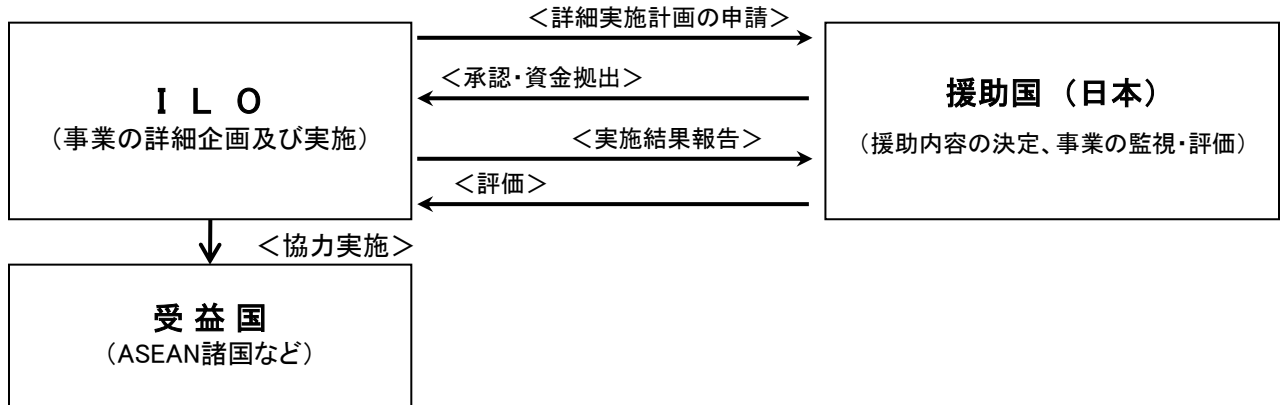


ILOへの任意拠出による技術協力 マルチ・バイ方式による技術協力

資料5-1

「マルチ・バイ方式による技術協力」とは、援助国が技術協力の内容を定めた上で、技術協力事業の詳細企画及び実施を国連機関に行わせる協力の形式。



事業の概要(平成23年度予算額)

アジア地域における雇用分野セーフティネット整備支援事業(3年計画の2年目)

5千7百万円

アジア諸国への失業保険制度等のノウハウの移転、雇用サービス機関の機能強化の支援による雇用保険制度整備支援を実施することにより、低所得者層の底上げ等を図る事業。

ASEAN地域の健康確保対策事業(WHOとの協働)(フレーズ2(3年間)の1年目)

5千万円

WHO(世界保健機関)と連携し、ASEAN地域において、地域住民・労働者に対する保健医療システムの導入を図る事業。

ASEAN地域の健全な労使関係育成事業(フレーズ2(3年間)の1年目)

1千4百万円

ASEAN事務局と連携し、対話を通じた健全な労使関係構築による労働者保護に関する意識高揚の推進を図る事業。

南アジアにおける「労働者保護の確保された雇用」への移行支援事業(5年計画の1年目)

1億1千7百万円

南アジアにおいて全労働者の8割を占める自営業、零細企業等、適切な労働者保護を受けることのできない労働者(インフォーマルセクター)について、労働者保護が確保された雇用への移行の促進を図る事業。

地球環境の問題に配慮した雇用戦略支援事業(3年計画の3年目)

3千5百万円

ASEAN等で行われている環境に配慮した産業構造への移行に伴う構造的・摩擦的失業等に対応するため、一定の工業化を果たしている国に対して、地球環境の問題に配慮した雇用を促進するための支援をする事業。

ILO/日本マルチバイ拠出金事業「ASEAN 地域における環境整備事業」
第 3 回政労使地域セミナー

【日程・場所】 22 年 11 月 25～26 日 フィリピン・マニラ

【出張者】 麻田国際課長、安井国際課長補佐、大木協力調整係主査
(鈴木連合国際局次長、松井日本経団連国際協力本部副本部長)

会合の位置付け・意義

本会合は、ILO と ASEAN 事務局の協同事業であり、ASEAN 域内の健全な労使関係育成のため、ASEAN+3 の政労使が参集し、各国の労使関係における法的枠組み等について経験と好事例を共有することを目的としている。(今回、ミャンマー、中国、韓国は参加せず)

主な議論と我が国のスタンス

【議題・主な議論】

本年の地域セミナーのメインテーマである、「労働紛争と解決に係る法的枠組みと事例」のもと、以下の 4 つのサブテーマで議論を行った。

(1) 紛争解決に係る法的枠組みと事例

シンガポールでの交渉相手となる労働組合の認定について、企業内労働組合が交渉相手として企業に認定されない場合、行政に申し立て、要件を満たしていれば認定されることができる。また、労使協議の枠組みについても紹介があった。

また、日本からは集団紛争の減少と個別紛争の増加、その背景となる産業構造の変化、非正規労働者（パートタイム等）の増加、労働組合組織率の減少について紹介し、対応する法制度として不当労働行為救済、個別紛争解決制度、労働審判を紹介した。日本経団連からは補足として、各企業が内部的に解決に取り組んでいること、また簡易迅速な手続きである個別紛争解決制度のあっせんが大きな役割を果たしている旨が強調された。

タイからも紛争解決制度についての紹介があった。

(質疑) 非正規雇用の問題については、労働組合が正規雇用から構成されていることや、柔軟な労働形態を模索する使用者、規制緩和に反対の労働組合双方の間で課題となっていることがあげられた。

(2) 労働法制の改正過程における社会対話

フィリピンより、三者構成協議機関の意見集約を立法過程に取込んでいることが紹介された。

ベトナムからは、現在の労働法改正の方向として、見習い期間中の契約のあり方や、ストライキが労使交渉等後の最終手段とすること検討されている旨紹介された。また、労使対話のあり方についても説明された。

カンボジアからは、法の明確化や理解の促進が課題であるとされた。

(質疑) 労使合意と議会の意見とに違いがあることが各国から説明され、日本からは、法案の審議においては政労使の意見を取り入れ、これまでその意見の主要な部分が議会で変更されることはなかったが、政権交代によりその過程も変わりつつあることを紹介した。

（３）紛争となる労働法の条項の特定

ラオスからは、労働法が労働者・使用者にとり明確でなく、それぞれの権利について理解が不十分であることが紛争の原因となっており、法改正及び労働法についての労使協議を行う予定であることが紹介された。

マレーシアからは、行政が労働組合に対して持つ強い権限の濫用の恐れや、労働争議の条文の理解について課題があるとされた。また、労働者代表からは、ディーセントワークが満たされていないとされたが、使用者からは、定義が不明であるとされた。

インドネシアからは、以前の労使関係法が紛争解決の期限を設けていなかったことや、紛争調整委員会と裁判所の双方の手続きを経る等時間のかかるものであったため、期限を設定し手続きを簡素化する改正を行ったことが紹介された。

（質疑）企業の生産性について、日本は 1970 年代に生産性向上のため労使協調したことが安定した労使関係につながったことを紹介した。また、中村会長より、企業内部での取り組み、行政手続き、司法手続きそれぞれを含めたパッケージとして考える必要性が述べられた。

