



**INTERNATIONAL LABOUR ORGANIZATION
TECHNICAL COOPERATION**

Title:	Tripartite Action to Enhance the Contribution of Labour Migration to Growth and Development in ASEAN (TRIANGLE II)
Country/sub-region/region:	Southeast Asia, with focus on Cambodia, Lao PDR, Malaysia, Myanmar, Thailand and Vietnam
Lead Office:	ILO Regional Office for Asia and the Pacific (ROAP)
Responsible ILO Official	Ms Tomoko Nishimoto Regional Director, ILO ROAP
Collaborating ILO Units/Offices:	International Labour Migration Branch (MIGRANT), Geneva; ILO Office Thailand, Cambodia and Lao PDR; ILO Office for Vietnam; ILO Joint Office, Phnom Penh; ILO Liaison Office, Yangon; ILO Decent Work Technical Team for Southeast Asia (ILO-DWT-BKK)
Potential Implementing Partners:	Cambodia: Ministry of Labour and Vocational Training (MOLVT), Cambodian Labour Confederation (CLC), Cambodian Federation of Employers and Business Associations (CAMFEBA) Lao PDR: Ministry of Labour and Social Welfare (MOLSW), Lao Federation of Trade Unions (LFTU), Lao National Chamber of Commerce and Industry (LNCCI) Malaysia: Ministry of Human Resources (MOHR), Anti-Trafficking in Persons Council, Malaysian Trade Union Congress (MTUC), Malaysia Employers' Federation (MEF), Tenaganita (Women's Force, NGO) Myanmar: Ministry of Labour, Employment and Social Security (MOLES), Labour Organizations, Labour Exchange Offices (LEOs), Myanmar Overseas Employment Agencies Federation (MOEAF) Thailand: Ministry of Labour (MOL), State Enterprise Workers' Relations Confederation (SERC), Labour Congress of Thailand (LCT), Employers' Confederation of Thailand (ECOT), Industry associations Vietnam: Ministry of Labour, Invalids and Social Affairs (MOLISA), Vietnam General Confederation of Labour (VGCL), Vietnam Chamber of Commerce and Industry (VCCI), Vietnam Women's Union (VWU)
Budget and timeframe:	A\$20m for ten years (2015 –2025)
Proposed Donor Agency:	Department for Foreign Affairs and Trade (DFAT), Australian Government
Technical Cooperation Code:	RAS/15/05/AUS

List of Acronyms

AAPTIP	Australia – Asia Program to Combat Trafficking in Persons
ACMW	ASEAN Committee on the Implementation of the ASEAN Declaration on the Protection and Promotion of the Rights of Migrant Workers
ACRA	Association of Cambodian Recruitment Agencies
ADB/ADB I	Asian Development Bank/Asian Development Bank Institute
AEC	ASEAN Economic Community
AFML	ASEAN Forum on Migrant Labour
AMS	ASEAN Member States
ASEAN	Association of South East Asian Nations
A\$	Australian Dollar
CBED	Community-Based Enterprise Development
COMMIT	Coordinated Ministerial Mekong Initiative against Human Trafficking
CSO	Civil Society Organization
CTUM	Confederation of Trade Unions in Myanmar
EPS	Employment Permit System (Republic of Korea)
G-to-G	government-to-government
GDP	Gross Domestic Product
GMS	Greater Mekong Sub-region
ILC	(ILO) International Labour Conference
ILO	International Labour Organization
IOM	International Organization for Migration
IPEC	(ILO) International Programme on the Elimination of Child Labour
KNOMAD	Global Knowledge Partnership on Migration and Development
LFTU	Lao Federation of Trade Unions
LNCCI	Lao National Chamber of Commerce and Industry
MAPO	Inter-Ministerial Committee on Human Trafficking (Malaysia)
MIGRANT	(ILO) Labour Migration Branch
MOEAF	Myanmar Overseas Employment Agencies Federation
MOHR	Ministry of Human Resources (Malaysia)
MOL	Ministry of Labour (Thailand)
MOLES	Ministry of Labour, Employment and Social Security (Myanmar)
MOLISA	Ministry of Labour, Invalids and Social Affairs (Vietnam)
MOLSW	Ministry of Labour and Social Welfare (Lao PDR)
MOLVT	Ministry of Labour and Vocational Training (Cambodia)
MOU	Memorandum of Understanding
MPS	Ministry of Public Security (China, Vietnam, Lao PDR)
MRC	Migrant Worker Resource Centre
MTUC	Malaysian Trade Union Congress
MTUF	Myanmar Trade Union Federation
NAFTA	North American Free Trade Agreement
NGO	Non-Governmental Organization
NPA	National Plan of Action
PAC	Project Advisory Committee
PEWMWA	Preventing the Exploitation of Women Migrant Workers in ASEAN
ROAP	(ILO) Regional Office for Asia and the Pacific
SAP-FL	(ILO) Special Action Programme to Combat Forced Labour

SDGs	Sustainable Development Goals
SHIFT	Shaping Inclusive Financial Transformations Programme
SLOM	Senior Labour Officials Meeting
SPA	Sub-regional Plan of Action
SOM	Senior Officials Meeting
SURAC	(ILO) Sub-regional Advisory Committee on Migration and Anti-Trafficking
TF-AMW	Task Force on ASEAN Migrant Workers
TIP	Trafficking in Persons
TRIANGLE I	(ILO) Tripartite Action to Protect Migrant Workers within and from the Greater Mekong Sub-region from Labour Exploitation
TRIANGLE II	(ILO) Tripartite Action to Enhance the Contribution of Labour Migration to Growth and Development in ASEAN
UN	United Nations
UN-ACT	United Nations Action for Cooperation Against Trafficking in Persons
UNCT	UN Country Team
UNESCAP	United Nations Economic and Social Commission for Asia and the Pacific
UN Women	United Nations Entity for Gender Equality and the Empowerment of Women
US\$	United States Dollar
VAMAS	Vietnam Association of Manpower Supply
VCCI	Vietnam Chamber of Commerce and Industry

Tripartite Action to Enhance the Contribution of Labour Migration to Growth and Development in ASEAN (TRIANGLE II)

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Introduction

Australia provided A\$9.4 million to support TRIANGLE I, implemented by the International Labour Organization (ILO) from 2010-2015. As a result of the relevance and strong performance of TRIANGLE I (as evidenced in DFAT annual reporting and an independent mid-term evaluation), DFAT received endorsement in January 2015 to begin a partner-led design with the ILO for a long-term project that builds on the lessons learned during implementation of TRIANGLE I.

The ILO provides specialist technical advice at the request of ASEAN Member States and social partners as well as the ASEAN Secretariat to shape their individual labour migration policies and the broader agenda in ASEAN. TRIANGLE II will shift the practice in the region on the protection and governance of labour migration to reframe it in terms of its potential, for development, for growth and for economic and human security – ultimately increasing the number of migrant workers that have an overall positive migration experience. There is considerable convergence between the priorities of the ASEAN Member States and Australia in the outcomes of the project, including shared goals of increasing stable, inclusive economic growth and development.

The proposed project will be implemented over ten years. A ten-year period is likely to achieve best results and value for money given the ability for long term planning and addressing systemic challenges.

The proposed project would invest across six countries (Thailand, Cambodia, Vietnam, Myanmar, Malaysia and Lao PDR) and engage with all ASEAN Member States with the overall goal of maximizing the contribution of labour migration to equitable, inclusive and stable growth in ASEAN (see Theory of Change in Annex A). By the end of the proposed project period in 2025 migrant workers will be better protected by national and regional governance frameworks. The potential of women and men migrant workers to contribute to economic and social development will be harnessed through improved policies and programmes. The efficiency of labour markets in ASEAN will be increased through improved systems that govern and facilitate labour mobility across the region. The project will lead to increased use of regular migration channels by women and men; and greater returns for migrant workers by way of economic and social remittances, especially women.

This Project Design Document (PDD) outlines the rationale for the TRIANGLE II project at the outcome and output level across the six target countries. During a twelve-month inception phase, detailed activities will be determined, and the Theory of Change (Annex A) and the Monitoring and Evaluation (M&E) framework (Annex B) will be further developed in consultation with project partners. Gender, Communications and Sustainability Strategies will be developed during the inception phase to guide DFAT, the ILO and national and regional implementing partners in identifying activities of highest priority in project countries to achieve maximum impact. Activities and approaches will also be shaped by the final independent evaluation of TRIANGLE I (to be finalized by 30 September 2015), as well as a decision by the Canadian Government on future funding of TRIANGLE I's sister project, the ASEAN TRIANGLE project, scheduled to end in March 2016.

The PDD is the result of findings from the design missions (see Annex S, Key findings of the design mission), analysis of lessons learned by the ILO and key partners and a review of the regional political, economic, development and migration context. The design team spent four weeks in March and April 2015 consulting over 300 stakeholders in Cambodia, Lao PDR, Malaysia, Myanmar, Thailand, and Vietnam and at the Sub-Regional Advisory Committee (SURAC) workshop. Consultations were held with additional national, regional and international stakeholders by teleconference. A list of members of the design team, and the individuals and organisations consulted is in Annex T.

1. Background and Justification

1.1 Situational Analysis

Labour migration in ASEAN

ASEAN is a dynamic region with 625 million residents and 300 million workers and a combined GDP of over US\$2.4 trillion (2013)¹ that is due to integrate economically into the ASEAN Economic Community (AEC) at the end of 2015.² Australia has a population of 23 million, GDP of US\$1.6 trillion, and trade equivalent to almost a third of that GDP, including a rising share of trade between ASEAN and Australia, at US\$68 billion in 2013.³ Australia has a keen national interest in the economic and political stability of ASEAN, including reducing irregular migration and the exploitation of migrant workers. Labour migration is an established feature of ASEAN labour markets and a significant factor in stability and continued economic growth in the region; growth that is dependent on the effective management of the movement of millions of migrant workers within and from ASEAN.

There are an estimated 14 million migrant workers from ASEAN Member States, 6 million of whom moved within Southeast Asia.⁴ Much of the intra-ASEAN migration is irregular and temporary, and may not be captured in these migration stock data. The Philippines, Indonesia, Myanmar, Vietnam, Cambodia and Lao PDR are net-sending countries; Myanmar and the Philippines both have an estimated 10 per cent of their populations abroad. Malaysia, Singapore, Thailand and Brunei Darussalam are net-receiving countries; in Malaysia and Singapore, migrants make up to a third of the workforce. Migrants from ASEAN also move to East Asian economies, to the Gulf Cooperation Council (GCC) states and beyond. Low- and semi-skilled migrant workers from outside ASEAN are employed across ASEAN, in particular in Singapore and Malaysia. China, on the northern border of the lower Mekong countries, receives workers from Myanmar and Vietnam, but is also sending workers to Lao PDR and Vietnam.

Most of the workers involved in intra-ASEAN labour migration are low-skilled and working in agriculture and fishing, domestic work, food processing, manufacturing and construction. An estimated 87 per cent of migrants in ASEAN countries were low-skilled in 2007 and up to a third employed in the informal sector and hence, not fully protected by labour laws.⁵ ASEAN countries also send students and skilled migrants within the region and to OECD countries. Over half of the Filipinos, Malaysians, and Singaporeans in OECD countries in 2010 were highly educated (secondary/high school or higher).⁶

Figure 1. Estimated stocks of migrants and nationals abroad, ASEAN Member States, 2013 (thousands)⁷

Source: UNDESA

¹ The Economist Intelligence Unit, 'What does the average ASEAN consumer look like?' (2014) available at: http://www.economistinsights.com/sites/default/files/cimb-asean-map-consumer-article-final-nov-2014_0.pdf

² ADB – ILO, *ASEAN Community 2015: Managing Integration for Better Jobs and Shared Prosperity* (2014), available at www.adb.org/publications/asean-community-2015-managing-integration-better-jobs-and-shared-prosperity

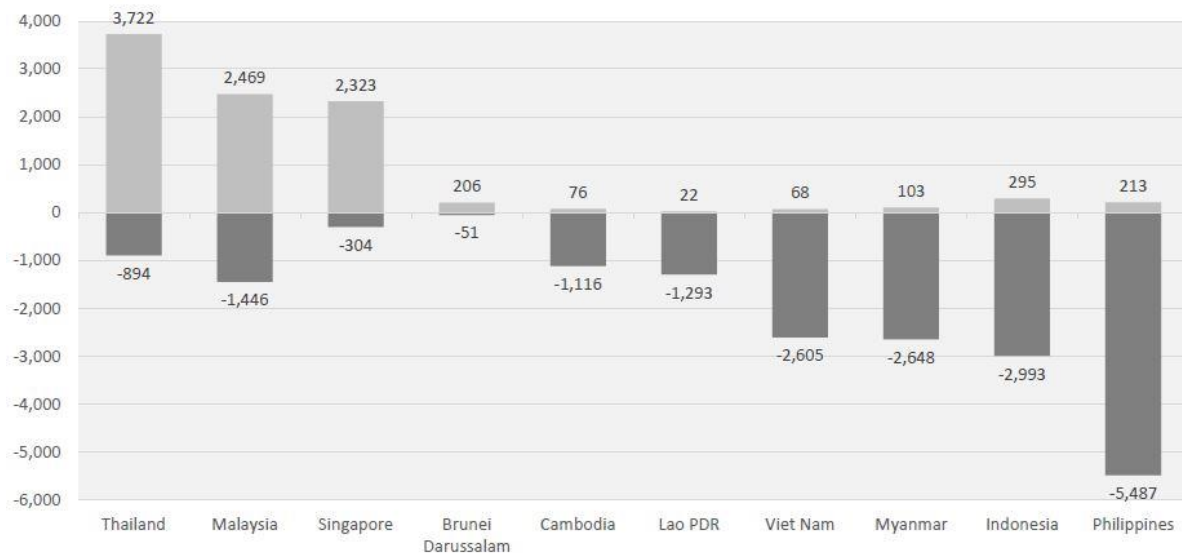
³ ASEAN, *Overview of ASEAN-Australia Dialogue Relations*, www.asean.org/news/item/overview-of-asean-australia-dialogue-relations

⁴ UN Department of Economic and Social Affairs (UNDESA), Population Division (2013).

⁵ Orbeta, Aniceto Jr. *Enhancing Labour Mobility in ASEAN: Focus on Lower Skilled Workers*. Discussion Paper Series No. 2013-17, PIDS (2013), available at www.pids.gov.ph/dp.php?id=5153&pubyear=2013

⁶ Capannelli, Giovanni. *Key Issues of Labour Mobility in ASEAN*. January 23-25. PPT presentation to ADBI-OECD roundtable (2013), available at www.adbi.org/viewcontact.php?contactid=1401§ionID=14

⁷ The graph demonstrates the inflow of migrants (above the line) and the outflow of nationals (below the line) in each of the AMS.



Migration contributes to economic growth and poverty reduction in both countries of origin (primarily through remittance flows) and destination (through private sector economic growth). Concurrently, the continued movement and presence of unprotected (irregular) migrants creates instability in industries heavily reliant on migrant labour. Labour migration has the potential to provide significant opportunity for women's economic empowerment, in sectors traditionally dominated by women, including domestic work and the care economy, but also in more formalized sectors including construction and manufacturing. Due to the scale of the movement of workers in ASEAN, and its catalytic role in economic development, more effective labour migration management is a clearly identified priority of the ASEAN Member States and is crucial to achieving Australia's objectives in ASEAN under the ASEAN-Australia Comprehensive Partnership (2015-2019) and bilateral arrangements between Australia and ASEAN Member States, such as the recently signed *Declaration on Enhancing the Australia-Vietnam Comprehensive Partnership*, which covers enhancing regional and international cooperation, economic growth, trade and industry development and development assistance.⁸

The G20 Leaders' Communiqué (Brisbane 2014)⁹ and the Brisbane Action Plan,¹⁰ developed under Australia's Presidency of the G20 express a commitment to address youth unemployment, reduce the gap in participation rates between men and women, and create quality jobs. The commitment to poverty eradication and development to ensure that G20 actions contribute to inclusive and sustainable growth in low-income and developing countries is outlined, with special note made of the importance of measures to reduce the global average cost of transferring remittances to five per cent.

