



Evaluation Summary



International
Labour
Office

Evaluation
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Internal Forward Looking Evaluation TRIANGLE in ASEAN: Safe and Fair Labour Migration

Quick Facts

Countries: ASEAN Region.

Final Evaluation: 26 November 2019

Mode of Evaluation Internal Forward Looking Evaluation

Administrative Office: TRIANGLE in ASEAN Programme with backstopping from ILO Regional Office for Asia and the Pacific (ROAP)

Technical Office: MIGRANT, ILO, Geneva

Evaluation Coordinator: Ms. Anna Engblom, TRIANGLE in ASEAN, Bangkok.

Evaluation Consultant: Theo van der Loop (International Consultant)

Programme End: DFAT: November 2025, and GAC: June 2020.

Programme Code: RAS/15/05/AUS and RAS/16/01/CAN.

Donor & Project Budget: Australian Government, Department of Foreign Affairs and Trade (DFAT): AUD 20 million; and Global Affairs Canada (GAC): CAD 5.5 million.

Keywords: Labour Migration, Regional Tripartite Dialogue, ASEAN, National level support to migrant workers, Migrant Worker Resource Centres.

Background & Context

Background and project description

The **Forward Looking Evaluation (FLE)** of the programme “TRIANGLE in ASEAN: Safe and Fair Labour Migration” was mandated by the Terms of Reference, ToR (see Annex 1 of the “Overview” of this FLE dated November 2019). TRIANGLE in ASEAN is a partnership between the Australian Department of Foreign Affairs and Trade (DFAT), the Global Affairs Canada (GAC), and the International Labour Organization (ILO), with the overall goal of maximizing the contribution of labour migration to equitable, inclusive and stable growth in ASEAN. The Programme is active in six ASEAN countries (Cambodia, Lao People's Democratic Republic, Malaysia, Myanmar, Thailand and Viet Nam) and engages at the regional level with all

ASEAN Member States (AMS), working in close cooperation with governments and social partners.

A Theory of Change (ToC) was developed for the programme which identifies the following three Intermediate Outcomes:

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

The complete Performance Framework (PF) for the first five project years is included in the M&E Plan of November 2017. In addition, three cross-cutting strategies were defined: Women's Empowerment and Gender Equality Strategy (WEGES), Private Sector Engagement Strategy (PSES), and Communications for Advocacy and Visibility Strategy (CAVS).

TRIANGLE in ASEAN is implemented by a team of about 20 staff, partly based in Bangkok at the ILO Regional Office for Asia and the Pacific, ROAP, while implementation is supported by in-country teams (a National Programme Manager and an administrative staff) in four targeted ASEAN countries. Administrative supervision is done by the ILO Deputy Regional Director and technical backstopping by the ILO Senior Migration Specialist in Bangkok. The ILO DWT team in Bangkok and ILO Geneva provide technical support where required. A two-tiered programme governance framework has been established to meet yearly to provide strategic and technical advice: the Regional Programme Advisory Committee (RPAC), and the National Programme Advisory Committees in each of the four countries (PACs).

The TRIANGLE in ASEAN programme needs to **reassess its strategy and priorities** for future implementation and delivery. The timeframe for Australian support to TRIANGLE in ASEAN is November 2015 – November 2025 and the

timeframe for the current phase of the GAC support is January 2016 – June 2020. As the ToR for the present assignment has indicated, the ILO will submit a new proposal to continue the GAC funding beyond June 2020. Given this, the programme needs to prepare for two future scenarios, one where GAC support continues and one where DFAT will be the only donor.

In accordance with the ILO policy and the grant agreement signed with GAC, **a final evaluation** is required by early 2020. However, TRIANGLE in ASEAN underwent a comprehensive *independent* Mid-Term Evaluation (MTE) carried out from September 2018 to March 2019. As the independent evaluation was completed only a few months ago, repeating a full review of the programme's performance by early 2020 is not necessary. After discussions between ILO and the donors, it has been agreed that this evaluation will be carried out as a forward looking exercise to guide programme implementation in the remaining five years of programme implementation and to help inform the programme strategy. As the budget for the **GAC funded component** is below the US\$ 5 million threshold, this evaluation will be carried out as an internal evaluation managed by the TRIANGLE in ASEAN programme team.

