TRIANGLE in ASEAN

Evaluability Assessment Report

Programme title	TRIANGLE in ASEAN
Project codes:	RAS/15/05/AUS RAS/16/01/CAD
Donors:	Australian Government Department of Foreign Affairs and Trade Global Affairs Canada
Donor budgets:	DFAT: AUD $20 million GAC: CAD $5.5 million
Programme duration:	DFAT: 1 November 2015 – 31 October 2025 GAC: 8 December 2016 – 31 March 2021
Geographical coverage:	South-East Asia (ASEAN Region); country level in Cambodia, Lao People's Democratic Republic, Malaysia, Myanmar, Thailand and Vietnam
Evaluation schedule:	22 August – 30 November, 2017
Evaluation consultant:	Ruth Bowen
Report date	27 November 2017

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Abbreviations

AAPTIP	Australia – Asia Program to Combat Trafficking in Persons
ACE	ASEAN Confederation of Employers
ACMW	ASEAN Committee on the Implementation of the ASEAN Declaration on the Protection and Promotion of the Rights of Migrant Workers
AEC	ASEAN Economic Community
AFML	ASEAN Forum on Migrant Labour
ASEAN	Association of South East Asian Nations
ATUC	ASEAN Trade Union Council
DFAT	Department of Foreign Affairs and Trade (Government of Australia)
GAC	Global Affairs Canada (Government of Canada)
ILO	International Labour Organization
IOM	International Organization for Migration
NPC	National Project Coordinator
M&E	Monitoring and evaluation
MOI	Migration Outcomes Index (Baseline study)
MRC	Migrant Worker Resource Centre
PAC	Programme Advisory Committee (National)
PDD	Project Design Document
QBN	Quarterly Briefing Note
ROAP	Regional Office for Asia and the Pacific (ILO)
RPAC	Regional Programme Advisory Committee
SLOM	Senior Labour Officials Meeting
SLOM-WG	Senior Labour Officials Meeting Working Group on Progressive Labour Practices to Enhance the Competitiveness of ASEAN
SURAC	Sub-regional Advisory Committee on Migration and Anti-Trafficking
TFAMW	Task Force on ASEAN Migrant Workers
WEGES	Women's Empowerment and Gender Equality Strategy

Executive Summary

Background

TRIANGLE in ASEAN is a 10-year programme (1 November 2015 – 31 October 2025) implemented by the International Labour Organization (ILO) that consolidates investments of the Australian Government Department of Foreign Affairs (DFAT) and Global Affairs Canada (GAC) under one programmatic framework.

There are an estimated 20 million migrants originating from the ASEAN region, with the share of workers moving to other Member States rising substantially during the last two decades. A freer flow of skilled labour is a feature of the newly established ASEAN Economic Community (AEC), acknowledging the potential for intra-regional migration to contribute to the growth and development of the region. However, the steady growth in the number of women and men migrants within and from Southeast Asia has not been matched by the development of effective governance frameworks and services that protect them from exploitative working conditions and promote their opportunity to benefit economically and socially from labour migration.

In this context, TRIANGLE in ASEAN aims to maximize the contribution of labour migration to inclusive and stable growth and development in ASEAN through more equitable distribution of benefits. The Programme delivers at the ASEAN level through partnerships with key ASEAN institutions, and is active in six countries (Cambodia, Lao People's Democratic Republic, Malaysia, Myanmar, Thailand and Viet Nam). It works in close cooperation with governments and social partners to achieve three intermediate outcomes:

1. Women and men migrant workers are better **protected** by labour migration governance frameworks.
2. Policies and programmes enable women and men migrant workers to contribute to and benefit from **economic and social development**.
3. **Labour mobility** systems are gender-responsive and increase the efficiency of labour markets.

TRIANGLE in ASEAN submitted an Inception Report (IR) to the donors in July 2017, following a process of consultation and inputs from the donors and consultants. The report sets out the joint programme implementation approach, ASEAN priorities and entry points, and partnership arrangements. The inception documentation includes annexes that describe the Theory of Change; ASEAN Workplan 2017-2018; Monitoring and Evaluation Plan; Baseline of Policy and Practice; Risk Management Strategy; three cross-cutting strategies for private sector engagement, communications and women's empowerment and gender equality; sustainability and impact strategy; research agenda and a product list for 2017-2020. This evaluability assessment, conducted between August and November 2017, was required in compliance with ILO policy.

Purpose, scope and clients of the evaluability assessment

The purpose of the Evaluability Assessment is to provide an independent review of the inception documentation and to provide constructive guidance for further improvement of the M&E strategy to serve the management and reporting needs of the programme managers, implementing partners and donors and to prepare the way for subsequent evaluations. The objectives of the EA were to:

- Determine the extent to which the M&E components of TRIANGLE in ASEAN have been designed in a manner that will allow for valid and impartial assessment of the programme performance, providing information to support programme management decisions and stakeholder reporting needs.

- Identify good practices and lessons learned from the M&E strategy that should be shared within the ILO and other organizations working on labour migration issues.
- Provide recommendations for improvements to the M&E strategy that should be implemented by the TRIANGLE in ASEAN management team to improve the programme's evaluability.

The primary clients of the evaluability assessment are the management team of the TRIANGLE in ASEAN programme, the programme's donors (DFAT and GAC), the ILO technical unit at headquarters (MIGRANT), and the ILO technical and administrative unit at field office (ROAP).

Methodology of the assessment
"Evaluability" refers to the extent to which an activity or a program can be evaluated in a reliable and credible fashion. The framework for this evaluability assessment is based on a set of seven evaluability criteria defined by the ILO: the clarity of objectives/outcomes; quality of performance indicators; establishment of baselines for comparisons and future measurement; inclusion of timebound milestones; quality of the risks and assumptions assessment; comprehensiveness of the monitoring and evaluation system; and integration of gender equality in the design and validity of the method for gender analysis. Under each criterion the EA responds to the specific questions provided in the Terms of Reference (TOR) and applies standards based on ILO, DFAT and GAC guidelines for results-based management. The assessment also applies a rating score on each of the criteria using an adaptation of the ILO's evaluability tool.

The EA draws on a review of the relevant programme documentation including the respective programme design documents for the DFAT and GAC investments and the inception documentation. The consultant also conducted interviews with key informants including the programme management team and staff, donors, ILO specialists, partner representatives and external technical consultants.

Main findings and conclusions

The assessment found that the inception documentation demonstrates a high level of evaluability for TRIANGLE in ASEAN, with some specific areas requiring improvement. The EA draws the following conclusions for each of the evaluability criteria:

Outcomes: The theory of change is coherent and well aligned with global, ASEAN and national priorities for improvement to labour migration governance. The outcomes in the performance framework largely meet the standards for clarity and achievability and place the programme in a sound position for evaluation. Some adjustments to outcomes statements are suggested to specify the regional or country specific scope of the outcomes. The scope of the programme is intentionally ambitious, but the planned outputs under Outcome 3 in particular are still evolving and may require scaling down.

Indicators: The majority of the indicators are specific, measurable, attainable, relevant and trackable. As a good practice in evaluation frameworks, sufficient indicators are available to capture changes at the upper levels of outcomes and impact and a robust mix of qualitative and qualitative measures are included to capture the nuances of results.

Baselines: Credible baseline data have been recorded for the majority of the indicators at impact, intermediate and immediate outcomes levels and for a number of key outputs. Taken together, the baseline data provide a robust and credible assessment of conditions at the start of the programme, for comparison with subsequent measures. The migrations outcomes survey at baseline, with

planned midline and endline surveys, incorporating control and intervention samples, provide a valid basis for attributing improvements in migrants' economic and social outcomes to the interventions and represent good practice in impact assessment.

Milestones: Clear milestones and targets have been established for the outcomes in the five year Performance Framework which provide a sound basis for management decisions. Satisfactory timebound planning for the delivery of outputs is in place for the delivery of outputs and key products through the national and regional work plans and the Product List. The overall phasing could be better presented through an overview of the sequencing of major interventions.

Risks and assumptions: The risks analysis is comprehensive and complies with the DFAT guidelines. The risk mitigation strategies are well considered and well founded on ILO experience and the risk management plan is systematic, including regular assessment and reporting of risk factors. The effective application of the risk management strategy will require sufficient training of NPCs and partners to assess and report on risks.

M&E System: The Monitoring and Evaluation Plan is thorough with identification of milestones for data collection, reporting mechanisms and frequency, and assignment of responsible parties. However, there are concerns that the broad scope of the M&E data collection and tasks will stretch the capacity of the Technical Officer (Research and M&E), national staff and partners.

Gender equality: Through the cross-cutting Women's Empowerment and Gender Equality Strategy (WEGES), TRIANGLE in ASEAN integrates gender equality responsiveness strategies across the outcomes and also includes specific interventions strategy to enhance women's empowerment. The M&E system includes sufficient gender analysis of the results to capture differential outcomes for women and men. The WEGES strategy is thorough and based on feminist principles, but is ambitious and generally more strategic than concrete. It requires a more concise summary and specific action planning to ensure that it can be both readily understood and implemented by national coordinators and partners and more amenable to evaluation.

The evaluator assigned scores for each of the criteria leading to an overall score and assessment. The composite score of the seven criteria was 3.42; which was adjusted to 3.45 once weightings were applied. This assessment indicates that overall the formulation of the design, the performance framework and the M&E plan provide a sound basis for evaluation.

Recommendations

The following recommendations are directed to the programme management team to implement, with the exception of those that concern the resourcing and terms of reference of the independent evaluations, which also concern the ILO ROAP, ILO HQ and the donors.

1. **Outcomes.** Consider adjusting relevant immediate outcomes statements identified in the Evaluability Assessment to specify the location of the result, whether national or regional. *(Priority: medium; timeframe: Inception document review)*

2. **Outcomes and outputs**. Under Intermediate Outcome 3, some of the outputs and the immediate outcomes to which they contribute would benefit from review and more concrete definition in terms of the priorities and essential activities compared with optional ones. Less crucial outputs and activities could be removed given consideration of time and resource constraints. A review of Intermediate Outcome 3 outputs is recommended at annual reporting and in the first triennial evaluation. (*Priority: High, timeframe; next and subsequent annual reporting*)

3. **Indicators**. Consider removing less critical indicators to reduce the overall burden of data collection. For example, remove the indicator under Intermediate Outcome 2: "% of return migrant workers who report an increase in income generated by their businesses after receiving enterprise development training" as it is only relevant to a small proportion of beneficiaries who take up enterprise development training. *(Priority: medium; timeframe Inception document review/next annual report)*

4. **Indicators**. It would be useful to include more frequent monitoring than currently planned for some indicators. The indicators on remittance costs and men and women migrants in leadership roles under Intermediate Outcome 2 could be monitored annually at national level as well as through the Rapid Asia Study, where capacity exists. *(Priority: low; timeframe: annual report review of Performance Framework)*

5. **Milestones and work planning.** Include a section in the Inception Report describing the overall the phasing and sequencing of the 10 year programme, and the rationale for 5-year planning in the Performance Framework. *(Priority: high; timeframe: Inception reporting)*

6. **Inception Report documentation alignment and cross-referencing.** Make improvements to the alignment of numbering of outputs and outcomes across the inception report and its annexes; include a table providing a summary of all reporting and planning documents and their timeframes; include numbers on the indicators in the performance framework; cross-reference the Products in the Product List with outcome/output numbers in the Performance Framework. (Noting that work on this recommendation has commenced in parallel with the preparation of the Evaluability Assessment report.) *(Priority: high; timeframe: inception reporting)*

7. **M&E training for partners and national programme staff.**
   - Provide intensive training in M&E concepts and data collection procedures for partners at the national level, especially those who are new to reporting as implementing partners. For the local partner level, such as Migrant Resource Centre staff, the emphasis should be on the use of practical tools to collect data, how to complete the forms and interviewing skills.
   - Target more intensive coaching on the M&E requirements of the programme for NPCs in countries where capacity is relatively weaker. *(Priority: high; timeframe 2017 and ongoing)*

8. **M&E Resources.** Provide additional and ongoing human resource support to the Technical Officer (Research and M&E) through external monitoring and evaluation technical consultants and intern arrangements to support administrative tasks, especially at peak workload times. This will require a review of the budget required. Further, in the light of resource limitations, assess the feasibility of M&E data collection at the next annual report and reduce the scale of data collection and disaggregation if necessary. *(Priority: high; timeframe: next annual report and ongoing)*

9. **Independent evaluation schedule.** The independent evaluation schedule should remain as planned with triennial evaluations in 2019, 2022 and 2025. In the interests of resource efficiency it is recommended that the mid-term evaluation currently required under the GAC Grant Agreement should be negotiated to be combined with the first triennial evaluation in 2019. *(Priority: high; timeframe: 2017)*

10. **Independent evaluation teams.** To the extent that resources permit, the triennial independent evaluations should include a team of two evaluators, lead and team member, to ensure that country level progress across a number of countries and regional progress can be effectively examined. *(Priority: high; timeframe: year preceding the evaluation)*

11. **Independent evaluations.** The independent evaluations, and especially the first triennial evaluation, should include the issue of national stakeholders' perceptions of the relevance of the programme to their needs. (Priority: high; timeframe: when designing the evaluation TOR).

12. **Gender equality evaluability.** Prepare a concise gender action plan, extracting the key elements of the gender strategy and describing the concrete gender-focused activities, timing, personnel responsibilities and budget. *(Priority: medium; timeframe: by next annual report).*

I. Background of TRIANGLE in ASEAN

There are estimated to be 20 million migrants originating from the ASEAN region, with the share of workers moving to other Member States rising substantially during the last two decades.[1] The long-term trend of increasing intra-ASEAN migration has remained unchanged due to structural differences in population demographics, and economic and social development between countries. A freer flow of skilled labour is a feature of the newly established ASEAN Economic Community, recognising the potential for intra-regional migration to contribute to the growth and development of the region, (AEC).[2] However, the steady growth in the number of women and men migrants within and from Southeast Asia has not been matched by the development of effective governance frameworks and services that protect women and men migrants from exploitative working conditions and promote their opportunity to benefit economically and socially from labour migration.

In this context the International Labour Organization (ILO) has signed two grant agreements to advance labour migration governance in ASEAN; with Australian Government Department of Foreign Affairs and Trade (DFAT) and Global Affairs Canada (GAC). TRIANGLE in ASEAN consolidates the investments from GAC and DFAT under one programmatic framework. The combined programme has a 10 year duration from 1 November 2015 to 31 October 2025.

TRIANGLE in ASEAN delivers technical assistance with the overall goal of maximizing the contribution of labour migration to inclusive and stable growth and development in ASEAN through more equitable distribution of benefits. The Programme delivers at the ASEAN level through partnerships with key ASEAN institutions, and is active in six countries (Cambodia, Lao People's Democratic Republic, Malaysia, Myanmar, Thailand and Viet Nam). It works in close cooperation with governments and social partners to achieve three intermediate outcomes:

1. Women and men migrant workers are better **protected** by labour migration governance frameworks.
2. Policies and programmes enable women and men migrant workers to contribute to and benefit from **economic and social development**.
3. **Labour mobility** systems are gender-responsive and increase the efficiency of labour markets.

In July 2017, TRIANGLE in ASEAN submitted an Inception Report (IR) to the donors, which sets out the joint programme implementation approach, ASEAN priorities and entry points, and partnership arrangements. The report includes annexes pertaining to the design and the monitoring and evaluation system, namely Annex 1: Theory of Change; Annex 2: Work plan for ASEAN level work 2017-2018; Annex 3: Monitoring and Evaluation Plan; Annex 4: Baseline of Policy and Practice in ASEAN; Annex 5: Risk management strategy; Annex 6: Women's empowerment and gender equality strategy; Annex 7: Private sector engagement strategy; Annex 8: Communications for advocacy and visibility strategy; Annex 9: Sustainability and impact strategy; Annex 10: Research agenda and Annex 11: Product List 2017-2020. This IR was developed through a process of consultation and revision in response to comments from the donors and Clear Horizon consultants.

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[1] The Association of South East Asian Nations comprises: Brunei, Cambodia, Laos, Indonesia, Malaysia, Myanmar, The Philippines, Singapore, Thailand and Viet Nam.
[2] ILO and IOM (forthcoming). Labour Migration in South East Asia: Assessing the Socio-Economic Outcomes for Migrant Workers.

II.   Evaluability Assessment Objectives and Methodology

2.1   Evaluability Assessment Objectives

In general, an evaluability assessment is conducted to determine whether the design of a project or programme meets the minimum standards for monitoring and evaluation (M&E) according to results-based management principles. Following the OECD/DAC definition, evaluability is "the extent to which an activity or a program can be evaluated in a reliable and credible fashion".[3] This can be determined by assessing a set of aspects related to the design and the monitoring and evaluation (M&E) strategy which are defined as "evaluability".

An evaluability assessment (EA) is required for the TRIANGLE in ASEAN programme in accordance with ILO policy. This EA has been commissioned by the ILO to be conducted by an independent consultant as the programme completes its inception phase. At the time of the evaluability assessment, which commenced in late August 2017, the TRIANGLE in ASEAN inception documentation had undergone revision in response to comments from GAC and DFAT, and inputs from Clear Horizon, an M&E consulting firm providing technical support to DFAT's regional investments.

The purpose of this evaluability assessment is to provide constructive guidance for further improvement of the M&E strategy for the full duration of the programme to serve the management and reporting needs of the programme managers, implementing partners and donors; and to prepare the way for subsequent evaluations.