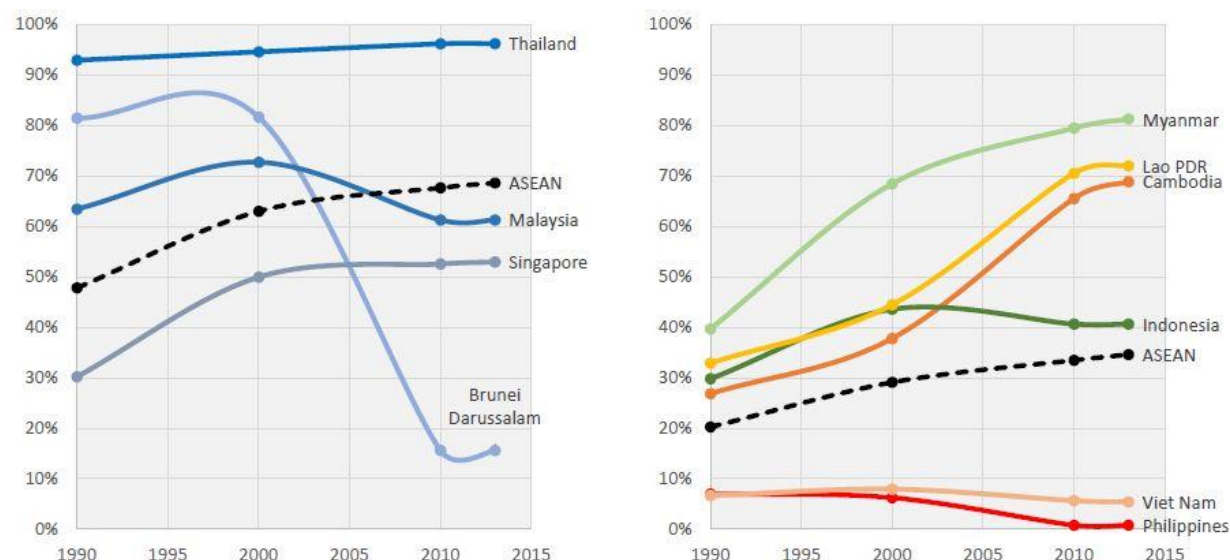
⁸ Available at <http://dfat.gov.au/geo/vietnam/Pages/a-declaration-on-enhancing-the-australia-viet-nam-comprehensive-partnership.aspx>

⁹ G20 Leaders' Communiqué (Brisbane 2014), available at http://www.g20australia.org/sites/default/files/g20_resources/library/brisbane_g20_leaders_summit_communique.pdf

¹⁰ G20 Brisbane Action Plan, November 2014, available at https://g20.org/wp-content/uploads/2014/12/brisbane_action_plan.pdf

Figure 2. Estimated intra-ASEAN shares of migration in ASEAN Member States, 1990-2013 (per cent)¹¹

Panel A. Intra-ASEAN shares of migrants, countries of destination; Panel B. Intra-ASEAN shares of nationals abroad, countries of origin



Source: UNDESA

Economic and demographic drivers of migration

Most migrant workers are young and come from countries with rapidly growing working-age populations and many migrants move to countries with ageing work forces. The working-age population is a rough measure of the potential supply of labour, but the size of the workforce and the number of potential migrant workers depends on the working-age population and labour force participation rates, which vary by age, sex, household income and education as well as demand conditions in the labour market. Each year, new entrants to the labour market top 300,000 in Cambodia and 1.1 million in Vietnam, while the working age population in Singapore and Thailand is dropping (See Annex J: Country situational analyses and key partners).¹²

ASEAN Member States have experienced significant growth in GDP per capita, with the regional average rising from US\$800 in 1990 to US\$3,100 in 2010 - a fourfold increase.¹³ Particularly remarkable is the speed at which the least developed countries have increased per capita incomes. Cambodia, Lao PDR, and Myanmar had more than fourfold increases in GDP per capita in the past twenty years; though these economies came from such low bases that many citizens remain poor, especially in the rural areas home to most potential migrant workers.

¹¹ These graphs demonstrate that migration to Thailand is largely from other ASEAN countries. The proportion of migrant workers from Vietnam and Philippines going to other AMS through regular channels is low, but is expected to increase following the signing of an MOU between Thailand and Vietnam.

¹² UNFPA, *The Ageing Population in Vietnam* (2011), available at http://vietnam.unfpa.org/webdav/site/vietnam/shared/Publications%202011/Ageing%20report_ENG_FINAL_27.07.pdf

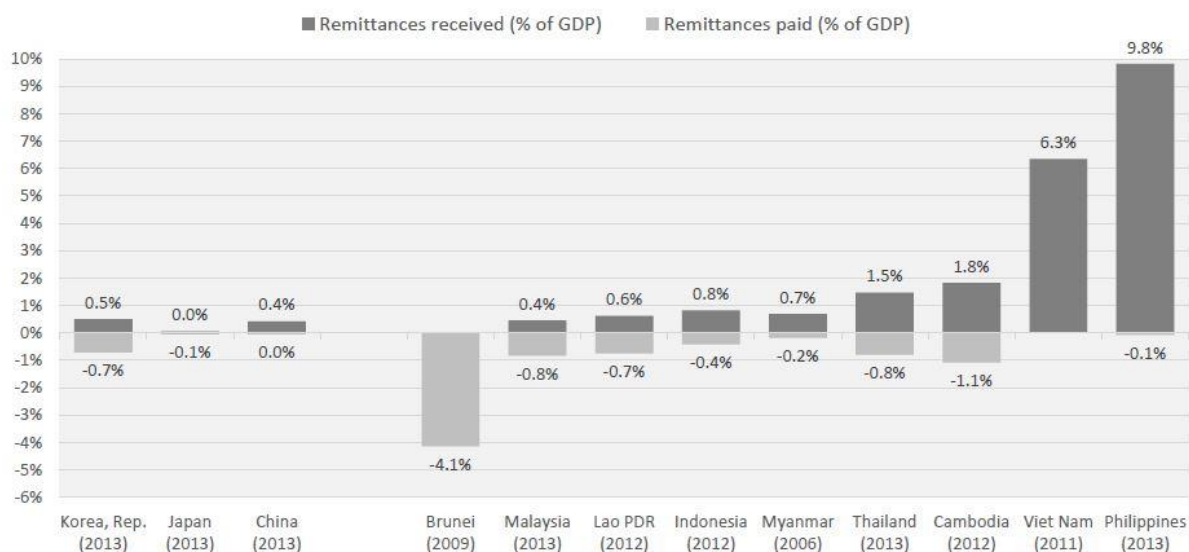
¹³ Asian Development Bank Institute *ASEAN 2030: Toward a Borderless Economic Community*, Highlights, (2012) p. 25, available at <http://www.adbi.org/files/2012.03.30.proj.material.asean.2030.highlights.pdf>

Higher wages in destination countries continue to be the major pull factor for migrant workers. As of 1 January 2014, the minimum wage in the garment sector in Cambodia was US\$100 a month. In Vietnam, minimum wage is around US\$128. In Lao PDR, the minimum wage rose 43 per cent to approximately US\$113 in April 2014, specifically responding to the Government's concern about worker shortages in urban areas; the wage hike was designed to attract more rural workers to the industrial sector instead of migrating to Thailand.¹⁴ In comparison, the minimum wage in Thailand is approximately US\$237 and in peninsular Malaysia is US\$275. Taiwan (China) and the Republic of Korea are even more attractive with minimum wages of is US\$636 and US\$1,032 respectively – although these markets remain out of reach for many potential migrants, especially women, and those from remote areas and ethnic minority groups with lower education levels.¹⁵

Migration and contribution to growth and stability in ASEAN

The Declaration of the UN General Assembly High-Level Dialogue on International Migration and Development in 2013 reaffirmed the contribution of migration to growth and development around the world. The contribution has typically been viewed through the volume of remittances to countries of origin, but it is also essential to consider remittances in the broader context of employment and labour markets,¹⁶ and social remittances.

Figure 4. Official personal remittances received and those paid, selected Asian countries (share of GDP)



Source: World Bank

¹⁴ World Bank, *Lao Development Report 2014: Expanding Productive Employment for Broad-Based Growth*, Presentation at Launch Workshop (2015).

¹⁵ ILO, *Research Note on Minimum wages in the global garment industry* (2014), available at http://www.ilo.org/wcmsp5/groups/public/---asia/---ro-bangkok/documents/publication/wcms_317002.pdf

¹⁶ ILO, Discussion Paper for the thematic meeting on migration in the post-2015 UN development agenda of the Global Forum on Migration and Development, and during the 13th International Coordination Meeting on International Migration (2015), available at http://www.ilo.org/wcmsp5/groups/public/---ed_protect/---protrav/---migrant/documents/publication/wcms_344703.pdf

Remittances in the ASEAN region were over US\$50 billion in 2013,¹⁷ up from US\$47.96 billion in 2012 and US\$44.23 billion in 2011.¹⁸ Remittances are a significant share of GDP in a number of ASEAN countries; 10 per cent of the Philippines' GDP and 7.1 per cent of Vietnam's (see Figure 4). Remittances to Myanmar, Cambodia and Lao PDR are also significant, but are largely transferred through unofficial channels and the remittance data captured is incomplete. Remittances sent through informal channels have been estimated by the World Bank and International Monetary Fund to be as much as 50 per cent higher than official records.¹⁹

In destination countries, migrant workers play a significant role in filling labour shortages and ensuring the health of key economic sectors (see Annex K: Conditions in key sectors):

- In Malaysia's plantations sector, 82 per cent of the 455,000 workers are foreign workers, export earnings of commodities in 2013 were RM160.1 billion (US\$44 billion) in 2013; palm oil alone earned RM61.3 billion (US\$ 16.9 billion).²⁰
- In Singapore, the total construction demand in 2014 set a new record of US\$27.7 billion.²¹ Large infrastructure projects have also been announced in Thailand, and will likely be undertaken throughout the region with support of the new Chinese-led Asian Infrastructure Investment Bank.²² Considerable numbers of migrant workers will be needed across the skills-spectrum to complete these projects, with the possibility that Chinese labour will be favoured, a potential concern in Vietnam, Lao PDR and elsewhere.
- In the Asia-Pacific region, the number of domestic workers increased from approximately 33.2 million to 52.6 million between 1995 and 2010.²³ Almost all domestic workers in Malaysia and Singapore and a majority in Thailand, are migrant women.
- In Thailand's US\$7 billion seafood industry, men migrants with irregular status make up the vast majority of workers on board fishing vessels and women migrants are the majority in processing factories.²⁴

1.2 Problem Analysis

ASEAN integration will impact migration

The next five years will be a time of flux in ASEAN, as countries with enormous differences in economic development, political systems and populations begin to integrate economically. The AEC aims to reduce barriers to trade and investment; and freer labour mobility will be introduced for skilled workers,

¹⁷ ADBI, ILO, OECD. *Building Human Capital through Labour Migration in Asia* (2015), available at <http://www.adbi.org/book/2015/01/23/6528.building.human.capital.labor.migration.asia/>

¹⁸ *The Philippines tops list of Southeast Asia Remittances*, ASEAN Briefing (2013), available at <http://www.aseanbriefing.com/news/2013/05/23/philippines-tops-list-of-southeast-asia-remittances.html#sthash.tBu4y9PJ.dpuf>

¹⁹ UNDP, *Towards Human Resilience: Sustaining MDG Progress in an Age of Economic Uncertainty*, p. 124, available at: http://www.undp.org/content/undp/en/home/librarypage/poverty-reduction/inclusive_development/towards_human_resiliencesustainingmdgprogressinanageofeconomicun.html

²⁰ Malaysian Agricultural Producers' Association (2015), presentation at Malaysian Employers' Federation – ILO Workshop in Penang.

²¹ Building and Construction Authority, Singapore (2015), available at http://www.bca.gov.sg/Newsroom/pr08012015_BCA.html

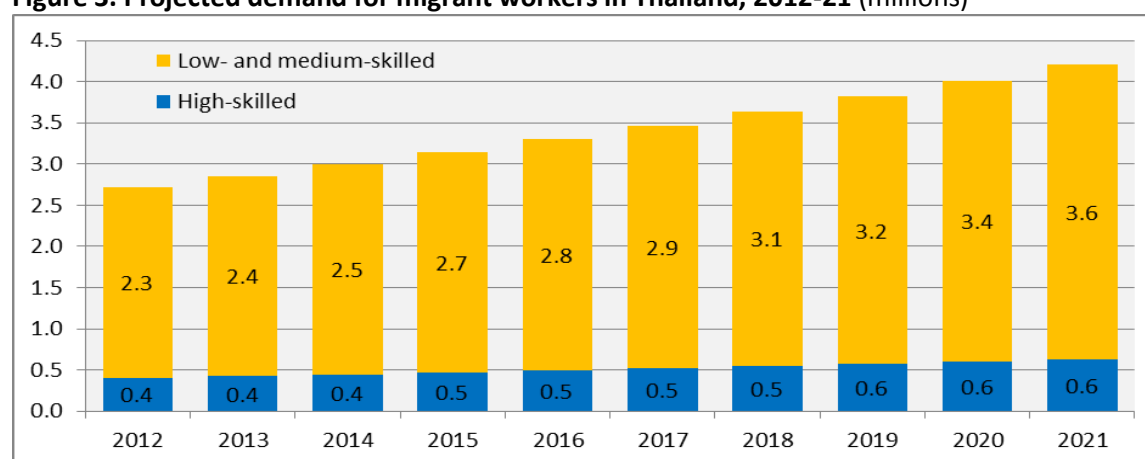
²² See: The Asian Infrastructure Investment Bank, <http://www.aiibank.org/>

²³ ILO, *Domestic Workers Across the World: Global and Regional Statistics and the Extent of Legal Protection* (2013), available at http://www.ilo.org/wcmsp5/groups/public/---dgreports/---dcomm/---publ/documents/publication/wcms_173363.pdf

²⁴ Food and Agriculture Organization (FAO) *National fishery sector overview: Thailand* (2009)

beginning with seven professions and one sub-sector.²⁵ These seven occupations account for less than one per cent of total employment in ASEAN, and relatively few professionals are expected to migrate, especially as several practical obstacles remain.²⁶ In contrast, it is anticipated that low- and semi-skilled international labour migration will increase as the AEC speeds up changes already underway, such as the migration of youth out of rural areas (see Annex I: Working Paper on AEC integration and migration).²⁷ In Thailand alone, it is anticipated that the annual demand for high skilled workers will be around 0.6 million, but the demand for low and medium-skilled workers may reach 3.6 million a year by 2021 (see Figure 3). The AEC does not currently include any provisions on mobility for the low-skilled workers crossing national borders in ASEAN, despite this group being the vast majority of migrants in the region. To achieve equitable, inclusive and stable growth in ASEAN, regional architecture that supports the existing ASEAN Declaration on the Protection and Promotion of the Rights of Migrant Workers (ACMW) and responds to the migration of low-skilled workers is necessary.

Figure 3. Projected demand for migrant workers in Thailand, 2012-21 (millions)²⁸



Source: NESDB, Thailand

Freer trade in ASEAN could displace or make small-scale agriculture less viable in Cambodia, Lao PDR, Myanmar and Vietnam. If so, the existing migration infrastructure and the lack of alternatives could lead to more migration internally and across borders to Thailand and Malaysia, countries that should benefit from trade liberalization but are already at full employment. Investment in ASEAN's countries of origin should eventually reduce this migration hump, but the potential of freer trade to increase migration in the short-term should not be overlooked.²⁹ In light of the upcoming elections in Myanmar later in 2015,

²⁵ ADB – ILO, *ASEAN Community 2015: Managing integration for better jobs and shared prosperity* (2014), available at http://www.ilo.org/wcmsp5/groups/public/---dgreports/---dcomm/---publ/documents/publication/wcms_300672.pdf

²⁶ ILO, *Assessment of the readiness of ASEAN Member States for implementation of the commitment to the free flow of skilled labour within the ASEAN Economic Community from 2015* (2014), available at http://www.ilo.org/asia/whatwedo/publications/WCMS_310231/lang-en/index.htm

²⁷ Similar free-trade agreements in other areas of the world had major impacts on low-skilled migration, as with the movement of Mexicans to the US under NAFTA in the 1990s and the movement of Eastern Europeans to Ireland and the UK after 2004.

²⁸ National Economic and Social Development Board (NESDB), *Labour Demand Projection in Thailand* (2014) presentation slide from the Labour Market Study for the Ageing Society Project, 2014.

²⁹ see Annex I, Working Paper on AEC 2015 and migration, for further discussion on this point

it is important to note that non-economic push factors, including political instability and security concerns, could also contribute to, and likely increase, movement across the region.

High levels of irregular and exploitative labour migration

There are still few incentives for and significant cost barriers to the legal channels of migration within the region, forcing many migrants into irregular situations that leave these women and men more vulnerable to human trafficking, exploitation and related abuses. Many migrants who migrate through legal channels also suffer violations of their human and labour rights because of inadequate laws and regulations to protect them during recruitment at home and employment abroad, and limited access to recourse.