（４）プロジェクトの成果物案、将来の協働

ア プロジェクトの成果物案

企業レベルの労使指導者が活用できる資料の原案作成について説明があった。また、インターネットを活用した知識共有や意見交換について ILO より説明がなされたが、議論の整理方法や労使紛争というテーマがなじむのか等の懸念が表明された。

イ 将来の協働

日本政府より今後のセミナーの方向性について意見を求めたところ、労働側より、労働組合の能力向上に資する活動の要望があった。

ＡＳＥＡＮ地域の健全な労使関係育成事業
（「ASEAN 地域における環境整備事業」からの名称変更 フェーズ２）
平成 23 年度予算額 14,432 千円

（１）プロジェクト概要

ＡＳＥＡＮ域内における健全な労使関係の構築を支援するため、ＡＳＥＡＮ地域の政労使、有識者を参加させ、対話を通じた健全な労使関係構築を基本しながら、労働問題の知識・経験の共有、意見交換をワークショップ形式で実施し、報告書を出版するとともに、インターネットで公開する。

（２）背景及び目的

労働者が、使用者から搾取されることなく、適切な労働条件を維持するためには、適切な労使紛争の処理と、健全な労使関係の育成が必要である。しかしながら、ＡＳＥＡＮ諸国においては、十分な労使対話が行われていない。

このため、ＡＳＥＡＮ地域の政労使、有識者を参加させ、対話を通じた健全な労使関係構築を基本としながら、労働問題の知識・経験共有、意見交換をワークショップ形式で行い、その成果をＡＳＥＡＮ諸国へ普及させる。

（３）対象国地域

ＡＳＥＡＮ諸国

（４）期待される効果（予定）

ASEAN 諸国において、労使関係に関する意識が改善、労使の対話が促進され、安定かつ健全な労使関係の構築が行われる。

（５）実施期間等

平成 23 年度から平成 26 年度まで（３年間）

ASEAN地域の健全な労使関係育成事業 プロジェクト構成（仮訳）

Development Objective（上位目標）

本プロジェクトは、ASEAN 諸国における労使関係及びこれに密接に関連する事項の知識の向上を目標とする。そのために、労使関係に関する国際的な活動への参画、情報交換を通じて、能力を向上させる。ASEAN 事務局や地域の労使団体の能力向上が確実に行われることが重要である。

Immediate Objective 1（事業目標 1）

プロジェクトの終了時まで、労使関係及びこれに密接に関連する事項について、ASEAN 加盟国の政労使が国内外の知識を深める。

Output（成果）

1. 政労使から選ばれた者によって構成される労使関係チーム会合（IRT）及び労働問題協力委員会（PCC）により、年間活動が計画、レビューされる。
2. 毎年、ASEAN 諸国による、地域セミナーを開催する。
3. 知識共有システム（Community of Practice）が、人的、知識的資源によって支えられ、事業活動を通じて促進される。

Immediate Objective 2（事業目標 2）

プロジェクトの終了時には、労使と ASEAN 事務局の労使関係政策を形成し、発信する。

Output（成果）

1. 効率的な労使関係に関する活動のため、労働者または使用者団体能力向上のために、選定された国において、少なくとも、毎年2回、国家レベルのワークショップを開催する。
2. ASEAN 政策に関するポジションペーパーを少なくとも2つ作成し、ASEAN の意思決定者に伝達する。
3. ASEAN 事務局職員が、ILO の三者構成主義と労使関係を学ぶ。

Immediate Objective 3（事業目標 3）

プロジェクトの終了時には、政労使の三者は、知識共有システム（COP）を通じて、労使関係に関する知識を共有する。

Output（成果）

1. 知識共有システム（COP）が、人的、知識的資源によって支えられ、事業活動を通じて促進される。
2. 国や地域の政策の進展をまとめられ、普及される。

南アジアにおける若年者等の雇用機会確保・安定化事業
最終ワークショップ (ILO/日本マルチバイ事業) (概要)

1 日程・出席者

○日程 : 平成22年12月7日(火)～11日(土) (於スリランカ・ワドゥワ)

○出張者 : 内野

○出席者 : ILOスリランカ事務所長代理、事業担当者、県地区事業担当者、プランテーション経営6社代表、労働組合代表、NGO等

2 位置づけ

(1) プロジェクト概要

日本政府の財政支援により、ILO・ROAP (国際労働機関アジア太平洋地域総局) が、スリランカを対象に2006年度より実施しているもの。

スリランカにおいては、若年者の失業が大きな問題となっており、失業が原因で技能蓄積が出来ない状況にある。これは就業機会を長期的に奪うこととなり、将来のスリランカの発展の弊害にもなり得るため、本プロジェクトを通じて、若年男女の失業を縮減、就業者人口拡大に繋げる支援活動を行う。

ラトナプラ県、ラトナプラ及びケゲール地区における農園・農村部の若年者を支援。この地域の中でも特に、①失業者、②ワーキング・プア、③現在就業してはいるが、職業訓練又は学業に戻りたいと希望している、④転職を考えている、といった者を主な対象。

(2) ワークショップの目的

プロジェクト終了に当たり、①プロジェクト好事例の共有、②ラトナプラ県における若者のディーセントワーク促進の役割・責任の理解促進、③若者のためのディーセントワーク促進行動計画の策定(労使)、④戦略的中期計画の策定

第5回 ILO/WHO コラボ事業合同運営委員会 概要

【日程・場所】 平成23年3月22日(火)

ベトナム社会主義共和国(ホーチミン)

【出張者】 震災対応により日本からの出張者はなし(コメントを送付)

会合の位置付け・意義

ILO 及び WHO へ協同拠出をしているコラボレーション事業「地域住民・労働者の健康確保対策事業」の一環で年 2 回行われる定例運営会議。プロジェクトの進捗状況の報告、今後の事業計画について、各関係組織(ベトナム労働・傷病兵・社会省(以下 MOLISA)、ベトナム保健省(以下 MOH)、ILO、WHO の国事務所及び地域事務所およびドナー(日本政府))が一堂に会し協議する。

主な議論と我が国のスタンス

2010 年のプロジェクト進捗状況、2011 年の事業計画(ILO、WHO の協働含む)、2012-2014 年(第2フェーズ)のオリエンテーションについて。

【2010 年のプロジェクト進捗状況】

- MOH/WHO 側より、2010 年は事業計画通りに事業が実行されたこと、HEMA(健康環境管理庁)がガイドラインの策定、指導、監査、法的文書作成に特に重点を置いたこと、BOHSに係る事業モデルが他の地域にも拡大するよう検討されたことが報告された。予算執行率は約 96%。
- MOLISA/ILO 側より、2010 年の事業はほぼ計画通りに実施されたこと、事業は医療部門、労働部門、農場、女性組合、労働条件を促進する企業により積極的に実施されたことが報告された。

【2011 年の事業計画】

- MOH/WHO 側より、2011 年は主に事業モデルの集約、法律文書作成、他の地域へ事業モデルを普及させるためのガイドライン作成、フェーズ2の準備、アスベスト含有製品の安全な使用についての国家ロードマップの準備に重点を置くことが示された。
- MOLISA/ILO 側より、2011 年の活動として、2011 年～2015 年の労働安全衛生に関する国家計画の促進、労働安全衛生メカニズムの強化に関する ILO187 号条約の批准に関する実現可能な報告書の作成、BOHS 促進に関するガイドラインの作成、労働安全衛生マネジメントシステムの適用に関するガイドライン案作成、ASEANとの協働強化が挙げられた。