The Terms of Reference (TOR) for the evaluability assessment were developed by the ILO with inputs from DFAT, GAC and Clear Horizon. As specified in the TOR, the evaluability assessment has the following main objectives:
1.   Determine the extent to which the M&E components of TRIANGLE in ASEAN have been designed in a manner that will allow for valid and impartial assessment of programme performance, providing information to support programme management decisions and stakeholder reporting needs.
2.   Identify good practices and lessons learned from the M&E strategy that should be shared within the ILO and other organizations working on labour migration issues.
3.   Provide recommendations for improvements to the M&E strategy that should be implemented by the TRIANGLE in ASEAN management team to improve the programme's evaluability.

The scope of the EA is to assess the M&E strategies for the ten-year programme of TRIANGLE in ASEAN. It includes a review of the documents relating to the M&E strategy that have been developed to date as contained in the IR and its annexes. It also includes reference to the Programme Design Documents under the DFAT and GAC agreements as well as baseline and research studies produced under the Programme.

The Evaluability Assessment was conducted between August and November, 2017, with key informant interviews conducted in Bangkok and Hanoi in September, 2017.

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[3] Organisation for Economic Cooperation and Development/Development Assistance Committee (2010). Glossary of Key Terms in Evaluation and Results Based Management.
http://www.oecd.org/dac/evaluation/2754804.pdf

2.2 Methodology

Evaluability assessment questions

The Terms of Reference (TOR, **Annex A**) for the EA specify a set of specific questions to be answered as measures of the programme's evaluability. These questions are organised according to seven evaluability criteria aligned with the ILO's evaluability tool. [4] For this evaluability assessment the TOR added the gender equality criterion to the existing ILO evaluability criteria. The criteria and their definitions as provided by the ILO guidelines in the TOR are described in Table 1. The standards used for assessing these criteria were additionally drawn from the ILO, DFAT and GAC guidelines on evaluation and programme design standards as well as the comparative experience of the consultant. [5]

Table 1. Evaluability Criteria and Definitions

Criteria	Definition
1. Objectives/Outcomes	Clarity of the definition of objectives, including outcomes that can be comprehended as a major focus of management for results.
2. Indicators	The selection of SMART indicators that are quantitative or qualitative and include comparison points of levels, quality and grade. Outcome indicators effectively facilitate the observation of change, while output indicators measure whether the right outputs are produced
3. Baselines	The existence of sufficient baseline data to establish a starting point for comparisons and future measurements of outputs and outcomes
4. Milestones	A set of time-bound milestones that provide a clear sense of the intended path towards achieving established outputs and outcomes
5. Risks and assumptions	Assessment of factors, namely risks and assumptions, likely to affect the achievement of an intervention's objectives, and related contingency measures
6. Monitoring and evaluation system	Capacity of the M&E system to identify problems during project or programme implementation and facilitate the measurement of progress.
7. Gender equality	Extent to which valid methods for assessing gender differences within the results of the intervention have been developed.

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[4] ILO Evaluation Unit. Resource Kit. Guidance Note 16. (Revised August 2014).

[5] ILO policy guidelines for results-based evaluation: Principles, rationale, planning and managing for evaluations. http://www.ilo.org/eval/Evaluationpolicy/WCMS_168289/lang--en/index.htm
DFAT Monitoring and Evaluation Standards.
http://dfat.gov.au/about-us/publications/Documents/monitoring-evaluation-standards.pdf
Results-Based Management for International Assistance Programming: A How-to Guide (GAC)
http://www.international.gc.ca/development-developpement/assets/pdfs/partners-partenaires/bt-oa/rbm-gar-guide-e.pdf

Approach

The evaluability assessment was conducted as an independent process, under the supervision of the assigned ILO evaluation manager at the Regional Office for Asia and the Pacific (ROAP), and in consultation with the TRIANGLE in ASEAN Technical Officer (Research and M&E). The approach of the assessment is primarily qualitative, based on a review of the documentation of the programme's design, inception and M&E related documents, as well as interviews with key informants concerning their perspectives on the M&E strategy.

Gender sensitivity is integrated throughout the evaluability assessment in line with ILO, DFAT and GAC evaluation guidelines. The selection of key informants was necessarily purposive, as it related to selection of responsible office holders from the ILO, donors, selected partners and consultancy firms. Among 18 interviewees, 14 were female and 4 male.

The evaluator adhered to confidentiality and other ethical considerations, under the United Nations Evaluation Group (UNEG) Ethical Guidelines and Norms in the UN System. (http://www.unevaluation.org/document/detail/1914).

Evaluability Assessment Process

The assessment commenced with a document review and the preparation of an Inception Report (submitted 4 September, 2017) that included the proposed methodology, selection and scheduling of key informant interviews and interview question guides. The interviews were arranged with the assistance of the programme staff. The evaluator conducted interviews with key informants in Bangkok (6-8 September) and in Hanoi (14 and 21 September). Following the interviews the consultant analysed the information collected from all sources and drafted the report which was circulated for comment by the key stakeholders on 13 October. The final report takes into account the comments made by the stakeholders.

Data sources and analysis

The EA draws on two main sources of data to answer the evaluability questions: (1) a review of relevant programme documents on the M&E system developed by the programme and products of the M&E system; and (2) Interviews with ILO Programme staff, specialists, donor officers, partner representatives and consultants who have been involved in providing technical support to research efforts and the development of the M&E strategy. For each question, data from these sources were triangulated as far as possible to strengthen the credibility of findings. **Annex B** provides the list of key informants and the interview schedule. The list of reference documents is provided at **Annex C.**

The evaluator made qualitative assessments of the programme's performance on the criteria and specific evaluation questions with reference to ILO, GAC and DFAT guidelines on evaluation and programme design standards.

In addition to qualitative analysis, the assessment provides a rating score for the Programme on each of the evaluability criteria using a simple rating scale based on the ILO's evaluability tool and scoring. The rating scale and performance requirements applied to each criterion are as follows:

Score	Performance Level	Performance Requirements
4	Very good content	Criteria are **fully met** with a degree of detail that **exceeds criteria requirements**
3	Good content	Criteria are **fully met**
2	Relatively good content	Corresponds to an identification that partly meets the corresponding

Score	Performance Level	Performance Requirements
		criteria and that can be subject to **further improvements**
1	Poor content	Corresponds to an **insufficient** identification of a criteria
0	No content	Corresponds to the **non-identification** of the criteria assessed

Following the ILO guideline, weightings were then applied to the scores to reflect the relative importance of the criteria and a composite score calculated. The weightings are described in Section 3.8 where the scores are summarised.[6]

Key informant interviews

The interviews with key informants followed a semi-structured process following a set of guideline questions. Interviews with the TRIANGLE in ASEAN Programme staff covered all of the evaluability criteria and questions. Interviews with other key informants, i.e. staff of donors, implementing partners, and research and consultancy agency staff, covered a narrower range of questions according to the expertise and role of the interviewee vis-à-vis the programme design, involvement in developing the M&E strategy and their role as a contributor to, and user of the M&E products.

Limitations

The relatively short duration of the EA did not permit interviews with a wide range of implementing partners. Those that were interviewed represented Thai partners, who represented partners considered by programme staff to be more experienced and less experienced with the TRIANGLE programme. Therefore the findings may be biased toward the perceptions of staff and donors, although the National Project Coordinators in Thailand and Vietnam were also asked to comment on partner capacities.

The consultant encountered some challenges with regard to the clarity of the TOR. The TOR directed the consultant to base the evaluability assessment on the ILO evaluability criteria and the associated scoring tool; however, the detailed guidance on the dimensions of evaluability and the use of the scoring method were no longer available on the EVAL website. Therefore the evaluator based the scoring system and its application on further consultation with the evaluation manager and the Technical Officer (Research and M&E) and on previous evaluability reports provided by the evaluation manager.

The time taken for comments on the draft to be provided to the evaluator was longer than planned, during which time further work on the inception documentation took place in response to some of the donors' comments. This additional work was outside the scope of the documents reviewed and there may be improvements not captured in the report. Where appropriate additional changes subsequently reported by the staff are noted.

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[6] For this assessment, the ILO Evaluability Tool was adjusted in the TOR by modifying the scope of the criteria as expressed in the questions and by adding the gender category. The ILO Guidance on the use of the tool is not currently on the EVAL website, therefore it was agreed among the parties that it would be useful to adapt it according to the needs of this assessment.

III   Findings on Evaluability Questions

The findings of the EA are presented according to each of the evaluability criteria. The assessment of each of the criteria is introduced with guidance for the reader on the scope of the factors considered in the assessment and the standards or other means of judgement applied to make the assessment. This is followed by an overall statement of the findings, the details of the findings and supporting evidence.

3.1   Outcomes

3.1.1   Scope of assessment and standards applied

This section assesses the outcomes stated in the programme design with respect to three factors expressed in the TOR questions:

- **Clarity**: Are the results statements for the programme clearly articulated? Related to this factor, the coherence of the results statements within the Theory of Change as a whole.
- **Realistically achievable**: How realistic is achievement of the long-term outcomes of the programme based on the activities proposed?
- **Alignment**: Are the outcomes established closely aligned with national, regional and global development frameworks?

The result statements assessed are those statements in the programme design specified at the level of impact, intermediate outcomes and immediate outcomes within the Theory of Change. The assessment of the clarity of results statements, especially at the level of immediate outcomes, is based on the standards of results-based management as defined in the ILO guidelines on RBM and the GAC standards for immediate outcomes statements.

3.1.2   Overall finding

The assessment found that the outcomes at impact, intermediate and immediate level meet the standards for clarity, achievability and alignment with development frameworks, with some room for improvement to clarity and achievability, based on a combined application of ILO, GAC and DFAT standards. The assessor has reservations about the achievability of some of the results as they are stated; and the ambitious scope of the programme as a whole warrants review and close monitoring. This was based on adequate evidence obtained from the interviews and document review. In some instances the stated outputs may not be sufficient to achieve the immediate results, and the immediate outcomes could be made more specific to articulate a more realistic result of the combined outputs. The Theory of Change (TOC) is found to be well-aligned to the global (ILO and UN), regional (ASEAN) and national priorities regarding improvement to labour migration governance, based on an adequate level of evidence available from document review and interviews.

Outcomes score: 3. This score is based on the finding that the majority of the outcomes meet the clarity, achievability and alignment standards, with some improvements suggested.

3.1.3 Assessment of clarity of result statements

The EA uses the results-based management evaluation criteria of ILO, DFAT and GAC to assess the clarity of the result statements.[7] The GAC guidelines in particular offer specific guidelines on the formulation of result statements. It is noted that GAC guidelines on the definition of the levels of the results chain are more prescriptive than the DFAT guidelines, but the three sets of guidance are compatible in terms of the formulation of outcomes statements.[8]
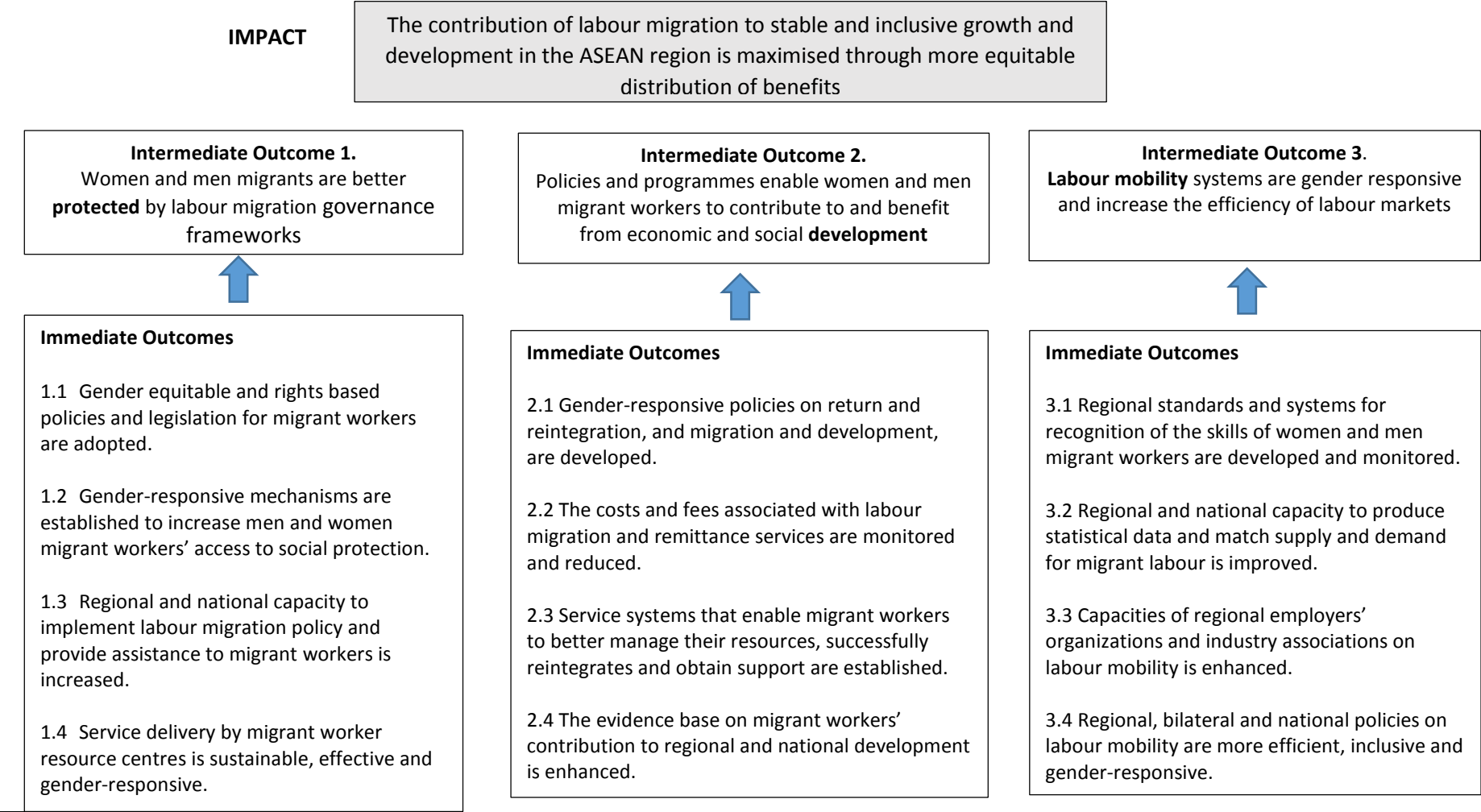
Overview of the theory of change
The Inception Report (July 2017) and the Theory of Change (Annex 1) present the intended results chains and their linkages in the form of a brief narrative and a diagrammatic logic model. The presentation of the program logic in these key documents aligns with GAC, DFAT and ILO concepts of results-based management and terminology. In keeping with the DFAT and GAC guidelines, there are five levels in the TOC: activities, outputs, immediate outcomes, intermediate outcomes and impact.

The TRIANGLE in ASEAN documentation uses the term 'Theory of Change' (TOC) to refer to both the narrative and the diagrammatic representation of the program rationale. Within the TOC, the result statements are presented at the levels of impact (also known as goal or ultimate outcome in DFAT/GAC terminology), intermediate outcomes (medium term outcomes to which the programme will contribute) and immediate outcomes (results that are expected to be achieved by the end of the project). The outcomes levels of the TOC are presented in Figure 1.

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[7] Global Affairs Canada. Results-Based Management for International Assistance Programming: A How-to Guide; DFAT Monitoring and Evaluation Standards; ILO policy guidelines for results-based evaluation: Principles, rationale, planning and managing for evaluations.
[8] Clear Horizon provided TRIANGLE in ASEAN with a comparison of the GAC and DFAT guidelines as part of their consultancy services to the programme through DFAT which was utilised by the EA.

Figure 1. Outcomes within the TRIANGLE in ASEAN Theory of Change [9]

IMPACT	The contribution of labour migration to stable and inclusive growth and development in the ASEAN region is maximised through more equitable distribution of benefits

Intermediate Outcome 1.
Women and men migrants are better **protected** by labour migration governance frameworks

Intermediate Outcome 2.
Policies and programmes enable women and men migrant workers to contribute to and benefit from economic and social **development**

Intermediate Outcome 3.
Labour mobility systems are gender responsive and increase the efficiency of labour markets

Immediate Outcomes

1.1 Gender equitable and rights based policies and legislation for migrant workers are adopted.

1.2 Gender-responsive mechanisms are established to increase men and women migrant workers' access to social protection.

1.3 Regional and national capacity to implement labour migration policy and provide assistance to migrant workers is increased.

1.4 Service delivery by migrant worker resource centres is sustainable, effective and gender-responsive.

Immediate Outcomes

2.1 Gender-responsive policies on return and reintegration, and migration and development, are developed.

2.2 The costs and fees associated with labour migration and remittance services are monitored and reduced.

2.3 Service systems that enable migrant workers to better manage their resources, successfully reintegrates and obtain support are established.

2.4 The evidence base on migrant workers' contribution to regional and national development is enhanced.

Immediate Outcomes

3.1 Regional standards and systems for recognition of the skills of women and men migrant workers are developed and monitored.

3.2 Regional and national capacity to produce statistical data and match supply and demand for migrant labour is improved.

3.3 Capacities of regional employers' organizations and industry associations on labour mobility is enhanced.

3.4 Regional, bilateral and national policies on labour mobility are more efficient, inclusive and gender-responsive.

[9] Adapted from TRIANGLE in ASEAN Inception Report documentation – Annex 1 and Annex 3. This simplified map does not depict the enabling factors and cross-cutting strategies.

