



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

### QUICK FACTS

**Countries:** Cambodia, Indonesia, Lao PDR, Myanmar, Philippines, Thailand, Vietnam

**Evaluation date:** 20 February 2023

**Evaluation type:** Project

**Evaluation timing:** Mid-term

**Administrative Office:** ILO Regional Office for Asia and the Pacific (ROAP)

**Technical Office:** ILO Regional Office for Asia and the Pacific (ROAP)

**Evaluation manager:** Narendra Nadh Choudary, Bollepalli

**Evaluation consultant(s):** Chris Morris

**DC Symbol:** RAS/20/01/EUR

**Donor(s) & budget:** European Union, 10 million EUR

**Key Words:** Forced labour, trafficking, labour inspection, migrant worker, fisher, fisheries, fishing

## BACKGROUND & CONTEXT

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

The Ship to Shore programme has the overall impact goal of:

- Expanded opportunities for safe and regular migration into decent work in South East Asian countries, particularly for women and men in the fishing and seafood processing sectors.

To achieve this, there are three outcomes:

- Outcome 1: Strengthened legal, policy and regulatory frameworks related to labour migration and employment for women and men migrant workers in the fishing and seafood processing sectors.
- Outcome 2: Increased protection of labour rights and safe and secure working environments for migrant women and men workers in the fishing and seafood processing sectors.
- Outcome 3: Women and men migrant workers, their families, organizations and communities in the fishing and seafood processing sectors are empowered to exercise their rights.

Within each outcome, a series of outputs are developed to contribute to the outcome. The results framework, which was refined following the evaluability review and support for designing logframes and monitoring systems exercise in 2021, also includes indicators, definitions of the indicators, baseline figures, mid-term and endline targets, how they will be calculated and disaggregated, and the frequency of collection of data.

The three outcomes could be more informally seen as working at the policy level in outcome 1, system level changes in outcome 2, and direct support to migrants and their representative groups in outcome 3.

### Present situation of the project

The programme has implemented activities in all seven countries included in the programme. Programming in Myanmar was revised after the coup in 2021 to align with the UN principles of non-engagement with the government.

To date the following outputs have been achieved:



- Five knowledge products have been disseminated,
- Eleven major policies amended or adopted
- 1.6 million people have been reached through social media campaigns
- Seven countries had tripartite delegations at the Fair Seas Labour Conference.
- 1,404 stakeholders have been trained on labour and anti-trafficking laws
- Six tools for use by law enforcement or labour inspectorates have been operationalised
- Fifty-five companies have been regularly audited for good labour practices
- 271 survivors of trafficking have received support
- 1,807 migrant workers have attended pre-orientation department seminars
- 23,564 migrant workers and / or their families have received support
- 33,026 migrant workers and / or their families have received Covid-19 relief packages.

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

As a mid-term exercise, the evaluation was formative in nature with a focus on lesson learning. The evaluation analysed the achievements of the project to date, provided recommendations for adjustments to the programme strategy that will improve results moving forward, and presented lessons learned and emerging good practices to support organisational learning.

The objectives of the evaluation set out in the TOR were:

- To determine the progress achieved to date in achieving in reaching the three programme outcomes.
- To provide recommendations for adjustments to the programme strategy that will improve results moving forward.
- To identify lessons learned and good practices that will support organizational learning and knowledge sharing for the ILO and other key stakeholders.

The evaluation reviewed the initial design of the programme and implementation in all seven countries up until data collection in October 2022. The evaluation covered work by ILO, IOM, and UNDP.



	<p>The main primary clients of the evaluation are the management/programme team of the Ship to Shore programme, technical back-stoppers involved in the programme, both at headquarters and in the regional office (ROAP), the ILO technical unit at headquarters (MIGRANT), ILO’s Country Offices in the countries of implementation, the regional offices of IOM and UNDP, the Programme Steering Committee and the National Programme Advisory Committees, and the donor (European Union Delegations).</p>
<p><b>Methodology of evaluation</b></p>	<p>The evaluation was conducted between September 2022 and February 2023. The evaluation focused primarily on qualitative methods but incorporated quantitative data collected by the programme. The evaluation was framed within the principles of democratic evaluation, utilisation-focused evaluation, and theory-based evaluation. The evaluation also ensured the integration of gender equality into the methodology and analysis of findings. The evaluation included stakeholders who have been involved in the implementation of the programme to date or will be involved in implementing elements of the programme in the remainder of the programme.</p> <p>Methods for the evaluation included a desk review of programme and secondary documents, remote interviews, in-person interviews and focus group discussions, and findings and data analysis workshops. In-person data collection took place in Cambodia, Indonesia, and Thailand, with remote data collection in the other four countries of programme implementation. The countries were selected due to a combination of the volume of programme activities to date and being able to access the countries easily. A total of 141 individuals (63 women and 73 men) participated in 66 key informant interviews or focus group discussions.</p> <p>The main limitations of the evaluation included not being able to visit all countries due to time constraints, conducting interviews through interpreters, and the limits on assessing sustainability and impact as a result of this being an interim evaluation.</p>
<p><b>MAIN FINDINGS &amp; CONCLUSIONS</b></p>	<p><b>Relevance:</b> The programme responds to the major vulnerabilities of migrant workers and their families in the seafood processing and fishing sectors through addressing issues at the policy, sectoral, and migrant worker level. The programme takes an asymmetric</p>