A number of recent events have highlighted how inaction or ad hoc responses are an ineffective means to address labour migration issues; and short-sighted approaches can have detrimental effects. In 2014, the effect of the mass exodus of over 200,000 Cambodian migrant workers from Thailand within the space of a few weeks demonstrated the devastating effect of gaps in effective migration management, not only for individuals, but also sectors and business. The exit had immediate and significant impacts on industry, construction sites and agricultural production and emphasised the need for the implementation of a long-term national migration policy connected with sustainable economic growth.³⁰ Irregular migration and cases of abuse can spark tensions between countries; there are several examples of Member States stopping the deployment of their workers into certain sectors, particularly domestic work and fishing, as a protection measure.³¹

The conditions of work for migrants in certain sectors have been highlighted by trade representatives from the US and Europe in discussions related to the Trans-Pacific Partnership Agreement and the Free-Trade Agreement between the EU and Thailand.³² Moreover, as consumers and buyers demand ethical production of manufactured goods and food, the responsible recruitment and management of workers in these supply chains is becoming an increasingly important component of corporate social responsibility, procurement and marketing. Buyers active in Australia, including Coles and Simplot, are playing an active role in efforts to generate systemic change in the Thai seafood sector through the ILO Good Labour Practices programme (see Annex P, Lessons Learned). A 2014 report on forced labour in Malaysia's electronics industry found that nearly one-third of migrant workers were in forced labour, a finding that could have direct implications on a sector that contributes 27 per cent of the country's total manufacturing output.³³ The Electronics Industry Citizenship Coalition has updated its Code of Conduct

³⁰ *Economic fallout from the mass exodus of Cambodian migrant workers*, Asian Correspondent, 6 July 2014, available at <http://asiancorrespondent.com/124010/economic-fallout-from-the-mass-exodus-of-cambodian-migrant-workers/>

³¹ In Cambodia, for example, women workers are banned from migrating for domestic work in Malaysia: Royal Government of Cambodia, Circular on Suspension of Recruiting, Training, and Sending Female Workers to Work as Housewife Assistants in Malaysia, No.11 SRNN, 2011, Phnom Penh

³² In March 2014, the European Parliament adopted a Resolution on the situation and future prospects of the European fishing sector in the context of the Free Trade Agreement between the EU and Thailand, which called for tariffs on seafood products from Thailand to be preserved, in part because of the reported labour rights violations <http://www.europarl.europa.eu/sides/getDoc.do?pubRef=-//EP//TEXT+TA+P7-TA-2014-0210+0+DOC+XML+V0//EN>. In April 2015, the EU issued a 'yellow card' to Thailand on illegal, unregulated and reported (IUU) fishing, which could result in a ban of imports worth over US\$600m.

³³ Verité, *Forced Labour in the Production of Electronic Goods in Malaysia: A Comprehensive Study of Scope and Characteristics*, September 2014 available at <http://www.verite.org/sites/default/files/images/VeriteForcedLaborMalaysianElectronics2014.pdf>

to require that all suppliers to members do not charge recruitment fees to workers. This is likely to lead to considerable improvements for migrants working in the industry in Malaysia, Taiwan (China) and elsewhere.

Across ASEAN, a higher proportion of women migrant workers (approximately 65 per cent) are engaged in vulnerable employment (less likely to have formal working arrangements and lacking decent work conditions).³⁴ Women also earn less, due to the jobs available to women and the lack of wage protection in these largely informal sectors, and also because of women's broader lack of recognised skills or access to resources.³⁵

Few ASEAN Member States have defined policies or put in place practices that holistically address labour migration governance. Developing comprehensive legislative and regulatory frameworks to reduce irregular migration and protect migrants is often difficult and time-consuming because migration involves multiple government agencies, including those concerned with labour, justice, interior, and foreign affairs – some with competing interests and few models for cooperation. In addition, those protective laws and regulations that are in place for migrant workers are often not enforced effectively, opening a wide gap between migrant protection goals and outcomes. Weaknesses in institutional capacities, including in inspection and handling complaints, continue to be a limiting factor. There are limited human resources in ministries and institutions governing labour migration and generally, governments have not invested in these bodies. These limited resources also present challenges for implementing adequate complaints handling processes or pre-departure training – both of which are critical to supporting good labour migration management. Challenges also exist in connecting migrant workers with fair wages, decent working conditions, social protection and maternity benefits and healthcare and education for their children.

Services that provide information, advice and support to migrant workers and potential migrant workers have been increased and improved in recent years, primarily due to the establishment of the Migrant Worker Resource Centre model by TRIANGLE I and other service providers. However, there are large gaps in the coverage of these services in their villages prior to departure, or the workplaces on arrival. TRIANGLE I has identified that support services must be developed in a way that is flexible and responsive to the available resources, partners and geographical need (See Annex P, Lessons Learned). In the absence of comprehensive support services, migrants rely on information from relatives and brokers, and can be misinformed and exploited as a result.

Specific services for ethnic minority groups are limited. In Myanmar, large numbers of migrant workers emanate from ethnic communities unable to access government services, including regular migration channels. A survey of potential migrants in Myanmar found that reliance upon friends and family for help with problems faced during recruitment was stronger in Shan State than in other regions, reflecting a greater reluctance among ethnic minorities to seek assistance outside of social networks.³⁶ Due to the

³⁴ ILO, *Labour and Social Trends in ASEAN 2008: Driving Competitiveness and Prosperity with Decent Work* (Bangkok, 2008), p.14, available from:

<http://www.ilo.org/public/english/region/asro/bangkok/library/download/pub08-36.pdf>

³⁵ Asian Development Bank and ILO, *Women and Labour Markets in Asia: Rebalancing for Gender Equality* (Bangkok, 2011), p. 13, available from: <http://www.adb.org/publications/women-and-labour-markets-asia-rebalancing-gender-equality>

³⁶ ILO, *Safe migration knowledge, attitudes and practices in Myanmar* (2015), available at <http://apmigration.ilo.org/resources/safe-migration-knowledge-attitudes-and-practices-in-myanmar>

lack of external assistance offered or available, ethnic minorities can be more vulnerable to trafficking and exploitation. To this extent, the Australia-Asia Program to Combat Trafficking in Persons (AAPTIP) is addressing the link between labour migration governance and criminal justice response to human trafficking at country level and in the region (see Annex R, Profile of key regional development partners).

Migrant workers increasingly have access to mobile phone technology, if not before departure, often on arrival once they start earning. Phone communication is used informally by brokers, relatives and other social networks in order to pass on information about available work, transport and costs. As yet this technology has not been harnessed by formal or regular systems as a method of communicating messaging and support for safe and cost effective migration.

Potential benefits of labour migration are not maximized

The lack of standardised and regulated systems regarding the costs of migration are reducing the potential impact of migration on development, encouraging irregular migration flows, and contributing to exploitation, debt-bondage and human trafficking.³⁷ Migration costs can often reach 6 to 12 months of workers' wage in destination countries, but in fact there is insufficient transparency about migration costs, making it hard to determine exactly how much workers' pay and what policies could reduce worker-paid costs. In an investigation into forced labour in the electronics industry in Malaysia conducted in 2014, it was found that 92 per cent of the migrant workers surveyed had paid recruitment/agency fees to secure their first job in Malaysia; with 77 per cent needing to borrow money to pay these fees. Interviewing migrant workers from Nepal, Indonesia, Myanmar and Vietnam, the report found that fees ranged from less than MYR 1,000 (USD 277) to over MYR 5,000 (USD 1,380).³⁸ The High-Level Dialogue on Migration and Development in October 2013 called attention to high worker-paid migration costs, asking international agencies and governments to cooperate to develop a global database of migration costs and best-practice policies to reduce them.

Migrants move for work and the opportunity to earn higher wages than they would receive at home. Some of these earnings are remitted, reducing poverty in receiving families and enabling more schooling and improved health care for children in migrant families. Women tend to remit a higher proportion of their lower incomes than men.³⁹ Remittances to developing countries have exceeded US\$1 billion a day

³⁷ ILO, *Review of the effectiveness of the MOUs in managing labour migration between Thailand and neighbouring countries*, p. 13 (2015); UN Women, *Managing Labour Migration in ASEAN: Concerns for Women Migrant Workers*, p. 16 (2013); U.S. Department of State, *Trafficking in Persons Report* (2014).

³⁸ Verité, *Forced Labour in the Production of Electronic Goods in Malaysia: A Comprehensive Study of Scope and Characteristics*, September 2014, p. 101-102, available at:

http://www.verite.org/sites/default/files/images/VeriteForcedLaborMalaysianElectronics_2014_0.pdf

³⁹ UN Women, *Managing Labour Migration in ASEAN: Concerns for Women Migrant Workers* (2013), available at http://unwomen-eseasia.org/docs/publication/sitecore/managing_labour_migration_asean.pdf; In a recent scoping study commissioned by the Swiss Agency for Development and Cooperation (available on request), it was proposed that around 25 percent of the income of poor families in CLM are made up from remittances. *Scoping Study Report on Enhancing Contribution of Labour Migration in Mekong Region to Poverty Reduction*, (2015).

in recent years and are growing rapidly in many ASEAN countries.⁴⁰ ASEAN Member States received a total of US\$49.8 billion in remittances in 2012.⁴¹

An ILO analysis of the policies and programmes on return and reintegration in the ASEAN region found that, with the exception of the Philippines, very few interventions exist.⁴² The limited support available to returning migrants in economic or social reintegration, and a lack of decent work opportunities at home, can lead to over-staying in the countries of destination, or to re-migration. The need to “set up policies and procedures to facilitate aspects of migration of workers, including... repatriation and reintegration” features within the ASEAN Declaration on the Promotion and Protection of the Rights of Migrant Workers. More specific reintegration gaps and services are highlighted within the Labour Migration Policy and Action Plans for Cambodia and for Myanmar.

Returned migrants can experience upward mobility; however, making wise investments can be difficult. The literature on migration and development is replete with data and anecdotes of remittance savings that are spent on assets without clear strategies for growth, such as farm land, or that result in the flooding of niche markets, as when returned many migrants open small stores, or buy taxis and trucks, and depressing prices for these over-supplied goods and services. Remittances in such cases can soon disappear, forcing migrants to re-migrate or leaving them poor.

The cost of remitting money can also reduce the economic impact of a migrant’s earnings. In 2009, the Group of Eight (G8)⁴³ Heads of State pledged to reduce the global average cost of transferring remittances from ten to five per cent of the amount remitted within five years, an initiative subsequently ratified by the G20 in 2011. The proposed Sustainable Development Goals have taken this further by proposing to eliminate remittance corridors with costs higher than five per cent and aim for transaction costs under five per cent. It has been estimated that the reduction to five per cent would provide, at least, an extra US\$16 billion annually to migrants and their families. However, migrants have very uneven levels of knowledge about the costs and security of the various channels available and the cost of remitting money is often high.

At present, most migrants do not have their skills certified and are therefore restricted to lower-paid jobs while abroad and on their return. Without any recognised difference in their experience or skill set, they face the same challenges accessing employment opportunities in the domestic market as they did before their migration. There are few opportunities for migrants on their return to seek advice on how to maximise the benefits of their migration, either through of the investment of their remittances,

⁴⁰ World Bank, *Migration and Development Brief*, Issue 24, April 13, 2015. Total remittances in 2014 reached US\$436 billion or US\$1.2 billion per day. Remittances are expected to grow to US\$440 billion in 2015. Available at: <http://siteresources.worldbank.org/INTPROSPECTS/Resources/334934-1288990760745/MigrationandDevelopmentBrief24.pdf>

⁴¹ Calculated based on World Bank Remittance inflows by country, 2012, database available at: <http://econ.worldbank.org/WBSITE/EXTERNAL/EXTDEC/EXTDECPROSPECTS/0,,contentMDK:22759429~pagePK:64165401~piPK:64165026~theSitePK:476883,00.html>

⁴² See *Background paper: Progress on the implementation of the recommendations adopted at the 3rd and 4th ASEAN Forum on Migrant Labour*, 2013, p.27, available at: http://www.ilo.org/wcmsp5/groups/public/---asia/---ro-bangkok/documents/publication/wcms_219040.pdf

⁴³ Since 2014, the G7 (formerly the G8) comprises seven nations (Canada, France, Germany, Italy, Japan, United Kingdom and the United States) and the European Union as the eighth member. Russia was a member until it was suspended in 2014.

development of their skills or accessing new labour markets. As such, many workers miss out on this dividend or re-migrate out of necessity.

The Report of the UN Secretary General from the High-Level Dialogue on Migration and Development in October 2013 highlighted the entrepreneurial spirit of migrant workers, in both countries of origin and destination: “Immigrants represent an important and growing force for innovation and entrepreneurship” and “In some developing countries, migrants who return from abroad are more likely to become entrepreneurs compared to non-migrants owing in part to human capital and savings acquired overseas.” The ILO Fair Migration Agenda identifies the promotion of small enterprise creation as an area where the ILO can share expertise in facilitating the contribution of return migrants.

The gap in credible data hampers stakeholders’ response to the challenges and potential of low-skilled labour migration. A particular concern is understanding the inter-generational costs of migration, alongside the need to better comprehend costs and benefits for women. For example, whilst upward mobility may occur for the children of migrants financially able to stay in school and receive health care, some children experience detrimental effects, having to leave school early to support the remaining family and households where the migration is not profitable.

Lack of joined up intelligent systems to manage labour migration across the region

Many governments do not have reliable labour market information to assess and respond to employer requests domestically or overseas. For example, in both Malaysia and Thailand the methods for assessing the need for migrants to fill labour market shortages are inconsistent and unscientific. In countries of origin and destination, poor data on workers’ skills and qualifications can result in badly managed movement of workers leaving gaps in skills needs in some sectors, or over-subscription in other sectors. Improving labour market information systems is necessary to addressing labour market flows, making the process of matching workers to jobs over national borders more efficient and beneficial to private sector growth. Improved systems can better observe the changing nature of migration for labour between countries and inform bilateral and regional dialogue.⁴⁴

The current agreements governing movement of workers across ASEAN are widely considered to be inadequate, as evidenced by the small proportion of migrants moving to Thailand under the terms of bilateral MOUs, and the high fees incurred in many corridors. However, increasing regular migration through regulated bilateral and regional agreements is one way of integrating protective mechanisms and ensuring that migrants and countries of origin and destination are able to benefit from the development potential. Increasing access to migration through these means reduces the risk of instability in burgeoning industries on which ASEAN’s economic growth relies. To this extent, there is a high level of interest among ASEAN member states to learn from each other and a value in the healthy competition that comes from the introduction of improved systems. The annual ASEAN Forum on Migrant Labour (AFML) is a platform (among others) supported by the ILO through which countries provide updates and share experiences in effective migration governance.

The ILO already has links with the national institutions responsible for skills and training, and is already supporting the development of national qualification frameworks. At the regional level, the ILO is developing regional model competency standards (recently developed by in relation to domestic work

⁴⁴ ILO, Tripartite Technical Meeting on Labour Migration. *Report of the Discussion* (Geneva, 4-8 November 2013), available at: http://www.ilo.org/gb/GBSessions/GB320/WCMS_237116/lang--en/index.htm

and construction)⁴⁵ and is exploring whether Mutual Recognition Agreements could be signed under the ASEAN Qualification Reference Framework – which was based on the Australian Qualifications Framework and developed with support under the ASEAN-Australia-New Zealand Free Trade Agreement Economic Cooperation Work Program.⁴⁶

1.3 Stakeholders and Target Groups

The beneficiaries of TRIANGLE II will be migrants and potential migrants, both men and women, their families and communities and the economies that rely on migrant labour. Migrant workers will benefit from improved access to safe and legal migration channels and better jobs where rights are protected and skills recognized during migration and on return. Particular focus will be on those migrant workers more vulnerable because of gender, ethnicity, religion, working or living conditions. TRIANGLE II will provide individualised services to over 100,000 migrants and potential migrants, including an equal number of women and men.⁴⁷ A far greater number will benefit from the adoption and implementation of laws and policies, and from receiving information via media outreach and communication campaigns.

TRIANGLE II project will work with the partners listed below in formulating and implementing policies and practices and enhance partners' capacity through training, tools and collaborative processes. The countries of origin and destination, as well as the recruitment agencies and employers, will benefit from more regular migration and improved job matching, which will have a direct impact on the stability of growth and development. Specific capacity building efforts will be carried out in relation to gender, including increasing knowledge, understanding and acceptance of the principles of gender equality and women's empowerment.

TRIANGLE II IMPLEMENTING PARTNERS

- Government officials primarily from the labour and social welfare ministries, but also from other bodies responsible for migration management and anti-trafficking in persons;
- Employers' organizations, industry associations and their members, particularly in risk sectors;
- Workers' organizations and their members, and migrant associations;
- Buyers and retailers in the global supply chain, particularly for seafood, palm oil and electronics;
- Recruitment agency associations and their members;
- Financial service providers;
- Civil society organizations, including national and international NGOs, youth groups, women's groups and the media; and,
- Staff of MRCs and employment service centres (from government, workers' organizations and civil society organizations).

The partners and stakeholders listed on the front page of this document is indicative only and additional partners will be considered during the inception phase. With respect to supported and partnering with dedicated women's organisations and depending on the results of the prioritisation exercises during inception, TRIANGLE II would likely work with Homenet (Thailand), the Tavoyan Women's Union (Myanmar) and Tenaganita (Malaysia). TRIANGLE II also anticipates work with civil society organisations

⁴⁵ ILO, *Regional Model Competency Standards: Domestic Work* (2015), available at:

<http://apskills.iilo.org/resources/regional-model-competency-standards-domestic-work>

⁴⁶ Press release available at <http://apskills.iilo.org/news/asean-enhances-mobility-of-skilled-labour-through-qualifications-reference-framework>

⁴⁷ In the five years of TRIANGLE I, over 51,000 beneficiaries received various forms of assistance through the MRCs, of whom 41 per cent were women where gender was recorded.

that have women's rights-based approaches to programming, like the Migrant Assistance Program (MAP). TRIANGLE II will interact with national women's machineries in all six countries, but will consider collaboration on a case-by-case basis. Where advantageous, these machineries alongside women's civil society organisations will be engaged as implementing partners and represented on the Project Advisory Committees (PACs). Regardless of the grantee relationship that may develop with these machineries, TRIANGLE II will cooperate with the peak women's organisations in each country through its commitment to approaching labour migration as an interministerial issue.

