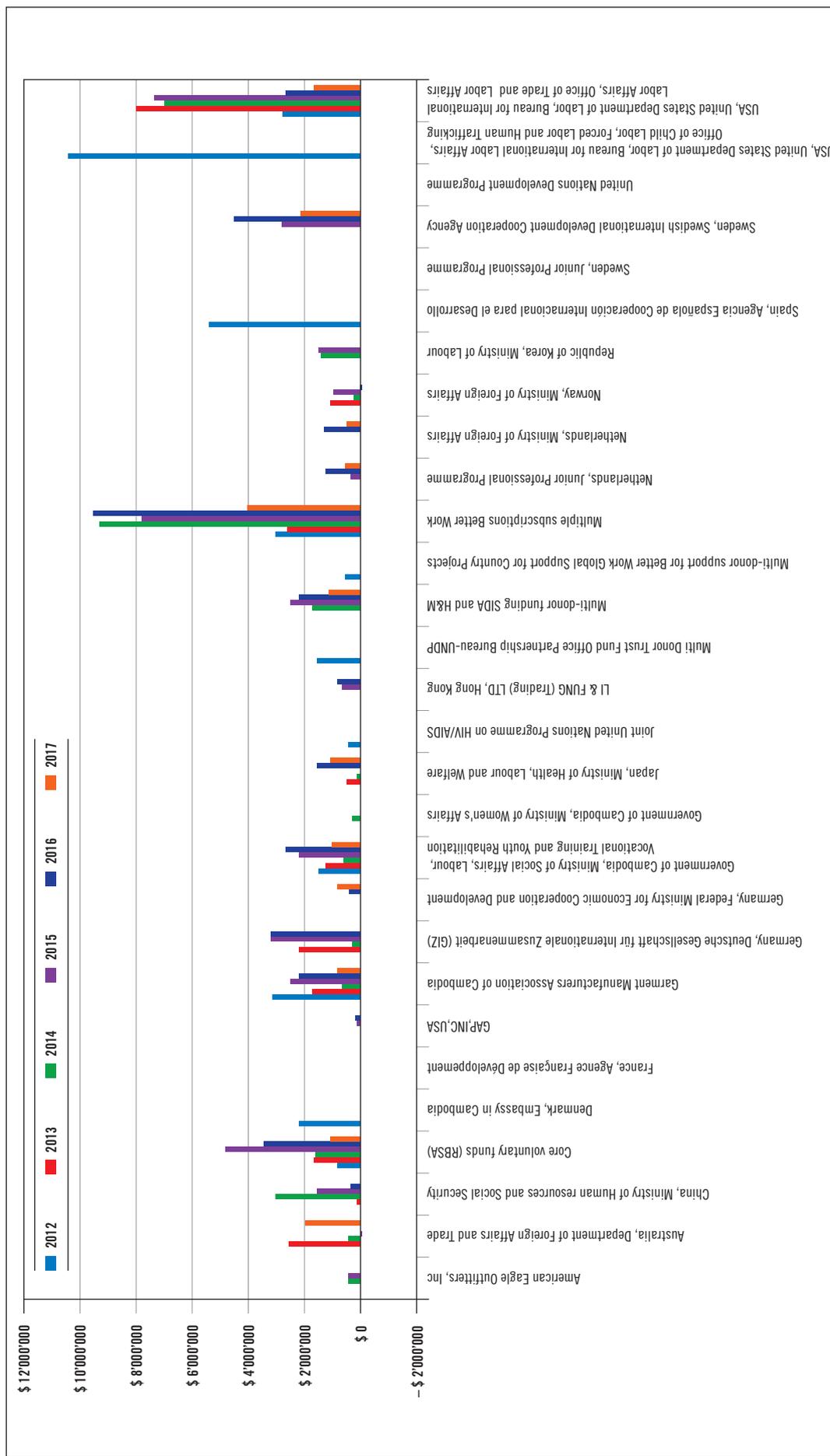
## ANNEX 9: ILO CONVENTIONS RATIFIED, BY COUNTRY (UNTIL JUNE 2017)

| Cambodia  |  | Lao PDR  |  |
|---|--|--|--|
| <b>Fundamental Conventions</b>  |  |  |  |
| <i>Ratified 8 of 8:</i>   |  | <i>Ratified 5 of 8:</i>  |  |
| C029 – Forced Labour Convention, 1930 (No. 29)  |  | C029 – Forced Labour Convention, 1930 (No. 29)   |  |
| C087 – Freedom of Association and Protection of the Right to Organise Convention, 1948 (No. 87) |  | C100 – Equal Remuneration Convention, 1951 (No. 100)                                       |  |
| C098 – Right to Organise and Collective Bargaining Convention, 1949 (No. 98)                    |  | C111 – Discrimination (Employment and Occupation) Convention, 1958 (No. 111)               |  |
| C100 – Equal Remuneration Convention, 1951 (No. 100)  |  | C138 – Minimum Age Convention, 1973 (No. 138) Minimum age specified: 14 years              |  |
