



# Evaluation Summary



International  
Labour  
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## Tripartite Action to Protect Migrants from Labour Exploitation (ASEAN TRIANGLE) – Final Independent Evaluation

### Quick Facts

**Countries:** ASEAN Region: Cambodia, Indonesia, Myanmar, Lao People's Democratic Republic, the Philippines, Thailand and Viet Nam; the other three ASEAN countries, i.e. Brunei Darussalam, Malaysia and Singapore, are involved as and where appropriate.

**Final Evaluation:** 09 May 2016

**Evaluation Mode:** Independent

**Administrative Office:** ILO ROAP, Bangkok

**Technical Office:** ILO Labour Migration Branch, Geneva

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**Project Code:** RAS/12/01/CAN

**Donor(s) & Budget:** The Government of Canada (US\$ 5,170,264)

**Keywords:** Labour Migration, Migration Policy, Migrant workers, Social Dialogue, Regional Cooperation and Tripartite Consultation.

### Background & Context

#### Summary of the project purpose, logic and structure

workers in the region are subject to labour exploitation and abuse. In the light of the above concerns, the ILO launched the ASEAN TRIANGLE Project (ATP) in May 2012, funded by the Canadian Department of Foreign Affairs, Trade and Development (DFATD).

The project aimed at to protect and promote the rights of migrant workers by strengthening regional policies and capacities related to the recruitment and labour protection of women and men migrants.

*The Project has three major objectives:*

- Strengthened regional legal and policy framework to more effectively govern labour migration and protection of the rights of women and men migrant workers, in a gender responsive manner.
- Enhanced capacity of governments to oversee enforcement of labour and migration laws and regulations, in a gender responsive manner.
- Enhanced capacity of social partners to influence migration policy and protect the rights of women and men migrant workers.

The direct beneficiaries of the Project are, firstly, the organizations in the countries where the project is implemented, in particular governments, workers', employers' and civil society organizations; secondly, the regional institutions, including:

- ASEAN Committee on the Implementation of the ASEAN Declaration on the Protection and

Promotion of the Rights of Migrant Workers (ACMW),

- ASEAN Confederation of Employers (ACE),
- ASEAN Trade Union Council (ATUC),
- Task Force on ASEAN Migrant Workers (TFAMW), and
- ASEAN Economic Community (ASEC); and

Thirdly, the existing and the potential migrants in the ASEAN region.

### **Present situation of the project**

This final evaluation was carried out in over 35 working days starting from the last week of February to the end of April 2016. The evaluation reviewed the Project's work from May 2012 to March 2016 and also followed up on up on recommendations of the Mid-Term Review and its corresponding management responses. The Project was due to end in May 2012 however has received a no-cost extension for until 30 September, 2016.

### **Purpose, scope and clients of the evaluation**

The final independent evaluation has the following key objectives:

- I. To assess development results and potential impacts generated by the Project and compare these results against the expected outcomes.
- II. To identify the Project's strengths and good practices for knowledge sharing and for replication by the ILO, the Project partners or other relevant actors.
- III. To identify recommendations and draw lessons learned for strengthening of future interventions on labour migration within the region and provide inputs into the design of a potential Phase II.

In addition, the evaluation will review the Project's work from May 2012 to May 2016, and will also follow up on recommendations of the Mid-Term Evaluation (MTE) and its corresponding management responses.

### **Methodology of evaluation**

The evaluation addressed the six standard evaluation criteria of relevance, validity of design, effectiveness and project progress, efficiency of resource use, effectiveness of management arrangements, and impact and sustainability of the project, and knowledge sharing, lessons learnt, partnership quality and social dialogue.

The evaluation applied mixed methods that draw on both quantitative and qualitative evidence and involved multiple means of analysis, including a critical reflection process, field visits, direct and distance interviews with the project stakeholders in the four project countries, the ILO HQ and ILO ROAP Office.

### **Main Findings & Conclusions**

The relevance of the ATP has been concluded to be very high for the needs, priorities and plans of its implementing partners, as well as for DFATD/Government of Canada and ILO/UN.

The validity of design was rather mixed, being clear in its four-tiered approach (regional, tripartite-plus, rights-based and gender-responsive), in its logic structure and in its complementarity with the Greater Mekong Sub-region (GMS) Triangle project. It, however is found to be rather weak on the Performance Measurement Framework (PMF) particularly because indicators and targets were not clearly defined and yearly milestones were lacking altogether in the original PMF.

Regarding project progress and effectiveness, the project has succeeded delivering on all three immediate outcomes in an efficient way on most activities, including those related to gender. ATP has put the migration debate on the map in the ASEAN region, and has also opened up new avenues for engagement with ASEAN for the social partners. Stakeholders are actively involved in a genuine dialogue. Most of them expressed their appreciation for the possibility of being able to learn from each other on migration issues and policies. The use of resources available has been efficient

considering the complex regional structure of the project with seminars, consultants and sub-contracts taking up the majority of funds. Timeliness was at times hindered by factors related to internal processes of stakeholders.