2. Strategy and Logical Framework

2.1 Description of Project Strategy

The proposed TRIANGLE II project would invest A\$20 million between 2015 and 2025 across six countries (Thailand, Cambodia, Vietnam, Myanmar, Malaysia and Lao PDR) with the overall goal of maximizing the contribution of labour migration to equitable, inclusive and stable growth in ASEAN (see Theory of Change in Annex A).

TRIANGLE II will support increased growth by ensuring that the benefits of labour migration are equally realised by men and women migrant workers; employers and governments. Success will be evident when the discourse and legal framework around labour migration reflects and enables rights-based movement that drives growth without instrumentalising migrant workers as units of production.

TRIANGLE II will support tens of thousands of migrant workers directly, increasing their knowledge and resilience, to improve the chances of a positive migration experience and successful reintegration. TRIANGLE II considers a positive migration experience to be safe, physically and mentally, and profitable through the receipt of fair wages. The project's concept of successful reintegration is when a migrant worker returns to a situation of decent work, or with productive investments, to a community where the migrant work experience is respected and valued for its contribution.

To achieve this, TRIANGLE II will support private sector, governments and regional bodies and social partners to create a suite of policies, tools and tested initiatives that contribute to increasing the proportion of positive migration experiences and successful reintegrations; increasing the efficiency of the regional labour market with employers able to fill jobs with the right people and in a more timely manner; and an increase in the proportion of regular migration, and a reduction in exploitation, thereby ensuring a more stable environment for economic growth.

TRIANGLE II will enhance capacity of governments and stakeholders so that legislation, policies and most crucially, the implementation of these, drives this picture of migration, and harnesses this productivity to increase inclusive regional growth. In shifting emphasis towards harnessing the potential of migration to contribute to development, TRIANGLE II will allow for further entrenchment of the principles of protection (the focus of TRIANGLE I) as well as linking labour migration management to economic and human development in ASEAN.

This PDD provides an overview of TRIANGLE II at the outcome and output level. Specific activities will be determined during a 12-month inception phase. In this period, the project would develop a comprehensive theory of change with input from each PAC and other key stakeholders, as well as a gender strategy, a sustainability strategy and a more detailed M&E and risk management approach. Baseline research will be conducted. Country work plans will be based on the final budget scenario.

TRIANGLE II would develop communications and visibility strategies, including how the project would engage with DFAT Country Posts. Staff will also be recruited in this phase and office arrangements secured (see Annex F: Inception phase plan). Further information will also be available by the time of inception which will help to clarify the parameters of the project. This includes confirmation on the budget envelope, as well as clarity on the extent to which other significant projects in the region will interact with TRIANGLE II.

Project activities will vary by country to reflect different priorities and migration realities, specific to countries of origin and destination; depending on the country's stage of development and the sophistication of regulatory frameworks, and implementing partner capacity to co-fund activities and absorb funding. Depending on the country, interventions will focus on priority sectors and migration corridors, so that impacts can be demonstrated and modelled for replication. The amount of investment will differ between the countries and cost-sharing opportunities will be explored with government, private sector and development partners in all countries with a view to developing outputs and corridors as additional funds become available (see Annex E: Prioritization table)

TRIANGLE II will implement directly in six countries, but engage all ASEAN Member States through regional meetings on migration governance. Relationships already exist with several ASEAN mechanisms, including the annual ASEAN Senior Labour Officials Meeting (SLOM) and the ASEAN Forum on Migrant Labour (AFML). The engagement with the ASEAN Commission for Women will be strengthened. Bilateral or multilateral meetings may be organized with constituents from Singapore, China and Hong Kong (S.A.R., China) as major destinations for migrants from ASEAN, especially domestic workers. TRIANGLE II will benefit from coordination with TRIANGLE I's sister-project, the Canadian Department of Foreign Affairs, Trade and Development (DFAT-D) funded ASEAN TRIANGLE project. ASEAN TRIANGLE has established close links with tripartite constituents and civil society organizations in TRIANGLE II project countries and at the ASEAN regional level including on skills and data collection. TRIANGLE II will work closely with ASEAN TRIANGLE as well as actively considering the potential of bringing ASEAN TRIANGLE under TRIANGLE II's scope with support from Canada's DFAT-D.

2.2 Alignment with DFAT priorities

As Australia's second largest two-way trading partner, the economic and political stability of the ASEAN region is fundamental to Australia's national interest and economic diplomacy agenda. Labour migration is a significant driver of ASEAN's continued economic growth, with the prosperity of key industries turning on the movement of millions of migrant workers, many of whom are at high risk of exploitation from unscrupulous recruiters and employers.

Promoting regular migration is consistent with Australia's whole-of-government strategy to combat human trafficking, slavery and slavery-like practices. By promoting regular migration within the region, Australia can help to divert money away from criminal networks, including those linked to people smuggling and trafficking. TRIANGLE II creates long term and sustainable disincentives to trafficking and smuggling by providing viable alternatives.

TRIANGLE II's intermediate objectives and overall goals would result in greater opportunities within the ASEAN region, and reduce irregular migration flows within and outside the region, including to Australia. TRIANGLE II would also provide an opportunity for exchange of experiences and best practices when dealing with a migrant labour force vulnerable to exploitation.

Furthermore, the proposed work of TRIANGLE II will feed into the Australian Government's efforts to increase consumer protection, particularly regarding food justice. Domestically, there is growing interest for the Australian Government to do more to promote ethical supply chains. The Government has recently established Human Trafficking and Slavery Supply Chains Working Group to bring together experts from government, business, industry, civil society, unions and academia to examine ways to address forms of labour exploitation in supply chains of goods and services. There may be opportunities for TRIANGLE II to feed into this group in the future, if appropriate.⁴⁸

TRIANGLE II builds on existing DFAT regional investments aimed at strengthening regional institutions, supporting economic integration and addressing transboundary issues, including Australia-Asia Program to Combat Trafficking in Persons (AAPTIP), Preventing the Exploitation of Women Migrant Workers in ASEAN (PEWMWA), and Shaping Inclusive Financial Transformations in the ASEAN region (SHIFT). TRIANGLE II also satisfies DFAT's investment and regional programming criteria.

2.3 Logical Framework

This section provides a narrative description of the results chain presented in the Theory of Change (Annex A). It outlines key activities and outputs that have been informed by the broader situational analysis concerning labour migration in ASEAN, the lessons learned from TRIANGLE I and other interventions (see Annex P: Lessons Learned; and Annex O: TRIANGLE I key achievements), and the findings of the design mission. The following includes information on indicative activities only. Specific activities, including indicators and targets for each activity will be developed during the inception phase and in accordance with the implementation approach that will focus activities on specific countries, sectors and/or corridors.

Outcome 1: Migrant workers are better protected by labour migration governance frameworks

Outcome 1 will contribute to the protection of men and women migrant workers and a reduction in forced labour and exploitation, and greater access to justice and redress. National legislation, bilateral MOUs and regional frameworks will be strengthened and more aligned with international standards, principles and guidelines. More effective implementation and enforcement ensured through a range of tools and tested initiatives related to inspections and monitoring, complaints mechanisms, and sustainable support services for women and men migrant workers.

Intermediate outcome 1.1: Gender responsive policies and legislation on protection of migrant workers are adopted.

With support provided during TRIANGLE I (see section 2.6 on ILO mandate and expertise and Annex O on TRIANGLE I key achievements), there have been substantial improvements to the legal and policy framework in Cambodia and to a certain extent in Thailand. In TRIANGLE II efforts will focus on strengthening the key laws and policies in Vietnam, Myanmar and Thailand, where the governments have explicitly identified the need to update specific laws and policies on labour migration in the coming years.

For example, in Myanmar, policies addressing the protection of migrant workers have been enacted without consultation and have taken a protectionist stance that has created a further barrier to women's regular migration, including banning women from migrating for domestic work. In TRIANGLE I,

⁴⁸ The Ethical Sourcing Manager for Coles Australia sits on this Working Group and has also participated in TRIANGLE I activities in Malaysia and Thailand (See Good Labour Practice in Annex P, Lessons Learned).

however, ILO held several consultations with the government and other stakeholders regarding the revision of the Law Relating to Overseas Employment (1999). A draft version of a new law was developed and ILO will provide further technical input into the development of the law and the implementation when enacted. The Law on Sending Vietnamese Contract-Based Workers Overseas is scheduled to be amended in 2016, and TRIANGLE I has supported analysis of the application of the current law that will feed into this process. Thailand is planning to amend the MOUs with neighbouring countries, and considering strengthened social protection for certain categories of workers that are currently excluded from social security, including domestic work. In reviewing these laws and policies, there is an opportunity to address gender stereotyping of occupations; equality in access to legal migration channels, and terms and conditions of work; and ensure that information, financial and social services are tailored to meet the specific needs of women.

While country-specific strategies will be detailed in the inception phase, the process has typically been for the government to formally request ILO inputs on draft legislation. These inputs are provided by project staff and specialists in the region and in headquarters, including specialists on international labour standards and labour law, on migration and on gender, who draw from international standards and comparative experience (see Annex T, Relevant ILO specialists; and Annex N, Overview of ratification of fundamental and relevant conventions). TRIANGLE II will also draw on the guidance developed by the ASEAN TRIANGLE project on engendering labour migration laws, regulation and management in ASEAN.⁴⁹ In addition, the data collection and analysis efforts conducted under the project will highlight regulatory deficiencies, including protection gaps that disproportionately affect women and minorities (this may be in gender specific sectors such as domestic work entertainment work and sex work). Consultations will also be undertaken with various government departments, employers, workers and civil society groups, and certain partners will be supported to prepare position papers on the revision of laws. Evidence-based policy and consultation with a wide range of stakeholders are key aspects of Regulation Impact Assessment that the ILO adopts in policy development activities.⁵⁰

Intermediate outcome 1.2: Institutional capacity of government and social partners to implement labour migration governance frameworks is increased.

TRIANGLE II will enhance the ability of constituents to apply and enforce the laws on sending workers abroad and on labour protection, in particular by working with government partners to convert national level commitment to local authority action. Specific priorities identified include the needs to have accessible and effective complaints mechanisms, quality pre-departure training, effective labour inspection in sectors dominated by migrant workers, and access to equal social protection for migrant workers, including accident compensation and healthcare, and where possible, maternity protection and education for children. With the exception of social protection, these rights and protections are already provided under the law of the respective countries. Official government data and other research findings will demonstrate the impact of TRIANGLE II in addressing these gaps.

The capacity building tools and training developed under TRIANGLE I were more effective when they emanated from government and social partner policies and priorities, and even more effective when responding to the confluence of these needs. For example, the complaints mechanism in Cambodia, the

⁴⁹ *Engendering labour migration laws, regulation and management in ASEAN: A guide and toolkit*, developed by the ASEAN TRIANGLE project, forthcoming.

⁵⁰ The role of a Regulation Impact Assessment is to provide a detailed and systematic appraisal of the potential impacts of a new regulation in order to assess whether the regulation is likely to achieve the desired objectives.

standardized pre-departure training curriculum in Vietnam and the labour inspection work in Thailand. The implementation of these tools has also benefited from 'feedback loops' that enable continual improvement while also demonstrating the success of implementation, providing data and opportunities for monitoring and consultations with local actors, including MRC service providers.

In many cases, the analysis, tools and relationships to address these priority areas have been developed and piloted under TRIANGLE I. Training and broad stakeholder coordination efforts will be continued, with a focus on strengthening the ability of sub-national actors to fulfil their mandates. Specific attention will be given to developing tools and training on increasing gender responsive implementation and enforcement, specifically in relation to the capacity of labour inspectors to identify gender specific challenges. To enhance effectiveness and sustainability, TRIANGLE II will collect and analyse data that will show the extent of progress, and identify gaps in which additional training is required. Where necessary, TRIANGLE II will advocate for improvements to the structural gaps in labour inspection and complaints mechanisms.

The need to ensure institutional (in addition to individual) capacity building has been evident from lessons drawn from TRIANGLE I and numerous other development projects in the region. Where TRIANGLE I has been able to increase the knowledge and level of understanding of labour migration governance, TRIANGLE II build the capacity of the relevant institutions to ensure the realisation of development outcomes from labour migration. Effective knowledge management systems are required (as clear from the delays suffered when key personnel change) and increased human resources and institutional systems are vital to achieving more efficient and responsive migration management. Other ILO assessments in the region will inform the institutional capacity building efforts, including on financing required to effectively manage an overseas employment programme (drawing lessons from more mature migration governance regimes, such as the Philippines, Sri Lanka and India), and a manual on measuring labour migration policy impacts in ASEAN.

Working with governance management structures and institutions, support will be provided to instil quality standards that ensure that the understanding and ability to pursue the developing labour migration governance agenda, and implement the frameworks is retained as institutions grow and change. Where realistic and appropriate, such support could be guided by the framework of ISO 9001-2008 certification, a standard achieved by the Philippines Overseas Employment Administration, and currently sought by the Bangladesh Bureau of Manpower, Employment and Training. This certification sets requirements for a quality management system that ensures that consumer needs and statutory requirements are consistently met, and incorporates continuous improvement to enhance customer satisfaction.

Project staff, particularly National Project Coordinators, are best placed to identify and respond to the institutional capacity needs. The ILO has internal specialists that are able to advise staff and partners on capacity building for institutions and in specific areas, including labour administration, gender and skills training. Institutional capacity building will be implemented through a strategic mix of external service providers (individuals or training institutes, where specific expertise is required) and ILO staff.

Indicative activities (to be prioritised during inception) will include providing support for assessing the effectiveness of organisational structures and mechanisms and developing recommendations for organizational restructuring, staffing and knowledge management as needed. Support will be provided for the development of performance standards that may benefit service provision outside of the

national institutions. This may include the services provided at the local level (through MRCs or local employment offices) or in destination countries through the embassies.

Holding the government to account will also lead to closer scrutiny from within and across government departments, and more attention paid to the protection of migrant workers. TRIANGLE II will work with and empower many of the stakeholders who can play this role, including recruitment agencies, employers, trade unions, civil society and the media, and also continue to be a bridge between these bodies and policy makers.

These partners also have their own responsibilities. TRIANGLE II will work with recruitment agency associations to further develop self-regulation tools with consequences for non-compliance, including ensuring the delivery of quality pre-departure training and on-site services. Training and tools similar to the MEF Guidelines and GLP programme (see Annex P, Lessons Learned) will be developed with employers' organizations and industry associations in Thailand and Malaysia, and cooperation from buyers and retailers from Australia, Europe and the US will be a key means of ensuring participation from suppliers to the global supply chain.

During the inception phase, there will be an assessment of the extent to which TRIANGLE II takes up technical support to the ILO's current Good Labour Practices (GLP) Programme that engages the private sector through industry association and international buyers (in Australia, the EU and the US) to improve labour standards throughout the seafood supply chain in Thailand (See Annex P, Lessons Learned).

Trade unions have legitimacy and voice with government in countries where there is a fear that the civil society space is shrinking (Cambodia, Malaysia and Thailand) or is historically restricted (Vietnam, Lao PDR and Myanmar). Building their capacity and implementing existing action plans and inter-union MOUs in this area will also ensure more informed participation in policy dialogue.

Intermediate outcome 1.3: Through the delivery of support services, models for MRCs are assessed for scaling, sustainability and effectiveness.

TRIANGLE I established 27 MRCs to provide information to migrants and potential migrants, including counselling, training and legal assistance to collect wages and payments. Services to assist migrant workers before, during and after their migration are essential to informed, positive and profitable experiences. The MRCs have been identified as necessary by governments and stakeholders to meet the need for provide essential services in many places where they were previously unavailable. The MRCs also provide a unique opportunity to create and maintain vertical links between the migrant workers and the policy makers, ensuring that TRIANGLE II is continuously informed by the reality of migrant workers' experiences.

TRIANGLE II will continue to work with constituents and civil society to develop and model new MRC services. Such approaches will include providing more flexible service delivery, so services reach further into communities to potential and current migrants and their families and provide support on safe migration, financial literacy, enterprise development, and communication between migrants and their family members. Issues of ethnicity and language will be considered so that MRC services are available to those most in need. In receiving countries, more emphasis will be placed on ensuring that migrant support services extend to women in their workplaces, especially in domestic work and possibly sex work, where women can be particularly isolated and vulnerable. These support services must also refer onward to services responding specifically to the needs of victims of violence – recognising that preventing violence is a key factor in the protection of women migrants.

Recognising the growth of mobile technology and increasing access to cheap communications, TRIANGLE II will foster new partnerships to explore technological platforms for the delivery of support and information services to migrant workers. Such platforms may include information exchanges between workers, or provide opportunities for workers to monitor and report on their labour conditions. Similarly, platforms may be explored as a way of improving complaints mechanisms or connecting migrant workers with diaspora communities. New technology may be particularly useful to address the challenges facing migrants working in sectors that are excluded from labour protections and where barriers to worker organisation exist (including domestic, entertainment and sex work). TRIANGLE II will also consider how these new platforms may be used to support workers who face violence.