Clarity of impact and Intermediate Outcomes

The impact level result (goal) is: *The contribution of labour migration to stable and inclusive growth and development in the ASEAN region is maximised through more equitable distribution of benefits.*

The above goal, as stated in the Theory of Change annex, encapsulates the aim that labour migration will contribute to stable and inclusive growth, and will best do so if the benefits are equitable. The goal statement is complex as it contains two major elements – the ultimate goal: "migration contributes to stable and inclusive growth and development", and the means to do this – "more equitable distribution of benefits". It is an acceptable goal statement, but could have been articulated in a clearer way, to better incorporate equitable distribution of benefits as an end, rather than a means. Notably, in the introduction to the Inception Report (p.4), the goal is paraphrased as: "Maximizing the contribution of labour migration to equitable, inclusive and stable growth in ASEAN", which integrates equity as part of the one goal. This nuance is noted to flag any possible questions that emerge during the implementation over the relative emphasis on the contribution to equity or stable and inclusive growth.

Three **Intermediate Outcomes** are proposed to contribute to the impact:

1. Women and men migrant workers are better protected by labour migration governance frameworks.
2. Policies and programmes enable women and men migrants to contribute to and benefit from economic and social development.
3. Labour mobility systems are gender responsive and increase the efficiency of labour markets.

Each of these three outcomes statements is clear in its meaning, and they necessarily represent broad development outcomes given the intended wide scope of the interventions and the programme duration. The three pillars of impact - frameworks for migrant worker protection, economic and social benefits to migrants and ASEAN countries, and labour mobility are thematically distinct, while interrelated; and the chains leading to each are not duplicative.

The second intermediate outcome is complex as it refers to migrants both benefiting from their migration and contributing to economic and social development. Ideally, the outcome statement could focus only on the benefits to migrants themselves, with the benefit to ASEAN economies operating at the Impact level, given the nature of the supporting interventions that focus on assisting migrants to manage their financial resources and improve their own economic position. However, the evaluator does not suggest this is sufficiently critical to warrant an amendment, provided the programme intends to monitor and demonstrate benefits to wider economic and social development as well as migrants' benefits. The stakeholders that the evaluator consulted did not raise issues with the clarity of these three objectives, but some raised a more general issue that the scope of the programme is broad and ambitious and would benefit from more concrete description, as discussed in the following section (3.1.4).

The ASEAN regional focus of the programme is clear within the impact statement and the description of the implementation approach. However, it is not explicit that the three outcomes refer to women and men migrating to work from and to countries solely within the ASEAN region. If this is the case, or at least the focus, the clarity would be improved by specifying the scope of the migration pathways. According to one of the programme staff, the limitation to intra-ASEAN migration was not specified to increase flexibility, for example, allowing for provision of assistance to migrants to countries beyond ASEAN, especially those from Vietnam. The intended focus on intra-ASEAN migration could be further clarified in the description of the implementation principles in the Theory of Change annex, while maintaining flexibility in the wording of the intermediate outcomes.

Cross-cutting the protection, development and mobility interventions are strategies related to women's empowerment and gender equality (IR Annex 6); enhancing private sector engagement (IR 7); and the strategy for advocacy communications and visibility (IR Annex 8); which each enrich the theory of change. Each of these is well developed and documented. However, based on the documentation current at the time of the assessment, there is a need for improved alignment between the strategy documents and the overall Performance Framework as discussed in section 3.6 dealing with the Monitoring and Evaluation system as a whole.

Clarity of Immediate Outcomes
According to the GAC guide on RBM, immediate outcome statements should be:
- Directional
- Simple and express only one change, easily understood by the beneficiary or general public
- Measurable by two or three indicators
- Realistic and achievable within the timeframe and budget, from the outputs specified (see 3.1.4)
- Be formulated according to the syntax: direction/what/who/where or an arrangement of these elements.

Annex D provides a detailed commentary on the results at both immediate outcome and intermediate outcome level using the GAC standards. As presented in this analysis, the EA finds that the majority of the immediate outcomes statements meet these criteria, with some qualifications. The "where" should generally be stated in these immediate outcomes as it varies per immediate outcome and from the intermediate level. The EA does identify several outcomes that would benefit from being more specific and focused by defining the location, if known at this stage, whether target countries, bilateral, national level in all ASEAN countries or the regional institution level. The missing definition of 'where' applies to immediate outcomes 1.1, 1.2 and 1.4; and 2.1 through 2.4. **(Recommendation 1)**

3.1.4 Achievability of Long Term Outcomes

The EA analyses achievability based on the perspectives obtained from key informants; a review of the inception documents, including the results chains in the TOC; and the two donor-specific PDDs.

Overall, the TOC exhibits logical coherence among the results chains leading to each result higher up the chain. However, it is noted that in some instances the stated outputs may not be sufficient to achieve the immediate results, and that the immediate outcomes could be made more specific to ensure a more realistic result of the combined outputs.

Generally speaking, the individual Immediate Outcomes appear achievable based on the planned outputs and their activities. However, some elements of the TOC are not provided with sufficient rationale to demonstrate the leap between the outputs to the immediate outcomes, and between the immediate outcomes and the intermediate outcomes. An example is Immediate Outcome 1.2 – Gender responsive mechanisms are established to increase men and women migrant workers' access to social protection – the assessor is not convinced that the three outputs will be sufficient to achieve the implementation of mechanisms to increase access to social protection. A fourth output related to tool development should be added, as noted by the Technical Officer (Research and M&E).

A number of the stakeholders met, including donors and National Project Coordinators (NPCs), raised concerns that the overall scope of the Programme is too broad and ambitious and would benefit from identification of priorities. On the other hand, the perspective of the ILO senior management team is that as a 10 year programme TRIANGLE in ASEAN is intended to be ambitious, and is not unrealistically so. Based on the interviews, the EA suggests that the broad scope of Intermediate

Outcome 3 in particular may be overly ambitious within the time frame, given that this component is intended to be phased in later than interventions under Intermediate Outcomes 1 and 2, as conveyed by programme staff. The implication of this is the risk that the programme may fail to achieve its stated objectives. Under Intermediate Outcome 3, some of the specific outputs and the immediate outcomes to which they contribute would benefit from timely review and more concrete definition in terms of the priorities and essential activities compared with optional ones. The less crucial outputs and activities could be dropped given consideration of time and resources constraints. The evaluator suggests that a review of the Outcome 3 outputs should occur as part of the next annual reporting and at the first triennial evaluation. **(Recommendation 2)**

To assess the likelihood of achievement of the long term outcomes, and also the evaluability through monitoring and at key milestones, a clear description of the phasing of deliverables is critical. Currently the phasing and sequencing of the outcomes (intermediate and immediate) and outputs is not clearly described in any one place, so it would be difficult for an independent evaluator to quickly determine per country and regionally, how well the programme is progressing, thus limiting the evaluability. A clearer phasing description would also assist any incoming staff to the programme. This issue is taken up further in section 3.4 addressing the milestones in the M&E system.

3.1.5 Alignment with national, regional and global priorities

The alignment of the programme objectives with national, regional and global goals is a question of the relevance of the programme to development agendas at these levels. This a key issue to be addressed by the successive independent evaluations. This EA will not address this in depth given the broad scope of this question and the scope of the report, but makes some brief observations, especially concerning the process of developing the TOC.

Globally, the objectives of the programme are well aligned with the ILO's Multilateral Framework on Labour Migration, the Fair Migration Agenda presented at the International Labour Conference in 2014, as well as Outcome 9 of the ILO Programme and Budget.[10] The programme is also aligned with the aspirations of the UN International Convention on the Protection of the Rights of All Migrant Workers and their Families, and is aligned with the relevant Sustainable Development Goals.

At regional and national levels, the ILO conducted theory of change workshops to ensure that the programme was well aligned with the priorities of the tripartite-plus stakeholders and to ensure a robust level of ownership in the programme. The donors and the Programme staff interviewed consider this process to have been valuable in setting priorities and building understanding among the partners of the programme logic. The Technical Officer (Research and M&E) observed that there were limitations to the partners' understanding of the TOC concepts in some countries. A lesson learned here is that the TOC workshops during inception need to be adapted per country and that it is not the best use of time and resources to complete the full performance framework including the indicators with all partners, as the level of detail and technical expertise required does not easily lend itself to a participatory approach.

As expressed in the PDDs, due to the scale of the movement of workers in ASEAN, and the crucial role of labour migration in economic development, more effective labour migration management is a clearly identified priority of the ASEAN Member States. The programme is well aligned with ASEAN policies, strategies and priorities on labour migration governance, and the Inception documents reflect the way in which the programme will respond to emerging priorities of the key ASEAN body on migration, the ASEAN Committee on the Implementation of the ASEAN Declaration on the

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[10] ILO Programme and Budget Outcome 9. Promoting fair and effective migration policies.

Protection and Promotion of the Rights of Migrant Workers (ACMW). According to the first Annual Report, to date, the Programme has established strong relationships with key partners at the ASEAN level including the ACMW, the ASEAN Secretariat, the Senior Labour Officials Meeting (SLOM), ASEAN Confederation of Employers (ACE), ASEAN Trade Union Council (ATUC) and the Task Force on ASEAN Migrant Workers (TFAMW). ILO developed the regional level of the TOC through a workshop with the Subregional Advisory Committee (SURAC) established during previous phases of the programme, which comprises representatives of ASEAN countries from tri-partite constituents and civil society representation from each of the six target countries. The Programme has established a Regional Programme Advisory Committee (RPAC) that meets once a year. The RPAC will, among other functions, ensure that the programme remains aligned with ASEAN priorities and regional frameworks.

Regarding the national level, the DFAT project design involved extensive consultation with tripartite stakeholders at the national level in the six target countries. National support has been built through establishing strong relationships with the tripartite stakeholders per country. According to the TRANGLE II PDD, national governments have expressed their need to strengthen policy and implementation frameworks for the governance of labour migration. ILO Decent Work Country Programmes in each target country, on which partners are consulted, build the TRIANGLE in ASEAN programme in their plans. Sending as well as receiving countries have a strong interest in effective and efficient labour migration management systems migration due to the significant contribution to national economies. With regard to protection of migrant workers, there is global pressure on all ASEAN member states that the employment conditions of migrants should not be exploitative; but commitment to the protection of workers among governments in sending and receiving countries varies. This makes the programme universally relevant to the needs of migrant workers from a normative standpoint, but not necessarily aligned with national priorities regarding migrant worker protection, hence the need for the programme to help shift priorities.

The TRIANGLE in ASEAN baseline study of Policy and Practice in ASEAN also contributes evidence for relevance of the programme to the situations in each of the target countries. It notes that in the ASEAN region, labour migration policy and practice currently remains focused on security and sovereignty concerns, rather than reflecting international standards and good practice. (Baseline of Policy and Practice in ASEAN page 6). This points to the gaps and need for the programme; but additionally the report does identify specific expressed needs of national stakeholders that are aligned with elements of the programme.

3.2 Indicators

3.2.1 Scope of assessment and standards applied

This section assesses the indicators established in the programme performance framework with respect to the following TOR questions. The standard that informs these questions is noted in parentheses after each question:

Comprehensiveness and utility: Does the performance framework provide for a comprehensive assessment of the results of the programme that will allow for informed adjustments to activities with all implementing partners? *(GAC guideline: usefulness)*

Quality: Are the performance indicators established for the programme Specific, Measurable, Attainable, Relevant and Trackable (SMART)? *(ILO Results based management standard for performance indicators)*

Sensitivity: Do the performance indicators make use of a robust mix of both qualitative and quantitative methods in assessing results? *(GAC guideline - sensitivity)*

Feasibility: Is the collection of data required of stakeholders to measure indicators feasible given their capacities? (*GAC criteria of affordable and trackable*)

The assessment of the indicators incorporates a combination of the Results Based Management guidelines for indicators which commonly define good indicators as ones which are Specific, Measurable, Attainable, Relevant and Trackable (SMART) and the GAC guidelines that define strong performance indicators slightly differently according to the criteria of validity, reliability, sensitivity, simplicity, usefulness, and affordability. There is considerable overlap between these two standards, while the factors of sensitivity and affordability are distinct in the GAC guidelines. The guidelines note, and the evaluator agrees, that selecting indicators that meet each of these criteria can be challenging and that realistic concerns must guide the selection (GAC guidelines p.56).

3.2.2   Overall finding

The assessment finds that overall the indicators provide for a comprehensive assessment of the results of the programme. A sufficient number of indicators are included at the impact and intermediate outcomes levels enabling higher level changes brought about by the programme to be captured. Output data will also need to be collected and reported in reporting narratives, if not included in the performance framework. The majority of the indicators meet the SMART standard, based on the document review. The collection of the indicator data is possible; however the relatively large number of indicators and the amount of data disaggregation required may be challenging for the capacity of the designated Technical Officer (Research and M&E) and for the partners to record.

Indicators score: 4. This score is based on the overall high quality of the indictors which meet and exceed the requirements for reliable and valid indicators.

3.2.3   Comprehensiveness and utility

The performance framework (M&E Plan Annex 3) provides a set of indicators that encompass the levels of impact, intermediate and immediate level outcomes, and a limited number of output indicators. This set of indicators is considered sufficiently comprehensive, especially at the higher outcome levels, to enable a robust assessment of the progress and achievement of the programme objectives, allowing partners to make informed decisions on strategy adjustments.

One of the good practices observed in the performance framework is that indicators are included at the impact level and there are enough indicators at the intermediate outcome level to provide evidence of the high level changes sought, serving accountability, management and learning purposes, based on the comparative experience of the consultant. The system designers have applied lessons from the evaluation of TRIANGLE phase 1 where few high level changes were initially measured, but were included after a results framework was developed.

There are few output level indicators – two under Intermediate Outcome 1, two under Intermediate Outcome 2 and one under Intermediate Outcome 3. It is acceptable monitoring and evaluation practice to orient the collection of formal performance indicator data to the more strategic level of immediate outcomes and above. However, output data such as numbers of individuals trained under programme-supported activities will nevertheless need to be monitored against the work plans and Product List and judiciously included in narrative reports.

3.2.4 Quality of individual indicators

A detailed analysis of indicators per programme component, guided by the ILO SMART and GAC criteria, is provided in **Annex E.** A number of observations are highlighted here:

SMART standard: The majority of the indicators are SMART – specific, measurable, attainable, relevant and trackable, given that the majority are simple quantitative measures, either numbers or percentages, are reflect variables for which data can readily be collected and which will remain comparable at subsequent intervals.

Sensitivity and relevance: The majority of the indicators are disaggregated by country and gender, which will permit in-depth analysis of the specific effects on women and men and in each of the target countries and migration corridors. The indicators for policy change, such as Immediate Outcome 1.1 (Gender equitable and rights based policies) and 1.2, relating to gender-responsive mechanisms for social protection, are not disaggregated by sex because it would be difficult to classify a policy change as benefiting exclusively either men or women. In the case of the indicator for gender responsive access to social protection (Intermediate Outcome 1.2), a sector breakdown is included which will provide one means of identifying the gendered impacts of extending social protection as sectors are frequently male or female dominated. (See further discussion of gender disaggregation of indicators in section 3.7). However, if there are policies introduced that particularly target women or men migrants (such as maternity leave provision) these should be noted in the policy review undertaken at intermediate outcome level.

Mix of quantitative and qualitative data: There appears a tendency to rely on quantitative indicators in the PF, which are indeed measurable, but less sensitive and nuanced than qualitative indicators. For example, for Immediate Outcome 1.4: Service delivery by MRCs is sustainable, effective and gender-responsive, the indicator is "% of migrant resource centres receiving co-funding from national governments". In terms of validity, this indicator only relates to the sustainability of MRCs, and not the effectiveness and gender-responsiveness. While it is not advised to add further formal indicators to the PF, the performance on this outcome would be strengthened by supporting qualitative analysis in the annual reporting of the monitoring of effectiveness and gender-responsiveness of MRC service delivery. As noted by the Research and M&E Technical Officer, partners will be trained to qualitatively assess individual outcomes for migrants, as well as develop case studies for noteworthy activities. The use of these planned qualitative methods to supplement the quantitative indicators should also be noted where appropriate in the performance framework.

Indicators for skills recognition under Intermediate Outcome 3: The output indicator listed under Immediate Outcome 3.4: "Percentage of women and men workers whose skills are certified for low and semi-skilled jobs" (this should actually appear under Immediate Outcome 3.1 relating to introduction of skills recognition systems as noted by the Technical Officer), seems more appropriate as an immediate outcome level indicator, or higher, as numbers of people with certified skills would come as result of the systems being in place. The outputs of the programme might relate to the programme's support to partners such as training or technical advice. The PF framework should therefore be amended accordingly. The indicator is based on the assumption that certifications will be provided directly by partners, which is yet to be fully determined. However, the specific outputs under this component are still evolving; therefore the indicators will be subject to review annually and at the first interim evaluation.

Frequency of collection: As recommended by the NPC Vietnam, the indicators on remittance costs, and women and men in leadership roles under Intermediate Outcome 2 would be useful to monitor annually (as well as through the Rapid Asia study) at national level where capacity exists, for example in Vietnam, through Migrant Resource Centres. **(Recommendation 3)**

3.2.5 Feasibility of data collection

Overall, the collection of data by partners seems feasible given the comments received on partner capacities and the existing experience of the MRCs, provided that they can be provided with simple data collection forms and adequate training and follow-up coaching. However, the total number of indicators in the PF, (35), is quite large relative to projects of a similar size and in terms of the practicality of collecting, reporting and utilising the data. It would be worth considering whether any of the intermediate outcome level indicators could be omitted. The evaluator suggests that the indicator under Intermediate Outcome 2: "% of return migrant workers who report an increase in income generated by their businesses after receiving enterprise development training" could be removed as it is only relevant to a small proportion of beneficiaries who take up enterprise development training, and also one year after training may be too short a time to observe increases in income. **(Recommendation 4)** The assessment gives further consideration to the resources available to the M&E system in section 3.6.

