

# ILO Tripartite Action to Protect Migrant Workers within and from the Greater Mekong Sub-region from Labour Exploitation: Final Evaluation Management Responses

## Initiative Summary

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| <b>Initiative Name:</b>     | <b>ILO Tripartite Action to Protect Migrant Workers within and from the Greater Mekong Sub-region from Labour Exploitation (GMS TRIANGLE)</b>   |                 |                  |
| AidWorks Initiative Number  | INJ332  |                 |                  |
| Agreement Commencement date | 13 May 2010   | Completion date | 31 December 2015 |
| Total                       | AUD 9.4 million (DFAT)  |                 |                  |
| Delivery organisation (s)   | International Labour Organisation   |                 |                  |
| Implementing partner(s)     | International Labour Organisation and over 30 sub-grantees across six project countries   |                 |                  |
| Country/Region              | ASEAN, with a focus on Cambodia, Laos, Malaysia, Myanmar, Thailand and Vietnam.   |                 |                  |
| Primary sector              | Human security; labour migration governance   |                 |                  |
| Initiative objective/s      | <p><b>Program Goal:</b><br/>Strengthen the formulation and implementation of recruitment and labour protection policies and practices in the GMS to ensure safer migration</p> <p><b>Program Objectives:</b></p> <ol style="list-style-type: none"> <li>1. To Strengthen and improve recruitment and labour protection policies in both sending and destination countries by drawing on a sound evidence base.</li> <li>2. To close the gap between policy intention and policy implementation at the national, bilateral and regional levels as they relate to the recruitment and protection of women and men migrant workers.</li> <li>3. To protect the rights of women and men and potential migrants by increasing their access to support services.</li> </ol> |                 |                  |

## Summary:

In April 2015 an independent partner-led (ILO) evaluation of the GMS TRIANGLE project commenced. The purpose of the review was to assess GMS TRIANGLE's performance in order to contribute to organisational learning and knowledge sharing through:

1. An understanding and validating of the achievements and challenges faced in implementing the project, and its prospective long-term impact;
2. Good practices for replication and scaling by the ILO and other actors; and
3. Recommendations/lessons learned for strengthening future interventions of labour migration within the region.

The evaluation provides an assessment of progress on the recommendations in the mid-term review and also considers specific recommendations to shape the design of the second phase of the project, which subsequently commenced in November 2015. Given that the evaluation took place at the same time of the design of the second phase of TRIANGLE, many of the recommendations have already been considered and incorporated into the new design.

The report was finalised in December 2015 and was well received by partners in terms of confirming the successes of the project, whilst at the same time recognising the need for further interventions to enhance the impact of the achievements to date.

Below are program management responses to the recommendations proposed by the final evaluation (page 55-59 of final evaluation document). Management responses have been agreed through consultation between DFAT and the ILO and will be implemented in the new phase of the project – Tripartite Action to Enhance the Contribution of Labour Migration to Growth and Development in ASEAN (TRIANGLE II), or as otherwise indicated.

| Key Recommendations, Management Responses and Actions: |   |   |   |                |
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| Item No.   | Recommendation  | Response  | Actions   | Responsibility |
| 1.   | Expand the gender sensitive and sectoral approach to addressing labour migration to other sectors, which are particularly vulnerable for women and men migrant workers.   | DFAT supports the consideration of expanding sectoral approaches based on an assessment informed by gender analysis. This assessment should focus on key priority sectors within ASEAN that have potential to provide opportunity for economic empowerment and where either migrant women and men or are particularly vulnerable. The consideration of expanding sectoral approaches should be balanced against the value of building on the work already achieved under GMS TRIANGLE in the fishing and domestic work sectors. | Priority sectors have been identified during the design of TRIANGLE II, and target sectors will be selected in the inception phase. Expanding the focus of work into new sectors will be guided by further research and analysis to determine relevance and effectiveness in the context of TRIANGLE's scope and budget.  | ILO            |
| 2.   | Support in-depth research reports to fill a knowledge gap, use for advocacy and generate media attention. Explore areas that ILO determines as ripe for policy and legislative change to increase influence and uptake of reform. | DFAT acknowledges the role that evidence-based research has had in advocating for policy and legislative change and to improving project implementation. A strategic and value-for-money approach to research should be taken for TRIANGLE II, particularly given the length of the investment.   | A research strategy has been developed for TRIANGLE II to provide rigorous, policy-relevant and timely research outputs on labour migration, and will be limited by available funding. This strategy includes seeking to develop partnerships with research institutes to strengthen local and regional capability, and the opportunity to collaborate with other development projects on areas of mutual interest. This is an iterative process that will continue to evolve over the 10 year life of the program based on needs identified by the project, partners and other stakeholders. | ILO            |