The MRCs have focused on delivering services in source communities, rather than in the capitals or on the borders, thus avoiding duplicating the approach taken by IOM in certain countries. TRIANGLE I MRCs also differ from IOM services in the focus on integrating with existing service providers, particularly job centres, and ensuring individualised counselling, rather than provision of library resources that meet only some potential migrant workers' needs.

Without MRCs, the services would not be available or would exist in a fragmentary fashion and not linked to the national and regional levels.⁵¹ It is recognised that fully-funded MRCs are not a sustainable solution to the enormous and growing need for these services. TRIANGLE II will prioritise the need to ensure sustainability of these services. In doing so, there will be a multi-faceted approach to MRCs. TRIANGLE II will continue to support the capacity development of local employment services to provide MRC services. Public employment services and job centres at the local level are in early institutional stages in countries of origin and continued integration of the MRC services will maximise the potential that migration services are continued as core functions. TRIANGLE II will encourage national support to the provision of these services, through long-term policy commitments. TRIANGLE II will provide a platform for exchange and cooperation between the tripartite constituents on establishing sustainable MRC service delivery models through exploring the provision of government grants to social partners or by establishing migrant worker funded systems similar to the Migrant Welfare Funds in the Philippines and Sri Lanka. Models will be reviewed and assessed with the most effective services being identified for replication.

By the end of the project period, TRIANGLE II will have established an MRC model which costs shares the services provided with a sustainable national source. Models for service delivery will also have been replicated to second countries.

⁵¹ International consensus is that provision for migrant-dedicated service providers is good practice; MRC-style services are noted in the ASEAN Declaration on the Protection and Promotion of the Rights of Migrant Workers (Cebu Declaration), ILO's Multilateral Framework on Labour Migration and the ILO's Fair Migration Agenda. TRIANGLE I's tracing of MRC service beneficiaries indicated that this model is worthy of continuation, as services provided had a demonstrable impact on the decisions and awareness of migrant workers. Further, the trust required to create sustainable service delivery mechanisms for migrant workers has been built using this model and should be capitalized upon in TRIANGLE II. An ancillary benefit is the dialogue encouraged between provincial and national levels of government driven by provincial involvement of MRC service delivery.

Outcome 2: Policies and programmes harness the potential of women and men migrant workers to contribute to economic and social development.

Under Outcome 2, the project will contribute to two key outcomes on migration and development: a reduction in migration costs, with respect to the costs of sending remittances and the costs and fees paid by migrant workers; and an increase in the proportion of successful reintegration of migrant workers. These two outcomes also have an impact on reducing irregular migration. Additionally, better understanding and promotion of the value of migration and migrant work will help realise the potential of migration on economic and social development.

Intermediate outcome 2.1: Regulation and transparency of the costs and fees associated with labour migration and remittance services is improved.

TRIANGLE II will focus on maximising the economic benefits of migration for migrant workers by supporting efforts to reduce the costs and fees associated with migration through greater transparency, and encouraging productive use of remittances. There has been a significant amount of research undertaken globally and in the region that shows the link between the high costs of migration creating a dis-incentive for regular migration, which in turn increases the number of irregular and unprotected migrants. TRIANGLE II will promote the principle that workers should not bear recruitment costs, as specified in ILO Convention 181 on Private Employment Agencies, within government regulation and among the private sector. This principle is already adopted by the global employment agency industry association (CIETT), and was incorporated into the Electronic Industry Citizenship Coalition (EICC) Code of Conduct in April 2015.⁵²

The project will raise awareness of legitimate fees and costs, support advocacy for transparent systems and regulations that require recruiters to issue receipts for money or security collected from potential migrants. Regulation of recruitment fees by governments or employers (or buyers) first requires a better understanding of the various costs involved.

Regulation will be guided by TRIANGLE II research on recruitment costs in selected corridors, using a new ILO–World Bank methodology.⁵³ This approach follows the development of a database of remittance costs by the World Bank, which has led to evidence-based policies and targets to lower the average cost of sending US\$ 200 between two countries from 15 per cent or US\$30 in 2010 to ten per cent or US\$20 in 2015.

The project will look to further reduce fees associated with remitting money. The most difficult challenge to reduce remittance costs is often the so-called ‘last mile’: the delivery of remittances to rural residents not well served by banks, post offices or similar institutions. Many migrants have access to cell phones, now being used to transfer remittances in Cambodia. Mobile transactions have proven cost effective: IFAD (2012) found that the cost of conducting transactions via mobile phone is equivalent to two per cent of the branch banking costs, ten per cent of automated teller machine (ATM) costs and 50 per cent of internet banking cost.⁵⁴ In some countries, banking regulations must be changed to allow small money transfers by phone over national borders. In the inception phase, the extent to which

⁵² For several years, Apple has been monitoring the recruitment fees paid by workers, which has led to millions of dollars being reimbursed to workers by their suppliers.

⁵³ Global Knowledge Partnership on Migration and Development: <http://www.knomad.org/>

⁵⁴ Source: International Fund for Agriculture Development, *Sending money home in Asia: Trends and opportunities in the world’s largest remittance marketplace*, (2014), available at: <http://www.ifad.org/remittances/events/2013/globalforum/resources/sendingmoneyasia.pdf>

TRIANGLE II can address these regulatory obstacles with financial institutions and the DFAT-funded SHIFT Programme will be explored, through research or sharing of information on migrant worker knowledge, attitudes and practices. Other indicative activities may include the provision of support to translation services at point of contact with banking or financial services; inclusion of information on remittances in pre-departure and on arrival orientation; and development of corridor specific remittance services.

Intermediate outcome 2.2: Service systems that enable migrant workers and their family members to better manage their financial resources are established.

Educating migrants about remittance options and costs, and financial literacy more broadly is a key component of pre-departure training. TRIANGLE II will use its tripartite partners and the MRCs to improve knowledge on safe and cheap remittance transfers, as well as guidance on planning, budgeting, saving and investing. Remittances often arrive while migrant workers are away, and so financial literacy should also be targeted to reach migrants' family members. An ILO financial literacy curriculum, including a trainers' manual and a participant workbook, has already been developed, piloted and a network of trainers trained in Cambodia, Singapore, Malaysia and Thailand.⁵⁵ Initiatives focused on financial literacy will also recognise the levels of agency that migrants are able to exercise in making the decisions about how their remittances are spent. In particular, the project will support initiatives that promote women's ability to control their remittances.

Strategies will be developed and implemented with financial institutions and the DFAT-funded SHIFT programme, to increase the financial inclusion of migrant workers and members of their families in regular banking and financial systems and local economies. A 2010 ILO survey of migrants in Thailand found that only six per cent of respondents used banks to send remittances home, the vast majority of whom were from Cambodia, compared to Myanmar and Lao PDR.⁵⁶ The use of official remittance channels and financial inclusion opens access to loans and other financial services. In addition, a better understanding of the burden of debt and providing services to reduce and better manage loans are also needed.

In the Philippines and in Thailand, a consortium of private banks is allowed to provide financial literacy education during pre-departure training, and then open accounts for these workers. TRIANGLE II will explore the possibility of replicating this service in Cambodia, Lao PDR, Myanmar and Vietnam. Similar services may also be provided in the destination countries, particularly in workplaces that employ large numbers of migrant workers. There are also examples where migrant workers and their families use mobile phone banking (Wing in Cambodia) or mobile ATMs are provided to enterprises employing large numbers of migrants (for example, Bangkok Bank). A more detailed mapping of the services available and the service gaps will be carried out in the inception phase, as well as an identification of possible service providers.

⁵⁵ Financial Education Course for ASEAN Migrant Workers: Guide for trainers and workbook (2015), developed by the ASEAN TRIANGLE project, available at: http://www.ilo.org/asia/whatwedo/publications/WCMS_357377/lang--en/index.htm; Budget smart - Financial education for migrant workers and their families: Training manual and smart guide (2011), developed by the ILO DWT for East and South East Asia and the Pacific project, available at: http://www.ilo.org/asia/whatwedo/publications/WCMS_171658/lang--en/index.htm

⁵⁶ Deelen, L. and Vasuprasat, P., *Migrant workers' remittances from Thailand to Cambodia, Lao PDR and Myanmar Synthesis report on survey findings in three countries*, ILO (2010).

By monitoring the content of financial training, TRIANGLE II and its partners can ensure that the financial information provided to migrants is consistent, accurate and protective of migrant rights and available as appropriate throughout the migration cycle. Such activities will also address the trust and faith that migrant workers and their families have in different methods of remitting money, recognising that many financial decisions made by workers are based on word-of-mouth information that may not promote developing or new banking methods.

Intermediate outcome 2.3: Access to reintegration services is increased for returning migrant workers.

TRIANGLE II will work with government and social partners to establish and pilot model reintegration services that identify and maximise the potential of returning migrants. These will be integrated into existing job centres and other service providers. Inception phase activities will include mapping and researching the experiences of return migrants in accessing loans, in starting small businesses, in applying skills and knowledge learned abroad – which will serve as a baseline for measuring project progress. Initiatives will focus on economic reintegration, and supporting returning migrants with training and referrals to assist in enterprise development, and local employment services that take into account the skills, knowledge and experience gained abroad.

TRIANGLE II will study examples of how individual migrants have been successful in economic reintegration, and where development in communities has reduced the reliance on circular migration. During inception, TRIANGLE II will adapt ILO's extensive experience with Community-Based Enterprise Development (CBED), a low cost and highly participatory approach to business and life skills training.⁵⁷ Already in use by leading international NGOs (Oxfam, Plan International, CARE, Save the Children, Adventist Development and Relief Agency (ADRA)) and national governments in Asia, CBED's practical methodology will be tailored to the specific needs of target communities, starting with business start-up training, as well as guidance on business plan development, financial literacy and accessing financial resources, regular peer-to-peer assistance and mentoring.

TRIANGLE II will emphasize among its partners the importance of inclusive growth that empowers women and minorities, including those in the poorest communities. TRIANGLE II activities will ensure that women and minority migrants receive special attention in business start-up programs. Where applicable, sector-specific business training support could be provided; for example, CBED materials have been developed for micro-businesses in tourism, as well as for supporting subsistence farmers and could be combined with other topics specific to the needs of entrepreneurs.

There are many stories of migrants successfully becoming entrepreneurs, but there are no guarantees, with a high proportion of start-up businesses failing within a year. A weakness of many interventions is limited engagement with migrant communities; training is often constrained by limited funds and time, and broad needs, and migrant communities typically need help in overcoming numerous hurdles. The CBED methodology seeks to address this by keeping costs low being easily delivered by local partners. For growth-oriented enterprises, additional community-based training tools are available, facilitated by industry groups and chambers of commerce, including Enterprise Development, Growth and Enhancement (EDGE). For a small fee to cover costs, these enterprises can access this EDGE training and associated support services. There has been assistance provided by the ILO in establishing the EDGE programme with the national employers' bodies in Cambodia, Vietnam, Philippines and Mongolia.

⁵⁷ ILO's Community-Based Enterprise Development Tools website, www.cb-tools.org

The CBED programme is currently undertaking an evaluation to assess the results of the programme in different country contexts and with different target groups. These results and findings will guide the nature of any CBED intervention in TRIANGLE II.

Intermediate outcome 2.4: *The knowledge base on the impact of migration on economic and social development is enhanced.*

TRIANGLE II will conduct research to increase holistic understanding of the link between migration and development so that ASEAN can benefit from creative and nuanced approaches to migration during and after TRIANGLE II. Research will explore how to address inter-generational effects and the development impact of economically empowered migrant women. Such research will interrogate the assumptions that economic remittances bring holistic developmental benefits and assess these assumptions against the social and economic costs on families, communities and countries.

In the inception phase, the possibility of conducting joint research with other projects and programs will be explored, for example the Swiss Development Cooperation's project on poverty reduction in the Mekong Sub-region (see Annex Q, Relevant labour migration programs in the Asia-Pacific region).

Outcome 3: Labour mobility systems are gender-responsive and increase the efficiency of labour markets in the ASEAN region

Outcome 3 will contribute to the development of ASEAN regional architecture for the labour mobility and protection of low- and semi-skilled migrant workers. In selected sectors and corridors, labour mobility agreements will demonstrate a more efficient matching of the supply and demand for migrant workers, and provide equal opportunities to women and men migrant workers. Regional cooperation will be enhanced and tools developed to ensure the application of minimum standards across ASEAN countries.

Intermediate outcome 3.1: *Capacity of governments to effectively match supply and demand for migrant labour is improved.*

TRIANGLE II will provide support to constituents to collect, analyse and publish labour market information and build capacity for assessing optimal numbers of migrants being admitted to a destination sector, reducing occasions when migrants arrive to fill non-existent jobs, and addressing any concerns that migrants displace nationals. TRIANGLE II will work with governments to improve labour market information systems to identify process and generate indicators for the industries, occupations, and areas where employers are likely to request permission to hire migrant workers and the extent of likely requests. Studies could also be carried out to better understand the reasons why nationals are not taking up jobs in certain sectors. This work will dovetail with that of the ASEAN TRIANGLE project by rolling out regional tools developed such as the Manual on Measuring Migration Policy Impacts in ASEAN. In the development of this manual, experts analysed the process through which Malaysia and Singapore approved employers' requests for migrant workers.

Capacity to analyse labour market information will also focus on countries of origin needs to understand/collect data on the numbers of outbound and returning migrant workers, including on skills and qualifications and the potential impact on domestic employment. Governments and employers' organizations will be assisted to forecast how the workers being deployed to work abroad today could meet labour market needs at home in the future, bringing back the necessary skills to work in burgeoning garments manufacturing, seafood processing or plantations sectors. Specific attention will be paid to the gender assumptions displayed by the partners in this work, with TRIANGLE II seeking to address such assumptions where they create barriers to equal access to the labour market.

Intermediate outcome 3.2: Systems through which women and men migrant workers are able to have their skills recognized and certified are established.

Using the ILO's extensive experience developing standardized job descriptions and skills assessment systems, TRIANGLE II will generate 'win-win' outcomes for employers, migrants, and governments that benefit from better job matching between employers and migrant workers. This can result in better working conditions, as mismatches are one of the reasons employers are reluctant to bear recruitment costs, and they also lead to disputes.

TRIANGLE II will provide advice to governments to develop skills certification and recognition systems that connect migrant workers with jobs that use their skills, and recognize the skills acquired abroad when they return. The occupations selected for skills certification and recognition systems dovetail with those prioritised under the ILO's initiative to develop a Mutual Recognition of Skills arrangement where domestic work, construction and tourism have been identified, and in TRIANGLE II will be pursued for certain sectors in certain corridors (see Annex E, Prioritization table).

TRIANGLE II can be especially useful in improving data and worker-job matching in occupations that involve women. Both male and female migrant workers are generally concentrated by industry, occupation and area, and there are often limited data and standardized job descriptions in industries and occupations dominated by women migrants. TRIANGLE II can fill this gap by surveying employers and workers in female-dominated industries and occupations to learn what skills employers want and what skills current workers have.

Intermediate outcome 3.3: Labour mobility systems and protection frameworks are strengthened through greater regional coordination and cooperation.

TRIANGLE II will continue to approach its work with a regional focus, investing further into the national labour migration information systems while facilitating cooperation on the development of standardised approaches to skills, recruitment and bilateral and regional agreements and proactively supporting and working within the framework of the AEC and the ASEAN Socio-Cultural Community. In so doing, TRIANGLE II will contribute to greater cooperation and experience sharing between Cambodia, Lao PDR, Myanmar and Vietnam (as well as other countries of origin in the region) so that these countries can learn from each other, but also are able to negotiate more informed bilateral agreements with countries of destination. Approaches to enhance south-south cooperation will be explored, including, but not limited to at the ASEAN Forum on Migrant Labour, and the Sub-regional Advisory Committee (SURAC) meeting. TRIANGLE II will also connect with the ASEAN Senior Labour Officials Meeting (SLOM), and the Committee on the Implementation of the ASEAN Declaration on the Protection and Promotion of the Rights of Migrant Workers (ACMW).

The project will provide support in reviewing and assessing MOUs between countries, and explore alternatives such as Government-to-Government mechanisms in certain sectors and corridors, by sharing the evolving experiences from the Republic of Korea's Employment Permit System with 15 countries in Asia, and the initiative on deployment Bangladeshi workers into the Malaysian plantations sector.

In addressing the need for gender equality in these systems and frameworks, TRIANGLE II will support strengthening of frameworks that are gender responsive and provide equal access to women, whilst addressing equal access by increasing the understanding and ability of partners (including the employers) to break down traditionally held views of gendered sectors and corridors.

Currently, much of this work at the regional level is conducted by TRIANGLE I's sister project, the ASEAN TRIANGLE project, funded by the Canadian DFAT-D. TRIANGLE II has the opportunity to dovetail with this work and respond to the future of ASEAN TRIANGLE work after its scheduled conclusion in 2016, which can be further elucidated during the inception period.

2.4 Cross-cutting themes

Crosscutting themes are those that influence all facets of programme interventions and are considered in the design and implementation of each activity. The crosscutting themes driving TRIANGLE II reflect key needs in ensuring migration contributes to development, and also DFAT and ILO priority areas. These are: gender equality and women's empowerment; private sector engagement; and influencing attitudes.