3.3 Baselines

3.3.1 Scope and standards applied

This section addresses the following questions:

- Have baselines been established for each performance indicator?
- Does the baseline(s) establish a credible assessment of conditions at the start of the programme?
- Does the baseline provide a valid means for assessing the causality of the changes identified; and are appropriate data collections planned at subsequent intervals, including endlines?

The standard applied for the assessment is based on the ILO definition of the baselines criterion: "The existence of sufficient baseline data to establish a starting point for comparisons and future measurement of outputs and outcomes". The assessment also draws on the comparative experience of the evaluator in assessing baseline studies conducted for comparable programmes and projects.

3.3.2 Overview of findings

Performance indicators have been established to measure changes at impact, intermediate and immediate outcome levels. The overall finding of the assessment is that the Programme team has made a commendable effort to record baseline data for almost all of these indicators, with the exception of a small number for which baseline data are not applicable; for example where retrospective, change process tracing methods are planned, such as changes made by recruitment enterprises to comply with codes of conduct.

Taken together, the baseline data as a whole provide a robust and credible assessment of conditions at the start of the programme with regard to the policy and legislative environment for migrant workers; the current state of migration outcomes on various social and economic indices; and the level of access to support services by migrant workers. The quasi-experimental migrant outcomes surveys represent a good practice by including a means to attribute results to the interventions.

Baselines score: 4. This score is based on the conclusion that the baseline studies fully meet requirements and are of exemplary quality.

3.3.3 Assessment of the major baseline studies

TRIANGLE in ASEAN has supported two studies to establish baseline conditions against which to measure progress at subsequent periods. The first is a major quantitative study commissioned to Rapid Asia Co. Ltd. on a wide range of outcomes for migrant workers which will be used to assess impact of the programme on migrant outcomes among migrants from four targeted sending countries to two destination countries. The second is a desk review study of the policy and legislative frameworks at national level and regional level and the extent of alignment with international principles and guidelines on protection, development and mobility for migrant workers. The EA assesses the validity and capacity of these and other efforts to measure changes and attribute causality to the contribution of programme.

A. Migration Outcomes Study

The programme has built on the lessons of the GMS TRIANGLE project regarding the need for a robust, outcomes oriented M&E system that captures higher level changes. The migrant outcomes study is intended to serve as the zero level description and measurement of changes arising from the interventions that support migrants' social and economic outcomes.

Rapid Asia was commissioned to conduct the baseline survey in 2016 of the socio-economic outcomes for migrant workers in the four sending countries of national-level implementation who migrated to Thailand and Malaysia. This research is intended to provide both a situational evidence base for the programme interventions as well as a baseline for assessing the impact of safe migration interventions in the target sites. In close consultation with the Research and M&E Technical Officer, Rapid Asia oversaw the implementation of a quasi-experimental survey among samples of return migrants interviewed face-to-face in MRC target areas and control sites.

The sample is 1,808 return migrants, approximately 450 per country. The sampling was stratified to interview equal numbers of female and male return migrants in each of Cambodia, Laos, Myanmar, and Vietnam. Given considerations of cost and reliability this approach is considered both sufficiently valid. The interviews the assessor conducted with the programme staff and the Rapid Asia director indicated that the research was implemented to a high standard in terms of scope of the survey instrument, and consistency and reliability of the survey method.

Impact studies are relatively rare in migration and counter-trafficking programmes, and TRIANGLE in ASEAN is to be commended for this effort to capture change through a mixed methodology approach and draw attribution conclusions. The Migration Outcomes Index comprises 8 sub-indicators which together are combined to produce a single score. The MOI includes an equal number of financial (income, tangible assets, savings and debt) and social (life skills development, skill level of work, unemployment and psychological, social or health problems) indicators to measure changes from before to after migration.

The MOI has potential replicability for migration policies and programmes elsewhere and is selected as an emerging good practice. The Research and M&E Technical Officer noted several learnings from the experience of conducting the research, including the advantage of gathering data from migrants once they have returned rather when they are in the destination country where their accessibility and freedom to comment may be restricted.

Some qualifications regarding this methodology should be noted. First, with respect to the question of causality, the survey and its future iterations, planned at mid line at year 5, and an end line, cannot be used to attribute the changes observed in migration outcomes solely to the ILO TRIANGLE in ASEAN programme as IOM interventions are also included through their MRCs and other

programs. The follow-up studies will consider the joint impact of both ILO and IOM work. With respect to the impact of the services provided by MRCs, the attribution can fairly easily be made separately to ILO and IOM support as there is no overlap between IOM and ILO in terms of provinces. The impact of any changes in national policy and practices on migrants in the provinces will be more difficult to attribute, but changes over time can be observed.

Second, the sample of migrants is restricted to migrants from Cambodia, Laos, Myanmar and Vietnam to Thailand or Malaysia, justifiably reflecting the focus area of the project on intra-ASEAN migration, and with the intention to make outcomes more comparable. However, it is noted that it will provide a limited representation of the impact of interventions on migrants from Vietnam according to the Vietnam NPC, where Thailand and Malaysia represent only a small proportion of regular migration destinations, of around 10%. Migration of Vietnamese to Thailand in particular is almost entirely irregular, where there was no MOU to enable regular migration until 2016, thus the surveys will be able to capture changes in regular migration to these countries, but not potential changes in the migration channels used for other destinations.

The survey is valuable in capturing broad changes in the migration outcomes to which the programme can be assumed to have contributed. The results could also be usefully triangulated with small scale qualitative accounts of migrant outcomes. It remains difficult to demonstrate how changes in migrant outcomes come about through the interventions of the programme. The migration outcomes studies will therefore be supplemented by follow-up tracer studies – together these should provide a strong basis for attribution. The Technical Officer (Research and M&E) indicated that additional "Outcomes harvesting" methods will be used to supplement the findings of the large scale survey which would collect the outcomes for migrants, and then work backwards to trace how these outcomes occurred.[11] The programme team has already begun delivering training to partners on a method for collecting qualitative outcome harvesting stories, which has been well received in Malaysia.

B. Review of policies and practices against international standards

A qualitative review of national and ASEAN policies and practices has been completed by the Research and M&E Technical Officer. This review provides a solid and useful account of the state of policies and legislation in each country. Due to the sensitivity of the information in the review it is intended to remain an internal document. A follow-up review is planned in Year 4 to enable any impact level changes to be described. The EA considers this timing to be appropriate given the long term nature of policy and legislative change. The follow-up desk review is not intended to, or at least will likely not, attribute change to the programme. This is planned to be achieved by process tracing through interviews with stakeholders by an independent evaluator during the first triennial evaluation that will take place shortly after the desk review. Under this methodology, the programme will provide the evaluator with a list of key changes to policy and practice identified from baseline to the follow-up desk review. The evaluator will discuss these changes with the interviewees and assign a contribution score (ranging from critical to none) for each of the policy changes based on the interview data.

The baseline capacities of tripartite-plus stakeholders to implement policies and deliver services (under immediate outcome 1.3) have not been assessed at an in-depth level per institution or service delivery partner, but implementation practices are assessed in the policy and practice baseline study through, assessments of "capacity to formulate and implement policy", as well as specific areas of

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[11] Outcomes harvesting is defined as gathering outcomes of a particular intervention when the outcomes are not completely pre-defined. See http://www.betterevaluation.org/en/plan/approach/outcome_harvesting

implementation which demonstrate capacity such as complaint mechanisms, labour inspections, legal assistance, regulation of recruitment, labour market assessments. Further institutional capacity assessments could ideally be conducted, the policy and practice study is considered sufficient to serve this purpose in the light of available resources.

3.3.4 Other research studies

The research agenda of TRIANGLE in ASEAN provides for several other studies of the situation of migrant workers in target countries which will extend the basis for the evaluation of programme impacts. These include the study of "Access to Justice for Migrant Workers in South-East Asia". Targeted evaluations of specific interventions are also planned but the subjects of these are yet to be determined. TRIANGLE in ASEAN is providing training to partners to identify and develop case studies of activities with particularly positive results and those that fail to achieve their objectives, and these will inform the selection of more extensive targeted evaluations.

A number of other studies are included in the agenda that describe the dynamics of the situation of migrant workers and elucidate the barriers faced by particular groups in particular sectors and locations, such women in the Thai construction industry and in the domestic work sector. Though these are not intended as baseline studies for comparative purposes they provide a solid evidence base for the design of interventions.

3.4   Milestones

3.4.1   Scope of assessment

The assessment addresses three questions regarding the specification of the timeframes for delivering outputs and achieving results:
* Do the milestones provide a clear sense of the timeframe for achievement of results?
* Are the milestones a useful directive for work planning?
* Are the milestones that have been established realistically achievable?

3.4.2   Overall finding

The programme documentation establishes sufficiently clear milestones for the achievement of intended outcomes in the first five years through the Performance Framework that will allow for corrective action as required. Timebound planning for the delivery of outputs is satisfactory, for the period until 2020 as described across several documents including the annual country work plans, the regional work plan 2017-2018, and in the Product List 2017-2020. The clarity of the overall phasing of the project could be improved with an overview - visual or narrative - of the major sequencing of outputs or clusters of outputs over the life of project. Review and reduction of a small number of milestone targets is suggested.

Milestones score: 3. Based on meeting the requirements for milestones.

3.4.3   Detailed assessment

The term "Milestones" is used to refer to timebound plans for the results to be achieved and the outputs to be delivered over the life of the programme. TRIANGLE in ASEAN has included timebound plans and target values on the following inception documents: Five-year Performance Framework; Annual country work plans for the six target countries; regional work plan for 2017-2018; and a Product List for the period 2017-2020. The cross-cutting strategies for private sector engagement and communications for advocacy and visibility also include some timeframes for activities.

The 5-year Performance Framework provides a map of the expected achievement of results, and provides a good sense of the target level or "how much" is expected to be achieved by Year 3 and Year 5 for each of the outcome level indicators. Year 3 refers to 2018, and Year 5 to 2020 (p. 15 of the M&E Plan) though this could be clarified on the Performance Framework itself. The frequency of these measures is considered reasonable by the assessor for the achievement of targets at the outcome level. It is noted that the annual reports which are submitted each February covering the previous calendar year, will also provide updates on the achievement of outcomes and outputs. The view of the programme team, and considered reasonable by the assessor, is that it is not appropriate to set milestones for the full-ten years at this point in order to allow for flexibility in responding to the changing needs and context. The detailed performance milestones for years 6 to 10 will need to be established by Year 4.

In terms of directing work planning in the short term at national and regional level, the three yearly and five yearly measures will be supplemented through the more frequent processes of 6-monthly partner reporting on their Implementation Agreements, quarterly briefing notes and annual reporting to the donors.

Independent evaluations are scheduled to occur at Year 4, Year 7 and Year 10. Given the 10-year duration this number and timing is considered highly advantageous to ensure that the programme can make adjustments relatively early in its life in response to findings of the first and second evaluations.

Regarding the **achievability** of the milestone targets, the assessment will not discuss each of the targets in detail, but raises questions on two targets that may need to be re-considered:

- The targets for Immediate Outcome 3.4, the number women and men whose skills are certified for low and semi-skilled jobs (1,500 at Year 3 and 3,000 at Year 5), may be too high considering the long term effort that may likely be required to set up such systems of certification.
- Under Protection, "the % of workers who decide to migrate through regular channels after counselling". For Vietnam the target is set at 95%, from a baseline of 88% which seems high. It is noted that this is not the rate of regular migration itself, but the rate of migrants who proceed to migrate regularly following MRC counselling. However, the Programme staff raised questions about the validity of this data which is gathered through beneficiary tracing surveys. In response to this issue, the Technical Officer for Research and M&E indicated that in fact it has been decided that partners will develop qualitative outcome harvesting stories to document changes in migration channels chosen, rather than produce quantitative survey results given the lack of capacity for the latter. The above indicator therefore needs to be adjusted or replaced in the performance framework.

As a dynamic document, the targets in the performance framework can be adjusted during the project life, given sufficient justification and documentation.

A small number of outputs are included in the performance framework with performance measures at years 3 and 5, such as 1.3.1. Training provided to tripartite plus stakeholders on policy implementation and service delivery - the number of tripartite stakeholders trained at Years 3 and 5; 1.4.1 # of potential migrants, migrant workers and their families provided with MRC support services; 2.3.1 Peer networks established in origin communities and 2.3.2 Training on enterprise development and financial literacy delivered. Otherwise, the outputs expected to be delivered are largely missing from the performance framework. While some development programmes follow the convention of including outputs in the performance framework, it is not essential from a performance monitoring

point of view to record all outputs delivered, and the programme staff has determined it more useful to document these in the work plans and in the Product List.

As noted, implementation planning, as distinct from performance measurement, is presented at activity and output level in the annual country work plans, two-year regional Work Plan (Annex 2 of the IR), and the Product List 2017-2020. Some references to overall programme phasing also appear in other inception documents such as the gender strategy.

The donor representatives interviewed by the evaluator commented that the overall sequencing of project activities is not clear enough. The programme team has addressed this to a large extent by the inclusion of a Product List for 2017-2020 (IR Annex 11) which provides a useful guide to the tangible products that are expected to be produced and their delivery timeframes. Nevertheless, an additional section in the documents consolidating the phasing would be helpful for any incoming personnel to the programme as well to enable independent evaluators to quickly grasp the intended path of implementation. At the time of the review, the Product List also needed to be cross-referenced with numbering in the PF. [12] (**Recommendation 5**)

3.5   Risks and Assumptions

3.5.1   Scope of assessment and standards applied

The scope of the assessment covers the following questions:
- Have the risks to achieving outcomes been comprehensively identified?
- Are the risk mitigation measures clearly defined and supported by theory, logic, empirical evidence and/or past ILO experience?
- Does the risk management plan provide for regular assessments and adjustments to be made?
- Have the key assumptions to achieving outcomes been agreed upon with stakeholders?

The assessment of analysis of risks and assumptions draws particularly on the DFAT guidelines on the specification and management of risks and assumptions.

3.5.2 Overall finding

The Risk Management Strategy adheres well to the requirements outlined in the DFAT guidelines. A comprehensive range of risks are identified and rated according to likelihood and seriousness of the consequence. The risks of such a large and complex programme have not been under-estimated; however the frequent monitoring and reporting of risk events is likely to enable a timely response.

Risks and assumptions rating: 3. This score is based on the finding that the criteria are fully met with little improvement needed.

3.5.3   Risk analysis and management

The Risk Management Strategy (Inception Report Annex 5) provides an analysis of risks to achievement of the programme's intended outcomes. These are presented in a Risk Register at the level of the overall programme and by outcome area. They are further categorized according to type of risk:

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[12] This cross-referencing of the product list with outcomes numbering in the PF may have been completed during the preparation of the EA report.

- Contextual risks (e.g. effective laws to protect women and men migrant workers are not adopted; shrinking space for civil society organizations and human rights activities in ASEAN countries);
- Programmatic risks (e.g. cost of migration is high for workers using private recruitment agencies; private sector compliance with ethical recruitment and employment practices established in codes of conduct is limited, programme stakeholders are not able to effectively apply a gender transformative approach); and
- Institutional risks (e.g. scope of activities proposed is too ambitious given reduced financial resources arising from de-valuation of the Australian dollar against the US dollar).

The Risk Register included with the strategy lists and assigns ratings to the risks based on the DFAT Risk Rating scheme at four levels: low, moderate, high and very high, which are calculated through a combined assessment of how likely it is that the risk event will occur (5 levels from almost certain to rare) and the level of consequences on achievement of programme outcomes if it should (with five levels from negligible to severe).

The EA finds that a wide range of risks have been identified, relating to three major outcome areas. Under the programmatic category, the majority of the risks are rated as high, while fewer of the contextual and institutional risks are rates as high.

The risk strategy mainly analyses risks at the level of medium term outcomes achievement. Few risks are formally monitored at the lower levels of the TOC, with the exception of resourcing issues; but these immediate risks need to be managed as part of day-to-day programme management.

The EA finds that some of the risks are too broad to be very useful to develop mitigation strategies. For example, one of the risks related to gender outcomes is expressed very broadly: "Project stakeholders not able to apply a gender transformative approach." It may be more useful to identify project stakeholders who do not accept non-discriminatory principles in migration as there will inevitably be several stakeholders across the ASEAN regional whose attitudes to gender and migration will remain little changed.

The risk mitigation strategies are presented through the risk-management strategy column of the Risk Register. The responses to risk events are mostly well thought through, and propose mitigation strategies based on ILO past experience as well as the ILO's access to networks to further support the programme's intervention strategies. In addition, the risk mitigation measures, for the most part, are clearly defined. Further specific description of the risk mitigation responses is expected to occur as the implementation and updating of the risk register proceeds.

3.5.4 Implementation of risk management

The risk management plan proposes a five step process consisting of identification, analysis, evaluation, treatment and reporting to respond to emerging risks. The risk matrix will be updated quarterly and will also be reported on in annual reports. The regular assessment of risk and reporting by National Project Coordinators (NPCs) and senior regional staff is considered sufficiently frequent. The risk register itself is proposed to be updated on a quarterly basis by the Regional Research/M&E Officer. However, many of the risks identified in the risk register refer to risks at the long-term (impact) and intermediate outcome level (medium term) and developments of such events may be difficult to provide comment upon at short term intervals, especially early in program implementation. In other words, the contextual macro-level risks would not be expected to change within short time frame of three-months, and therefore no change would be recorded. For example, political will of stakeholders towards instituting gender transformative policies is not something that

will likely change in three-monthly periods. However, the review and updating process will enable risks emerging at medium term and short-term intervals to be documented.