【2011 年の 2 事業の協働】

- 両事業が企業でのアスベストや有害化学物質の利用に関し協働を促進すること、地域の保健サービスと地域の労働事務所との協働を強化することが重要であることが議論された。また、さら

なる協働について議論にすることにも合意した。

【第2フェーズ(2012-2015)】

- 日本政府より、第2フェーズについてのコメントを送付し、ワークプラン策定時からの協働が重要であること、相乗効果のため同一の事業場に対して共同で活動を行うことが不可欠であることを指摘した。

【次回のJSC】

- 次回(第6回)の合同運営委員会は、9月9日(金)に開催することで仮設定した。

地球環境の問題に配慮した雇用戦略支援事業

平成 23 年度概算要求額 34,862 千円

1. 予算概要

・予算科目

(目)国際労働機関拠出金 (23 年度要求額 29,313 千円)

(目)政府開発援助国際労働機関等拠出金 (23 年度要求額 5,173 千円)

(目)政府開発援助職員旅費(外国分) (23 年度要求額 376 千円)

・実施主体:国際労働機関(ILO)

・補助率:—

2. 事業の目的

アジア地域においては、環境破壊のコストがこれまでの経済発展のメリットを帳消しにしかねない状況となっている。このため、2008 年の新潟G8労働大臣会合において合意された、気候変動に伴う労働移動への対応、地球環境を守るための職場単位の労使協力の必要性を盛り込んだ結論や、環境に配慮した産業構造への移行に伴う構造的・摩擦的失業等に対応するため、一定の工業化を果たしている国に対して、地球環境の問題に配慮した雇用を促進するための支援を実施する。

3. 事業概要

アジア地域は、めざましい経済発展を遂げているものの、いまなお多くの貧困層が存在するなど、引き続き社会的発展が必要とされている。しかしながら、これまでの開発に伴い、水質・土壌汚染、天然資源の枯渇といった問題に直面しており、環境破壊のコストがこれまでの経済発展のメリットを帳消しにしかねない状況となっている。

このため、東南アジア諸国連合では、「ASEAN ビジョン 2020」において、「クリーンでグリーンな ASEAN」を打ち出し、環境保護のための持続可能な開発のメカニズムの構築を行うこととしている。また、中国においても2006年からの「国民経済・社会発展に関する第11次5か年計画」において、循環型経済の積極的実践を盛り込んでいる。

このようにかつては経済成長最優先の陰で、後回しとされてきた環境行政機関や環境法体系の整備・強化も近年各国で急速に進められている。労働市場においては、環境政策の転換や環境に配慮した産業構造への移行に伴い、新たな雇用が生まれる反面、変化に乗り損ねた大量の構造的・摩擦的失業の発生も懸念されている。実際に中国瀋陽において、CO₂を大量

排出していた冶金工場が中国当局による取締強化の結果閉鎖・倒産し、3万人の失業者と10万人のその影響者を出した事例が発生した。

国際労働機関(ILO)においては、国連環境計画(UNEP)と共同で、「グリーン・ジョブ・イニシアチブ」を打ち出し、環境への配慮を適切に組み入れないと、雇用機会・収入・貧困削減の実現可能性が高まらないこと、また、環境に配慮した持続可能な社会経済開発に、政府および労使が果たす役割の重要性を強調している。また、日本を議長国として開催された2008年の新潟G8労働大臣会合においても、気候変動に伴う労働移動への対応や環境に優しい産業に必要な能力開発を推進する必要性に合意するとともに、地球環境を守るための職場単位の労使協力の必要性を盛り込んだ結論がとりまとめられたところである。

これら状況を踏まえ、ILOアジア太平洋地域総局を通じ、一定の工業化を果たしている国を中心としたアジア地域諸国に対して、地球環境の問題に配慮した雇用を促進するための支援を実施する。

(1) 環境に優しい企業活動実現のための労使パートナーシップ強化

- 地域セミナー等の開催を通じた、職場単位の労使協力促進のためのガイドライン等の作成・定着による汚染物質・二酸化炭素発生を抑制する働き方等の意識啓発支援
- 環境対策に知見を有する我が国を中心として、途上国政労使中堅リーダーに対する研修等による意識、能力の向上

(2) アジア諸国のうち一定の工業化を果たしている国を対象としたモデル企業を育成するパイロットプログラム

- 環境に優しい企業活動実現のための労使協同活動促進
(例)日本で成功している小集団活動による業務改善手法(いわゆるQCサークル)等
- 地球環境の問題に配慮した産業構造への移行による就労環境の変化に対応するための職業能力の開発支援
(例)環境影響評価、汚染源排出管理、二酸化炭素排出管理、省エネルギーのためのエネルギー消費管理等のために必要な技能、リサイクル作業に必要な技能等

ILO「地球環境の問題に配慮した雇用戦略支援事業」(PACとの意見交換概要)

平成22年12月24日、第3回政労使地域セミナー出席のため当地出張中の厚生労働省麻田国際課長は、ILOマニラ事務所を往訪し、ILO・日本マルチ・バイ技術協力事業「地球環境の問題に配慮した雇用戦略支援事業」の進捗に関し、ジョンソンILOマニラ事務所長及びプロジェクト管理委員会 (Project Advisory Committee (PAC))と意見交換したところ、概要以下のとおり(先方よりジョンソンILOマニラ事務所長、構ILOバンコク主任技術アドバイザー、パスカルILOプロジェクトコーディネーター、ディアズ経営者連合(ECOP)局長、モヤECOP事務局長、カイユボット自由労働者組合事務局長他、当方より、安井厚生労働省国際課補佐、大木厚生労働省事務官、城野在フィリピン大使館書記官同席)。

1. 概要

- (1) 冒頭、ジョンソンILOマニラ事務所長から、歓迎の挨拶があった。
- (2) モヤECOP事務局長より本件プロジェクトの進捗状況に関する説明がなされた。
- (3) パスカルプロジェクトコーディネーターより本件事業の対象として比において自動車セクターが選ばれた背景に関し説明があった。
- (4) ディアズECOP局長より、自動車セクターが比において成長産業でない可能性があり、PACでも自動車セクターで続けるべきかどうか議論がなされたが、ECOPメンバー企業に聞き取り調査を行ったところ、いくつかの企業はあまり成長していないことがわかったが、中にはトヨタや矢崎トーレスのように成長している企業もあり、例えばそのような企業を本件事業のパイロットケースとして選択することにより自動車セクターで本件プロジェクトを継続して問題がないとの結論をPACとして得た旨説明があった。
- (5) 安井補佐より概要以下を述べた。
- (イ) 本件プロジェクトはそもそも雇用創出を目的としたものではなくすでに存在する雇用を「環境に配慮した雇用」に転換させる (greening) ことである。
- (ロ) 本件プロジェクトの目的は「環境に配慮した雇用」のモデルを作ることであるが、産業ごとのモデルを作ることが目的ではなく他産業や他国にも適用可能なモデルを作ることであり、その点からも現時点で対象セクターが成長産業であるかどうかについてこだわりすぎる必要はない。
- (ハ) 二輪車が成長産業との理由で採用されるという考えもあるようだが、二輪車は排気量当たりで運べる人数が限られ、一般的な環境保護の観点からは勧められない輸送手段であるということを念頭に置くべき。
- (ニ) 本件プロジェクトはプロジェクト計画書にも書かれているように日系企業との関連を重視することとなっており、その点にも十分配慮して欲しい。この点については、