Gender equality and women's empowerment

A twin-track approach to gender equality and women's empowerment will ensure that in addition to gender mainstreaming, there will be specific focus on increasing the resources that are allocated for women's empowerment; both the project's resources and those of partners. This will enhance women's access to protected and profitable migration options and improve women's ability to harness the full benefits from their work. This includes proactive efforts to ensure equal opportunities for women under the MOUs between countries or to ensure that places where women work enjoy the same protections as other workplaces. In countries of origin, attention needs to be paid to how women can attain the training and language abilities required for high-income jobs in the Republic of Korea, Japan and Taiwan (China).

As part of these proactive efforts, a gender transformative approach will be taken. TRIANGLE II will maintain accountability for ensuring that gender is considered in progressive terms, with a view to transforming gender norms as they relate to migration. The approach is deliberately aspirational. Practically, this will require all partners to consider how their interaction with gender can ultimately have a transformative impact. The approach will be elaborated in the Gender Strategy and M&E Framework to be finalised during the inception period.

Implementation of the twin track and transformative gender approach will be ensured through the recruitment, selection and training of all staff, consultants and implementing partners. A gender toolkit will also be compiled primarily from the existing tools of ILO, DFAT and partners, to guide partners and stakeholders in implementing a gender transformative approach. TRIANGLE II will demonstrate and replicate the promotion of women and women migrant worker representatives in all levels of design, implementation and evaluation. TRIANGLE II will eliminate all-male delegations and panels in activities, and partners will be held accountable to the proportion of women engaged in decision making and representation. One of TRIANGLE II's technical officers will have gender included as a core responsibility in their job description and in performance appraisals and will be responsible for implementation of the twin track approach and transformative gender agenda. External consultants will provide specific technical advice at sub-national, national and regional levels in a way that ensures that the gender specific resource requirements of each country are understood and addressed. TRIANGLE II will also draw from the wealth of gender expertise within DFAT.

The proportion of women migrants in ASEAN is rising, but informal estimates suggest a discrepancy between the proportion of women among regular and irregular migrants; women are overrepresented

among irregular migrant workers.⁵⁸ This indicates that women are more likely to migrate irregularly into informal work.⁵⁹ Domestic work, care work and sex work continue to be largely dominated by women, but remain outside many protective mechanisms (including social security, labour rights or government-to-government regulation) afforded to workers in other sectors.⁶⁰ Hence, protection and development challenges facing women migrant workers are amplified. Many of these challenges have been identified in the global normative frameworks on the protection and empowerment of women migrant workers, including CEDAW General Recommendation 26, the Convention on the Protection of Migrant Workers and their Families, and ILO Convention 189 on the Protection of Domestic Workers (see Annex N, Overview of ratification of fundamental and relevant conventions in ASEAN).

Although there is increasing recognition that women migrate as workers and in significant numbers, and some acknowledgement that the causes and impacts of migration are gendered, nevertheless there has been very little attempt to mainstream gender into migration management policies. Where the issues of women have been addressed, it has most often been in the form of protection policies for the most vulnerable women, particularly women who have been trafficked or displaced due to armed conflict. This lack of mainstreaming has resulted in situations where underlying unequal conditions persist and discriminatory policies have not been transformed.

Women's economic empowerment is widely recognized as one of the key foundations for promoting gender equality and sustainable and inclusive economic growth and development; therefore, improving pay and conditions in sectors dominated by migrant women is vital to the broader picture of development. It is recognised that women are likely to be paid less but send higher proportions of their earnings home and, as such, a programme focused on increasing wages should have the effect of increasing remittances and economic growth.⁶¹ Recognising that increased earnings does not address issues of gender inequality and power dynamics, the project will support initiatives that explore and respond to the agency women have in their decision to migrate and how they want to spend their remittances. TRIANGLE II will seek also to address the development needs of women migrant workers themselves outside of the benefit of their remittances, recognising that women are development agents but can be agents for social change that have greater development impacts in relation to prosperity and security.

TRIANGLE I encouraged greater attention to gender issues including ensuring that all data was gender disaggregated, developing gender awareness trainings and ensuring that all activities reached both men and women. TRIANGLE I also sought to address some specific challenges facing women, in particular in supporting the establishment of domestic workers associations and migrant women's networks, and counselling and information specifically appropriate to women at the Migrant Resource Centres. However, many key stakeholders still struggle to understand or accept the concept of gender equality and women's empowerment; some still do not accept that women's experiences differ to men's, or

⁵⁸ In Thailand in 2015, 43% of the Myanmar migrants who had entered the country irregularly and applied for nationality verification were women, but only 37% of the 112,614 Myanmar migrants who applied for regular migration through the MOU system were women, see:

<http://wp.doe.go.th/wp/images/statistic/sm/58/sm0358.pdf>

⁵⁹ UN Women, *Managing Labour Migration in ASEAN: Concerns for Women Migrant Workers* (2013), available at http://unwomen-eseasia.org/docs/publication/sitecore/managing_labour_migration_asean.pdf

⁶⁰ ILO, *Domestic workers across the world: Global and regional statistics and the extent of legal protection* (2013), available at http://www.ilo.org/travail/Whatsnew/WCMS_173363/lang--fr/index.htm

⁶¹ UN Women, *Managing Labour Migration in ASEAN: Concerns for Women Migrant Workers* (2013), available at http://unwomen-eseasia.org/docs/publication/sitecore/managing_labour_migration_asean.pdf

remain unaware of the challenges facing ‘invisible’ women working in traditionally male-dominated sectors like construction. Concurrently, policies restricting women’s regular migration by country and sector are often the reason that women migrate without the protection afforded by regular channels. Further, when social costs of migration were discussed during design, this discourse was limited to the disadvantages resulting from women’s or mother’s migration.

In addressing gender through the twin-track approach of (1) mainstreaming, and (2) focused initiatives, TRIANGLE II aligns with DFAT’s priorities in relation to women’s empowerment. By providing equal access and opportunity to benefit from migration, women’s agency will be strengthened, which should increase women’s participation in decision-making and leadership. Increasing the protective measures that respond to the situation of women migrant workers will also contribute towards addressing violence against women. This does not happen as a natural consequence, however, and efforts will be focused on working with and for women migrant workers to improve their agency and voice with the view to increasing their empowerment and leadership. This will include ensuring that women migrant worker representatives are present and empowered to share their voice at policy making forums as well as those forums that decide the direction of the project itself.

Private sector engagement

Economic development in ASEAN is reliant on private sector growth. The private sector interacts with and benefits from labour migration at numerous points – as an employer and recruiter; as a facilitator of communication, travel and financial services; and as retailers of the goods produced by and purchased by migrants. The private sector plays a key role in remittance transmission, enabling and profiting from the movement of monies across borders. However, the private sector is also more and more the catalyst for regulatory reforms, driving government policy change and enforcement. For example, after the exodus of Cambodian workers from Thailand in June 2014, the Thai employers were able to force an amnesty and registration for 1.6m migrants. The pressures to improve recruitment and employment conditions in the Thai seafood sector and the Malaysian electronics sector is largely coming from higher up the global supply chain.

Recognising this, TRIANGLE II will connect with the private sector in mutually beneficial ways to foster private sector engagement and commitment to better labour migration management and the goals of the project. TRIANGLE II will act as a resource to private sector partners in supporting pilot initiatives and facilitating knowledge exchanges with partners in global best practice with a view to increasing the ethical practices of the private sector whilst supporting their sustainable growth.

A strategic approach to private sector engagement will be defined during the inception period. This will articulate how TRIANGLE II will interact with different private sector actors. This could include engagement on several levels, for example, leveraging the influence of buyers beyond just ensuring compliance within their own supply chains, but also in terms of securing their support for developing longer term systemic approaches to structural problems – as seen in the ILO Better Work programme and the Good Labour Practices programme. Additional approaches could include co-funding arrangements and the development of technologies, tools or products for the migrant worker markets. Both the ILO’s own specialists (on employers’ activities and on corporate social responsibility) and those within DFAT will be consulted in the design and implementation of the private sector strategy.

Employers and recruiters will be involved in the design of migration policies and practices so that admission policies, recruitment options and skills matching address private sector needs and capabilities. The private sector will be engaged in the development of innovative protection mechanisms

and in conveying messages to address misconceptions about migrant workers. As part of the strategy to influence public attitudes (see Annex M) employers and other private sector partners will be targeted to leverage support with a view to shaping public policy. The project will also seek to interact with private sector development through the fostering of enterprises and entrepreneurship among returned migrants.

TRIANGLE II will provide platforms for buyers to ensure that their supply chains are clean, non-exploitative and goods sourced ethically. There is significant and growing interest from buyers and retailers to ensure worker protections in the supply chains of seafood, fruit, other foodstuffs, palm oil, sugarcane, electronics and garments in Thailand and Malaysia. TRIANGLE II is well-positioned to work with employers, workers, buyers and governments to improve systems and materials to demonstrate clean supply chains, having started this work during TRIANGLE I with the MEF Guidelines for the Recruitment, Employment and Repatriation of Foreign Workers, and in building on the Good Labour Practices Programme (see Annex L), which has established buyer reference groups in Australia, Europe and the US, with companies including Coles, Simplot, Tesco and Lyons Seafood. TRIANGLE II will also seek to connect with Australia's recently established Australia of the Human Trafficking and Slavery Supply Chains Working Group in this regard.

Influencing attitudes

Research has found that the public often has a limited understanding of the need for migrant workers in certain sectors, are unaware of the positive contribution migrant workers make to the economy and migrants' right to equal treatment.⁶² These perceptions matter because negative attitudes can lead to discrimination in the workplace and in society and can contribute to an environment where rights abuses are tolerated, where policies are not evidence-based and have economic consequences, and can undermine labour migration governance.

When populations have a greater understanding of the need for migrant workers and the contributions they make, changes can be effected at the individual level, between migrant workers and their employers or between migrants and government service providers, and at the national level, through public support and demand for fairer labour migration governance.

In countries of origin, messaging can counteract the sometimes negative perceptions home communities hold of migrant workers. For example, in the GMS countries, the migration of women to Thailand has become conflated with and stigmatised as sex work. In some countries, women with children who chose to migrate are perceived as bad mothers.

TRIANGLE II provides the opportunity to strengthen and diversify these campaign interventions, using lessons learned to guide a more strategic approach (see Annex M, Strategy on influencing public attitudes). TRIANGLE II will consider focusing activities towards changing attitudes within industry, service providers and the media. Industry engagement may be targeted at employers and the private sector to leverage support to shape public policy. Targeting service providers will include civil society and public service providers, specifically at the sub-national level. Working closely with national and regional media, the project will work to improve perceptions and create public support. The framework

⁶² In 2010, the ILO and TRIANGLE conducted a study in four destination countries in Asia (Malaysia, Singapore, Republic of Korea and Thailand), to gauge public knowledge and attitudes towards migrant workers. The summary report from the four-country study is available at: http://www.ilo.org/asia/info/WCMS_159851/lang-en/index.htm

of the ASEAN Socio-Cultural Community also provides a meaningful mechanism for systematizing such campaign and advocacy work.

2.5 Implementation principles

Sustainability

While the complete sustainability strategy will be developed during the inception phase, several key principles are outlined within this section and will drive implementation. By focusing on the capacity and institutional development of regional stakeholders, the ILO works towards an ultimate transfer of project activities to governments, social partners and regional institutions. The sustainability of TRIANGLE II rests on the ownership and participation of key stakeholders, including the private sector and women and men migrants. The project will reflect and influence national and regional priorities to ensure accountability and ownership from governments at the highest levels. Sustainability of TRIANGLE I and II can be fostered through strategic capacity building of the tripartite constituents and civil society that can catalyse fundamental shifts in the understanding and governance of migration. TRIANGLE II will also aim to increase more effective labour migration governance in ASEAN, strengthening the sustainable institutional focus.

The TRIANGLE I Sustainability Plan was developed following a recommendation in the mid-term evaluation, and was utilised for the remainder of the implementation period. Within the Plan, ‘Seven Sustainability Factors’⁶³ were identified and there was demonstrable progress made on six of these seven. More could have been done in the key area of ‘financial viability’ of interventions run by governments and social partners. That said, substantial contributions have been made from governments and social partners to the delivery of project activities. In the government-run MRCs in Vietnam, Cambodia and Lao PDR, cost-sharing has come in the forms of staff costs, office space and facilities. The provincial labour departments in Vietnam contributed to training for local leaders and to information campaigns. Training programmes for labour inspectors were largely funded by the labour ministry in Malaysia, and over one-third funded by the labour ministry in Thailand. The trade union partners in Malaysia and Vietnam have also contributed their own funds or made in-kind contributions to several activities.

In the last year of TRIANGLE I, because of the focus on implementation, final evaluation and design of TRIANGLE II –not enough attention was paid to developing an ‘exit strategy’. The TRIANGLE II Sustainability Strategy will lay out more concrete procedures and milestones for the project to follow, especially in the area of financial viability, and will be reviewed periodically.

TRIANGLE I influenced policy and legislative change that will have an impact far beyond 2015, and developed capacity building approaches and tools that had sustainability strategies built into them – but in some cases these require further investment, depending on the country context. In terms of the MRCs, more time is required to develop sustainable models. In the four countries of origin, TRIANGLE I successfully piloted the integration of MRC services into public employment services (ten of the 15 MRCs in countries of origin are government-run). The government partially funds these operations. There is a commitment from the governments of Cambodia, Lao PDR and Vietnam that job centres should provide integrated services for those seeking employment either domestically or abroad – which

⁶³ The seven factors include: government policies, ownership and participation, capacity building of partners, fostering cooperation and social dialogue, institutionalizing tools and approaches, financial viability, alignment with ILO principles and priorities.

is a sustainability outcome in itself – although more investment is required to ensure the quality of these services.

In destination countries, MRCs are largely run by civil society organizations and trade unions, and migrant-funded support services will be explored, but the current conditions are not yet conducive (increasing financial burdens on migrant workers defeats many of the development goals of the project and the level of services currently available have yet to be proven to the broader migrant population and members of their families). In addition, TRIANGLE II will seek to incrementally integrate the functions of the MRCs into government services throughout the life of the project. Alternatively, government funding of MRC service providers can be explored, as led by the country context. Partnerships between government agencies and civil society organisations providing services to migrants will be actively encouraged.

Capacity building will not be limited to training. In adopting the implementation principle of cultivating active partnership, partners are actively engaged in the design, production and delivery of project tools and outputs (as identified in Annex P, Lessons Learned). Extensive consultation with government and social partners at all stages for technical comments to draft policy and legislation, capacity building tools and research studies results in a level of ownership and accountability to the output that increases its sustainability.

Like TRIANGLE I, TRIANGLE II's approach is founded on the ownership and participation of tripartite constituents, project implementing partners, and other key stakeholders, including women and men migrants through their representatives from unions, NGOs and networks. In order to ensure that TRIANGLE II objectives are aligned with their priorities – at the stakeholder, national and regional levels – these partners have been consulted in the design and will guide the prioritization during the inception. Ownership and participation mechanisms anticipated are technical working group meetings (on specific initiatives), PAC and SURAC meetings. Where possible, TRIANGLE II will integrate with, and build upon, local and existing management structures rather than establishing new or parallel structures to ensure their relevance and resilience. Recognition opportunities (through providing rewarding training opportunities or publically recognizing government officials on legislative changes, for example) help to maintain ownership. Given how high this issue is on the agenda at national and regional levels, there is a level of prestige and visibility associated with successful implementation in this arena.

In addition, the ILO is able to support the development of legal and policy frameworks by drawing on the international labour standards. As ILO Member States, and as the ILO will be present in some capacity in each of the project countries after the project is concluded, on-going support for realising and upholding international labour standards will continue. This sustainable presence and solid foundation of internationally-agreed minimum standards is a comparative advantage of the ILO among other organisations.

Knowledge Sharing and Communication

One of the key implementation approaches of TRIANGLE II will be to establish models for interventions under each Outcome that are able to be replicated. Central to this approach will be the effective documentation and sharing of developments, successes, challenges and lessons learned. Progress and lessons learned will be shared directly with tripartite partners when providing technical advice and during periodic meetings. Activity results will be communicated within and between countries by sharing reports. Already established under TRIANGLE I, a periodic newsletter will inform stakeholders of project activities and accomplishments. Opportunities for greater learning will also be provided during

the meetings convened at the national and regional level where experiences and best practices are exchanged, including at the SURAC meeting and other ASEAN meetings.

To support the goals of TRIANGLE II, knowledge products and communications materials will be developed for a variety of audiences to increase understanding of key issues. These products will also seek to contribute to changing attitudes about labour migration and migrant workers. Tools will be widely disseminated amongst stakeholders and across ASEAN, simultaneously increasing awareness of TRIANGLE II and building knowledge about effective approaches to maximising the benefit of labour migration for all. Wide dissemination of all knowledge products and communications materials will be ensured through engagement with established ILO communications systems and frameworks.