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| 3. | Engage more with the private sector on international migration. Explore possibilities to leverage funding from private sector while maintaining the ILO rigorous standards for private sector partners. Continue to advocate for self-regulation tools with industry associations and recruitment agency associations. These approaches should be considered and developed into a clear private sector strategy.  | DFAT supports greater engagement with the private sector in line with DFAT's Ministerial Statement on <i>Engaging the Private Sector in Aid and Development</i> , and recognises the opportunities for TRIANGLE II to develop private sector partnerships to support program outcomes. This could include leveraging private sector funding, as well as knowledge and capability. Given the potential opportunities, DFAT supports a more considered and strategic approach through the development of a specific strategy that identifies entry points, activities and potential partners. | The design of TRIANGLE II identified private sector engagement as a cross cutting issue in recognition of private sector's role in all stages of the migration cycle. TRIANGLE II will build on the work already achieved in GMS TRIANGLE and identify new partnerships with private sector actors, particularly recruitment agencies, employers and buyers with an interest in supply chains. Development of a private sector engagement strategy is underway. The strategy will consider, among other things, the incentives, reliability and effectiveness of self-regulation as an approach and how to leverage the influence of the private sector to lobby for improvements in law, policy and implementation. | DFAT, ILO |
| 4. | It is important to adequately staff an international labour migration project with a regional management unit and six country components. This includes National Project Coordinators in each project country, M&E expertise, gender expertise, and ideally additional international project support in each country (e.g. technical officers, JPOs, UNV, AVID, NZ volunteers). Appropriate levels of administrative support also needs to be considered. | DFAT supports the need for adequate staff resourcing including National Project Coordinators in each of the six partner countries, M&E expertise, gender expertise and an appropriate level of administrative support. Staffing is sometimes constrained by budgetary limitations, however ILO should monitor this to ensure that program activities and outcomes are appropriately prioritised.  | TRIANGLE II has recruited a Technical Officer responsible for M&E and research in the inception year, and is seeking to secure this position over the longer term. Additional complementary ILO programming on labour migration will maintain an adequate level of staffing, both administrative and technical. The project will also seek to continue the collaboration with the Australian Volunteers for International Development (AVID) program.  | ILO       |
| 5. | To ensure the sustainability of the interventions related to capacity building, consider: <ul style="list-style-type: none"> <li>Systems to increase timely rights-based and tripartite input into legislation and policy, especially in Thailand, Malaysia, Viet Nam and Lao PDR.</li> </ul>   | <ul style="list-style-type: none"> <li>DFAT supports increased involvement of relevant stakeholders in providing input into policy and legislation, particularly where the proposed measure will have a</li> </ul>  | <ul style="list-style-type: none"> <li>In all countries, the project will continue to advocate for greater involvement of social partners, NGOs and others in legislative and policy drafting. Whilst</li> </ul>   |           |