大使館とも十分に連携して欲しい。

- (ホ) 全体のスケジュールが遅れ気味であり、セクター変更の議論を行う場合そうした点も配慮が必要。
- (6) ジョンソン I L O マニラ事務所長より概要以下を述べた。
- (イ) プロジェクトが成功しているかどうかの指標として成長度は一つの物差しである。
- (ロ) 他企業や他のセクターが本件プロジェクト結果を採用するかどうかは本件プロジェクトが大きな成功をおさめるかどうかにかかっている。他方、本件プロジェクトでコントロールできる以外の部分で電力のコスト等、様々なマクロ経済的要因が企業の効率性や持続可能性に関わってくるため、本件プロジェクトで（これらの外的要因に関わらず）大きな成功をおさめるためには成長産業の方が結果としてわかりやすいのではないか。
- (ハ) I L O ジュネーブ本部の行った調査では、2 輪セクターは大きな成長が見込まれるとのこと。2 輪については、環境に悪いとの見方もあるが、フィリピンでよく見られるジブニー（乗り合い自動車）は大変古いもので、排気ガス等の対策が十分でない。このようなものを最新型の環境対応型の二輪に変更すれば、環境には優しいといえるのではないかと。対象産業を変更するつもりはないが、サプライチェーンの下層では両セクターに共通で部品を供給している工場もあると思うのでそういう部分を組み込めるといいのではないかと。
- (7) 麻田国際課長より、本日は大変興味深い議論ができ、また日本のドナーとしての考え方が明確化され共有できたことは幸甚、プロジェクトのスケジュールが遅れ気味なことに懸念を感じており遅れを取り戻せるように期待する旨述べた。

2. その他

本件意見交換後、代表団一行はラグナに所在する日系企業（矢崎トーレス）を視察した。本企業は E C O P の活発なメンバーの一つであり、本件プロジェクトへの参加にも前向きとの由。

南アジアにおける若年者等の雇用機会確保・安定化事業 評価報告書

1 事業概要、目的

この事業は若年者の雇用改善のため、スリランカのサラバラムワ地区及びラトナブラ・ケガル地区にて、以下の 3 つに取り組んだものである。

- (1) ILO の政労使三者の間に、若年者雇用の情報を普及させる。
- (2) 労働市場サービス提供者、雇用サービス、労働市場機関及び政労使構成員の能力が向上し、若年者によりよいサービスを提供できるよう刷新される。
- (3) 雇用、賃金についての労働市場サービス、自営業へのアクセスが新たな手法で容易になり、地方で最低 6000 人の若年男女（女性 50%）が恩恵を受ける。

2 指摘・結論

- ・事業開始に当たり、CTA 採用の遅延が事業自体の遅延となったものの、実施地域における若年者雇用の意識啓発につながった。
- ・知識向上や能力開発に関する目標は達成したが、ビジネスツールの開発、起業家精神の向上に関するものはもとより現実的でなかったため、中間評価の時点で事業の縮小がなされた。また、雇用やサービスへのアクセスについては、事業の遅れから十分達成されなかった。

3 提言等

(1) 提言

- ・全ての関係者を交えた最終ワークショップを開催し、評価・分析を行うべきである。
- ・CTA 着任前に、事業の枠組みを ILO 文書に明記しておく必要がある。また、現実的な枠組みでなければならない。
- ・将来タミルの若年者に係る横断的な課題に取り組むべきである。
- ・事業継続に係る支援をドナーに求めるため、ILO 内部での評価を制度化するべき。

(2) 教訓

- ・プランテーション内の事業者は、若年者がプランテーション外で就職することに強い不快を示しており、関係者一同で協議される必要があった。
- ・事業の中間報告が無く、目標や優先順位の設定等に支障があり、最終評価に影響した。
- ・この事業の目的や対象は、職員数に比して多岐に渡っており、評価をする上でも、実験的な事業だったと言えるが、モデルケースとは言い難い。



Evaluation Summaries

Evaluation:

Promotion of decent work for young women and men through enhancement of employment possibilities in Sri Lanka's Sabaragamuwa Province and its two Districts of Ratnapura and Kegalle, Sri Lanka

Quick Facts

Countries: Sri Lanka

Final Evaluation: Nov. – Dec. 2010

Mode of Evaluation: Independent

Technical Area: Youth employment

Evaluation Management: Ms. Pamornrat Pringsulaka, ILO Regional Office for Asia and Pacific (ROAP)

Evaluation Team: Ms. Lotta Nycander and Ms. Tharanga Gunaratne

Project Start: January 2007

Project End: December 2010

Project Code: SRL/07/01/JPN;
SRL/07/04/JPN; SRL/08/01/JPN,
SRL/08/02/JPN; SRL/08/04/JPN; SRL
09/02/JPN; SRL/09/03/JPN

Donor: Government of Japan (US\$ 1,473,750)

Keywords: Youth, women, men, decent work, jobs, vocational training, capacity development, skills, employability, labour market, gender, plantation sector, micro and small entrepreneurship, youth resource centre.

Background & Context

Summary of the project purpose, logic and structure

This technical cooperation Project, named ILO-Japan Youth Employment Project for

short, has been implemented in Sri Lanka's Sabaragamuwa Province and its two Districts of Ratnapura and Kegalle". It has been managed by a small team in the ILO office in Colombo, and in the District Secretariat in Rathnapura District, Sabaragamuwa Province.

It has three immediate objectives:

- At the end of the project knowledge on youth employment will be improved and disseminated through involvement of ILO's tripartite constituents;
- At the end of the project, the capacity of labour market service providers, employment services, labour market institutions and tripartite constituents will be improved, strengthened and modernized to provide better services to youth; and
- At the end of the project a minimum of 6000 rural young women (50% women) and men have increased access to employment and labour market services for wage and self-employment through new tools and methodologies adapted to national circumstances.

Through reaching these objectives, the Project should contribute to the development objective, namely to an “Improved employability and Decent Work for young women and men in the Province of Sabaragamuwa”.

The YEP has been executed by the International Labour Organization (ILO), in close collaboration with the Ministry of Youth Affairs, as the focal Government agency in Sri Lanka, and with other government and private sector actors. The Project has been operated in collaboration with a number of other agencies and organizations, with representation from national and district levels.

The National Programme Advisory Committee, headed by the Secretary to the Ministry of Youth Affairs, has assumed the role of guiding the Project in matters related to policy and implementation, and coordinating actions with other stakeholders through this platform. At district levels, a similar role has been assumed by the District Programme Advisory Committees, recently renamed Youth Employment Coordinating Committee.

Present situation of project

The Project came to an end at the end of 2010, after three years of implementation.

Purpose, scope and clients of the evaluation

The main purposes of the evaluation are to assess the achievement of i) immediate objectives ii) emerging impact of the interventions, and iii) sustainability of the project’s benefits and the local partners’ strategy and capacity to sustain them.