Anti-Corruption

Corruption contributes to mismanagement of migration and to the exploitation of migrants.⁶⁴ Systemically, links between businesses and governments can influence migration policies and permissions. On an individual level, migrant workers regularly pay officials in origin and destination countries to enable their movement, status and job. TRIANGLE II aims to create conditions that are transparent, ensure accountability and engage with sanctions where necessary. To do so, TRIANGLE II must remain vigilant when working with implementing partners. TRIANGLE II will operate on a zero-tolerance basis, allowing for increased independence and agency when discussing how to address macro-level instances of corruption.

The project will actively support a diversity of voices within the migration governance stakeholders, creating space and support for corruption to be discussed. The project will integrate initiatives that seek to identify corrupt practices and will work with partners to increase understanding of the ultimately detrimental effects of corruption for good governance and to achieve the desired development impacts from migration. The project will be conscious of legislative gaps that enable corrupt practices and highlight these within legal analysis.

TRIANGLE II will increase levels of transparency and accountability in the labour migration process by strengthening regulation and complaints mechanisms and empowering migrants and implementing partners. High-level ownership of these efforts for increased transparency is crucial. This will be fostered through dialogue and raising awareness about the cost of corruption. Additional strategies will be considered in line with the governance environment and socio-political factors in each country, as well as their broader anti-corruption strategies and complementary programs.

TRIANGLE II will also respond to the changing nature of civil society space in the region. Recognising that civil society partners are critical to the effectiveness and sustainability of the project. There is real fear that the civil society space is being shrinking in countries including Cambodia and Thailand and is historically restricted in Vietnam and Lao PDR. Such a squeeze on the space available for civil society partners to work will have an effect on TRIANGLE II's ability to reach its goals; TRIANGLE II will be clear with all partners that it considers the involvement of civil society to be crucial.

⁶⁴ For example, see statement of Deputy Spokesperson for Thailand's National Committee on Peace and Order (NCPO) <http://www.mekongmigration.org/?p=2362> and subsequent statements and actions by the Thai Government.

Child Protection

Where necessary, TRIANGLE II will engage implementing partners in child protection training, drawing not only from the DFAT policy, but from relevant ILO and United Nations standards and good practices. While TRIANGLE II's activities do not engage directly with children (as beneficiaries), there may be contact through MRCs or in building the capacity of labour officers and employers to withdraw children from hazardous occupations and child labour. MRC services have already a clear understanding that no unaccompanied minor will be advised to migrate, regardless of severe family circumstances that often provoke this movement.

Child protection approaches and tools are part of the ILO and constituents' institutional memory in this area as a result of several programme interventions, including the ILO International Programme on the Elimination of Child Labour (IPEC) programmes in Thailand, Cambodia, Lao PDR, Myanmar and Vietnam. TRIANGLE also has experience in supporting the COMMIT Youth Forum, which sets out good practices for child and youth engagement on migration, exploitation and human trafficking issues.

Disability

The ILO recognises that addressing disability inclusiveness is a key facet of DFAT's aid policy and programmes. Within TRIANGLE II, the main points of interaction on disability issues will be in relation to service delivery, especially through MRCs. The number of disabled persons among the migrant worker population itself is thought to be relatively low, given the employers' preference in filling labour intensive jobs. The exception may be where unscrupulous brokers and employers lure physically and mentally disabled persons into exploitative situations. TRIANGLE encountered many cases where migrant workers suffered injuries or experiences in the workplace that lead to physical and/or mental disability. TRIANGLE I has had experience responding to disability caused by accident and injury at work, including mental illness triggered by exploitative conditions. TRIANGLE II will ensure that appropriate compensation and return and reintegration support is sought for migrants with disabilities caused by work, in line with national legislation and commitments to international standards.⁶⁵ TRIANGLE II will continue to advocate for accountability of employers and improved occupational health and safety standards in all workplaces.

Additional implementation principles

Additional implementation principles that will ensure TRIANGLE II maximises its impact and sustainability are further explored in other parts of the document and annexes but briefly outlined below:

- *Encouraging cooperation and partnership.* Vital partnerships were well-established with tripartite constituents and certain civil society organizations during TRIANGLE I and will be carried over to TRIANGLE II. Relationships will need to be built or strengthened with some partners, including skills training departments and financial service providers (see also Annex J, Country situational analyses and partner profiles, and Annex R, Profile of key regional development partners).
- *Taking a regional approach.* There are several benefits to adopting a regional approach in TRIANGLE II. TRIANGLE II aims are closely linked with ASEAN goals. In particular, there is a growing understanding amongst countries in the region that taking unilateral approaches to challenges of labour migration is ineffective. Joint approaches are necessary in order to ensure that policy is relevant and the results are sustainable. Working under one regional project allows for enhanced collaboration between partners in countries of origin and destination, in particular with women's

⁶⁵ Thailand and Malaysia have ratified ILO Convention No. 19 on Equality of Treatment (Accident Compensation).

groups across the region. Moreover, the challenges faced among countries of origin and destination are often similar and allow for exchange and South-South cooperation.

- *Building an improved knowledge base* will be a key output of TRIANGLE II, reflecting the need for more robust studies, evidence and data to guide effective responses for the benefit of all stakeholders. The studies undertaken by TRIANGLE II staff and through collaboration with partner organizations will serve three key purposes:
 1. To shape the design of the project's interventions through an improved understanding of the situation of women and men migrant workers.
 2. To evaluate the impact of project activities in ensuring that the benefits of labour migration are equitably realised.
 3. To increase the evidence-base upon which labour migration policies and practices are formulated by government and social partners
- *Aligning with global, regional and national development priorities* will ensure that TRIANGLE II results are able to contribute to wider development results, for example national development plans and the Sustainable Development Goals (see Section 3, Institutional Framework).
- *Capacity building* will be a focus, through direct activities on tools and concepts, but also through the broader approach of cultivating active partnerships. By adopting this approach, partners are actively engaged in the design, production and implementation of project outputs.
- *Sectoral approaches* and working with industry-specific actors to strengthen legislative gaps, tools and services were pursued in fishing and domestic work in TRIANGLE I (see Annex O, TRIANGLE I key achievements). Sectoral approaches will be expanded to additional sectors in TRIANGLE II (see Annex K, Conditions in key sectors).

2.6 ILO mandate and expertise

With its unique mandate and expertise, the ILO has a leading role in addressing international labour migration.⁶⁶ The ILO has a constitutional duty to protect the rights of all workers, including migrant workers. The ILO protects workers by establishing normative frameworks and assisting governments to apply these standards. The ILO is unique among UN agencies in having a tripartite structure, working closely with governments (185 Member States), employers' organizations and workers' organizations (the tripartite constituents). The ILO can compare policies and practise in various countries, appraise them objectively, and make best practice recommendations to its tripartite partners that can be implemented country-by-country and regionally.

At the global level, the ILO is the internationally recognized body with both the normative framework and the technical expertise to promote rights at work, encourage decent employment opportunities, enhance social protection and strengthen dialogue on work-related issues. The ILO sets global standards, conducts analysis for evidence based-policy and develops models for effective implementation. The ILO actively participates in the G20, providing data, analysis and policy recommendations on labour, economic and social issues to improve the number and quality of jobs around the world.

The ILO has been at the forefront of the discourse and approaches to labour migration governance in ASEAN. Following an ILO regional programme to address trafficking in children and women that ended in 2008, the ILO and the Australian Government, with TRIANGLE I, recognised the need to take a labour

⁶⁶ ILO, *Report of the Discussion of the Tripartite Technical Meeting on Labour Migration* (2013), available at http://www.ilo.org/wcmsp5/groups/public/---ed_norm/---relconf/documents/meetingdocument/wcms_237116.pdf

approach to addressing exploitation and human trafficking, through improved governance of labour migration and labour administration and engaging with new partners. Continuing this leadership role in shaping the labour migration agenda, ILO has identified the need to further shift the perspective towards enhancing labour mobility and increasing the contribution of labour migration to equitable, inclusive and stable growth. This shift can, in part, be realised through the delivery of TRIANGLE II.

TRIANGLE II activities are designed to complement and reinforce other ILO programs aiming to promote decent work, empower women, and involve the private sector in accelerating economic development in ASEAN. This includes the country and regional level programmes on employment policy, wage policy, skills, social protection and related areas of expertise (see Annex H, Relevant ILO specialist disciplines and support in ILO Regional Office for Asia and the Pacific), as well as specific project such as the Community Based Enterprise Development (CBED) program (supported by the Japanese Government) and the Good Labour Practices Programme in the Thai seafood industry (supported by the US Department of Labour). The ILO also invests in relationships with development partners and is committed to ensuring complementarity with similar projects (See Annex R, Profile of key regional development partners).

3. Institutional Framework and Management

The project governance structure is graphically outlined in Annex G:

3.1 Institutional Framework

The ILO's Strategic Policy Framework (SPF) for 2010-15 includes a global objective on labour migration ('More migrant workers are protected and more migrant workers have access to productive employment and decent work,'), and highlights the role of the International Labour Office⁶⁷ to 'help constituents improve rights-based labour migration policies emphasizing gender-responsive protection and integration.' The project will also contribute to a number of the ILO's Areas of Critical Importance (ACIs), particularly ACI 1 on 'Promoting more and better jobs for inclusive growth' and ACI 8 on the 'Protection of workers from unacceptable forms of work'.

From 2016, one of the ILO ten strategic priorities will be 'Promoting Fair and Effective Labour Migration Policies,' defined as strengthened labour migration governance to ensure decent work for migrant workers and equitable contribution to inclusive economic growth and employment. Interventions will be guided by international standards and the ILO Multilateral Framework on Labour Migration. In addition, the November 2013 Tripartite Technical Meeting on Labour Migration assessed the outcome of the UN General Assembly High-Level Dialogue on International Migration and Development⁶⁸ and considered possible areas for ILO follow up. These were grouped around (1) effective protection of migrant workers; (2) sound labour market needs assessment and skills recognition; and (3) international cooperation and social dialogue for well-governed national and international labour migration and

⁶⁷ The International Labour Office is the permanent secretariat of the International Labour Organization. It is the focal point for International Labour Organization's overall activities, which it prepares under the scrutiny of the [Governing Body](#) and under the leadership of the Director-General.

⁶⁸ The Declaration of the High-Level Dialogue on International Migration and Development in 2013 reaffirmed the commitment to migration and development. The ILO has argued in this Discussion Paper that labour migration costs must be seen in the broader context of employment and labour markets – not merely through remittance transactions. http://www.ilo.org/wcmsp5/groups/public/---ed_protect/---protrav/---migrant/documents/publication/wcms_344703.pdf

regional mobility. These themes were reiterated in the ILO Director General's report to the International Labour Conference in 2014, in presenting an Agenda for Fair Migration.

At the regional level, labour migration governance was identified as a priority at the ILO Asia-Pacific Regional Meeting in 2006 and again in 2011. TRIANGLE II would be one of several ILO labour migration projects in the region, with related interventions on-going in South Asia, the Pacific and China. Common themes identified across the Asia-Pacific region include the need to improve labour market information and functioning, fair and ethical recruitment, and advocacy for better protection of migrants, all within the context of more tripartite engagement and social dialogue.

The ILO is engaged in inter-agency collaborations throughout the Asia-Pacific with members of the Global Migration Group (chaired by ILO in 2014) and other institutions. These include partnerships with World Bank, OECD, IOM, UN Women, UNESCAP and ADBI, and participation in the UN Regional Thematic Working Group on International Migration, including Human Trafficking. Under the Global Knowledge Partnership on Migration and Development (KNOMAD), the ILO and World Bank co-chair the Thematic Working Group on Low-Skilled Labour Migration. This working group is currently conducting studies on bilateral agreements and developing methodologies for measuring migration costs, both of which are relevant to TRIANGLE II interventions.

At the national level, labour migration and the work of TRIANGLE II will feature within the Decent Work Country Programme⁶⁹ and the transitional Strategic Policy Framework and Programme and Budget (2016-17)⁷⁰ (planning documents for ILO constituents), UN development and partnership frameworks, and other national development plans and policy documents. These will be specified in discussions with the governments during the inception phase but include the national labour migration policy in Cambodia and Myanmar (currently in draft form), the National Comprehensive Development Plan (2011 – 2031) in Myanmar, the National Target Programme on Employment, Vocational Training and Occupational Health and Safety (2016-2020) in Vietnam. In Thailand's 11th National Economic and Social Development Plan (NESDP) 2012-2016) there is a key focus on labour as it relates to achieving a just economy, and regional connectivity for social and economic stability. It is anticipated that Thailand's 12th NESDP will include a specific focus on labour migration and skills recognition in ASEAN. In Malaysia, the UN is encouraging the Government to consider migration within the 11th Malaysia Plan.

Sustainable Development Goals

At the global level, the Sustainable Development Goals (SDGs) are being determined and several targets relevant to the project are anticipated. Within the current set of proposed goals and targets, TRIANGLE II will most directly contribute to:

- Goal 10: *Reduce inequality within and among countries*, and specifically Target 7: *Facilitate orderly, safe, regular and responsible migration and mobility of people, including through implementation of planned and well-managed migration policies*;
- Goal 8: *Promote sustained, inclusive and sustainable economic growth, full and productive employment and decent work for all* and Target 8: *protect labour rights and promote safe and secure*

⁶⁹ Country Programme Outcomes are "Government and social partners develop and implement policies to manage migration, protect migrant workers and combat human trafficking in line with ILO principles" (Cambodia, KHM 129; Malaysia, MYS 827; Lao PDR, LAO 179; Thailand, THA 176, Vietnam, VNM 105).

⁷⁰ Outcome 9 in the Strategic Policy Framework/Programme and Budget document is 'promoting fair and effective labour migration policies.'

working environments of all workers, including migrant workers, particularly women migrants, and those in precarious employment;

- Goal 5: *Achieve gender equality and empower all women and girls*, including several of the targets on ending violence against women, including trafficking (5.2); recognizing and valuing domestic work (5.4); enhancing the use of enabling technologies to promote women's empowerment (5.b); and adopting and *strengthening sound policies and enforceable legislation for the promotion of gender equality and the empowerment of all women and girls at all levels* (5.c).

3.2 Management Arrangements

Staffing and specialists

The project will be managed by an ILO regional project management team led by a Senior Programme Officer / Project Coordinator responsible for the overall management of the project, based in the ILO Regional Office in Bangkok. The regional project staff will also include two Technical Officers. A Finance and Administrative Officer and an Administrative Assistant will provide support to the project's regional and national staff.

In each country, a National Project Coordinator (NPC) will oversee the implementation of the project. Depending on the country priorities and work plans, a second National Officer may be recruited to support key project outputs – this will be determined early in the inception phase according to the level of activity in each country. In some cases, national project staff may be based with partner agencies that are implementing project activities, which should also strengthen mentoring and capacity building. The NPC will be supported by an Administrative Assistant.

The project staffing structure with reporting lines is in Annex G. The project staff will continue to work closely with the staff of the ASEAN TRIANGLE project. All TRIANGLE II staff at the national and regional level will be full-time and fully funded by the project. For the inception period, a full-time Research and M&E Officer will be recruited by the project. Once funding for related projects (the ASEAN TRIANGLE project, the SDC or EU-funded projects – see Annex Q) is confirmed, a decision will be made on the possibility of cost-sharing either the Research and M&E Officer or one of the Technical Officer positions. This decision will be taken in close consultation with DFAT and the donors of the related projects.

TRIANGLE II will be administratively supervised by the ILO's Regional Office for Asia and the Pacific (ROAP), based in Bangkok, and technically backstopped by the International Labour Migration Branch (MIGRANT), based in Geneva. The Senior Regional Labour Migration Specialist, will regularly provide technical backstopping to the project. TRIANGLE II will benefit from cross-office collaboration in order to leverage the broad range of ILO expertise relevant to labour migration. Support will be provided by the specialists in ROAP and the Decent Work Technical Team for Southeast Asia and the Pacific (DWT-BKK), covering topics including skills, labour inspection, international labour standards and labour law, gender, enterprise, employment, social protection, workers' and employers' activities, child labour, wages and statistics, M&E (see full list in Annex H). These specialist positions are funded by the ILO regular budget.

In addition, international and national consultants and institutions will be contracted to provide specific expertise and contribute to key outputs. DFAT advisory resources will also be utilised at relevant points in project design, delivery and evaluation, including in the areas of gender, aid effectiveness and private sector development. TRIANGLE II would also look to continue the relationship with the Australian Volunteers for International Development (AVID) programme in placing volunteers to further support the project in certain country offices.

DFAT will oversee activity implementation and monitoring from the Bangkok Hub. Monthly meetings will be arranged between DFAT and the ILO to highlight progress, identify emerging or anticipated risks and address challenges in project implementation. An annual High Level Meeting will be arranged between the ILO, DFAT and the Australian Government Department of Employment to ensure that the project remains engaged on issues of relevance to Australia's interests and considers innovative approaches to aid delivery. DFAT will continue to participate in the PAC and SURAC meetings, and other regional workshops, forums and advocacy events. Monitoring visits will be arranged on an ad hoc basis.