The effectiveness of management arrangements has been satisfactory, supported by reliable funding from the Government of Canada, and by the continuity of the staff in the relatively small project team. The project conducted a series of preparatory meetings at national levels, which is a good practice that contributed to the effectiveness of the project management. However, more attention is seen to be required for the follow-up of regional interventions at national levels and for better coordination between and management of the two TRIANGLE projects. This issue also requires consideration on the part of the ILO Deputy Regional Director level.

The involvement of gender expertise has been effective, and reporting has been more than required for example, quarterly and half-yearly progress reports were provided in addition to the mandatory annual reports including the useful risk register updates. The oversight of the project has been effective with yearly Project Advisory Committee (PAC) meetings and occasional meetings of the Sub-Regional Advisory Committee on Migration and Anti-Trafficking (SURAC). The present evaluation proposes to design a revised Performance Measurement Framework (PMF) including yearly milestones, end-of-project targets and assumptions for the second phase of the project.

The impact and sustainability of the project is difficult to establish on the position of migrant workers because of the unclear baselines established in the Results-Based Management (RBM) system. Nevertheless, in a number of areas the sustainability has been quite substantial: Firstly, the ASEAN Forum on Migrant Labour (AFML) has become an institutionalized forum. Secondly, the

dissemination of the Project outputs to a broader audience has enhanced the project's outreach, and these outputs include for example, the capacity building tools produced and the guidelines and policies developed; thirdly, mainstreaming issues of gender equality in all the project activities is expected to result in long-term effects on gender awareness; and, lastly, a substantial sense of ownership has been ingrained in each of the stakeholders..

Regarding knowledge sharing, lessons learnt, partnership quality and social dialogue, several types of partnerships with ASEAN regional organisations are noteworthy for documentation, such as the tripartite-plus approach, the involvement of ASEC, and the series of preparatory meetings organised jointly by ATP and stakeholders for the AFML. The project has also produced various concrete products for knowledge sharing purpose such as the international labour migration statistics database, newsletter, different types of publications and several videos.

Concerning the ILO Standards, some solid, though somewhat fragmented, work was undertaken related to C181, 188 and 189. The two other relevant conventions C97 and C143 however did get less attention.

For a possible ATP Phase II, a project concept note was drafted which proposed a quite similar structure as before although the second immediate outcome statement requires revision. At the same time new elements were built in the proposed framework, such as Mutual Recognition of Skills (MRS), social protection and fair recruitment, and these were stressed by all stakeholders interviewed during this final independent evaluation.

### Recommendations

1. Work closely with ASEC, ACMW, ASEAN Labour Ministers (ALM) and ASEAN Senior

Labour Officials Meeting (SLOM) in order to try to enhance the process towards consensus on the ASEAN Instrument.

2. Track more closely the progress in the implementation of the 99 recommendations that have been formulated by the AFML, and institutionalize half-yearly monitoring reports and/or management gatherings, in order to further institutionalize the AFML as a highly relevant forum on migrant labour issues and policies.
3. Improve the Performance Monitoring Framework (PMF) for the potential second phase of ATP by adding clearly defined indicators, baselines, yearly milestones, end-of-project targets and assumptions to more closely adhere to standard Logical Framework approaches. In addition, include provisions to keep track of data, as far as possible, on the estimated number of migrant workers impacted from the interventions and on the degree of the impact.
4. As a follow-up to the MTE-recommendation on the funding of activities in Brunei, Malaysia and Singapore, explore options to include Malaysia among the countries in which national activities can be undertaken and funded.
5. Continue and expand certain components of the program that were particularly useful and valued by the stakeholders, such as the capacity building of Labour Attaches or Consular officials, establishment of the International Labour Migration Statistics database, the training on ASEAN Economic Integration, the work on Labour Inspection, the workshop series on the Fishing sector, the mainstreaming of gender, etc., and include new areas of focus, such as MRS, social protection (including portability) and fair recruitment.
6. Maintain the focus on the main activities, and, where possible, propose a reduced number of activities for ATP Phase II in order not to spread the resources too thinly.
7. Support ATUC in continued capacity building and in strengthening their focal point system, and facilitate discussions between ATUC and ASEC on a future formal recognition by ASEAN.
8. Support ACE in continued capacity development, and continue to facilitate the inclusion in ATP interventions of the four employers' organisations which have not yet joined ACE.
9. Support TFAMW in continued capacity development and networking.
10. Investigate enhanced cooperation between ATP and TRIANGLE II, with a view to enhance the alignment between the two *projects*, and to ensure more efficiently the link between the national and the regional level. Investigate during the 2016 in what way the efficiency and effectiveness of the cooperation between and the management of the two project teams can be enhanced, thereby explicitly considering such challenges as the different geographic reach of the two projects, and with different reporting requirements to two donors.
11. Design a clear and comprehensive exit strategy within the coming 18 months, whereby it will be made very explicit how ILO will transfer the responsibilities to ASEAN Member States and other stakeholders.
12. Maintain the current level of attention for gender issues, and where possible expand to activities targeted to women migrant workers (e.g. domestic workers).