The EA raises a consideration for the Programme regarding the capacity of the NPCs and partners participating in the PACs to assess and report on risks. As noted in the Risk Management Strategy, the Research and M&E Technical Officer will provide training on risk assessment as part of M&E training. Care must be taken in this training to include practical examples of the types of risks that partners such as MRCs and national tripartite partners should observe and report. As noted by the Technical Officer (Research and M&E), the findings of the risk analysis will not be shared publically, given the political sensitivity of some risk elements, such as "Shrinking space for civil society organizations and human rights activists in ASEAN countries". The results will be kept for internal use and shared with the programme donors. Not only the findings, but the risk categories themselves will need to be treated with caution in terms of sharing with national partners such as PAC members.

3.5.5 Agreement on key assumptions

The key assumptions for the achievement of the programme outcomes are articulated in the theory of change. These assumptions are related to enabling factors such as effective rule of law/anticorruption; sustained political will/leadership; effective collaboration between diverse stakeholders; strengthened civil society organizations; increased acknowledgement of the contribution of women and men migrant workers. The programme design (both DFAT and GAC funded projects) went through extensive consultation processes with the tripartite plus partners to reach consensus on the results framework including discussion of the enabling factors and assumptions as expressed in the TOC. In the event that there are any significant changes in the enabling factors, these should be noted in the annual reports, linked with the risk analysis.

3.6   Monitoring and Evaluation System

3.6.1   Scope of assessment and standards applied

The assessment of the M&E system as a whole responds to the following questions:
- **Quality and regularity of information**. Does the M&E system provide for an adequate quality and regularity of information on programme performance to meet management and stakeholder needs?
- **Resourcing**. Is the resourcing for the M&E system sufficient to meet its objectives?
- **Evaluation criteria**. Have the criteria for evaluating the results of the programme been clearly defined?
- **Beneficiary participation**. Are participatory methods in place that will allow for beneficiaries to contribute to the assessment of programme performance?
- **Capturing unintended consequences**. Does the M&E system include means for assessing the unintended benefits and consequences of the programme?

3.6.2   Overall finding

The M&E system as a whole provides for the collection of comprehensive, quality and timely information to meet management and stakeholder needs. The criteria for evaluating the results through independent evaluations are clearly defined and appropriate benchmarks are established for performance monitoring. The system provides some opportunities for beneficiaries to contribute to the assessment of performance and has the capacity to assess unintended consequences of the programme. The main limitation of the system that remains to be addressed is that the Programme's human resources are stretched to carry out the extensive range of data collection and reporting envisaged.

M&E system score: 4. This score represents the assessment of very good content in meeting the criteria of enabling the stakeholders to identify problems during programme implementation and facilitate the measurement of progress. Although the resource limitations are a key issue to be addressed, the score reflects the overall quality of the system.

3.6.3 Quality and regularity of information

The Monitoring and Evaluation Plan (IR Annex 3) provides a thorough description of the system that provides a sound basis for the collection and reporting of quality of information on programme performance. It includes a results-based management approach using a regularly updated management information system through which programme staff can assess the results of interventions in consultation with tripartite constituents at PAC, SURAC and RPAC meetings. The quality of the information collected by partners is assured through technical backstopping and a review of the information by the Technical Officer (Research and M&E), following the consolidation of information collected by the NPCs in their respective countries and at ASEAN level. The quality of the M&E system as a whole is also strengthened by the provision of additional technical advisory services by Clear Horizon consulting as deemed necessary by DFAT and the ILO.

The M&E Plan provides for a wide range of progress reporting with good regularity. The reporting mechanisms include annual progress and financial reports submitted to DFAT and GAC, including updates against the performance framework; Quarterly Briefing Notes provided by the NPCs and the technical officer (Jakarta) on the migrant labour situation and key achievements that will be provided to donors and posted on the programme webpage; mission reports for all field missions undertaken by technical staff; six monthly partner reports on their Implementation Agreements; and triennial evaluation reports. This range and regularity of situational and performance reporting is expected to be sufficient to satisfy the needs of staff, donors and stakeholders based on comments received.

The main area for improvement expressed by the GAC and DFAT representatives, and supported by the evaluator concerns the coherence of the documentation of the work planning and M&E frameworks, including the Inception Report and its strategy annexes. It was observed that numbering is inconsistent across the documents, making it difficult to see how everything fits together. The donor representatives stressed the need for better alignment in wording and numbering between the ToC, M&E Plan/Performance Framework, the regional and national work plans, and the activities outlined in each cross-cutting strategy and the Product List. As suggested by DFAT representatives, it would be useful to include in the Inception Report a table providing a summary of all reporting and planning documents and their timeframes, including how often they are reviewed and updated.[13] **(Recommendation 6)**

The quality of data collected by partners and consolidated by the NPCs is supported by a sound capacity development approach under which tailored coaching is planned to be provided to implementing partners at the initiation of service contracts. According to the Technical Officer (Research and M&E) this training is due to commence in the latter months of 2017.

The capacity of partners such as MRCs and other local and national implementing partners to collect and report on progress will be critical to the quality of data. The Technical Officer (Research & M&E), the ROAP M&E Officer and individual NPCs highlighted the different levels of capacity for M&E tasks

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[13] This comment is based on documentation available at the time of the field mission. Improvement to the consistency, cross-referencing and preparation of a reporting summary table was underway in parallel to the preparation of this report.

among the partners. It was noted that several MRCs have existing experience under the first phase and for some items the instruments used will be similar to those used in Phase 1, while other partners are new to this programme. However, solid training will be needed to orient them to new and amended data collection tools.[14] NPCs also emphasised the importance of training for the national level tri-partite partners. Based on the experience of the NPCs, the emphasis of the training should focus on practical issues in the use of the tools, rather than conceptual issues in M&E. One partner and one NPC interviewed suggested training duration of 2-3 days for partners, with follow-up coaching. However, according to the Technical Officer (Research and M&E) past TRIANGLE experience found that shorter and individually tailored trainings for each partner are an effective approach, compared to multi-day trainings for a number of partners, because the training is entirely about their own activities. Therefore 1-day trainings are planned to be provided by regional staff for each partner organization. Provided that the NPCs can follow-up with individual partner coaching, this appears to be a well-founded approach. This training also provides an opportunity for NPCs' M&E skills to be strengthened. **(Recommendation 7)**

3.6.4 Resourcing of the M&E System

Staffing
The human and financial resourcing of the M&E system is adequate but modest for a programme of this scope and duration. The provision of a full time Technical Officer for research and monitoring and evaluation is the key resource to oversee the system as a whole. While the responsibility for collection of the M&E data is shared among the NPCs and country partners.

Several observers, including the donors and programme staff noted that the Research & M&E Technical Officer has a very high workload given the responsibility for both research and M&E. The evaluator concurs, based also on comparison with other large scale programmes that frequently assign a full time evaluation officer as well as an evaluation assistant, with sole focus on M&E, rather than substantive involvement in research and M&E. Senior programme staff interviewed recognise this high burden and suggest that additional external non-regular personnel will be needed to support the Technical Officer. It is therefore recommended that the programme looks for efficiencies in managing the tasks involved as well as seek additional human resources, such as monitoring and evaluation consultancy and administrative support at peak periods. Additionally, given concerns about the extent of the data collection and disaggregation planned, it is recommended that the next annual report review the capacity of the M&E resourcing to achieve the planned monitoring work, and provide options to reduce the scale of data collection system if resources are not considered sufficient. **(Recommendation 8)**

Resourcing of the independent evaluations and outcomes surveys
Financial resources (US$40,000) are allocated for the independent evaluation in Year 4. This is considered efficient, but modest allocation, especially in the event that a team of two evaluators is recruited. The EA recommends that two evaluators would be ideal to adequately assess the scope of the regional and national programme interventions. If this recommendation is supported, the programme may need to revisit the budget allocation to provide a modest increase in funding. **(Recommendation 9)**

At the time of the assessment interviews, the grant agreement with GAC required that a mid-term evaluation be conducted in 2018, in addition to the three triennial evaluations planned in 2019, 2022 and 2025. In the interests of resource efficiency and usefulness of the independent evaluations, it is

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[14] As noted by the Technical Officer (Research, M&E), all of the data collection tools have been reviewed and updated based upon changes in programming and learning from phase 1.

recommended that GAC and the ILO come to agreement that this evaluation be postponed and integrated within the first triennial evaluation in 2019. **(Recommendation 10)**

It is noted the TRIANGLE in ASEAN has leveraged financial contributions from the SDC-supported IOM PROMISE project to obtain co-funding for the baseline survey, and has secured informal commitment from IOM to co-fund the midline and endline surveys. IOM has expressed a high level of satisfaction with the results of the baseline survey, and are therefore interested to continue working with the Programme on the future studies.

3.6.5 Criteria for evaluating the results of the programme

The M&E Plan describes a clear set of criteria for evaluating the implementation and results of TRIANGLE in ASEAN during independent evaluations. These are established according to the criteria of relevance and strategic fit of the intervention; validity of the design; intervention progress and effectiveness; efficiency of resource use; effectiveness of management arrangements; impact orientation and sustainability of the intervention; and gender equality.

With regard to evaluating the results of particular interventions, milestone benchmarks for achievement have been defined for the majority of the indicators in the Performance Framework. Gender responsiveness of the results is also a key criterion for evaluating performance on each outcome, as discussed elsewhere in this report.

3.6.6 Participatory methods for assessment

Partner participation in the assessment of the progress is well catered for, including through scheduled partner network meetings for sharing experience, held annually or bi-annually depending on the country.

The M&E system does not currently provide many ways for women and men migrant workers themselves to contribute to the assessment of the various interventions of the programme. Interviews with MRC clients regarding their satisfaction with the services are included as part of the programme's monitoring approach and are intended to be conducted by NPCs and regional staff during their monitoring visits. This methodology is included in the existing M&E training guide for MRCs. However, the challenge has been the lack of regularity with which the regional and national staff are able to conduct visits. Quarterly visits have not proved manageable and even six monthly monitoring visits do not appear feasible according to the Technical Officer (Research and M&E). The NPCs currently conduct visits on an ad hoc basis and will conduct follow-up studies to gauge individual client outcomes and satisfaction. The capacity for site-based monitoring represents a resourcing concern that should be addressed in the interim evaluations. Additionally, the independent evaluations will provide an opportunity for small-scale but important consultations with potential and return migrant workers in the target communities. **(Recommendation 11)**

3.6.7 Capturing unintended consequences

The majority of the indicators in the Performance Framework are results-based and quantitative, which may not be as sensitive as qualitative indicators in picking up unintended consequences, as they are closed response items. Nevertheless, unexpected patterns can be observed through the interpretation of various quantitative indicators. For example, an unintended increase in the cost of migration due to increased use of regular channels can be captured in the data, assuming the reasons for the increase can be reliably linked. Moreover, there are a number of outcomes methodologies that are qualitative and retrospective-looking. In particular, the process tracing/follow-up surveys of migrant choice of channels, conducted by MRCs against Intermediate

Outcome 1, will provide an opportunity for MRCs to identify unpredicted outcomes. Similarly, the process tracing of policy change through interviews with policy making stakeholders by the independent evaluators will enable any unintended consequences to be harvested. The programme is advised to look for further opportunities to identify and document unexpected changes among stakeholders among tripartite constituents, the private sector, service providers and migrants themselves, whether based on quantitative or qualitative evidence.

3.7   Gender Equality

3.7.1   Scope of the assessment

The assessment of the gender equality criteria addresses four questions:
- Does the theory of change adequately integrate gender concerns, including articulation of how the programme is expected to impact women?
- How thoroughly has gender been mainstreamed into the M&E strategy?
- Is data sufficiently disaggregated to analyse gender differences and inform programme management decisions?
- Have indicators that measure gender-specific or asymmetric results been established?

The assessment draws on standards of gender equality and gender sensitivity put forward in the donors' and ILO evaluation and programme design principles and on the evaluator's experience and consultations regarding good practice with the DFAT regional Social Development Advisor.

3.7.2   Overall finding

Gender equality concerns are well integrated within the theory of change, and elaborated in a comprehensive Women's Empowerment and Gender Equality Strategy (WEGES) that provides for integration of gender concerns across the programme and for specific activities to address gender issues. The M&E system provides for gender disaggregated data wherever this is feasible, and gender-specific or asymmetric results are captured. Performance on the gender strategy is reported annually and a budget for gender-specific activities is established. The gender strategy enables the Programme to respond to critical gender issues and measure performance on gendered changes brought about, but would benefit from a more concise and concrete action plan that can be reported against annually.

Gender equality score: 3. This score is based on the existence of a comprehensive gender equality strategy along with sufficient gender disaggregation of indicators that meets the evaluability criteria.

3.7.3   Integration of gender concerns in the theory of change

The intention of TRIANGLE in ASEAN to promote gender equality and address gender inequalities is prominent in the Theory of Change document. Each of the three intermediate outcomes expresses the intended gendered impacts of the programme. Thus, the interventions on Protection, Development and Mobility are all intended to improve equality of outcomes for women and men migrant workers and empower women migrant worker to benefit from migration. Several of the immediate outcomes highlight gender responsiveness in the changes to be brought about, such as Immediate Outcomes 1.1, 1.2, 1.4, 2.1, and 3.4. Moving down the TOC hierarchy to the outputs level, the differential outputs for women and men are not uniformly captured. The theory of change itself does not articulate the specific impacts on women, but refers these impacts to the Women's Empowerment and Gender Equality Strategy. The WEGES is therefore considered an extension of the theory of change. The strategy proposes a twin-track approach that mainstreams gender across all

interventions; and also includes a second track for specific activities aimed at increasing women's empowerment.

This strategy document presents a thoroughly researched and argued strategy to address issues of gender discrimination, which does not shy away from taking a political approach. It proposes aspirational change statements that the programme will achieve or contribute to by the end of the programme. The overall change statement is that "It is essential for all migrant workers, regardless of gender that discriminatory gendered norms and structural barriers are removed to enable equitable migration and decent work options, increasing voice, power and participation". The strategy also defines gendered approaches and outcomes under the Protection, Development and Mobility pillars. Examples under Protection include legal reviews and enforcement of international legal obligations to ensure non-discrimination; indicative strategies for gender responsive service delivery, including making services more accessible to women; and gender sensitive complaints handling.

Under the three pillars, the WEGES identifies critical indicators of change at the (immediate) outcomes level, (WEGES page 4), that are also referenced in the Performance Framework:
- **Protection**: Decrease in the wage gap between men and women migrant workers;
- **Development**: An increase in the share of women migrant workers who feel they have more control over household decision-making after return;
- **Mobility:** The number of policies officially restricting women or men's migration by sector, age, or country of destination is halved by 2025.

The main weakness of the strategy document from an evaluability perspective is that it is too academic and ideally needs to be presented in such a way that it can be quickly grasped by relevant parties such as implementing partners, and external evaluators who typically have only a short time allocation for desk review.

3.7.4 Capturing Gender differences through the M&E Strategy

The M&E Plan (Annex 3 to Inception Report) describes a comprehensive set of strategies to record and analyse the differential benefits of the programme for men and women, operating at the level of inputs (budget allocation to activities that proportionally benefit women such as work on occupational sectors such as fishing and domestic work – both women dominated and traditionally male dominated); outputs, outcomes, and impact.

The majority of the indicators in the PF are gender disaggregated, which is a good practice. This builds on TRIANGLE (phase I) experience where the emphasis on gender disaggregated data enabled the programme to identify and address issues of gender imbalances with individual partners, as noted by the Technical Officer (Research & M&E).

A number of strong gender-specific indicators are identified in the M&E Performance framework and cited in the WEGES. These include:

Protection:
- % gap in average earnings of women and men migrant workers by occupation (measured at baseline, midline and endline by the Rapid Asia survey)

Development:
- % of women and men migrant workers who take up leadership roles in their communities

Mobility:
- % of women and men among migrant workers employed in a legal regular status.

- Immediate outcome 3.4: Indicator: (Reduced) Number of policies restricting women or men's migration for employment – a measure of the policies in countries of origin or destination that place gender-based restrictions on mobility, either explicitly or de facto.

At the immediate outcome level there are some indicators that would appear to require further analysis or breakdown relating to gender. Some further considerations regarding the gender sensitivity of the indicators follows:

- In the case of **Immediate Outcome 1.2** (Gender responsive mechanisms are established to increase men and women's access to social protection), the indicator, "number of social protection policies introduced" will be broken down by sector, which would reflect the extension of social protection to sectors that predominantly employ women or men, such as domestic work or fishing. Analysis of the content of new social protection policies would also identify whether they are gender responsive, such as maternity leave provisions.

- Immediate Outcome 2.1: Gender responsive policies on return and reintegration – the indicator is the "Number of policy/legislative instruments adopted with ILO inputs", which assumes the ILO inputs will be gender responsive, but there is no element in the indicator of the extent to which these are gender-responsive, such as number of policies with differential benefit for women or men, if any.

- Immediate Outcome 2.4: The evidence base on migrant workers' contribution to regional and national development is enhanced. Indicator: # of knowledge products published on migration and development issues. This could be disaggregated according to the number of knowledge products dealing with asymmetric or gender-specific issues.

The intersection of gender and other inclusion issues such as ethnicity could be further detailed in the monitoring and evaluation of the programme, exploring for example, whether the programme has any protective benefits women of ethnic minorities from Myanmar, Vietnam, Laos and Cambodia.

To support the utilization of gender disaggregated data, the evaluator advises that the gender focal point will need to back-stop the data analysis and provide recommendations to the staff and partners to ensure that these gendered learnings are utilized.

3.7.5   Implementation of the strategy

In terms of oversight of the strategy, the programme has assigned a newly appointed Technical Officer in Jakarta as gender focal point. In addition, training has been provided for all staff on issues of gender discrimination in migration as reported in the 2016 Annual Report. A good practice under Track 2 is the inclusion of tangible programme management measures towards gender equality such as gender budget allocations and indicators for programme spending on activities focused on women. The Annual Report template includes a standard section reporting on progress on gender equality issues.