approach to design which allows it to respond to the different challenges each country is a key strength.

The programme aligns with many national, regional, and global frameworks, including the Sustainable Development Goals (SDGs), the Global Compact for Safe, Orderly and Regular Migration (GCM), and several ILO conventions on migration, fishing, decent work, and gender equality. Stakeholders have been given good opportunities to co-design activities, receive information on the programme, and give feedback to shape the direction at the national level.

There were minor challenges to relevance linked to the difficulties in identifying migrants working in these sectors in Lao PDR and the scope of the programme meaning that in some countries migrants only receive support at one end of the migration corridor.

In terms of cross-cutting issues, the programme has a strong approach to gender equality and the application of international labour standards and social dialogue. The design has only limited focus on environmental sustainability and marine conservation, and disability inclusion.

**Validity of Design:** The programme is ambitious in its number of outputs and the range of countries involved in the programme and impacted by context change through Covid-19 and the coup the military coup in Myanmar. The programme's lengthy inception period supported a strong start to the programme by giving space to allow for the recruitment of staff, development of working modalities between the three UN agencies, and the workplan for the programme. Thinking ahead to positioning the programme for future interventions, it would be of benefit to conduct the review of the theory of change which is proposed in the monitoring and evaluation (M&E) manual. The programme has been successful in applying an evidence-based approach to implementation. Learning from previous programmes, team meetings, and from various studies have been used to influence programme direction.

**Intervention progress and effectiveness**

The programme has made positive progress in achieving the outputs of the results framework, and in many cases has already achieved the target indicator for the end of the programme. Nine output indicators had achieved or over-achieved on the mid-term target, with two indicators behind target. There are a small number of indicators behind the mid-term target, although the programme

should be able to achieve the endline targets in most if not all of these, and implementation for particular indicators has not started in the countries where that activity is planned yet. External stakeholders expressed considerable satisfaction with the programme, with a few caveats, including confusion among some between the roles of different ILO migration programmes and concern over the short-term nature of implementation agreements. There has been significant interaction between Ship to Shore and other UN programmes in the region and the programme also provided strong support to the Covid-19 response.

#### **Efficiency of resource use**

The programme has made effective use of the budget and managed to leverage good collaboration with other programmes focused on migration. However, budget is spread quite thin across the three agencies and seven countries. A total cost-sharing of \$783,032 has to date been obtained from ILO, other UN sources, and tripartite constituents. However, the resources for the programme are still limited, particularly at the regional level and stakeholders did note at times this affects the timeliness of support or response. Although the quality of technical support is high, the delays do have the potential to impact the long-term delivery.

#### **Effectiveness of management arrangements**

The programme has implemented an effective management system which provides support to NPCs and ensures the programme goes beyond the reporting requirements of the EU. There was some suggestion from all agencies that the communication process between ILO, IOM, and UNDP could be improved. Overall, though the inclusion of the three UN agencies provides a strong value add for Ship to Shore, particularly through the technical support each agency can give to the others in their activities. The programme has an impressive array of communication channels available through its website and other resources but lacks a dedicated person to manage this on a day-to-day basis.

The monitoring and evaluation system is effective at measuring progress towards outputs and many outcomes. Attention does need to be given to the endline survey and ensuring the change the programme is hopefully achieving is actually captured. This could be done by including actual migrants users of the programme in the

sample and increasing the volume of qualitative data collection by the MRC partners.