Objective and Methodology of the FLE

The FLE will support adaptive management and learning and knowledge sharing for the ILO and key stakeholders of the TRIANGLE in ASEAN programme in next five years of implementation. The specific **objectives** of the evaluation are the following:

1. Identify and document lessons learned and good practices from the TRIANGLE in ASEAN programme's initial years of implementation that should be prioritized going forward. This is to identify and document the most effective, coherent, relevant and impactful project interventions where TRIANGLE in ASEAN has made a difference.
2. Identify, prioritize and draft programme strategies for two future scenarios:
 - a. GAC continues its support to the programme through a third phase or another donor steps in; and
 - b. a reduced programme with DFAT as the only donor for 2020-2025.

The following **deliverables** were proposed through both the ToR and the Inception Report:

- 1) Inception Report;
- 2) Report on Lessons Learned and Good Practices based on a study of the evaluations undertaken for the successive DFAT and GAC projects;
- 3) A revised Theory of Change;
- 4) A revised Logical Framework (LogFrame);

- 5) A draft Project Document (PRODOC) for a new proposal to be submitted to GAC or another donor;
- 6) Revisions to the joint DFAT/GAC Inception Report.
- 7) A brief overview of the follow up by the programme on the MTE Recommendations (dated 9 May 2019) by way of final evaluation of the GAC Component.
- 8) An overall note which binds all the above documents together, the already mentioned "Overview".

The primary **end users** of the FLE's findings are the management team of TRIANGLE, the ILO units ROAP and MIGRANT as well as the donors GAC and DFAT. Secondary parties making use of the results include the regional organisations which have partnered with the project, such as the ASEAN Committee on the Implementation of the ASEAN Declaration on the Protection and Promotion of the Rights of Migrant Workers (ACMW), ASEAN Confederation of Employers (ACE), ASEAN Trade Union Council (ATUC), ASEAN Secretariat (ASEC), and Task Force on ASEAN Migrant Workers (TFAMW). At national level clients include the national tripartite constituents and civil society organizations who have partnered with the project.

The FLE is **a complex assignment** consisting of a series of documents to be produced, dealing with a complex multi-year programme, i.e. TRIANGLE in ASEAN, funded by two donors involving not only a regional component focussed on the ASEAN Secretariat, ASEAN Member States and ASEAN tripartite-plus partners, but also on interventions in several ASEAN countries where the ILO is partnering with 28 Migrant Worker Resources Centres (MRC) established in 24 locations as well as with tripartite-plus partners in each country. In addition, there is a relatively large number of documents to be reviewed clearly demonstrated by the very extensive Product List (see Annex I of the 2018 Annual Progress Report).

The details of the **methodology** have been provided in the Inception Report (September 2019) and this was updated in the 'Overview' of November 2019. Some of the specific methods used include stakeholder interviews during the mission to Bangkok from 25 September until 16 October 2019, discussions with the programme team, study of documents, and attendance by the consultant of both the 12th AFML and the 4th RPAC in late September 2019.

Main Findings & Conclusions

The FLE found (cf. the "Overview" of November 2019) that most Recommendations made by the Independent MTE in May 2019 have indeed been followed up by TRIANGLE in ASEAN and that the programme has progressed well over the course of 2019. The details of the follow-up on the 12 MTE Recommendations have been analysed in the

“Overview” (see its Annex 6). Here we will discuss the progress of the programme related to the seven Evaluation Criteria.

With respect to the first Evaluation Criteria, **Relevance and Strategic Fit**, it can be assessed that the programme certainly remains highly relevant for the countries involved as well as for the donors as was underlined by many stakeholders from the ASEAN Member States speaking at the 12th AFML and by many participants in the 4th RPAC meeting (both in late September 2019). The corresponding update for MTE Recommendation Nr. 1 (cf. Annex 6 in the Overview) indicates the many ways in which the programme is trying to cooperate with other migration projects and with different international organisations. Concerning the **Validity of Intervention Design** the MTE concluded that it has been found to be satisfactory although there are some concerns related to ambitious target setting given the time and resources available. This is clearly being addressed by the programme: for example, the ambitious research agenda has been scaled down (e.g. the Mid-Line Survey has been cancelled, cf. MTE Recommendation 2) and the number of activities and indicators is being streamlined through the revised ToC and LogFrame (MTE Recommendation 3). Regarding Employers’ and Workers’ organisations substantial progress has been made, for example by conducting the second ACE-ATUC Joint Dialogue in April 2019, and by the submission by ACE of a proposal for support of the ASEAN Employer Online Platform in July 2019; in addition the support to ATUC on the set-up of the ATIS is important while the work on ATUC’s Youth and Women Committees remains valid for its innovative character (see for details MTE Recommendation 4).