| C105 – Abolition of Forced Labour Convention, 1957 (No. 105)                                    |  | C182 – Worst Forms of Child Labour Convention, 1999 (No. 182)                              |  |
| C111 – Discrimination (Employment and Occupation) Convention, 1958 (No. 111)                    |  |  |  |
| C138 – Minimum Age Convention, 1973 (No. 138) Minimum age specified: 14 years                   |  |  |  |
| C182 – Worst Forms of Child Labour Convention, 1999 (No. 182)                                   |  |  |  |
| <b>Governance Conventions</b>   |  |  |  |
| <i>Ratified 1 of 4:</i>   |  | <i>Ratified 1 of 4:</i>  |  |
| C122 – Employment Policy Convention, 1964 (No. 122)   |  | C144 – Tripartite Consultation (International Labour Standards) Convention, 1976 (No. 144) |  |
| <b>Technical Conventions</b>  |  |  |  |
| <i>Ratified 4 of 177:</i>   |  | <i>Ratified 4 of 177:</i>  |  |
| C004 – Night Work (Women) Convention, 1919 (No. 4)  |  | C004 – Night Work (Women) Convention, 1919 (No. 4)   |  |
| C006 – Night Work of Young Persons (Industry) Convention, 1919 (No. 6)                          |  | C006 – Night Work of Young Persons (Industry) Convention, 1919 (No. 6)                     |  |
| C013 – White Lead (Painting) Convention, 1921 (No. 13)  |  | C013 – White Lead (Painting) Convention, 1921 (No. 13)                                     |  |
| C150 – Labour Administration Convention, 1978 (No. 150)   |  | C171 – Night Work Convention, 1990 (No. 171)   |  |

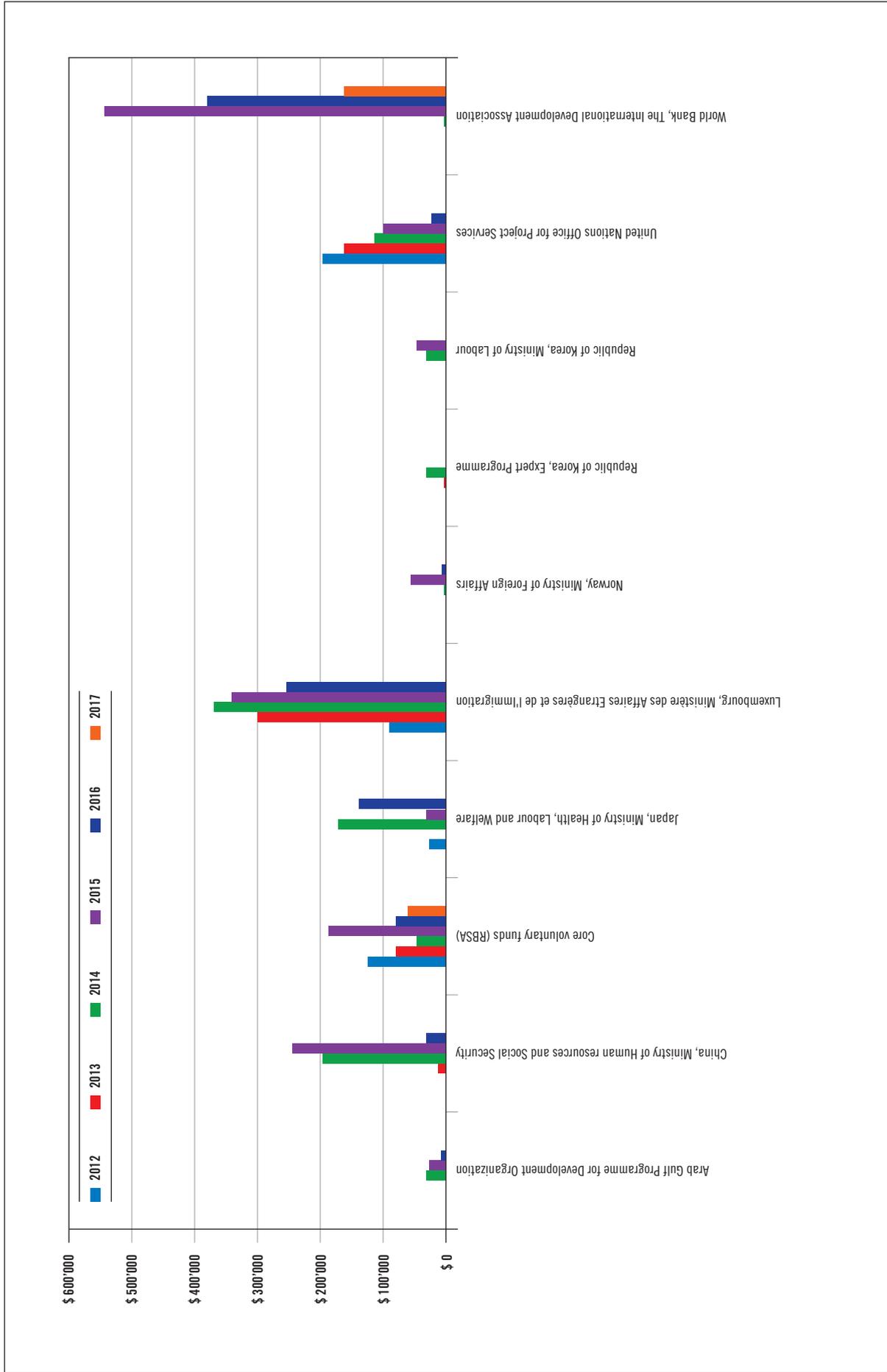
| Thailand                       |   | Viet Nam                   |  |
|--------------------------------|---|----------------------------|--|
| <b>Fundamental Conventions</b> |   |                            |  |