As far as possible, the evaluation has taken into account all interventions since the start of the Project, the geographical coverage and the whole three-years period of implementation.

The principal clients are the ILO office and Project Management in Colombo, ILO constituents and partners in Sri Lanka, ILO ROAP, the ILO office and Decent Work Team (DWT) in Delhi, ILO Employment Sector, PARDEV and EVAL departments at ILO Headquarters, Geneva. Last, but certainly not least, the donor agency in Tokyo, Japan, is key client of this Evaluation.

Methodology of evaluation

Participatory and qualitative inquiry data gathering methods i.e. documentation review, questionnaires, in-depth interviews (also telephone/skype), field visits, FGDs and meetings. Project performance scoring/ranking and OECD/DAC evaluation criteria were applied.

Two Evaluation Workshops were organised at national (National Steering Committee) and provincial levels (Presentation of Findings). In the latter workshop, group work resulted in suggestions on the way forward and how achievements could be sustained beyond the completion of the Project.

The evaluation part focused on systems, structures, processes and institutional procedures to avoid undue focus on individuals or groups and to neutralize personal bias. The evaluation team spent ten days in Colombo and seven days in Sabaragamuwa province, where visits were made tea and rubber estate plantations in the Ratnapura and Kegalle districts.

The limitations to the evaluation were some difficulties in accessing some important project documentation (e.g. Work Plans) and meeting some of the key stakeholders for discussions/interviews (in Colombo).

Main Findings & Conclusions

The Youth Employment Project of the ILO/Japan Programme set out to contribute to poverty reduction in rural and estate communities, through improving young people’s access to labour market institutions and information, decent work and vocational training. It has focused on disadvantaged youth in the plantation sector and rural areas adjacent to the plantations, addressing the needs and aspirations of youth regarding better jobs, more education and skills, and other opportunities to improve their lives.

The Project is an example of an ILO technical cooperation project that has set ambitious

goals but having insufficient financial and human resources, and time at its disposal - to fully accomplish these goals.

Some delays in start-up of Projects are often inevitable. In the case of this Project, the delays were substantial, and started with the late recruitment of the CTA, and an unfinished project document. It continued with late start-up of field activities, resulting from delays in signing the contract with e.g. PHDT – the main field implementing organization in the plantation sector. Following these delays, the evaluation team has been informed that there were quite some delays also in the actual payments for the implementation, by the PHDT.

The Project has, despite these and other challenges, had many positive effects and the Project staff and partners should be commended for their efforts and goodwill created, such as opening up of new grounds, raising awareness and broadening the appreciation/understanding for the issues surrounding youth and employment, specially among stakeholders in the Project Province. It has been able to inspire many to take action and contribute to the Project objectives.

The Project activities have also resulted in new job opportunities and increased employability among many young women and men - but perhaps most importantly it has put the spotlight on youth, highlighting issues that have been neglected prior to the Project.

National and district committees, focusing on youth employment and education have been established representing all concerned organisations. Youth information and resource centres and databases in the province and at district level have been set up - the latter in order to match the requirements of employers' with capacity and/or skills of youth. Training and employment have been provided. Further, the district governments, and some implementing agencies, have used its own funds to reach further to attempt to reach out to the youth.

Regarding the Project's attempts and success in reaching the three Project objectives, the

following is the assessment of the evaluation team:

The Project has attained objectives 1 (enhanced knowledge) and 2 (capacity development among stakeholders). This is a good achievement, considering the many challenges that were met (mentioned in Section 5).

Notwithstanding the successes mentioned in this report (mostly outcomes of the two first objectives) it must be stated that when comparing the work and results intended to be achieved (Project Document, paragraph 2.1) there are a number of areas which the Project did not accomplish, for instance value chain work, setting up functional Business Development Services, micro finance and others related to entrepreneurship development. This is quite understandable as it was not a realistic scenario to materialize the vision of the Project Document. In this situation the evaluation would have expected that a Review at mid term, would have assisted the management to downsize the Project to a much more realistic level – with the agreement of the donor agency.

As for objective 3 (access to employment and services), it is assessed that although many of the outputs were delivered, the objective has not been fully reached. The one-year delay in starting up the Project has consequently caused delays in implementation of activities in the field (the plantations). The project manager/s did not manage some contracts with implementing agencies well, and there were quite some internal delays within the implementing agencies themselves. Insufficient monitoring and follow-up by the Project, coupled with insufficient resources during the latter part of 2010 are factors that have contributed to minimizing the benefits for the youth under the third objective.

Specific conclusions

Validity of Project design

Although it is stated in the Project Document that the indicators are SMART, they are in fact far from SMART and cannot be used to measure progress of attaining Immediate

Objectives, as they are neither quantifiable nor time-bound. Only two indicators here are found to resemble any kind of “SMART-ness”, namely two indicators toward immediate objective 3.

Relevance

The Project as a whole is highly relevant and in line with international and national policies and strategies, including the policies of the development partner (the donor agency). The Project should be viewed as a pilot, and a testing of the policies created on youth employment, and those including references to youth employment in Sri Lanka. As policies were in place already at the onset, actual policy work was not focused on and very little efforts had consequently been put into policy matters.

The Project has also been relevant as a means to change attitudes. The staff and implementing agencies have made good efforts to attempt to change attitudes among stakeholders, and highlighting needs and aspirations of young women and men, not only regarding their job and education preferences, but also through giving the youth a voice. While several stakeholders have expressed the need for changed attitudes among youth – the evaluation team found that targeting the adults and their attitudes are as, or perhaps more, important.

Efficiency

The evaluation team has assessed that the Project has not been as efficient as it could have been, or used the least costly resources possible in order to achieve the desired results. The Government of Japan has stated that it provided funds to the ILO already in 2007, and these should have been allocated over a four years period of implementation. Due to delays, first in recruitment of the CTA and other national staff (perhaps unavoidable due to circumstances) - the project period will end up having de facto only three years to operate.

It took nine months for the external cooperation contract with PHDT to be approved/signed, which led to further delays in implementation at field level. Many activities

have been delayed and implemented for only one year (e.g. in the plantations in Kegalle district) and some activities were completed/implemented only very recently (e.g. training, training materials). Considering all these factors the actual implementation has been very short, indeed, which together have affected the quality of the results achieved. As for the Project’s delivery rate, most funds had been spent or committed at the time of the evaluation. The remaining funds would be used, among others, for holding a Closing Workshop as well as finalizing commitments to the implementing partners.

Effectiveness

The evaluation has assessed that not enough attention and systems were put in place to enable adequate monitoring of activities and outputs – which has had a bearing on the effectiveness and quality results of the Project.

Impact and sustainability

It would not be fair to expect impact as a result of this short-term (shortened by one year) Project, in terms of actual effect in its contribution to the longer-term objective. Nevertheless, the evaluation has attempted to identify those components of the Project that could have an impact on youth employment if continued beyond December 2011 - such as innovative solutions, established systems and/or new ideas evoking change of attitudes among stakeholders.