Project Advisory Committee

In each country, a tripartite **Project Advisory Committee (PAC)** will be convened annually to provide guidance on the implementation of the project, and to endorse a proposed annual work plan. The PAC may also be invited to review project research, publications and other key outputs. The PAC will be chaired by a senior official of the labour ministry, and constituted by a multidisciplinary grouping of ILO constituents and key implementing partners. A regular civil society engagement platform will further guide the project, and interact with the PAC by synthesising civil society voices and responses and feed into the national understanding of labour migration issues. In four of the countries, these have already been established and run in with support from TRIANGLE I.

Regional Cooperation

The **Sub-regional Advisory Committee (SURAC)** will continue as a platform for tripartite constituents to share information, experiences and provide guidance on migration governance. During TRIANGLE I, SURAC meetings have been used to design and reflect on projects, and to strengthen bilateral, multilateral and regional cooperation. The last two SURAC meetings have been coordinated with the ASEAN TRIANGLE project. The SURAC meeting is convened every 18 months. In TRIANGLE II, it will be proposed that the SURAC meeting will also include an independent regional advisory group, comprised of academics, development experts and regional-level NGOs to ensure that the project staff and partners remain engaged on critical issues and innovative approaches. The role of this group will be further explored in the inception phase.

The project will also feed into and be guided by interventions that stem from regional priorities identified by the ASEAN Senior Labour Officials Meeting (SLOM), the Committee on the Implementation of the ASEAN Declaration on the Protection and Promotion of the Rights of Migrant Workers (ACMW), and the ASEAN Forum on Migrant Labour (AFML).

4. Monitoring and Evaluation

4.1 Background

Following-up on the recommendations of the TRIANGLE I mid-term evaluation in 2013, the monitoring and evaluation (M&E) system received extensive attention and investment during the final two years of implementation. An M&E specialist was recruited to conduct a needs assessment at regional and country level that led to the establishment of a more rigorous and results-oriented M&E system. The revised approach is based upon leveraging capacity development and practical and expedient M&E tools to assess the project's contribution to change.

These efforts have been successful in shifting the TRIANGLE I M&E strategy away from predominantly narrative analysis of progress combined with measurement of outputs produced, towards a more data-driven approach that monitors the outcomes and impact of activities throughout the project cycle.

Enabled by greater commitment and understanding of M&E, the project's reporting has been able to present a clearer picture of not just what is being done but the results achieved in protection of migrant workers (See Annex O: TRIANGLE I Key Achievements).

In addition to strengthening the routine monitoring of activities, the project is currently conducting mixed methodology end-line surveys at target sites in Cambodia and Vietnam to assess changes in safe migration knowledge, attitudes and practices from baseline. Arrangements for a final independent evaluation are also underway, with an emphasis on determining the impact of project activities versus the baseline desk reviews of policy and practice in each country.

4.2 Lessons Learned

The needs assessment conducted during TRIANGLE I revealed that a number of the project's M&E challenges were shared by other regional labour migration and anti-trafficking projects. Having identified some of the key weaknesses in the approach, the project M&E strategy will focus on applying the following lessons learned during TRIANGLE II:

- **Approaches to M&E in the thematic area are often focused primarily on measuring outputs rather than assessing outcomes and impact.** Moving beyond counting of activity participants to determine the project's contribution to change is essential to challenging assumptions and establishing an evidence-based project strategy.
- **M&E systems are frequently highly centralized among regional staff and do not make effective use of the capabilities of national officers and implementing partners.** To provide for sustainable improvements in results-based management (a particularly prominent gap for government agencies), working through rather than in parallel to local systems is essential.
- **Developing fully-fledged processes for data collection and analysis is addressed reactively after the gaps emerge (e.g. during a mid-term evaluation or in responding to a donor request).** Adequately qualified staff who are explicitly dedicated to formulating and implementing M&E processes are necessary at the outset of TRIANGLE II to avoid the common pattern of M&E sinking to the bottom of a long list of priorities for the project management team.
- **The impact of capacity building and policy interventions may be nascent during the project cycle, making them difficult to assess.** Because the results of the contributions made to institutional changes and policy frameworks are not always fully evident during project implementation, strategies for making informed and objective *ex ante* projections of impact are necessary.
- **Labour migration within the GMS is often temporary and irregular in nature making changes difficult to determine.** Accurately assessing the results of assistance provided to migrants relies upon working through organizations and networks that they trust and ensuring confidentiality.

4.3 Objectives

The M&E approach undertaken during TRIANGLE II will serve three 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, accountability and assessing gender equity.
2. **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.

Results-based management

In order to maximize the impact of activities, priorities will need to be defined to concentrate staff time and resources in a limited number of areas where significant results are likely to be achieved and reduce engagement in others. Making use of a regularly updated management information system, project staff will be able to assess the results of the intervention strategies in consultation with tripartite constituents at PAC and SURAC meetings, allowing for evidence-based management decisions and greater accountability to stakeholders.

Gender analysis of data will remain central to the results-measurement strategy, helping to ensure that the project equitably benefits women and men migrant workers and stakeholders. Quantitative and qualitative data will be disaggregated to the greatest extent possible and implementing partners will be trained to analyse the gender dimensions of their activity results, allowing for adjustments where unresponsive or discriminatory approaches are identified.

Knowledge sharing

To add to the global knowledge base on labour migration interventions, TRIANGLE II will pursue targeted evaluations to determine the results of specific activities, as is currently underway to assess the impact of language training on the working conditions and social integration of Myanmar migrants in Bangkok, Thailand. The findings of these evaluations, as well as other good practices and lessons learned documented during implementation, will be broadly shared through a variety of channels and platforms.

Capacity development

Building partner capacities on M&E will be mainstreamed into the data collection, analysis and reporting processes. Avoiding dependence upon project staff and external consultants to provide second or third hand accounts of the activity results, government and social partners will be primarily responsible for documenting the outputs and outcomes they have produced – enhancing the validity of the data and the sustainability of the approaches. Tailored coaching will be delivered to partners at the initiation of service contracts and as a part of regular reporting processes to provide on-going technical support, responding to their specific capacities and needs. To ensure quality and consistency, monitoring data submitted in progress reports will be reviewed and verified by ILO staff before inclusion within project results, including through on-site monitoring visits.

As part of capacity development on M&E, TRIANGLE II will support the establishment of frameworks to measure the results of labour migration policy and practice. In Thailand, for example, technical support and training is being delivered to the Department of Labour Protection and Welfare to strengthen the performance framework for labour inspections carried out on fishing vessels. These efforts have proven valuable in influencing decision-makers to incorporate the principles of results-based management in policy formulation.

4.4 Tools

Five main project management tools will be developed and maintained to implement the TRIANGLE II M&E strategy. An evaluability assessment will be completed by the ILO's Regional Evaluation Officer, in consultation with DFAT, at the end of the inception phase to grade the quality of the M&E plans put in place and make recommendations for further enhancement. During the core implementation period, the Regional Management team will regularly update the M&E tools to ensure that they remain relevant and robust, supplemented by independent review as part of project evaluations.

1. An iterative **theory of change** (TOC) to continuously improve the understanding of the linkages between the tangible outputs of TRIANGLE II and their intended long-term impact. This model will also detail the implementation principles and cross-cutting strategies to be applied in operationalizing the project and the key enabling factors involved in facilitating change (See Annex A for an indicative TOC).
2. 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 intermediate milestones), data sources to be drawn from, disaggregation of data, frequency of reporting and responsible parties (See Annex B for impact and outcome level indicators).
3. A **management information system** (MIS) to provide a database for management and analysis of project monitoring data. Improving upon the MIS developed during TRIANGLE I, the new database will include a graphic performance dashboard on quantitative progress towards indicator targets and qualitative summaries of developments on strengthening policies and practices, updated bi-annually. It will also provide cut-and-paste visualizations in order to ensure that data is readily available for incorporation in communications materials and presentations and allow for timely responses to specific DFAT requests for data on project activities.
4. An **M&E manual** for project staff and implementing partners that will provide guidelines and tools for the project's M&E activities. This document will build upon the M&E guide developed during TRIANGLE I, providing an adaptable capacity building tool as well as templates for data collection and analysis, reporting and carrying out monitoring visits.⁷¹
5. A **reporting schedule** that provides the timeline for submission of regular progress reports and updates, the triennial evaluation reports and other scheduled outputs (See Annex B for the schedule and report descriptions). The schedule has been aligned with the dates of key DFAT reporting exercises to avoid ad hoc submissions of unverified data.

4.5 Evaluations

The ILO policy guidelines for results-based evaluation and DFAT Monitoring and Evaluation Standards will provide the framework for carrying out the project's three independent evaluations. These guidelines adhere to the evaluation norms and standards of the United Nations system, the OECD/DAC Evaluation Quality Standards and DFAT's Aid Investment Criteria.

The ILO will appoint an evaluation manager who is not affiliated with the project to oversee and manage the evaluation process. To ensure that the evaluation addresses all parties' information needs, the evaluation manager will work closely with the ILO's Evaluation Office (represented by the Regional Evaluation Officer) and DFAT in reviewing and endorsing the terms of reference, qualifications of the independent consultants, evaluation questions and schedule of meetings. DFAT has the right to attend any of the consultations held during the evaluation, as necessary and appropriate. Drafts of the evaluation report will be shared with DFAT and ILO at the same time, and DFAT will be provided with the opportunity to comment prior to finalisation.

Each evaluation will systematically assess the performance of TRIANGLE II against a set of key criteria, document lessons learned and good practices and make recommendations for improved results or the

⁷¹ ILO, *Monitoring and Evaluation Guide for Migrant Worker Resource Centres* (2014), available at http://www.ilo.org/wcmsp5/groups/public/---asia/---ro-bangkok/---sro-bangkok/documents/publication/wcms_313606.pdf

development of future interventions. The initial review of the findings will be completed by DFAT and the project management team. A management response to the recommendations will be developed and approved by DFAT in consultation with the ILO, clearly stating the follow-up actions to be taken. Constituents at PAC and SURAC meetings, the ILO technical unit (MIGRANT), the ILO administrative unit (ROAP) will then be briefed on the findings. The anticipated dates for the evaluations are provided in the reporting schedule (Annex B) and will be confirmed during the inception phase.

DFAT may at any time undertake, or engage an expert to carry out, a review or evaluation of TRIANGLE II.

5. Risk Management

Overall, TRIANGLE II is low risk given the globally recognised expertise of the ILO on labour migration issues, the strong and trusted relationships established with government and social partners, and the high priority given to effective labour migration management within the region. It is unlikely that the cumulative contextual, programmatic and institutional risks faced will derail TRIANGLE II from achieving its objectives.

In accordance with the risk management procedures outlined in DFAT's Risk Management for Aid Investments Better Practice Guide, a dynamic risk register has been developed to identify, analyse, evaluate and formulate a treatment strategy (See Annex C, Risk Matrix). Several key risks to the achievement of project objectives were identified during the design mission, and the project's understanding of the risk landscape and its management plan will be further refined during the inception phase through discussion at PAC and SURAC meetings. The risk register will be reviewed and updated quarterly to ensure it remains up-to-date and any newly identified risks are recorded, with the most recent version of the matrix shared with DFAT in annual progress reports.

Risk event	Potential adverse impacts	Risk management strategy
Event: Engagement of government, employers and recruitment agencies in project activities is weak Source: Financial incentive to maintain the status quo of exploitative practices towards migrant workers.	Expected outcomes are not fully achieved, reducing the project's long-term impact on ensuring that the benefits of labour migration contribute to stable growth and development.	Stakeholders will participate in all aspects of TRIANGLE II to guarantee robust support: design, inception, implementation and monitoring and evaluation. Advocacy and campaigns involving trade unions, civil society groups, the media and women and men migrants themselves will give voice to the need for fairness and equity in the labour migration process and build a critical mass of support for broader change.
Event: The policies and legislation developed and amended are implemented ineffectively. Source: Government capacity is inadequate; vested interests.	The objectives of the policies and legislation enacted will not be realized for migrant workers and other stakeholders.	Following the adoption or revision of policies and legislation, TRIANGLE II will provide extensive support to the responsible authorities through capacity building trainings at central and local levels. In addition, promulgation will be reinforced through dissemination of information to the affected parties and monitoring of practical gaps in delivery.

<p>Event: MRC support services are not of sufficient quality, reach or sustainability.</p> <p>Source: Lack of commitment to working in target communities, limitations in capacity and resources, competing institutional priorities, inadequate understanding and acceptance of gender equality principles, migrant distrust of government services and lack of IEC materials in ethnic languages.</p>	<p>Migrant access to accurate and impartial information and support services remains marginal, placing them at higher risk of exploitation.</p>	<p>To encourage greater sustainability, MRC services will be integrated into existing government-supported employment service centres and advocacy for policy commitments on supporting their operational costs will be carried out. Training and on-site coaching will be provided to improve the quality and gender responsiveness of service delivery and reporting. MRCs will be supported in working with gender specialized partners and local leaders to extend their reach and build trust in migrant communities. IEC materials will be translated into appropriate languages for ethnic minority groups.</p>
<p>Event: Migrant workers are unsuccessful in launching or improving their enterprises.</p> <p>Source: Lack of an enabling environment for business.</p>	<p>Migrant workers become trapped in a perennial cycle of migration that does not better their financial situation and is detrimental to their social development.</p>	<p>Studies will be carried out to learn about experiences of migrants in enterprise development. Financial literacy training will be provided to migrant workers and family members to assist with planning of resources for reintegration. CBED training will provide effective strategies for improving the business models. Referrals for training and financial services will be facilitated.</p>
<p>Event: Women are not provided with equal opportunities to migrate legally.</p> <p>Source: Discriminatory and protectionist policies and practices</p>	<p>Women continue to migrate irregularly due to the lack of openings available to them under labour mobility systems, increasing their vulnerability to abuse.</p>	<p>The project will conduct research on women's access to legal channels for migration to encourage evidence-based policy development and advocate for equal opportunities for women to be negotiated within bilateral and regional agreements.</p>

Active ownership and accountability for risks will be facilitated by establishing responsible persons within the TRIANGLE II management team and among its implementing partners. Risk owners will be expected to monitor and treat the identified risks within the scope of their programme responsibilities and communicate any elevations in risk that require the attention of the regional management team. To facilitate regular dialogue on the risks faced and treatment strategies, a discussion of any significant changes will be a standard agenda item during monthly “National Project Coordinator Meetings” between the technical staff of the regional and country offices.

Multiple internal and external checks will be conducted to ensure the effectiveness of project risk management: (1) The strategy will be reviewed by ROAP during the project evaluability assessment following inception; (2) Annual DFAT aid quality checks will provide an external appraisal; (3) An independent assessment of the approach to mitigating risk will also be conducted during the triennial evaluations of the TRIANGLE II project.

6. Budget

The project has been designed as a A\$20m, ten-year initiative. An operating budget of A\$2m per year is proposed, similar to TRIANGLE I. A shorter time frame would have implications primarily on the full development and sustainability of certain interventions, primarily under Outcomes 2 and 3, which are new or nascent in many of the countries in the region. The Prioritization Table (Annex E) also includes an identification of the priorities under each of the key interventions, as not all outputs will be delivered in all countries and corridors. Country specific work plans will be adopted accordingly during the inception phase, also noting different levels of investment in each country. A detailed budget breakdown by output will be determined once there is clarity on the future funding of the ASEAN TRIANGLE project and the scope of the SDC project (and other relevant technical cooperation projects), and the prioritization during inception.

Even with the same operating budget as TRIANGLE I, the project will be able to consider additional areas of work as the time-consuming and cost-intensive process of materials development is now largely complete in the area of protection (Outcome 1). In TRIANGLE II the development of tools will be focused more on Outcome 2 and 3.

The project has been envisaged in a flexible manner so that certain outputs and corridors could be added should additional funds become available in the course of the project. A key opportunity to consolidate funding between the proposed TRIANGLE II and possible further support to the ASEAN TRIANGLE project from Canada DFAT-D will be presented during the inception phase, as the current ASEAN TRIANGLE project is set to conclude in the first half of 2016. TRIANGLE II will also leverage government and private sector funds on certain interventions, and explore collaborations with international organizations and NGOs (See Annex R, Profile of key regional development partners).

List of Annexes

Selected annexes are available upon request.

Annex A: Theory of Change

Annex B: Monitoring and Evaluation Framework

Annex C: Risk Matrix

Annex D: Budget

Annex E: Prioritization Table

Annex F: Inception Phase Plan

Annex G: Programme Management And Project Governance Structure

Annex H: Relevant ILO Specialist Disciplines And Support In The Decent Work Technical Team And ILO Regional Office For Asia And The Pacific (Bangkok)

Annex I: Working Paper on AEC 2015 and Migration

Annex J: Country Situational Analyses and Partner Profiles

Annex K: Conditions in Key Sectors

Annex L: The Good Labour Practices (GLP) Programme

Annex M: Strategy on Influencing Public Attitudes

Annex N: Overview of Ratification of Fundamental and Relevant Conventions in ASEAN

Annex O: TRIANGLE I Key Achievements

Annex P: Lessons Learned

Annex Q: Relevant Labour Migration Programs in the Asia-Pacific Region

Annex R: Profile of Key Regional Development Partners

Annex S: Key Findings of the Design Mission

Annex T: List of Team Members and People/Agencies Consulted

Annex U: Letters of Support for TRIANGLE from Government