| <i>Ratified 6 of 8:</i>        | <p>C029 – Forced Labour Convention, 1930 (No. 29)</p> <p>C100 – Equal Remuneration Convention, 1951 (No. 100)</p> <p>C105 – Abolition of Forced Labour Convention, 1957 (No. 105)</p> <p>C111 – Discrimination (Employment and Occupation) Convention, 1958 (No. 111)</p> <p>C138 – Minimum Age Convention, 1973 (No. 138)</p> <p>C182 – Worst Forms of Child Labour Convention, 1999 (No. 182)</p>   | <i>Ratified 5 of 8:</i>    | <p>C029 – Forced Labour Convention, 1930 (No. 29)</p> <p>C100 – Equal Remuneration Convention, 1951 (No. 100)</p> <p>C111 – Discrimination (Employment and Occupation) Convention, 1958 (No. 111)</p> <p>C138 – Minimum Age Convention, 1973 (No. 138) Minimum age specified: 14 years</p> <p>C182 – Worst Forms of Child Labour Convention, 1999 (No. 182)</p>  |
| <b>Governance Conventions</b>  |   |                            |  |
| <i>Ratified 1 of 4:</i>        | <p>C122 – Employment Policy Convention, 1964 (No. 122)</p>  | <i>Ratified 3 of 4:</i>    | <p>C144N– Tripartite Consultation (International Labour Standards) Convention, 1976 (No. 144)</p> <p>C122 – Employment Policy Convention, 1964 (No. 122)</p> <p>C081 – Labour Inspection Convention, 1947 (No. 81)</p>   |
| <b>Technical Conventions</b>   |   |                            |  |
| <i>Ratified 11 of 177:</i>     | <p>C014 – Weekly Rest (Industry) Convention, 1921 (No. 14)</p> <p>C019 – Equality of Treatment (Accident Compensation) Convention, 1925 (No. 19)</p> <p>C080 – Final Articles Revision Convention, 1946 (No. 80)</p> <p>C088 – Employment Service Convention, 1948 (No. 88)</p> <p>C104 – Abolition of Penal Sanctions (Indigenous Workers) Convention, 1955 (No. 104)</p> <p>C116 – Final Articles Revision Convention, 1961 (No. 116)</p> <p>C127 – Maximum Weight Convention, 1967 (No. 127)</p> <p>C159 – Vocational Rehabilitation and Employment (Disabled Persons) Convention, 1983 (No. 159)</p> <p>MLC – Maritime Labour Convention, 2006 (MLC, 2006)</p> <p>C187 – Promotional Framework for Occupational Safety and Health Convention, 2006 (No. 187)</p> <p>C123 – Minimum Age (Underground Work) Convention, 1965 (No. 123)</p> <p>C124 – Medical Examination of Young Persons (Underground Work) Convention, 1965 (No. 124)</p> <p>C187 – Promotional Framework for Occupational Safety and Health Convention, 2006 (No. 187)</p> <p>MLC – Maritime Labour Convention, 2006 (MLC, 2006)</p> <p>C155 – Occupational Safety and Health Convention, 1981 (No. 155)</p> <p>C120 – Hygiene (Commerce and Offices) Convention, 1964 (No. 120)</p> <p>C116 – Final Articles Revision Convention, 1961 (No. 116)</p> <p>C045 – Underground Work (Women) Convention, 1935 (No. 45)</p> <p>C027 – Marking of Weight (Packages Transported by Vessels) Convention, 1929 (No. 27)</p> <p>C014 – Weekly Rest (Industry) Convention, 1921 (No. 14)</p> <p>C006 – Night Work of Young Persons (Industry) Convention, 1919 (No. 6)</p> <p>C005 – Minimum Age (Industry) Convention, 1919 (No. 5) (Not in force)</p> <p>C080 – Final Articles Revision Convention, 1946 (No. 80)</p> | <i>Ratified 13 of 177:</i> | <p>C123 – Minimum Age (Underground Work) Convention, 1965 (No. 123)</p> <p>C124 – Medical Examination of Young Persons (Underground Work) Convention, 1965 (No. 124)</p> <p>C187 – Promotional Framework for Occupational Safety and Health Convention, 2006 (No. 187)</p> <p>MLC – Maritime Labour Convention, 2006 (MLC, 2006)</p> <p>C155 – Occupational Safety and Health Convention, 1981 (No. 155)</p> <p>C120 – Hygiene (Commerce and Offices) Convention, 1964 (No. 120)</p> <p>C116 – Final Articles Revision Convention, 1961 (No. 116)</p> <p>C045 – Underground Work (Women) Convention, 1935 (No. 45)</p> <p>C027 – Marking of Weight (Packages Transported by Vessels) Convention, 1929 (No. 27)</p> <p>C014 – Weekly Rest (Industry) Convention, 1921 (No. 14)</p> <p>C006 – Night Work of Young Persons (Industry) Convention, 1919 (No. 6)</p> <p>C005 – Minimum Age (Industry) Convention, 1919 (No. 5) (Not in force)</p> <p>C080 – Final Articles Revision Convention, 1946 (No. 80)</p> |

# ANNEX 10: FINANCIAL ALLOCATIONS BY STRATEGIC PARTNER

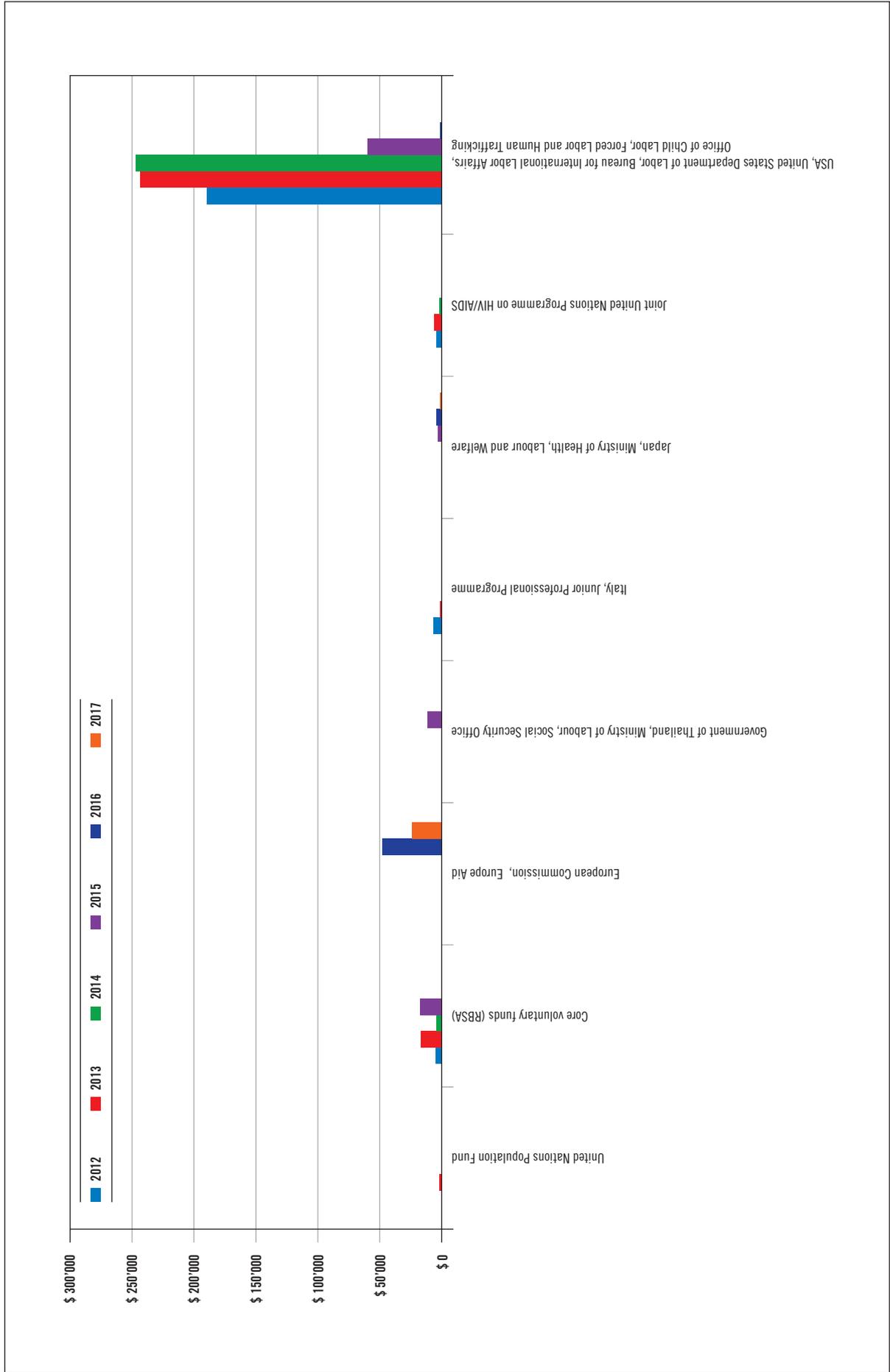
## CAMBODIA



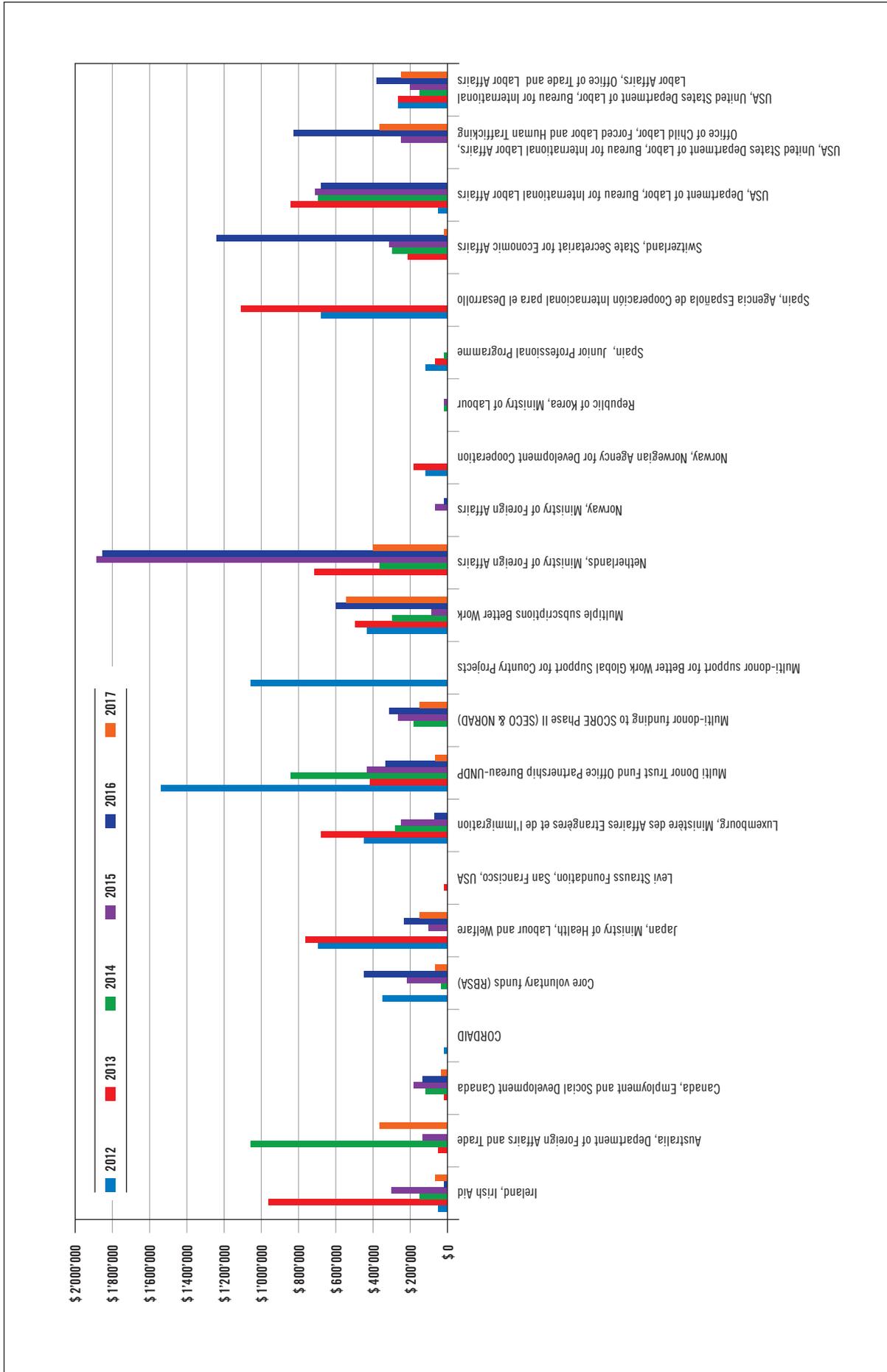
LAO PDR



THAILAND

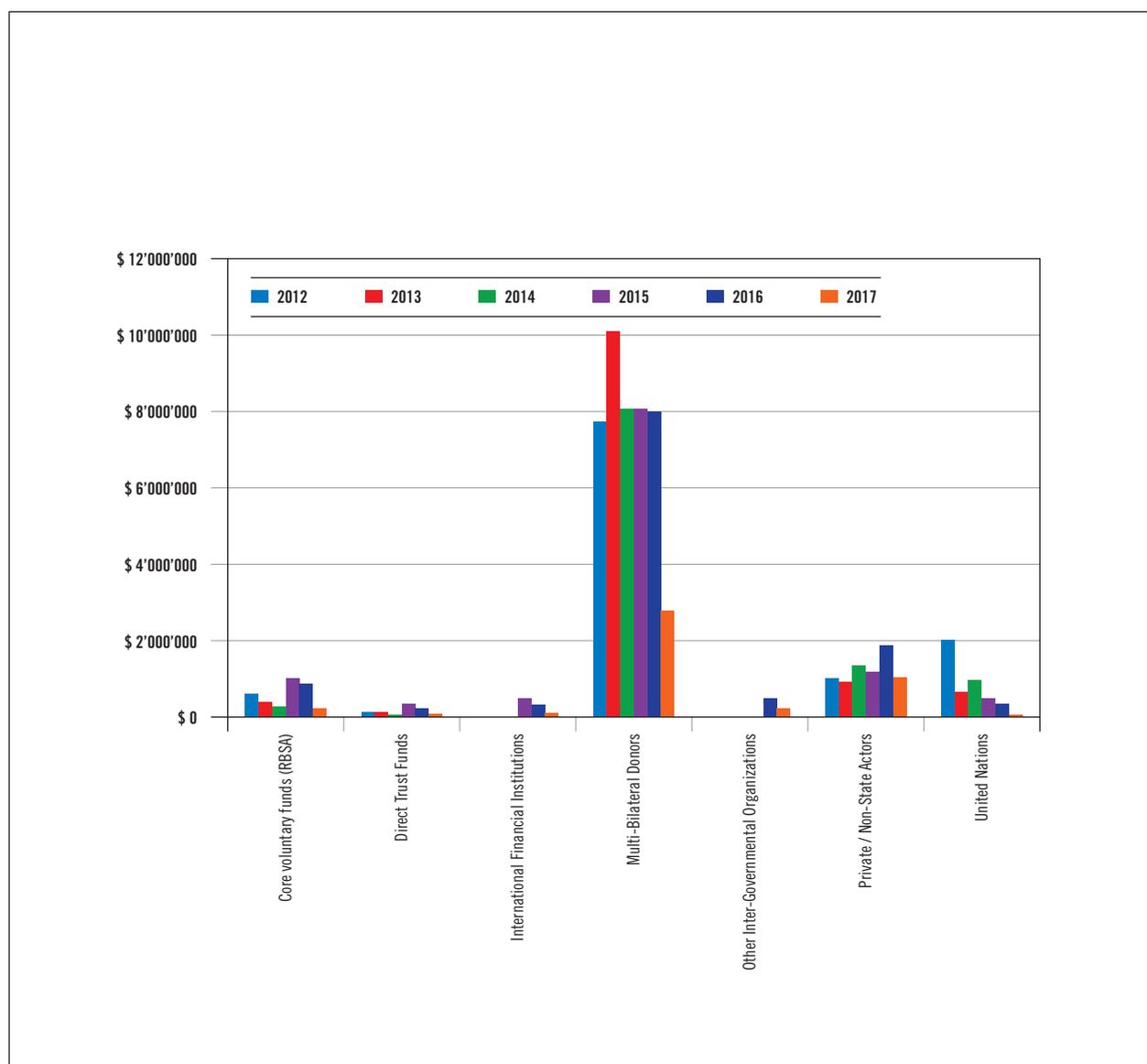


VIETNAM

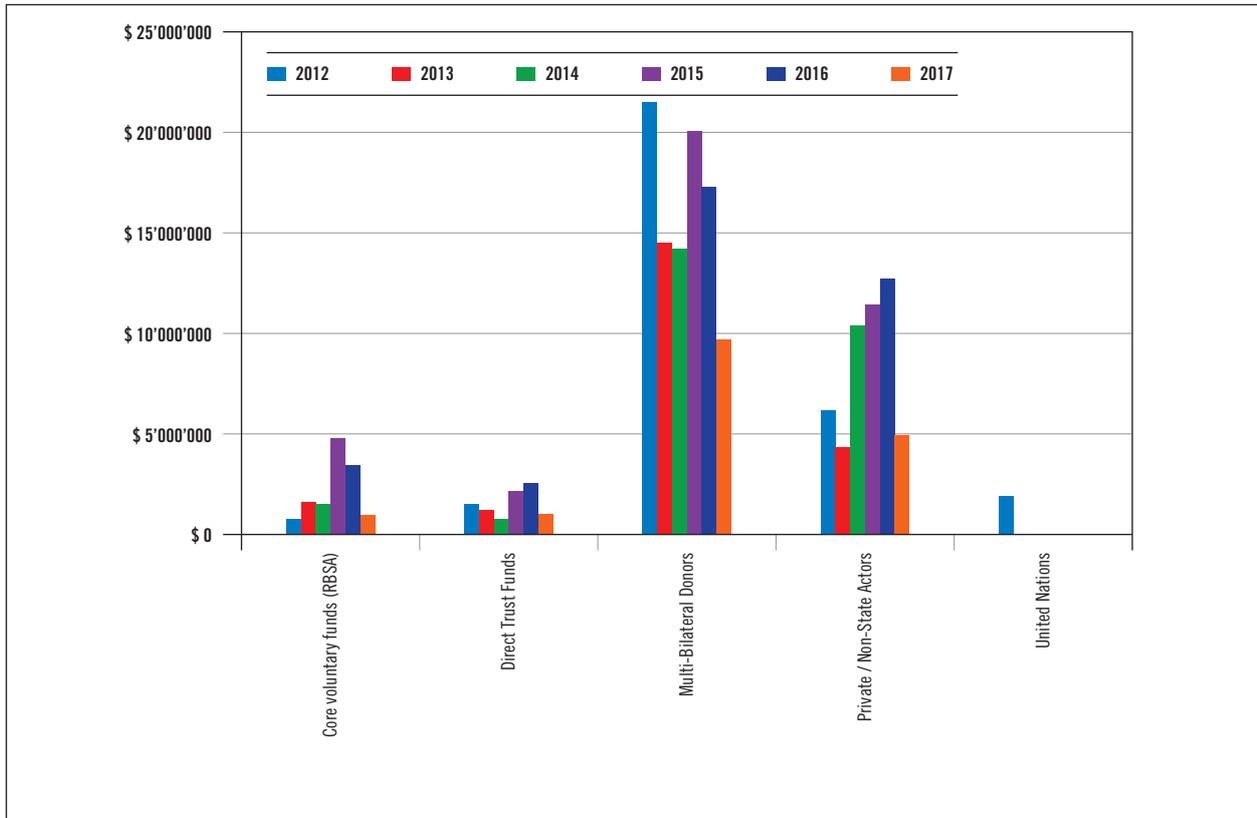


## ANNEX 11. EXPENDITURE BY TYPE OF FUNDING SOURCE (2012-2016)

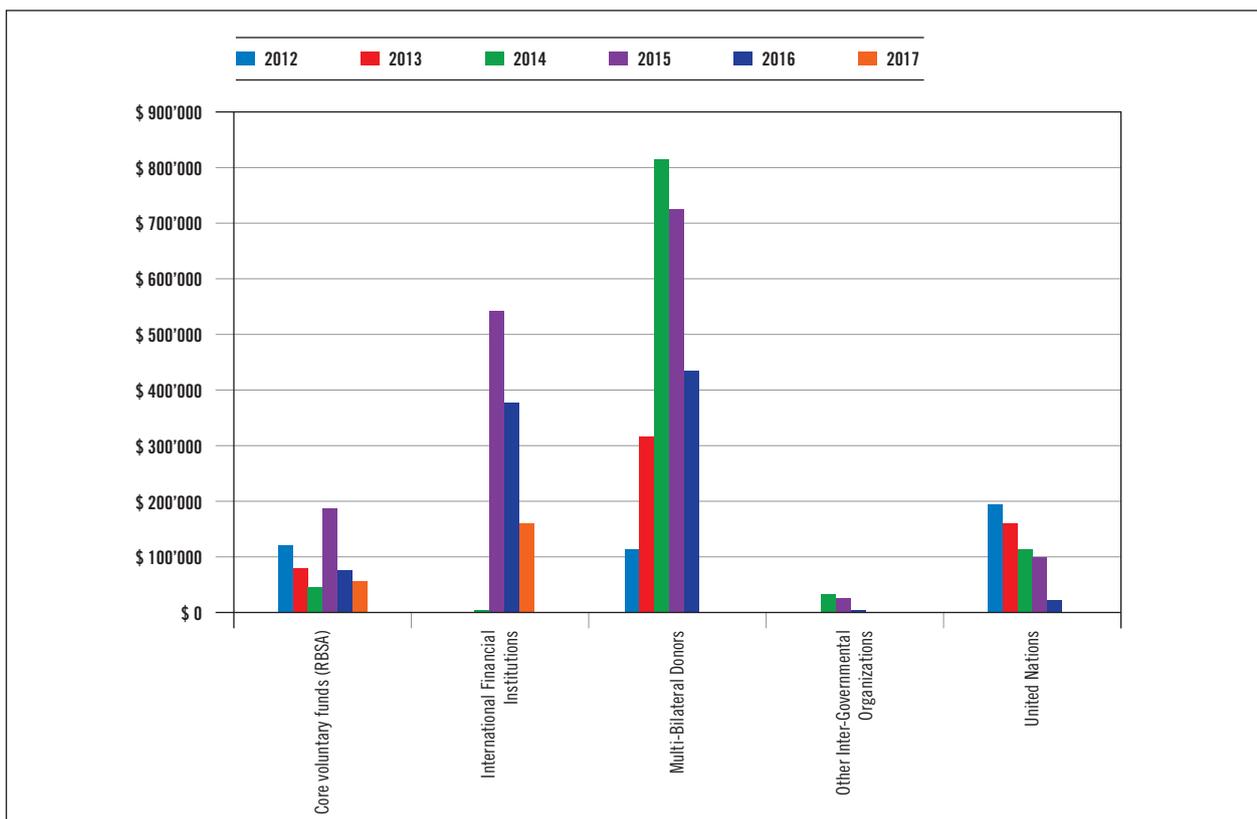
### TOTAL EXPENDITURE BY FUNDING SOURCE



## CAMBODIA



## LAO PDR



## THAILAND