Recommendations & Lessons Learned

Main recommendations and follow-up

- The Project staff should organize a Closing Workshop (1 day), inviting all the stakeholders to analyse accomplishments, contributing factors and the way forward and sustainability issues - with or without external financial and/or technical support;
- Fully logical Logical Framework Matrices should always accompany ILO Project Documents and these must be completed before the CTA/project

managers are in place (see also Lesson Learned, Section 7);

- Much more realistic project documents/Logframes should be designed for youth employment in the future, focused on a few key areas. ILO should also keep up a dialogue with the donor agencies, about the real challenges in reaching objectives when implementing individual, short-term national projects;
- ILO should - in future interventions involving Tamil youth in the plantation sector in Sri Lanka - address cross-cutting issues mentioned in this report - at design, implementation follow-up and monitoring stages;
- ILO should plan for specific monitoring (and evaluation) expertise/staff in future YE Projects in order to increase efficiency and off-load Project managers from the core monitoring work – thus better enabling project management;
- ILO should make all efforts to ensure that Project's stakeholders understand and are committed to the common mission and vision of the Project (if not obtained at the end of a Project, sustainability will be unlikely);
- The ILO should initiate a dialogue with the employers' federation and the trade unions in Sri Lanka to analyse their roles in the evaluated Project - with the aim of determining how they could be more active in eventual future YE Projects and fully contribute to the Project goals;
- ILO should pay more attention to quality assurance through more field testing and substantial monitoring of the activities of the implementing agencies, in particular their Training of Trainers (ToT or Cascade training);
- ILO should further strengthen its analysis of lessons learned and good practices from Youth Employment

Projects, as well as lessons from projects and interventions of other organisations. In relation to the ILO Sri Lanka Concept Note (produced during the latter part of 2010) to solicit funds for continued activities in the same field in Sri Lanka – it is crucial that learning from the evaluated Project is internalized (see Lessons learned, Section 7);

- ILO should support the formation of NVQs for a wider array of VT courses, especially for girls;
- ILO should encourage stakeholders to explore if vocational training options could be expanded to other industries. For instance value addition to gems through jewelry designing and setting. Institutions, such as IDB, to be consulted to identify suitable industries;
- ILO should support the integration of vocational training into the education curriculum, so that the younger generations are exposed into different vocations at a younger age. Themes such as non-traditional vocations for income generation should be introduced to youth at a younger age, before they leave school;
- ILO should support activities that also raise awareness on entrepreneurship, ideally while still in school; and
- ILO should continue support to the Labour Market Information Unit (Provincial Secretariat) established under the project to improve their information collection and dissemination services.

Important lessons learned

The following are some lessons to be learnt from the Project in Sri Lanka regarding Project design:

- ILO technical cooperation projects should not be funded or commenced on the basis of a Summary Project Outline

(SPROUT) or even a Concept Note - but on regular Project Documents;

- Links between the core activity pillars should be more visible and their relationship clearly explained already in the design of future youth employment Projects - as different sectors often are involved. All project staff and involved partners must understand these links and support their maintenance;
- Indicators in the LF should be SMART;
- Project Managers and other involved ILO staff should appreciate the use of indicators as instruments to measure progress and the difference between e.g. targets and indicators; and
- More realistic targets and time frames should be set and communicated to all involved.

The evaluation made the assessment that the Project management has not been able to generate and bring to light a shared vision of what should be achieved for the youth at the end of the Project. *The following are some examples:*

- One trade union, active in the plantations, has expressed strong dissatisfaction to the ILO regarding the Project's approach to support the formation of enterprise (business) groups among unemployed youth residing inside plantations; and
- Some plantation companies and estate supervisors involved in the Project, supported the idea to form sub-contracting groups among the unemployed youth for certain works to be out-sourced to small business groups inside the plantations, e.g. for cutting and clearing trees, and receive training on the use of machinery. However, the idea that the same youth could (if they wanted) seek jobs outside the plantations was not accepted. Representatives of one

regional plantation company expressed great dissatisfaction with ILO's ideas to the evaluation team.

This conflict should have been solved amicably with the involvement of all parties, and the project manager (NPO) should have benefited from more assistance/advice by the former ILO Director, and/or the workers representative in the ILO office in Delhi. As it were, work came to a complete standstill in one plantation – which ultimately and unfortunately not only resulted in loss of skills development and work opportunities for the youth, it also resulted in the situation building up to a conflict which even after six months remained unresolved (at the time of the evaluation).

Other lessons:

- ILO offices should always assign one programme officer to follow the project activities and support the management throughout, if required;
- Monitoring capacity must be ensured in future ILO projects, preferably as a Monitoring and Evaluation Expert, and the monitoring instruments must be known and shared by all project staff in regular meetings and communication with field staff;
- A much stronger implementing role assumed by the Regional Plantations Companies and their employed estate managers/supervisors – as they are key in making the required changes within the plantations and the industry;
- The selection of implementing partners should be based on their capacity to implement at field level, and the systems and procedures that they adopt in the process. If it is known that some agencies do not have sufficient capacity at the start – the ILO must either refrain from signing contracts with these, or ensure that expertise is contracted by these agencies to do the job;

- Integrated and realistic programmes need to be based on solid/applied field research. In the case of the evaluated Project, the Baseline survey was produced well after the start-up of the Project and the University Papers produced came late as well and did not seem to really meet the research needs of the Project;
- The Project failed to produce an acceptable project review report at mid term (2009) for dissemination to all stakeholders. This is regrettable and an important lesson to the ILO - as it could have assisted the Project in its direction and help set priorities (in addition, it would greatly have assisted the final evaluation). This is a lost opportunity, as well as Project funds wasted for the contract of the external collaborator for a report that in the end was not endorsed by the ILO;
- The Project has included a multitude and diversity of activity areas, and the setting of targets and time frames have not been realistic, considering the number of staff to manage and monitor the Project. Thus, the evaluation team is viewing the Project as a pilot to draw learning and experience from – but not as a model for replication;
- ILO must ensure that a gender strategy first and foremost is part of the Project Document, and followed through in the implementation, as well as revised if required. A part of such a strategy is to ensure that the gender concept is not merely interpreted as a certain quantitative representation/participation of women in the Project – as gender concerns relate to both men and women and the roles and needs of both women and men, and girls and boys;
- ILO, together with its constituents, should pay much more attention to the significance of socio-cultural aspects, particularly when implementing projects where benefits are directed to a “minority” ethnic group - as in the case of this Project; and
- ILO already has some experience (mentioned in this report) in linking child labour to youth employment, already at the Project design stage. ILO should thus ensure that such links are established in Project design, wherever this is relevant.



Evaluation Summaries

Evaluation: ILO/Japan Managing Cross-Border Movement of Labour in Southeast Asia

Quick Facts

Countries: Cambodia, Indonesia, Lao PDR, Thailand

Final Evaluation: November 2010

Mode of Evaluation: independent

Technical Area: Labour Migration

Evaluation Management: ILO ROAP

Evaluator: Hariette K. Mingo

Project Start: November 2005

Project End: December 2010

Project Code: RAS/05/M14/JPN ;
RAS/06/M09/JPN; RAS/07/M10/JPN ;
RAS/08/09M/JPN; RAS/08/13M/JPN ;
RAS/09/06M/JPN; RAS/09/04M/JPN

Donor: US\$ 2,327,388 Government of Japan

Key Words: labour migration, labour standards, migrant workers.