#### **Impact Orientation and Sustainability**

An interim review of the progress towards outcome indicators was conducted. The indicators in outcome 1 may be achievable but will depend on government willingness to enact the necessary policies to align with international labour standards. Achieving the indicator targets for outcome 2 will be challenging. The target of 10% of labour inspections in the fishing sectors that lead to enforcement actions is very ambitious. While progress is being made, changing mind-sets and approaches in the labour inspectorates takes time. Due to COVID-19, the Good Labour Practices (GLP) programme has not been able to attract additional enterprises and achieving the target for this indicator may be challenging.

Targets in outcome 3 should be achievable, but as noted above, to is important to review the endline methodology to ensure it captures the change which occurs through the MRCs' work.

Sustainability for the programme can be achieved through the work done on supporting policy amendments. In many cases, the programme has taken steps to enhance sustainability in the work it does with MRCs through the entities it works with, the indications of sustainability do vary from country to country. Ensuring outstanding implementation agreements progress soon to allow for as much time as possible to support partners with implementation will also enhance sustainability.

#### **Gender Equality**

The gender equality and empowerment strategy was finalised in 2022 and makes solid recommendations on how to address gendered issues in the fishing and seafood processing sectors. Many of these have been implemented already and if the programme can implement the others, this will increase its opportunity to be gender responsive and potentially gender transformative. The programme reported 23% of the programme budget was spent on activities that support gender equality and women's empowerment and this should increase as the recommendations of the strategy continue to be implemented. There were mixed indications from stakeholders on the understanding of gendered differences facing migrants and no reflection on the challenges of problematic behaviour of men

onboard fishing vessels. This demonstrates the relevance of the gender equality and empowerment strategy.

## RECOMMENDATIONS, LESSONS LEARNED AND GOOD PRACTICES

### Main findings & Conclusions

1. Various recommendations on the MRCs were identified including:
  - Ensure training on MRC manual is given as early as possible in the implementation stage.
  - Set up a coordination structure between the implementing partners, including exchange visits to learn best practices.
  - Provide training to strengthen awareness of protection risks to migrants who file complaints, try to unionise, ask for pay increase etc.
2. Ensure the recommendations of the Gender and Women's Empowerment Strategy are incorporated into the annual work plans and work planning with partners.
3. Consider options for how to expand work with the industry association and employers to other parts of the supply chain including the smaller factories and the sub-contractors. Identify where IOM and ILO's work is mutually reinforcing.
4. Review country by country, the activities which are still pending, to ensure consider what the long-term expectations are and what can be achieved by the end of the programme and potentially reallocate funds if necessary.
5. Ensuring work on trafficking is constantly adapting to new challenges and the frameworks are flexible enough to adapt.
6. Draft sustainability plans for regional forums and processes.
7. Conduct research on experiences of persons with disabilities at different stages of migration cycle.
8. Consider reallocating funds to allow for the recruitment of a Communications Officer.
9. Continue to strengthen communication between ILO, UNDP, and IOM, and jointly towards external stakeholders.
10. Review the theory of change to support design of continuing work on programme outcomes in future funding. consider how the different outcomes build on each other.
11. Conduct an assessment of the MRCs, their modality, and impact, across ILO (and IOM) programmes





	<ol style="list-style-type: none"> <li>12. Ensure the endline survey can measure the impact of the programme on migrant and country of origin workers who utilised the programme’s services by ensuring they are included in the endline sample.</li> </ol>
<p><b>Main lessons learned and good practices</b></p>	<p><b>Lessons Learned</b></p> <ol style="list-style-type: none"> <li>1. Including both countries in a migrant corridor in a programme ensures easier collaboration between stakeholders.</li> <li>2. Training of labour inspectors is not sufficient on its own. It requires political will to empower labour inspections to enforce regulations and address violations. Encouraging interaction with NGOs would be strongly recommended.</li> <li>3. Regional programmes are successful in broadening the scope of a programme and building on momentum but require sufficient resources in each country to ensure ongoing progress.</li> <li>4. The harmonisation of laws and operating procedures between ministries is a challenging but necessary requirement for supporting the integration of multi-ministries working on a particular area of the enforcement of workers’ rights and decent working conditions.</li> <li>5. The engagement of NGOs, CSOs and workers’ organisations remains a key tool in ensuring better response to working condition violations, improved access to justice, and the provision of better response services for survivors of trafficking.</li> </ol> <p><b>Emerging Good Practices</b></p> <ol style="list-style-type: none"> <li>1. Quick assessment and design of reprogramming in Myanmar allowed for the programme to continue in some form.</li> <li>2. Using different providers for MRCs increasing learning opportunities and encourages different approaches.</li> <li>3. Ensuring deliverables are clear in implementation agreements is critical for strong delivery, even if this delays implementation of the programme’s activities.</li> </ol>