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|  | <ul style="list-style-type: none"> <li>• Communicate ILO technical comments on labour migration law and policy to social partners and CSOs, through co-drafting workshops (triggered on request of the social partners) or workshops on the contents of technical comments. This approach is designed to further empower national level partners to continue rights based advocacy in the long term.</li> <li>• Developing tools to measure the impact of capacity building activities, beyond pre- and post-testing. The results emerging from the use of these tools should be shared with the project partners to demonstrate the value of the training.</li> <li>• Increasing instances of ‘on the job’ coaching to influence working styles and problem solving initiative by implementing partners.</li> <li>• Linking knowledge management efforts to government and implementing partner key performance indicators, especially in Malaysia, Thailand and Viet Nam where ministries are known to have key performance goals.</li> </ul> | <p>significant impact on groups in the community. The time implications for additional consultations will need to be factored into annual work plan.</p> <ul style="list-style-type: none"> <li>• DFAT notes this recommendation and encourages the ILO to consider the feasibility of co-drafting workshops and the time implications this process may have.</li> <li>• DFAT supports the development of tools and indicators to measure the impact of capacity building activities that can reflect desired changes in attitudes and behaviours.</li> <li>• Capacity building is an essential part of program delivery and sustainability. ILO should choose capacity building methods that are both high impact and value-for-money.</li> <li>• DFAT notes this recommendation and will encourage the ILO to consider how knowledge management can be strengthened in the second phase.</li> </ul> | <p>timeframes cannot always be systematised because they are not within the control of the project, this process will be considered as part of annual work planning within Project Advisory Committee (PAC) meetings.</p> <ul style="list-style-type: none"> <li>• The technical comments process is a core function of the ILO Office. Whilst these procedures are standardised, TRIANGLE II will seek to establish how/whether it can deviate from these to allow for timely sharing of comments with social partners.</li> <li>• A proactive approach to M&amp;E, building on the lessons learned from GMS TRIANGLE have been incorporated into the design of TRIANGLE II and will be further refined during inception.</li> <li>• Organisational development and capacity building of key partners remains a priority over the life of the project, however, on the job coaching is time and resource intensive and is unlikely in the current budget scenario.</li> <li>• Conversations will begin in the first years of the project to see how KPIs can be strengthened and the project can contribute to these more directly. This will feature as a key advocacy point with senior officials however the actual linking may not be observed until later in the project.</li> </ul> |  |
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| 6. | Explore options for sustainable MRC models. This could include government funding of CSO or trade union run MRCs, in addition to mainstreaming migrant worker services into existing job centres or NGO services.   | DFAT supports sustainable MRC models that take into consideration the strengths of the different types of service providers, sources of funding and delivery modes (fixed site, outreach, online).  | TRIANGLE II will assess feasibility of integrating the functions of the MRCs into government services or alternative sustainable models throughout the life of the project. Partnerships between government agencies and civil society organisations providing services to migrants will be actively encouraged.  | ILO |
| 7. | <p>Define a more robust M&amp;E framework at the start of phase two of the project.</p> <p>Provide each MRC with individualised coaching according to their knowledge gaps and the services provided, e.g. on M&amp;E concepts, data collection, assessing impact, analysis and reporting, and participatory monitoring.</p> <p>Fund a dedicated M&amp;E staff member for the entire phase 2.</p> | <p>DFAT agrees that a robust M&amp;E framework needs to be developed at the start of the project that is consistent with DFAT M&amp;E Standards.</p> <p>DFAT agrees that in some circumstances individualised coaching of MRC staff may be an effective means to address knowledge gaps and to ensure quality services, however this will be informed by value-for-money principles.</p> <p>DFAT supports the allocation of resources for M&amp;E expertise throughout TRIANGLE II. The engagement of regular M&amp;E expertise for the second half of GMS TRIANGLE was a positive development.</p> | <p>An M&amp;E Framework was developed during the design process, in consultation with DFAT. A data driven approach to M&amp;E will monitor the outcomes and impact of activities throughout the project cycle on an ongoing basis, and will work in close partnership with government and other stakeholders.</p> <p>TRIANGLE II will adopt a case by case approach in assessing need and value for money for individualised coaching with respect to the particular partner.</p> <p>TRIANGLE II has recruited a Technical Officer responsible for M&amp;E and research in the inception year and will consider maintaining this position over the longer term.</p> | ILO |
| 8. | Design a Results Assessment Framework from the project's inception.   | DFAT supports designing a Results Assessment Framework from the start of TRIANGLE II to ensure that project outcomes can be adequately measured, rather than relying on outputs and activities to assess impact.  | The ILO is developing a performance framework to provide a detailed explanation of the indicators that will be used to guide the project's data collection and analysis of progress achieved. The framework will include indicators for all levels of results documented in the theory of change, baseline measures (or plans for obtaining them) and targets (including  | ILO |