Background & Context

Summary of the project purpose, logic and structure

The PRODOC reviewed the challenges of countries in the Asian region and stated the vision ‘to ensure that labour migration is managed properly for the benefit of all. Asian countries have sought to make the processes of labour migration more orderly and organized in order to provide certain basic guarantees of labour protection and to achieve beneficial outcomes for origin and destination societies’.

The project was designed with the **development objective** to assist participating countries to promote decent employment opportunities at

home and abroad through effective labour migration management.

Immediate objectives

1. Countries will have improved information and knowledge critical to formulation, implementation and evaluation of national migration policies and practices
2. Governments will have formulated and implemented coherent labour migration policies and programmes, which respect the fundamental rights of migrant workers and are beneficial to employment, economic growth and development in both origin and destination countries
3. Capacity of the governments, social partners and other specific target groups for good governance of migration processes will have been strengthened
4. Countries will have established efficient, safe and low cost remittance system and new initiatives for supporting services on micro-enterprise development in migrant workers’ communities.

The project’s interventions outlined in the PRODOC, were ‘to build capacities for formulating coherent and comprehensive policies on labour migration and effectively administering them and promoting closer cooperation between origin and host countries’ through the following project strategy:

- Promotion of a more informed debate involving the tripartite groups on the

employment and treatment of foreign workers in destination countries.

- Promotion on how best to provide national workers with better employment options at home and abroad.
- Contribute to the effectiveness of groups advocating ILO principles in the reform of policy and administration. Workers' and employers' organizations, civic groups, migrant associations and other organizations that can effectively push for reform would be targeted for assistance under the project.
- Dedicate considerable project resources for promoting bilateral, local level consultations on how to deal with practical problems in policy implementation. Attention will be given to local authorities to give them a say on how policies are to be carried out.

Present situation of project

The five-year project approved in 2005 for funding by the government of Japan started actual implementation in September 2006. A mid-term evaluation was conducted in 2008, as part of a cluster evaluation. The project ends in December 2010.

Purpose, scope and objectives of the evaluation

In accordance with the ToR, the final evaluation examined whether the project has achieved its objectives, and to what extent it has contributed to the ILO Decent Work country outcomes on labour migration in participating countries, and the ILO Plan of Action on Labour Migration in Asia Pacific. The evaluation assessed the extent to which the project management has acted upon the recommendations of the mid-term independent evaluation; looked at the lessons learnt and any possible good practices particularly on the labour migration management identified by the project, the synergy with the other ILO projects, and the potential collaboration between the labour sending and the labour receiving countries in the Mekong Sub-region.

Scope

The final evaluation took into account all interventions, geographical coverage and the whole period of the project. It focused on the project implementation, its achievements, impact, lessons learnt and any challenges and opportunities. It took into consideration any collaboration and interactions with other ILO projects/programmes and with other partners programmes/initiatives.

Methodology of evaluation

The final evaluation conducted:

- A review of project documentation: the project document, annual progress reports, annual table of outputs and indicators against the achievements and outcomes, report of mid-term evaluation and final project report.
 - A review of a number of publications of the project
 - Interviews in Thailand, 1-5 November and 15 November. These included briefings with the ILO ROAP management, experts and programme officers in ILO ROAP and the Decent Work Technical Support Team Bangkok ; the CTA of the ILO/Japan programme; the project officer of other migration projects, notably the Triangle: Tripartite Action to Protect Migrant Workers from Labour Exploitation project and the CTA of the ILO/EU Going Back-Moving On project, that deals with migrants including victims of trafficking who are returning from the EU and neighbouring countries.
- Meetings were also conducted with officials of the Ministry of Labour, Thailand and with a representative of the Human Rights Development Foundation, who were involved in the implementation of the project in Thailand.
- Visits to Lao PDR (8-9 November), Cambodia (15-17 November).

- Telephone interviews with Indonesia, complemented with written questions. These included a telephone interview with Peter van Rooij, Director of the ILO Office Jakarta, Lotte Keijser, CTA Combating Forced Labour and Trafficking of Indonesian Migrant Workers project, Mohammad Nour, National Project Coordinator ILO/Japan project based in Surabaya, as well as representatives of major partners such as the Provincial Labour Office, the Migrant Union Organization, SBMI and the Indonesian Manpower Services Association, APJATI.
- Questionnaire to the focal point for the project in the Ministry of Labour, Health and Welfare of Japan, representing the donor.

It should be noted that in the PRODOC's log frame the development objective of the project has been elaborated into four immediate objectives, outputs, activities, indicators, means of verification and finally assumptions, hypothesis and risks. The log frame does not however contain (expected) outcome (s). The evaluation therefore reviewed the projected outputs and the related completed activities as deliverables of the project.

Limitations

In view of the late start of the evaluation towards the closure of the project in December 2010, the Evaluation Manager decided not to include Indonesia among the countries to be visited for the evaluation. Instead, it was decided to conduct telephone interviews with Indonesia. Difficulties were however encountered during the telephone calls. Connections were not optimal, by regular as well as by mobile phones. The information received through the calls was complemented with a written response to the questions which were sent to the ILO Jakarta Office and to the National Project Coordinator.

Main Findings & Conclusions

The project faced budgetary constraints starting from FY 2008, caused by a combination of low spending levels of the project at that time and a financial reform measure in 2007 at donor level, which had as effect a 20% decrease in project funding. Low spending levels were caused by the delayed start of the project in September 2006, due to the rather late appointment of the CTA. This was reinforced by cautious spending as a response to the expected downfall in the budget.

Deficiencies in the project design have resulted in not clearly defined immediate objectives, particularly immediate objectives 2 and 4, as well as in the formulation of outputs that are beyond the direct control of the project or the ILO as have been found by the mid-term and the final evaluation.

Conclusions:

1. Overall, the project has been able, despite deficiencies in the project design and budget constraints to achieve results that are of strategic importance for the participating countries to improve the governance of labour migration. As stated, not all the outputs - formulated in the PRODOC - could possibly be tackled by the project as they are beyond the direct control and responsibility of the project or the ILO. The project has therefore partly attained its outputs and immediate objectives. Attainment was best with regard to output 1.1 and 1.5 under immediate objective 1; output 2.1 and 2.2 under immediate objective 2; all outputs under objective 3 were addressed in each country, however in a varying limited degree; and finally output 4.4. under immediate objective 4, but limited to Indonesia.
2. The results are profound in Cambodia, Lao PDR and Indonesia; in **Cambodia** with the formulation of a Labour Migration Policy, the revision of Sub-Decree 57 on the sending of Khmer Workers abroad and the formation of the Cambodian Association of Recruitment Agencies; in **Lao PDR**, with the Decree on Employment Services and the

development of an Employment Operations Manual that will help in establishing and managing employment services, in **Indonesia** with the amendment of the local Ordinance, the formation of a Migrant Workers Working Group, its structured consultations, the active engagement of the Migrant Workers Union and its growing outreach in many districts in East Java, and the cooperatives formed by migrant workers.