The feedback from DFAT, GAC and the DFAT regional Social Development Advisor was that the strategy remains a strategy and does not contain enough action planning. In the absence of a gender action plans, evaluating the progress of implementation of the strategy may be difficult because the interventions and their timing is not sufficiently defined. While the Programme team response is that the strategy will be operationalized through annual work plans, the EA concurs with the view that a gender action plan should be developed in addition to the strategy document that will set out the

gender-specific activities with concrete activity plan with dates, location, and actors responsible. **(Recommendation 12).**

3.8   Summary of Evaluability Criteria Scores

Table 3 provides the results of the EA scoring on the evaluability criteria. The weightings defined in the original ILO tool have been adjusted to account for the additional criteria of gender equality evaluability. The assessor assigned weightings of 0.10 to gender equality and the M&E system, respectively to balance the total weightings to a sum of 1. As a general guide, an evaluability score of 2.50 and above deems a project as suitable and appropriate for evaluation.

The application of the assessment criteria and scoring produced a weighted composite score of 3.25. This score means that the Programme meets the criteria for evaluation well, with room for some improvements, as outlined in the foregoing analysis. In interpreting these scores the evaluator notes the qualification that assigning ordinal scores on a 5-point scale does not allow for fine differentiation between levels of performance.

Table 3. Evaluability Scores per Criteria

Criteria	Raw score	Weight	Weighted score
Outcomes	3	0.20	0.60
Indicators	4	0.20	0.80
Baselines	4	0.15	0.60
Milestones	3	0.10	0.30
Risks and assumptions	3	0.15	0.45
M&E system	4	0.10	0.40
Gender equality	3	0.10	0.30
Composite score (average)	**3.42**	**1.00**	**3.45**

IV.   Conclusions, Lessons Learned and Good Practices

4.1   Conclusions

The inception documentation demonstrates a high level of evaluability for TRIANGLE in ASEAN, as a result of the significant efforts of the programme team and the contributions of the donors and consultants. The EA draws the following conclusions for each of the evaluability criteria:

Outcomes: The theory of change is coherent and is well aligned with development priorities for migration governance, nationally, regionally and globally. The outcomes in the performance framework are clearly articulated, placing the programme in a sound position for evaluation. Some minor adjustments to outcomes statements are suggested to specify the regional or country specific scope. While the scope of the programme is intentionally ambitious, and allows for flexibility in response to the changing situation, the outputs planned under Outcome 3 in particular may require scaling down.

Indicators: The majority of the indicators are specific, measurable, attainable, relevant and trackable. Sufficient indicators are available to capture changes at the upper levels of outcomes and impact and a robust mix of qualitative and qualitative measures are included.

Baselines: Credible baseline data have been recorded for the majority of the indicators at impact, intermediate and immediate outcomes levels and for a number of key outputs. Taken together, the baseline data provide a robust assessment of conditions at the start of the programme, for comparison with subsequent measures. The migration outcomes surveys at baseline, midline and endline additionally provide a credible means for attributing improvements in migrants' economic and social outcomes to the interventions.

Milestones: Clear milestones and targets have been established to assess the level of performance against the Performance Framework indicators for the first five years, providing a good basis for progress assessment. Satisfactory timebound planning for the delivery of outputs is in place for the delivery of outputs and key products through the national and regional work plans and the Product List. The overall phasing could be better presented through an overview of the sequencing of major interventions.

Risks and assumptions: The risks analysis is comprehensive and complies with the DFAT guidelines. The risk mitigation strategies are well considered and well founded on ILO experience and the risk management plan is systematic, including regular assessment and reporting of risk factors. The effective application of the risk management strategy will require sufficient training of NPCs and partners to assess and report on risks.

M&E System: The Monitoring and Evaluation Plan is comprehensive with identification of milestones for data collection, reporting mechanisms and frequency, and assignment of responsible parties. However, the M&E framework is ambitious in the extent of its indicators and disaggregation. The comprehensive scope of the M&E system tasks, as well as the substantial research component of the programme place a high workload on the Technical Officer (Research and M&E) and the implementing partners. The programme team will need to identify efficiencies and seek additional human resources in managing the tasks involved, as well as ensure that the monitoring system effectively feeds into the management of the programme.

Gender equality: Through the cross-cutting WEGES, TRIANGLE in ASEAN integrates gender equality responsiveness strategies across the outcomes and also includes specific gender-focused interventions and budget allocations. The M&E system includes sufficient gender analysis of the results to capture the outcomes for women and men. The WEGES strategy is thorough and based on feminist principles, but is ambitious and as yet more strategic than concrete. It requires more concise and specific action planning to ensure that it can be both readily understood and implemented by national coordinators and partners and more amenable to evaluation.

4.2   Lessons Learned

Several lessons have been captured during the EA process and analysis. These lessons are based on the experience reported by the stakeholders and staff and on the consultant's conclusions and comparative experience:

- A lesson learned by programme staff was that the TOC workshops conducted with stakeholders during the inception phase, while essential to building the relevance and ownership of the programme, need to be adapted per country depending on the stakeholder capacity. Additionally, the programme staff found that it is not the best use of time and resources to complete the full performance framework including the indicators with all the partners and details need to be finalized by technical staff beyond the participatory workshops. This lesson corresponds with the experience of the evaluator in conducting

stakeholder workshops to confirm programme design and elaborate monitoring and evaluation frameworks.

- The process of developing the inception documents has produced multiple lessons observed by the programme staff, the donors and the evaluator. This programme has undergone a lengthy design and inception phase, approaching three years for the DFAT-funded component. The investment of time and extensive consultation has enabled high quality documentation of the M&E framework and reporting system. The process has also demonstrated that inception documentation needs to be concise and readily grasped by existing and incoming staff, donors and independent evaluators. On the other hand, the performance framework is intended to be a living document, and there is a point at which there are diminishing returns from finessing planning documents, which could impede progress. The evaluator suggests that inception periods should be limited to one year as a general rule.

4.3   Good Practices

The following good practices are based views of the key informants and the comparative experience of the consultant.

- The inclusion of a robust regional migration outcomes baseline survey, and subsequent midline and endline studies, that incorporate control samples to contribute the attribution of the changes brought about by the programme is a commendable and replicable practice. The methodology and development of the MOI is a valuable contribution to evaluation practices in the labour migration development sector. This research is also strengthened by the inclusion of qualitative interviews with key stakeholders.

- A strength of the Performance Framework is that it includes a high proportion of indicators that measure change at the intermediate and immediate outcome level, rather than focusing on reporting on the delivery of outputs.

- The inclusion of a solid research agenda and production of high quality research products strengthens the contribution to the knowledge base and the foundation for designing the interventions of the programme.

- Providing intensive and tailored training to implementing partners during inception is a good practice that warrants documentation as an example for comparable projects.

V. Recommendations

The following recommendations are directed to the TRIANGLE in ASEAN programme management team to implement, with the exception of those that concern the resourcing and TOR for the independent evaluations, which also concern ILO ROAP, ILO HQ and the donors. Indications of the priority and timeframe for the recommendation are given in parentheses following each recommendation.

1. **Outcomes.** Consider adjusting relevant immediate outcomes statements identified in the Evaluability Assessment to specify the location of the result, whether national or regional. *(Priority: medium; timeframe: inception document review)*

2. **Outcomes and outputs**. Under Intermediate Outcome 3, some of the outputs and the immediate outcomes to which they contribute warrant more definition and articulation of the essential activities compared with optional ones. Less crucial outputs and activities could be removed in the light of resources and time constraints. The evaluator suggests that a review of Intermediate Outcome 3 outputs should occur at annual reporting and in the first triennial evaluation. (*Priority: high; timeframe; next and subsequent annual reporting*)

3. **Indicators**. Consider removing less critical indicators to reduce the extent of data collection. For example, remove the indicator under Intermediate Outcome 2: "% of return migrant workers who report an increase in income generated by their businesses after receiving enterprise development training" as it is only relevant to a small proportion of beneficiaries who take up enterprise development training, and also one year after training may be too short a time to observe increases in income. *(Priority: medium; timeframe Inception document review/next annual report)*

4. **Indicators**. It would be useful to have more frequent measures than currently planned for some indicators. The indicators on remittance costs, and women and men in leadership roles under Intermediate Outcome 2 could be monitored annually by MRCs where capacity exists, not only through the Rapid Asia study. *(Priority: low; timeframe: annual report review of Performance framework)*

5. **Milestones and work planning.** Include a section in the Inception Report describing the overall the phasing and sequencing of the 10 year programme, and the rationale for 5-year planning in the Performance Framework. *(Priority: high; timeframe: inception reporting)*

6. **Inception Report documentation alignment and cross-referencing.**[15]
   - Align the numbering and wording of outputs and outcomes across the following documents: Theory of Change, M&E Plan/Performance Framework, work plans (regional and national), planned activities outlined in each cross-cutting strategy; Product List.
   - Include in the Inception Report a table providing a summary of all reporting and planning documents and their timeframe (including frequency of updating) to provide an overview of reporting.
   - Include numbers on the indicators in the performance framework.
     (Priority: high; timeframe: Inception reporting)

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[15] It is noted that between the time of the field interviews and the finalization of this report, recommended work on the documentation was underway in response to donor comments. Nevertheless, this recommendation is included as it is based on the documents available at the time of the EA.

- Cross-reference the product list with the outcome/output numbers in the Performance Framework.

7. **M&E Training for partners and national programme staff**.
   - Provide intensive M&E training in M&E concepts and data collection procedures for tri-partite partners at the national level, especially those who are new to reporting as implementing partners. This could be integrated with the PAC meetings. For the local partner level, such as Migrant Resource Centre staff, the emphasis should be on the use of the practical tools to collect data, how to complete the forms and interviewing skills for interviewing migrant workers.
   - Provide more intensive coaching on the M&E requirements of the programme for NPCs in countries where capacity is relatively weaker based on the assessment of the Technical Officer (Research and M&E) and the regional Evaluation Officer (ROAP), integrated with training for partners where appropriate. *(Priority: high; timeframe: 2017 and ongoing)*

8. **M&E Resources.** Provide additional and ongoing human resource support to the Technical Officer (Research and M&E) through external monitoring and evaluation technical consultants and intern arrangements to support administrative tasks, especially at peak workload times. This will require a review of the budget required. Further, in the light of resource limitations, assess the feasibility of M&E data collection at the next annual report and reduce the scale of data collection and disaggregation if necessary. *(Priority: high; timeframe: next annual report and ongoing)*

9. **Independent evaluation schedule.** The independent evaluation schedule should remain as planned with three triennial evaluations in 2019, 2022 and 2025. In the interests of resource efficiency it is recommended that the mid-term evaluation currently required under the GAC Grant Agreement should negotiated to be combined with the first triennial evaluation in 2019. *(Priority: high; timeframe: 2017)*

10. **Independent evaluation teams**. To the extent that resources permit, the triennial independent evaluations should include a team of two evaluators, lead and team member, to ensure that country level progress across a number of countries and regional level progress can be effectively examined. *(Priority: high; timeframe: year preceding the evaluation)*

11. **Independent Evaluations.** The independent evaluations, and especially the first triennial independent evaluation, should address the issue of national stakeholders' perceptions of the relevance of the programme to their needs. *(Priority: high; timeframe: when designing the evaluation TOR).*

12. **Gender equality evaluability**. Prepare a concise gender action plan, extracting the key elements of the gender strategy and describing the concrete gender-focused activities, timing, personnel responsibilities, reporting and budget. *(Priority: medium; timeframe: By next Annual report)*

Annex A. Terms of Reference

Terms of Reference

Evaluability Assessment

RAS/15/05/AUS

RAS/16/01/CAD

Project title: TRIANGLE in ASEAN programme

Donors: Australian Government Department of Foreign Affairs and Trade (DFAT)/Global Affairs Canada (GAC)

Budget: AUD20 million/CAD5.5 million

Duration: 1 November 2015 – 31 October 2025/8 December 2016 – 31 March 2021

Coverage: South-East Asia (ASEAN Region), with country-level interventions in Cambodia, Lao PDR, Malaysia, Myanmar, Thailand and Viet Nam

Evaluation mission schedule: August-October 2017

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1. INTRODUCTION

In accordance with International Labour Organization (ILO) policy governing technical cooperation projects, an evaluability assessment is required for the TRIANGLE in ASEAN programme. To support results-based management of ILO projects and programmes, it is critical that their design meet the minimum standards for monitoring and evaluation (M&E). This can be determined by assessing a set of design-specific aspects prior to implementation, which are defined as "evaluability." This adheres to the OECD/DAC definition: "the extent to which an activity or a program can be evaluated in a reliable and credible fashion"[16]

The assessment will be carried out using the ILO's evaluability instrument to score the TRIANGLE in ASEAN programme on a set of M&E criteria and provide recommendations for improvement. It will review the programme's M&E strategy in 7 areas:

1. Clarity of objectives/outcomes
2. Quality of Indicators
3. Establishment of baselines
4. Inclusion of time-bound milestones
5. Assessment of risks and assumptions
6. Comprehensiveness of M&E system
7. Validity of methodology for gender analysis

The assessment will be conducted in compliance with the principles and standards for project evaluation set forth in the *ILO Policy guidelines for results-based evaluation, DFAT Monitoring and Evaluation Standards* and *GAC Results-Based Management for International Assistance Programming: A How-to Guide.*

2. PROGRAMME BACKGROUND AND MONITORING AND EVALUATION SYSTEM

2.1 Origin and content of the programme

The International Labour Organization (ILO) signed two grant agreements to advance labour migration governance in ASEAN. Based upon the strong performance and continuing relevance of the ILO's prior technical cooperation projects on this issue, the Australian Government Department of Foreign Affairs and Trade (DFAT) and Global Affairs Canada (GAC) have funded an extension of national and regional initiatives. TRIANGLE in ASEAN consolidates the investments from GAC and DFAT under one programmatic framework to ensure harmonization of activities and maximize the value of donor funds.

TRIANGLE in ASEAN delivers technical assistance and support with the overall goal of maximizing the contribution of labour migration to equitable, inclusive and stable growth in ASEAN. The programme delivers at the ASEAN level through partnerships with key ASEAN institutions and is active in six countries (Cambodia, Lao People's Democratic Republic, Malaysia, Myanmar, Thailand and Viet Nam). It works in close cooperation with governments and social partners to achieve three inter-linking outcomes:

1. **Protection:** Women and men migrant workers are better protected by labour migration governance frameworks.

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[16] http://www.oecd.org/dataoecd/29/21/2754804.pdf

2. **Development:** Policies and programmes enable women and men migrant workers to contribute to and benefit from economic and social development.
3. **Mobility:** Labour mobility systems are gender-responsive and increase the efficiency of labour markets.

Through investments in protection, women and men migrant workers will be better able to claim rights provided by improved national and regional governance frameworks and will increasingly use regular migration channels and access mechanisms for complaints and redress. The potential of women and men migrant workers to contribute to economic and social development will be leveraged through improved policies and programmes (including reducing migration and remittance costs) leading to more equitable distribution of migration profits among workers, employers and governments. The efficiency of labour markets in ASEAN will be increased through improved systems that recognise skills and facilitate labour mobility across the region.

2.2 Monitoring and evaluation system

During inception, TRIANGLE in ASEAN has continued to develop its M&E system to facilitate a shift towards a more rigorous and data-driven strategy for measurement of results. The revised approach is based upon leveraging the success of M&E capacity building efforts with implementing partners and the application of practical tools and strategies for assessing the project's contribution to change.

The M&E plan outlines the objectives, criteria and indicators that will provide the basis for evaluating the TRIANGLE in ASEAN programme. The approach developed will serve four main purposes:

1. **Results-based management**: To obtain empirical data on the results of the project in order to provide an evidence base for strategic planning and assessing gender responsiveness.
2. **Learning and knowledge sharing:** To document good practices and lessons learned that will contribute to the global knowledge base on labour migration interventions.
3. **Capacity development:** To build the capacity of government and social partners to apply a more results-based approach to labour migration policy and practice.
4. **Accountability:** To ensure accountability to programme stakeholders and from implementing partners for achieving results that are in-line with expectations.

2.3 Management arrangements for monitoring and evaluation

Overall responsibility for management of the M&E system lies with the Senior Programme Manager. This establishes a direct linkage between management decision-making and the results produced by the TRIANGLE in ASEAN programme.

Technical leadership for the design, implementation and backstopping of the M&E system is provided by the Technical Officer (Research and M&E). The Technical Officer is also responsible for maintaining the relevance of the approach through making any adjustments that are necessary to respond to programmatic changes and lessons learned during the course of the programme. In addition, any M&E related queries or data requests by DFAT and GAC will be addressed by the Technical Officer.

National Project Coordinators and the Technical Officer based in Jakarta are responsible for data collection and reporting within the scope of their countries and partnerships. A hub and spoke model has been established, in which field staff will submit data to the Technical Officer for cleaning and analysis in the MIS and production of reporting outputs. This ensures that primary data

collected from field activities is collected in a standard format and is filtered through a central data focal point to ensure quality and consistency.

Meetings of the Regional Programme Advisory Committee, Subregional Advisory Committee and National Project Advisory Committees will provide feedback loops for project stakeholders to receive and respond to the results of TRIANGLE in ASEAN interventions. Presentation of progress by regional and national programme staff will provide the opportunity for government, social partners and civil society organizations to obtain a clear understanding of achievements and challenges and provide input on adjustments to be made.

Clear Horizon, an evaluation consulting company providing technical support to the DFAT Office in Bangkok, will be consulted for additional advisory services as deemed necessary by DFAT and the ILO.