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|    |  |   | intermediate milestones), data sources to be drawn from, disaggregation of data (by sex, location, ethnicity etc), frequency of reporting and responsible parties.   |     |
| 9. | <p>To ensure systematic achievement of positive gender equality outputs and outcomes in the project from its inception, it is recommended that the next phase undertakes the following:</p> <ul style="list-style-type: none"> <li>• A specific gender equality strategy</li> <li>• Systematic collection of sex disaggregated data</li> <li>• Allocation of specific expertise (internal and external); and</li> <li>• a gender budget</li> </ul> | <p>Gender equality and empowering women and girls is a key investment priority for DFAT. DFAT supports the achievement of gender equality outputs and outcomes consistent with DFAT's Gender Equality and Women's Empowerment Strategy. In particular, DFAT supports:</p> <ul style="list-style-type: none"> <li>• the development of a gender strategy to target approaches and responses to gender equality and women's empowerment;</li> <li>• the systematic collection of sex disaggregated data, noting the progress that has been made since the mid-term review of the first phase of TRIANGLE;</li> <li>• strongly recommends that external gender expertise is sourced to supplement the project technical officer with designated responsibility for implementation of the gender strategy, given the explicit emphasis on women's empowerment in TRIANGLE II ; and,</li> <li>• a gender budget to ensure the adequate implementation of the gender strategy.</li> </ul> | <ul style="list-style-type: none"> <li>• The design of TRIANGLE II identified gender equality and women's economic empowerment as a cross cutting issue, including at the highest level of the program's outcomes. A strategy will be developed, in consultation with DFAT.</li> <li>• Sex disaggregated data will continue to be collected using similar methodology as in GMS TRIANGLE, including beneficiary sheets (for Migrant Worker Resource Centre beneficiaries) and sign-in sheets for training participants. This sex disaggregated data will be the key component in gender analysis of project performance and impact.</li> <li>• Gender expertise will be provided internally through the project Technical Officers (who have significant gender experience) and backstopped by the Gender Specialist from the ILO Regional Office Decent Work Team.</li> <li>• Budget permitting, an external gender consultant will be considered for a proposed 25 days annually on a needs basis, including especially around reporting periods and specific monitoring and evaluation activities. The broader gender budget will be dependent on finalised levels of funding and efforts will be made to streamline programming with related gender programs, including UN Women. Accountability for adequately resourced</li> </ul> | ILO |

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|  | <p>To source gender expertise to complement that provided by the staff of the project and ILO, consider using networks of women's organisations and unions to identify local gender consultants who speak local languages and have good awareness of cultural issues.</p> <p>For gender equality training of implementing partners, consider developing a gender equality training manual (like the project developed for MRC M&amp;E), and conducting targeted training based on this manual with key implementing partners in the inception phase. Consider engaging local gender experts and local women's organisations and unions to facilitate this. All Terms of Reference for implementing partners should include a section of gender outcomes expected during delivery of the agreement.</p> | <p>DFAT supports building a network of women's organisations to develop and utilise local expertise in the implementation of the gender strategy. The role DFAT can play in convening a dialogue with government partners (both bilaterally and through regional institutions) on these policy issues should also be considered.</p> <p>DFAT does not consider it essential for there to be a gender equality training manual if a gender strategy is developed, and accountability for its implementation is included in the M&amp;E Framework. It is likely to be more useful to integrate a gender module or component within the standard training packages already used by the project. In addition to the Terms of Reference (TOR) for implementing partners, the ToR for external technical consultants should include a section on expectations in relation to analysis, outcomes and reporting on gender issues.</p> | <p>and effective implementation of the strategy will be enshrined in the Results Assessment Framework.</p> <p>Local gender networks will be engaged throughout the implementation of TRIANGLE II in civil society networks and advocacy efforts, including being utilised to identify local gender experts, trainers and consultants when required.</p> <p>The project will draw from existing gender equality training manuals from ILO and UN Women (and possibly other partners), and tailor training programmes to constituent needs using these resources. Terms of Reference for implementing partners, especially Migrant Worker Resource Centre service providers, will include a section on gender outcomes expected during the delivery of the agreement, as suggested by TRIANGLE project staff. This section will become part of the binding agreement between the ILO and the implementing partner and be subject to regular contracting arrangements.</p> |  |
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