The **Intervention Progress and Effectiveness** of the programme remain solid, and several important and good quality achievements have been made, of which the one standing out is the support to the successfully conducted 12th AFML on 25-26 September 2019 in Bangkok resulting in an additional 13 joint government-employers-workers AFML-Recommendations (see further Annex 6 MTE Recommendation 5). The **Efficiency of Resource Use** has improved further by the efficient implementation of the restructuring proposal of the DFAT investment, resulting in enhanced value for money at the general project level (MTE Recommendation 6).

Regarding the **Effectiveness of Management Arrangements**, the programme has importantly employed a new M&E/Knowledge Management Officer since July 2019, while at the same time phasing out two international positions somewhat earlier than originally planned (see MTE

Recommendation 7). The continuation of close relations with the ACMW and the ASEAN Secretariat (ASEC) is an important achievement, while more visits to ASEC/GAC in Jakarta and an additional RPAC meeting in April/May 2020 need to be considered in the coming year of uncertainties surrounding the extension of the GAC funding beyond June 2020, in particular as not only the responsible unit of GAC is located in Jakarta, but the responsible position of DFAT will also be moved from Bangkok to Jakarta in early 2020 (see further MTE Recommendation 8). The update on MTE Recommendation 9 indicates why it is proposed by the FLE to remove both CAVS and PSES as cross-cutting strategies while integrating and mainstreaming their specific activities in the regional and national work plans.

With respect to **Impact Orientation**, TRIANGLE in ASEAN plans to revise its ‘Sustainability and Impact Strategy’ along the lines proposed by MTE Recommendation Nr. 10 during the year 2020. MTE Recommendation Nr. 11 deals with the sustainability of the MRCs, and it is a concern that the cooperation in this respect with the Safe And Fair project progresses somewhat slowly though carefully while at the same time there are definite positive developments, such as the recent establishment of the joint monitoring and reporting framework for the Malaysian MRCs (with MTUC), and the very regular meetings the programme team has with the Safe and Fair team allowing very close monitoring.

The seventh and final Evaluation Criteria, **Gender Equality and Non-Discrimination**, has witnessed an important milestone, i.e. the revised WEGES Action Plan (attached to the 2018 Annual Report completed in February 2019); this Action Plan identifies clear indicators and targets which constitute an appropriate framework for monitoring WEGES’s Track-1 and Track-2 activities. For further details reference is made to the update for MTE Recommendation Nr. 12 in Annex 6 of the Overview.

Recommendations

Considering the above findings the present FLE has formulated the following eight Recommendations:

- a) Continue to leverage cost-sharing with other (labour) migration projects and selected international organisations by maintaining a high level of pro-active collaboration.
- b) Continue to streamline and prioritize two design elements in the Theory of Change (ToC) and the M&E Plan which have proven to be rather ambitious: streamline and prioritize the 50 activities identified in the ToC and streamline the 33 indicators of the M&E Plan and Performance Framework (PF).

- c) Continue the organization of the flagship AFML which is a Good Practice to be replicated in specific circumstances and continue to track the progress in the implementation of the by now 162 Recommendations that have been formulated by the twelve AFML's so far.
- d) Maintain close relations with ACMW and ASEC and investigate if an additional RPAC meeting is required in April/May 2020 considering that the year 2020 will be a crucial year whereby decisions on funding investments have to be made and alignment to the new ASEAN Consensus Action Plan (2018-2025) needs to be guaranteed.
- e) Phase out the cross-cutting strategies PSES and CAVS as most of the activities involved will be mainstreamed.
- f) Revise the Sustainability and Impact Strategy in mid-2020, in particular streamline and update the 'sustainability factors' and reduce the long and repetitive list of action points.
- g) Continue to explore the design of ways forward for the MRC Network in terms of sustainability including cooperating closely with the Safe and Fair programme, whereby particular attention is needed for the way the government funding is being used, and in how far that can also be an option for those MRCs currently organized by either NGOs or Trade Unions.
- h) Monitor closely the implementation of the new WEGES Action Plan (attached to the 2018 Progress Report), and discuss it urgently with DFAT to assess the degree of common understanding.

Lessons Learned and Good Practices

A separate component of the present FLE was an investigation of all Lessons Learned and Good Practices of all six evaluation reports of TRIANGLE in ASEAN and its predecessors. This is laid down in the "**Report on Lessons Learned and Good Practices**" (November 2019) of the Forward Looking Evaluation. This Report is provided as a separate annex.