3. EVALUATION OBJECTIVES, CRITERIA, SCOPE AND CLIENTS

3.1 Objectives

The evaluation will assess the M&E strategy developed for the TRIANGLE in ASEAN programme to achieve three main objectives:

1. Determine the extent to which the M&E components of TRIANGLE in ASEAN have been designed in a manner that will allow for valid and impartial assessment of programme performance, providing information to support programme management decisions and stakeholder reporting needs.
2. Identify good practices and lessons learned from the M&E strategy that should be shared within the ILO and other organizations working on labour migration issues.[17]
3. Provide recommendations for improvements to the M&E strategy that should be implemented by the TRIANGLE in ASEAN management team to improve the programme's evaluability.

3.2 Criteria

The following set of key criteria should be applied in determining the evaluability of the programme:

Criteria	Definition
1. Objectives/Outcomes	Clarity of the definition of objectives, including outcomes that can be comprehended as a major focus of management for results
2. Indicators	The selection of SMART indicators that are quantitative or qualitative and include comparison points of levels, quality and grade. Outcome indicators effectively facilitate the observation of change, while output indicators measure whether the right outputs are produced
3. Baseline	The existence of sufficient baseline data to establish a starting point for comparisons and future measurements of outputs and outcomes

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[17] Standard templates to be used for documentation of good practices and lessons learned are included in Appendix I.

4. Milestones	A set of time-bound milestones that provide a clear sense of the intended path towards achieving established outputs and outcomes
5. Risks and assumptions	Assessment of factors, namely risks and assumptions, likely to affect the achievement of an intervention's objectives, and related contingency measures
6. Monitoring and evaluation system	M&E system to identify problems during project and programme implementation and facilitate the measurement of progress
7. Gender equality	Extent to which valid methods for assessing gender differences within the results of the intervention have been developed.

3.3 Scope

The evaluation will seek to assess the M&E strategies developed for the entire ten-year programme cycle of TRIANGLE in ASEAN. It will include the following documents within its scope: (1) M&E Plan; (2) Baseline Survey; (3) Baseline of Policy and Practice in ASEAN; (4) Theory of Change; (5) Risk Management Strategy; (6) Research Strategy; and (7) Sustainability and Impact Strategy.

3.4 Clients

The primary end users of the evaluation's findings will be the management team of the TRIANGLE in ASEAN programme, the programme's donors (DFAT and GAC), the ILO technical unit at headquarters (MIGRANT), the ILO technical and administrative unit at field office (ROAP). Secondary parties making use of the results will include tripartite constituents and civil society organizations who have partnered with the project, as well as other agencies working on labour migration and human trafficking at national and regional levels. Actors from other regions working on these issues may also take an interest in the evaluation's assessment.

4. EVALUATION QUESTIONS

The evaluability assessment will seek to answer the key questions listed below as measures of the programme's evaluability. Adaptation is encouraged but any fundamental changes should be agreed upon between the evaluation manager and the evaluator and reflected in the inception report.

4.1. Outcomes

- Are the result statements for the programme clearly articulated?
- How realistic is achievement of the long-term outcomes of the programme based upon the activities proposed?
- Are the outcomes established closely aligned with national, regional and global development frameworks/agendas?

4.2. Indicators

- Are the performance indicators established for the programme SMART?
- Does the performance framework provide for a comprehensive assessment of the results of the programme that will allow for informed adjustments to activities with all implementing partners?

- Do the performance indicators make use of a robust mix of both qualitative and quantitative methods in assessing results?
- Is the collection of data required of stakeholders to measure indicators feasible given their capacities?

4.3. Baselines

- Have baselines been established for each performance indicator?
- Does the baseline establish a credible assessment of the conditions at the start of the programme?
- Does the baseline provide a valid means for assessing the causality of the changes identified?

4.4. Milestones

- Do the milestones provide a clear sense of the timeframe for achievement of results?
- Are the milestones a useful directive for work planning?
- Are the milestones that have been established realistically achievable?

4.5. Risks and assumptions

- Have the risks to achieving outcomes been comprehensively identified?
- Are the risk mitigation measures clearly defined and supported by theory, logic, empirical evidence and/or past ILO experience?
- Does the risk management plan provide for regular assessments and adjustments to be made?
- Have the key assumptions to achieving outcomes been agreed upon with stakeholders?

4.6. Monitoring and evaluation system

- Does the M&E system provide for an adequate quality and regularity of information on programme performance to meet management and stakeholder needs?
- Is the resourcing for the M&E system sufficient to meet its objectives?
- Have the criteria for evaluating the results of the programme been clearly defined?
- Are participatory methods in place that will allow for beneficiaries to contribute to the assessment of programme performance?
- Does the M&E system include means for assessing the unintended benefits and consequences of the programme?

4.7. Gender equality

- How thoroughly has gender been mainstreamed into the M&E strategy?
- Is data sufficiently disaggregated to analyse gender differences and inform programme management decisions?
- Have indicators that measure gender-specific or asymmetric results been established?
- Does the theory of change adequately integrate gender concerns, including articulation of how the programme is expected to impact women?

5. EVALUATION METHODOLOGY

The ILO Policy guidelines for results-based evaluation, DFAT Monitoring and Evaluation Standards and GAC Results-Based Management for International Assistance Programming: A How-to Guide will provide the framework for carrying out the evaluation. These guidelines adhere to the evaluation norms and standards of the United Nations system and the OECD/DAC Evaluation Quality Standards.

The evaluation is to be carried out by an independent evaluator and the final methodology and evaluation questions will be determined by the evaluator, in consultation with the ILO's Regional Evaluation Officer. The following primary and secondary data collection techniques are recommended:

- Review of ILO, DFAT and GAC guidance documents on monitoring and evaluation
- Review of relevant programme documents
- Key informant interviews with programme staff, relevant specialists in the ILO's Decent Work Team for Southeast Asia and the Pacific, GAC and DFAT programme management staff and staff from Rapid Asia and Clear Horizons consulting firms.

Data collection during the evaluation must obtain the perspective of both women and men staff members, as well as take into consideration the relevant ILO guidance note on integrating gender into monitoring and evaluation.

6. EVALUATION PROCESS AND MAIN OUTPUTS

The main outputs expected from the evaluation are as follows:

- Inception report with finalized data collection tools and methodology;
- Submission of the draft evaluation report for review by the ILO, GAC and DFAT;
- Presentation of key findings for ILO, GAC and DFAT; and
- Submission of the final evaluation report after revision.

The evaluator will draft a short inception report after reviewing the available documents and holding an initial discussion with the project management staff. This report should provide a well-refined evaluation methodology and data collection tools (including the evaluation criteria and questions, data collection and analytical techniques and key informant interview questionnaires and work plan). Any substantial changes from the terms of reference for the evaluation will need to be approved by the ILO's Regional Evaluation Officer.

The main output of the evaluation will be a report assessing the programme's evaluability, to be revised based on the comments of the ILO, GAC and DFAT. The report should be no longer than 30 pages (excluding appendices) and will include an evaluation summary of no more than 2 pages that is appropriate for publication on the ILO website.[18] The contents of the report must meet the requirements of the *Quality Checklist for Evaluation Reports*, to be provided by the ILO's Regional Evaluation Officer.

The evaluator will give a presentation of the findings for discussion with the ILO, GAC and DFAT, highlighting the key findings on evaluability, good practices, lessons learned and recommendations

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[18] The evaluation summary will be based on an ILO provided template.

for improvements. The evaluator will revise the report based upon the comments received and submit a finalized report, which will then be reviewed for approval by the ILO Evaluation Unit.

TRIANGLE in ASEAN will prepare a management response to the recommendations made in the evaluation report, stating the actions to be taken in response, which will be reported to the ILO Evaluation Unit, GAC and DFAT.

7. MANAGEMENT ARRANGEMENTS AND WORK PLAN

7.1 Roles and responsibilities

Evaluation manager: The Regional Evaluation Officer from the ILO Regional Office for Asia and the Pacific will manage the evaluation. She will be responsible for finalizing the Terms of Reference and the selection of the Evaluator in consultation with EVAL. The evaluation manager will also provide a briefing on the ILO's Evaluation Policy to the selected evaluator, be involved in the presentation of findings and sharing of the final report with ILO, GAC and DFAT and review the final report before sharing it with EVAL.

Annexed to the evaluator's employment contract, the evaluation manager will provide the following documents: (1) The Terms of Reference for the assignment; (2) A list of individuals pertinent to the evaluation with contact details; (3) A copy of the Code of Conduct for ILO evaluations (to be signed and returned); and (4) A list of supplemental information that can be accessed through the internet.

Evaluator: An international consultant who has no prior involvement with the project or conflicts of interest will undertake the evaluation and will be responsible for delivering the above evaluation outputs. The consultant selected for the assignment will be an evaluation specialist with at least 5 years of experience evaluating similar complex regional projects on labour migration or human trafficking. Work experience within the Southeast Asia region is also required.

TRIANGLE in ASEAN staff: The staff of TRIANGLE in ASEAN will prepare the draft Terms of Reference for the evaluation, in consultation with DFAT and GAC, and provide information and logistical support to the evaluator during the evaluation. The Programme team will also ensure that all relevant documentation is up-to-date and provided to the evaluator. It is expected that Programme staff will provide full cooperation and answer all questions as candidly as possible during the evaluation.

7.2 Work plan

The evaluation will place during August-October 2017. An indicative work plan is provided below and a more detailed schedule will be developed by the evaluator as part of the inception report.

Preparatory work (2 work days)	
Aug 2017	Preparation time off-site for the inception report.
Desk review (3 work days)	
Aug 2017	Review of ILO, DFAT and GAC guidance on monitoring and evaluation and relevant programme documents.
Key informant interviews (3 work days)	
Sep 2017	Discussions with programme staff, relevant specialists in the ILO's Decent Work Team for Southeast Asia and the Pacific, GAC and DFAT programme management staff and staff from Rapid Asia and Clear Horizons consulting firms.
Report writing, presentation and revision (9 work days)	

Sep 2017	Produce a draft report for submission to the evaluation manager, who will disseminate it to the relevant partners for comments.
Oct 2017	Presentation of the key findings to the ILO, GAC and DFAT.
Oct 2017	Finalize the report based upon the feedback received and prepare the evaluation summary for submission to the evaluation manager.
Total (17 days)	

8. RESOURCES REQUIRED AND TERMS OF PAYMENT

Removed.

9. LIST OF RELEVANT EVALUATION GUIDELINES

Procedure and Tools for Evaluability Review of ILO Projects over US$5 Million
http://www.ilo.org/wcmsp5/groups/public/---ed_mas/---eval/documents/publication/wcms_239796.pdf

ILO policy guidelines for results-based evaluation: Principles, rationale, planning and managing for evaluations
http://www.ilo.org/eval/Evaluationpolicy/WCMS_168289/lang--en/index.htm

DFAT Monitoring and Evaluation Standards
http://dfat.gov.au/about-us/publications/Documents/monitoring-evaluation-standards.pdf

Results-Based Management for International Assistance Programming: A How-to Guide (GAC)
http://www.international.gc.ca/development-developpement/assets/pdfs/partners-partenaires/bt-oa/rbm-gar-guide-e.pdf

Annex B. List of Key Informants Interviewed

	Name	Position and organisation	Date
	ILO		
1	Anna Engblom	Senior Programme Officer, TRIANGLE	7/9/17
2	Anna Olsen	Senior Technical Officer, TRIANGLE	7/9/17
3	Marja Paavilainen	Senior Programme Officer, TRIANGLE	7/9/17
4	Kuanruthai Siripatthanakosol	National Project Coordinator, Thailand	6/9/17
5	Ben Harkins	Research and Monitoring and Evaluation Officer	6/9/17
6	Pamornrat Pringsulaka	Monitoring and Evaluation Officer, ILO Regional Office	8/9/17
7	Nilim Baruah	Regional Migration Specialist, ROAP	7/9/17
8	Nguyen Thi Mai Thuy	National Project Coordinator, Vietnam	21/9/17
	Donors		
9	Tanja Ferguson	Senior Regional Programme Officer, Australian DFAT	6/9/17
10	Amy Williams	Acting Counsellor, Australian Government	6/9/17
11	Helen Cheney	Social Development Advisor, Australian DFAT	6/9/17
12	Mia Urbano	Regional Social Development Advisor, DFAT Vietnam	12/9/17
13	Pattama Vongratanavanichit	Senior Development Officer, Embassy of Canada	7/9/17
	Implementing Partners		
14	Brahm Press	Director, MAP Foundation	14/9/17
15,16	Pairatana Junthong and Chonticha Tang	Human Rights and Development Foundation	8/9/17
	Research and M&E Consultants		
17	Daniel Lindgren	Founder, Rapid Asia Inc.	7/9/17
18	Zazie Tolmer	Principal Consultant, Clear Horizon	11/9/17

Annex C. List of Documents Reviewed

TRIANGLE in ASEAN Programme Documents

PDD with DFAT: Tripartite action to enhance the contribution of labour migration to growth and development in ASEAN (TRIANGLE II)
PDD with GAC: Promoting and Protecting the Rights of ASEAN Migrant Workers. ASEAN TRIANGLE Project Phase 2.

Inception Report and Annexes:
Annex 1. Theory of Change
Annex 2. Work plan for ASEAN level work 2017-18
Annex 3. Monitoring and evaluation plan
Annex 4. Baseline of policy and practice in ASEAN
Annex 5. Risk management strategy
Annex 6. Women's empowerment and gender equality strategy
Annex 7. Private sector engagement strategy
Annex 8. Communications for advocacy and visibility strategy
Annex 9. Sustainability and impact strategy
Annex 10. Research agenda
Annex 11. Product list 2017-2020

ILO and IOM. (Forthcoming). Labour migration in South-East Asia: Assessing the Socio-economic Outcomes for Migrant Workers (Baseline survey).

TRIANGLE in ASEAN Annual Reporting Template

Harkins, B. and Ahlberg, M. 2017. Access to justice for migrant workers in South-East Asia (ILO).

Other ILO Documents
Harkins, B. (2014). Monitoring and Evaluation Training Guide for Migrant Worker Resource Centres (ILO).

ILO, DFAT and GAC Guidelines on Monitoring and Evaluation
Guidance Documents on Monitoring and Evaluation
Procedure and Tools for Evaluability Review of ILO Projects over US$5 Million
http://www.ilo.org/wcmsp5/groups/public/---ed_mas/---eval/documents/publication/wcms_239796.pdf

ILO policy guidelines for results-based evaluation: Principles, rationale, planning and managing for evaluations.
http://www.ilo.org/eval/Evaluationpolicy/WCMS_168289/lang--en/index.htm

DFAT Monitoring and Evaluation Standards.
http://dfat.gov.au/about-us/publications/Documents/monitoring-evaluation-standards.pdf

Results-Based Management for International Assistance Programming: A How-to Guide (GAC)
http://www.international.gc.ca/development-developpement/assets/pdfs/partners-partenaires/bt-oa/rbm-gar-guide-e.pdf

Annex D. Analysis of Results Statements

Result Statement	Analysis
Impact/Goal	
The contribution of labour migration to stable and inclusive growth and development in the ASEAN region is maximized through more equitable distribution of benefits.	Encapsulates the goals of migration benefiting economic growth, stability and equitable benefits to migrants. See comment in the report body.
Intermediate Outcome 1	
1. Women and men migrant workers are better protected by labour migration governance frameworks.	The statement is acceptable as a high level medium term result; it meets the GAC criteria for including directionality, however it could be more specific regarding geographically which women and men migrants. The term "better" protected and is open to wide interpretation. That is, any small increment in the level of protection could be seen as success. It would be preferable to say "effectively protected"
Immediate outcomes	
1.1 Gender equitable and rights-based policies and legislation for migrant workers are adopted.	This outcome statement is clear, but it could specify further not specify what types of policies and whether it refers to both regional and national levels. The direction of the change is not included, though implied in gender equitable and rights-based. It could be better expressed as *"Improved gender equity and rights protection for migrant workers are incorporated in policies and legislation at national level in targeted ASEAN countries".* The outputs under this Immediate Objective do not refer to gender equity and rights-based elements.
1.2 Gender responsive mechanisms are established to increase men and women migrant workers' access to social protection.	This is a clear and measurable result statement. The regional and national scope could be added to clarify that both are included. If the outputs are mostly at regional level, or relate to specific corridors, the scope of the immediate outcome could be narrowed. For example: "Mechanisms established for increased access to social protection by women and men migrant workers in ASEAN migration corridors" – assuming the social protection is limited to intra-ASEAN migration. There are three contributing outputs comprising: - Technical support for ASEAN-level policy development on portability of social security, - Research reports on regional social protection; and - Tripartite technical working group meetings held. (Regional or national is not specified)
1.3 Regional and national capacity to implement labour migration policy and provide assistance to migrant workers increased.	The statement is not very clear without referring to the outputs to ascertain *what kinds of capacities* are foreseen and among *which stakeholders*. Suggest re-phrase to focus on assistance: Increased capacity among tri-partite-plus stakeholders to provide assistance to migrant workers in regional institutions and target countries (if both levels) The outputs refer to tripartite-plus training on a wide range of issues but it is not clear if it is regional or national (output 1.3.1), trade unions support for organizing migrant workers (1.3.2); Output 1.3.3: self-regulation among employer/private sector bodies.
1.4 Service delivery by migrant worker resource centres is sustainable, effective and gender-responsive	The statement is clear. It could be more specific if it signified existing or targeted migrant resource centres in target countries, or specifying whether further MRCs are planned to be developed.