3. Compared to the achievements in the previous countries, the achievements in **Thailand** are less profound, although there are indications that perceptions and attitudes are changing among the social partners, which may lead to the development of policies that are more supportive towards the protection and promotion of migrant workers rights. One outstanding example is the initiative of the Standing Committee on Labour of Thailand's House of Representatives to review and amend the Alien Employment Act.
4. With the aforementioned achievements, the project has contributed significantly towards recognition of the urgent need to improve governance of labour migration. In each participating country the project has contributed to attaining tangible results for the government and the ILO to build on. These are windows of opportunity for strengthening ILO's role in establishing labour migration management policies as partners are looking up to the ILO for further assistance.
5. The project has contributed to achieving the Decent Work Country programme priorities in the participating countries as well as PALMAP and MFLM, as described in the following chapters.
6. The project has contributed to improving practices of social dialogue and has contributed to greater awareness of international labour standards and ILO's policy frameworks concerning the promotion and protection of the rights of migrant workers.
7. The project has been less successful in developing economic activities to boost local economies in the target countries, with the exception of Indonesia, where through entrepreneurship training, financial literacy, micro-finance training and strengthening of migrant workers' cooperatives, migrant workers are stimulated and trained to invest their earnings more profitably for themselves and their families, that will ultimately benefit the communities where they reside.
8. The project was not very successful in improving remittance services, particularly for Burmese, Cambodian and Laotian migrant workers in Thailand, except for the publication on *Migrant workers remittances from Thailand to Cambodia, Lao PDR and Myanmar. Synthesis report on survey findings in three countries and good practices*. Sensitization of financial institutions to support migrant workers' access to financial services, including services for safe and efficient transfer of remittances, did not lead to groundbreaking initiatives due to the poor financial infrastructure and complicated banking procedures in both sending and receiving countries. On a limited scale, commercial banks in Thailand have started introducing ATMs with services in the Burmese language.
9. The project has operated predominantly at national level by advocating and facilitating processes leading to the development of labour migration policy and procedures to promote orderly migration, improving working conditions and better protection for migrant workers. It has not reached the stage of introducing interventions that link and involve both sending and receiving countries directly.

Recommendations & Lessons Learned

Recommendations

The final evaluation concurs with the recommendations of the mid-term evaluation and adds the following summarized recommendations addressed to ILO ROAP and the Decent Work Technical Support Team:

1. The work undertaken thus far by the ILO/Japan project be built upon and expanded.
 2. The ILO should seek to be technically involved in the meetings of the ASEAN Committee on the implementation of the ASEAN Declaration.
 3. It is recommended that ILO identifies opportunities for linking ILO projects with other UN agencies, IOM as well as Intra-governmental committees (such as COMMIT) and Working Groups on Human Trafficking, that are active in the area of managing labour migration, especially in circumstances where ILO's presence at the country-level is limited like in Lao PDR.
 4. It is recommended that ILO facilitate learning and exchange of country-level experiences between countries.
 5. It is recommended that the ILO looks into providing follow-up training and equipment support to Lao PDR, to ensure that the project's investments in developing a Labour Migration Information system are not wasted.
- (Indonesia). This is an important achievement ensuring broader societal involvement in the advocacy and monitoring of migrant workers' interests.
 2. In the absence of a country-level project team of the ILO/Japan project, specifically the MOLVT Cambodia and MOLSW Lao PDR have been given a lead role in the implementation of project activities. This has had a positive impact on these partners, who by taking responsibility and by doing, have gained knowledge and insights into the complex dimensions of labour migration and are able to articulate views in negotiations and meetings dealing with labour migration.
 3. The synergies between ILO projects and ILO experts, in particular in the technical assistance provided to Lao PDR, leading to the development of the Employment Operations Manual, with proper integration of an overseas employment component. The same applies to the coordinated approach in Indonesia, where two ILO migrant workers projects were seeking to complement and reinforce each other.
 4. The push that was given by the project at the final stage of the formulation of the Employment Decree in Lao PDR. Convening consultations to review the text of the Draft Decree was a good opportunity to ensure that international labour standards are properly addressed in what was not entirely the fruit of ILO's labour. The consultations at the final stage have given critical to give the Decree a final push.
 5. The cooperation with social partners who have mobilizing power and capacity to reach out to larger segments of society and the media (SBMI in Indonesia and HDRF in Thailand) is of strategic importance for the outreach of the project.
 6. The social dialogue in Thailand involving Burmese migrant workers communities, NGOs and the provincial labour office in Tak Province, through para-legal training and consultations has contributed to a

Good practices

The evaluation noted the following good practices:

1. The engagement between government and civil society in Cambodia and Indonesia leading to the integration of civil society concerns in the Labour Migration Policy (Cambodia); common efforts to revise the local Ordinance as well as the formation of a Migrant Workers Working Group that holds structured regular consultations involving a broad spectrum of stakeholders

consultative approach and improved relations between the provincial labour office and representatives of migrant workers.

7. The consultations organized in Thailand, that included bringing together governmental bodies in 5 provinces in the North of Thailand with a high density of migrant workers, is a practice that can be replicated in other provinces. Participants in the social dialogue included hospital workers, immigration officials, labour and social welfare officials, police and local administrators to stimulate coordination and cooperation. The dialogues have been very fruitful in discussing problems regarding referral of migrant workers and victims of irregular migration. It appeared that officials did not know each other. It has been observed that the dialogues have improved service delivery and consultations between concerned offices.
8. The attempt to help the target countries and more specifically migrant workers to develop and promote savings and productive investments of remittances, has not only looked into openings in the formal banking system but also into developing alternative savings and investments opportunities that are traditionally closer to the local communities such as (savings) cooperatives in Indonesia.
9. The involvement of Thai experts in the trainings organized in Cambodia and Lao PDR is a good practice. This contributes to mutual exchange and a better understanding of the challenges and constraints that both Cambodia and Lao PDR are facing as sending countries and Thailand as receiving country.
10. The timely development of a follow-up project, specifically the Triangle project, including assuring its funding is a good practice. This enables the ILO to provide timely follow-up to the achievements of the ILO/Japan project.

Lessons learned

1. The most important lesson to be learned from this project is that a well-designed project document as well as the timely delivery of resources (both financial and human), is vital for a project.
2. However, even a well-designed document is the product of knowledge and understanding that is bound to a specific time. Especially with development work it is necessary to constantly monitor changes. Project partners, more specifically the ILO and the donor, should show flexibility to adequately respond to these changes.
3. In future when designing regional project that involved number of countries, its design must be very thorough and criteria for selecting countries should be clear and its selection can promote the regional nature of the interventions.
4. A reality check or a rapid assessment at the very start of the project would have helped in discovering incorrect or out-dated assumptions, irrelevant or (over) ambitious deliverables and to correct them. Moreover, given the fact that this project started implementation in October 2006, it would also have been appropriate to adjust the timeline and the breakdown of the budget. The latter is certainly relevant in view of the agreement governing the spending of project funds between the ILO and the donor.
5. It is most unfortunate that even the recommendation of the mid-term evaluation to review the immediate objectives and outputs was not acted on. Although the project was half-way, the recommendations opened-up the opportunity for a revision. A revision would have given clarity about achievable outputs and the necessary budget. This would have stopped the airing of 'messages', such as the alleged shortage of funds which was often cited as the main problem of the project.