Result Statement	Analysis
	Achievability: There is a large gap between small number of MRCs supported by the programme and their geographical coverage and the intermediate outcome which is not limited geographically.
Intermediate Outcome 2:	
Policies and programmes enable women and men migrant workers to contribute to and benefit from economic and social development	The outcome is very broad as it covers a wide potential range of development impacts and incorporates benefits to migrant workers as well as benefits they contribute to economic and social development. This raises the question of how the two aspects 'contribute to' and 'benefit from' can be separated out in the measurement.
Immediate Outcomes	
2.1 Gender-responsive policies on return and reintegration, migration and development are developed	The statement reasonably clear in defining policy changes concerning return and reintegration, but it lacks the direction element, other than more gender-responsive, and lacks geographical scope. Activity 2.1.2.1 specifies national, bilateral and regional workshops. If the focus is on gender responsive return and reintegration policies, rather than reintegration policies in general, then all the outputs should reflect gender issues. Outputs: 2.1.1 Inputs and recommendations are provided for policy formulation on migration and development, financial inclusion and enabling environment for migrant business (emphasis on gender in the activities) 2.1.2 Workshops organized to support social dialogue and cooperation on return and reintegration and migration and development. 2.1.3 Public campaigns are conduced to support positive attitudes towards migrants in countries of origin and destination. Comment on assumptions: While improved public attitudes (2.1.3) will assist the enabling environment at community level, they may not affect government policy.
2.2 The costs and fees associated with labour migration and remittance services are monitored and reduced	This is a clear, specific, directional and measurable Immediate outcome. It contains two results, the monitoring and the reduction. It would be better to have the reduced costs as the outcome and the monitoring as an output.
2.3 Service systems that enable migrant workers to better manage their resources, successfully reintegrate and obtain support are established.	Geographic scope not specified. Strictly speaking, according to RBM guidelines, setting up a system is an output. Alternative would be: "Improved service systems established in countries of origin and destination that enable migrants to better manage their resources and successfully reintegrate". The Outputs are: 2.3.1 Return migrant/potential migrant peer networks established, 2.3.2 Training on enterprise development and financial literacy delivered; 2.3.3 Employment services provided to return migrant workers and 2.3.4 Technical assistance provided to support migrant-friendly financial products and services.
2.4 The evidence base on migrant workers' contribution to regional and national development is enhanced.	This is a clear and measurable outcome. Arguably it also informs policy development under policy under 2.1 and 2.2 as well as contributing to the Interm. objective
Intermediate Outcome 3.	
Labour mobility systems are gender-responsive and increase the efficiency of labour markets	Does not specify whether regional or bi-lateral or national Expresses directionality
Immediate outcomes	
3.1 Regional standards and systems for	The term "developed" is not completely accurate when applied to the ILO Regional

Result Statement	Analysis
recognition of the skills of women and men migrant workers are developed and monitored	Model Competency Standards, as 5 regional model competency standards already exist. The general plan is to adapt them to country-specific situations and needs. The outcome statement may be better expressed: "Improved standards and systems for recognition of skills of women and men migrant workers are adopted and monitored in target countries." The M&E officer indicated that this intervention area is to be implemented later in the programme, and is yet to be fully defined subject to evolving needs, but the Inception documents do not make this clear enough.
3.2 Regional and national capacity to produce and analyse statistical data and match supply and demand for migrant labour is improved.	This is a clear outcome statement. It is measureable, directional and achievable.
3.3 Capacities of regional employers' organizations and industry associations on labour mobility enhanced	This statement would be improved if the capacities of regional employers' associations and industry associations on labour mobility were clearer. The outputs are: 3.3.1 Regional Enterprise Resource Centre providing advisory services for private sector firms; 3.3.2Workshops for assessing labour shortages in two sectors; 3.3.3 Consultations for national support to implement regional policies and develop new policy positions on labour migration.
3.4 Regional, bilateral and national policies on labour mobility are more efficient, inclusive and gender-responsive.	The statement passes the test of directionality and clarity. Measurement by two or three indicators may be challenging.

Annex E. Analysis of Performance Indicators

Table 1. Analysis of Protection Indicators

Level	Indicators	Analysis
Intermediate Outcome	**Women and men are better protected by labour migration governance frameworks** • Amount of money awarded to migrant workers for redress of grievances; • % of migrant workers who decide to migrate through regular channels based upon provision of safe migration counselling; • % gap in average earnings of women and migrant workers by occupation; • % of migrant workers enrolled in social protection schemes; (by country) • Extent to which policies and practices on labour migration governance are in line with intl principles on protection of migrant workers	• Indicators are specific and measurable • Provide a mix of quantitative and qualitative measures of performance • Responsible parties clearly assigned **Limitations:** • The indicator on social protection coverage (4th bullet) as collected by survey managed by Rapid Asia in years 1 & 5 is limited to migrants to Malaysia and Thailand. These destinations cover a high proportion of migrants from C,L and M, but represent a small % of migrants from Vietnam. This point can be considered in the analysis of results per country.
Immediate Outcomes	**1.1 Gender equitable and rights based policies and legislation for migrant workers adopted** # of policy and legislative instruments adopted or amended with ILO inputs on labour protection and gender equality for women and men migrant workers. **1.2 Gender responsive mechanisms established to increase men and women migrant workers' access to social protection** # of social protection agreements and related policy measures developed to increase coverage for migrant workers with support from the ILO. **1.3 Regional and national capacity to implement labour migration and policy and provide assistance to migrant workers is increased** Extent to which national governments and ASEAN bodies implement recommendations made at AFML meetings. **1.4 Service delivery by migrant worker resource centres is sustainable, effective and gender-responsive** % of migrant worker resource centres receiving co-funding from national governments to provide services.	• The indicators for all four immediate outcomes are sufficiently specific and measurable. • Indicators 1.1 and 1.2 that are reported annually would benefit from supporting analysis of the gender equity implications of policies or legislative instruments, since the outcomes are focused on gender equity and rights. The 2017 Annual Report claims 7 policies adopted, but none deal with gender issues, so the gender sensitivity aspect of the outcome is not evident. • Suggest the narrative reporting record the types of policy changes and whether these are priority or less important. • Indicator for 1.3 is a valid qualitative indicator of capacity to implement policy and provide assistance, considering the very broad nature of the objective. • Indicator for 1.4 is SMART but does not capture effectiveness or gender-responsiveness. Suggest that individual client outcomes and case studies be used to supplement the assessment of service delivery.

Outputs	1.3.1: # of Government, employer worker and civil society reps. trained on labour migration issues 1.4.1: # of potential migrants, migrant workers, family members provided with MRC support services.	The two output indicators are SMART and relevant. Further progress on outputs delivered can be reported in narrative of annual reports based on the product list.

Table 2. Analysis of Development Indicators

Level	Indicators	Analysis
Intermediate Outcome	**Policies and programmes enable women and men migrant worker to contribute to and benefit from economic and social development** • % of return migrant workers who report an increase in income generated by their businesses after receiving enterprise development training • Remittance costs as a % of the amount remitted. • Recruitment cost borne by migrant workers as a % of yearly income in countries of destination (SDG indicator 10.7.1) • % of women and men return migrant workers who take up leadership roles within their communities • Extent to which polices and practices on labour migration and governance are in-line with international principles and guidelines on migration and development.	• Together represent a comprehensive set of high level indicators • Useful inclusion of SDG indicators • The first indicator is only relevant to a possibly small number of migrants who take up enterprise development training. One year after training may be a short time to see income increase. Consider removing the indicator. • The second indicator collected by Rapid Asia surveys should also be monitored annually at the national level according to the Vietnam NPC, to better involve partners in the monitoring. • As above, the % of women and men in leadership roles in target communities should also be monitored by partners annually.
Immediate Outcome	**2.1 Gender responsive policies on return and reintegration, and migration and development, are developed.** # of policy and legislative instruments adopted or amended with ILO inputs on return and reintegration and migration and development **2.2 The costs and fees associated with labour migration and remittance services are monitored and reduced.** # of private sector enterprises whose compliance with codes of conduct regulating the costs and fees charged to migrant workers is regularly audited **2.3 Service systems that enable migrant workers to better manage their resources, successfully reintegrate and obtain support are established.** # of remittance products developed by financial institutions with ILO support. **2.4 Evidence base on migrant workers' contribution to regional and national development is enhanced** # of knowledge products published on migration and development issues.	• All are specific, and measurable. • Where possible, qualitative analysis of any gender implications recommended in support of the annual reporting of Indicator for 2.1. Alternatively in the intermediate indicator reporting in the desk review at Year 4. • Indicator for 2.2 on the monitoring of fees charged by recruitment agencies is SMART but assumes CoCs are in place and applied. The actual reduction in the costs is measured at the intermediate outcome level above. • Indicator for 2.4 number of knowledge products is not a very useful indicator of how the evidence base is enhanced. Interim and final evaluations and annual reporting will need to supplement the indicator with qualitative analysis of the relevance and utilization of these products.

Outputs	2.3.1: # of return migrant workers and their family members who are provided with support services to assist with reintegration 2.3.2: # of migrant workers and their family members who are provided with training on financial literacy	• Indicators are specific and measurable. • 2.3.1 - suggest disaggregate by type of support - peer support/ MRC support. • May be useful to add an indicator: # of migrant workers taking up enterprise training, so see the extent to which migrant workers are interested in enterprise development following their return.

Table 3. Analysis of Labour Mobility Systems Indicators

Level	Indicators	Analysis
Intermediate Outcome	**Labour mobility systems are gender-responsive and increase the efficiency of labour markets** • % of migrant workers who are matched with jobs for which they have relevant skills. (at year 5 and year 10) • % of women and men migrant workers who are employed in a regular legal status. • Extent to which policies and practices on labour migration governance are in-line with international principles and guidelines on labour mobility.	• The indicators are relevant for this outcome. • These will require review at next annual report since the outputs and activities are still under development. • Destination data may be challenging for Vietnam, while MOU for Thailand and Malaysia not yet established.
Immediate Outcomes	**3.1 Regional standards and systems for recognition of the skills of women and men migrant workers are developed and monitored.** # of skills standards or certification and recognition arrangements adopted for women and men migrant workers with ILO inputs. **3.2 Regional and national capacity to produce statistical data and match supply and demand for migrant labour is improved.** % of a complete sex-disaggregated dataset produced by governments on labour migration statistics **3.3 Capacities of regional employers organizations and industry associations on labour mobility enhanced** # of private sector firms that are provided with advisory services by a Regional Enterprise Resource Centre **3.4 Regional, bilateral and national policies on labour mobility are more efficient, inclusive and gender-responsive.** # of policies restricting women or men's migration for employment # of MOUs and bilateral agreements reached on mobility of low-and semi-skilled workers with support from ILO and social partners.	• The target in five years of 6 skills standards and 9 certification and recognition arrangements may be ambitious, although it starts from a high base of 5 RMCS established. • The "output" indicator listed under 3.4, should appear under 3.1 – "% of women and men migrant workers whose skills are certified for low and semi-skilled jobs". It is more appropriate as a higher order immediate outcome indicator, than the measure of a deliverable. The number and/or percentage of women and men migrant workers whose skills are certified for low or semi-skilled jobs may be challenging for partners to collect given the large target numbers. The means to collect this information is not clearly specified, for example, it may require partners being able to access certification records of the certifying bodies. Suggest review or remove.

Annex F. Good Practices and Lessons Learned Templates

ILO Emerging Good Practice Template

Project Title: TRIANGLE in ASEAN

Project TC/SYMBOL: RAS/15/05/AUS; RAS/16/01/CAD

Name of Evaluator: Ruth Bowen

Date: 25 November, 2017

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

GP Element 1.	Baseline and follow-up survey of migrant outcomes
Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.)	The migrant outcomes baseline study conducted for TRIANGLE in ASEAN in 2016 and planned midline and endline studies is a large-scale study designed to capture the initial state of outcomes for migrant workers in the target sites and the changes in these outcomes over time that can be attributed to interventions via the Migrant Resource Centres in these locations. The design includes a number of control sites for comparison of migrant outcomes in areas without interventions. The survey was managed on behalf of the ILO by Rapid Asia Co. Ltd. among migrants in four target sending countries to two destination countries. The cost was moderate compared to a representative sample survey approach; and stratified sampling considered sufficiently reliable to draw conclusions about changes among migrants situations in these areas. The study incorporated mixed methods including a structured questionnaire survey, focus group discussions and individual interviews. The survey is designed to produce a Migrant Outcomes Index score which is made up of 4 financial outcome categories and 4 social outcome categories. This index is a single number score that can be used to compare outcomes quantitatively across various groups of migrants.
Relevant conditions and Context: limitations or advice in terms of applicability and replicability	Requires moderate funding availability (Baseline survey cost: US$128,900; mid-line survey budget US$140,000). In the case of TRIANGLE in ASEAN, cost-sharing was secured from IOM amounting to 30,000; and 70,000 planned for the mid-line). approximately US$) Applicable in a programme or project of at least 5 years' duration given the investment required.
Establish a clear cause-effect relationship	Not applicable as this is part of the M&E system, not an intervention.
Indicate measurable impact and targeted beneficiaries	Beneficiaries of the survey are the programme managers and implementing partners.
Potential for replication and by whom	The methodology including the Migrant Outcomes Index has strong potential for replication by other programmes promoting safe and equitable migration internationally
Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO's Strategic Programme Framework)	Supports the goals of ILO's results based management and evaluation policies of ILO EVAL unit.

ILO Emerging Good Practice Template

Project Title: TRIANGLE in ASEAN

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Name of Evaluator: Ruth Bowen

Date: 25 November, 2017

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

GP Element # 2.	Indicators of performance at outcome and impact level
Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.)	The TRIANGLE in ASEAN performance framework includes a range of reliable and valid indicators to measure the results of the programme at the impact and medium term outcome levels. Indicators for the expected impacts and outcomes of improved policies and rights based services for migrants are included across the protection, social and economic benefits and mobility components of the programme. **Examples include**: -Impact: Index rating of migration outcomes in countries of destination and origin (based on 8 financial and social indicators) -Medium term outcome:Amount of money awarded to migrant workers for redress of grievances -Medium term outcome: % of migrant workers who decide to migrate through regular channels based on safe migration counselling
Relevant conditions and Context: limitations or advice in terms of applicability and replicability	Applicable to comparable projects and programmes addressing the rights of labour migrants.
Establish a clear cause-effect relationship	Not applicable
Indicate measurable impact and targeted beneficiaries	The impact of the good practice will be demonstrated when the results are used to leverage further improvements to policy and practice in labour migration governance, and in the utilization of the indicator data to adjust approaches.
Potential for replication and by whom	M&E practitioners and programme managers of other development projects addressing protection of labour migrants and promotion of social and economic benefits of migration to migrants.
Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO's Strategic Programme Framework)	ILO M&E practice
Other documents or relevant comments	

ILO Lesson Learned Template

Project Title: TRIANGLE in ASEAN

Project TC/SYMBOL: RAS/15/05/AUS; RAS/16/01/CAD

Name of Evaluator: Ruth Bowen
Date: 25 November, 2017

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

LL Element #1.	Process of developing inception documentation to support M&E and evaluability
Brief description of lesson learned (link to specific action or task)	The process of developing the inception documentation has produced multiple lessons, both positive and negative. provides a strong foundation for the evaluability of TRIANGLE in ASEAN. The time and effort spent by the programme management, technical officer for Research and M&E, donors and consultants has resulted inception documentation and M&E plans of overall high quality, providing a strong foundation for evaluability.
Context and any related preconditions	Inception phase - development of project M&E framework, reporting plans and frameworks, governance structures.
Targeted users / Beneficiaries	Programme management and M&E staff, ILO Eval; ILO HQ; ROAP regional evaluation officer
Challenges /negative lessons - Causal factors	An inception period exceeding one year can result in diminishing returns in terms of the quality of the inception documentation and planning and can have a negative impact on the progress of implementation.
Success / Positive Issues - Causal factors	The substantial investment of management and M&E staff time, and the technical support of the donors and M&E consultants (Clear Horizon) has enabled the production of complehensive and clear planning and M&E plans and tools.
ILO Administrative Issues (staff, resources, design, implementation)	Provision of a full-time M&E Officer is essential in a programme of this size.

ILO Lesson Learned Template

Project Title: TRIANGLE in ASEAN

Project TC/SYMBOL: RAS/15/05/AUS; RAS/16/01/CAD

Name of Evaluator: Ruth Bowen
Date: 25 November, 2017

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

LL Element #2	Consultation process for confirming theory of change and performance framework
Brief description of lesson learned (link to specific action or task)	In developing the Theory of Change for the programme workshops with the tripartite stakeholders during the inception phase were useful to build the relevance and ownership of the programme. These needed to be adapted per country depending on the stakeholders' capacity. Additionally, the programme staff found that it is not an effective use of time and resources to attempt to complete the full performance framework including indicators with all the partners. The details needed to be finalized by technical and management staff following the participatory workshops. This lesson corresponds with the experience of the evaluator in conducting stakeholder workshops to confirm programme design and elaborate monitoring and evaluation frameworks.
Context and any related preconditions	Establishment of monitoring and evaluation frameworks during programme/project inception. Resources and technical expertise are required for participatory workshops
Targeted users / Beneficiaries	Programme management and monitoring and evaluation staff.
Challenges /negative lessons - Causal factors	Time can be wasted in attempting to develop comprehensive monitoring and evaluation frameworks with a wide range of stakeholders and partners in a workshop setting.
Success / Positive Issues - Causal factors	At the broad level of confirming the theory of change, participatory workshops are valid and useful to establish ownership and confirm the intervention strategies and programme logic.
ILO Administrative Issues (staff, resources, design, implementation)	Resources need to be allocated for Theory of change workshops, and subsequent staff time for elaboration of the performance framework.