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Table of Contents

TABLE OF CONTENTS	2
TABLE OF ACRONYMS	4
1 EXECUTIVE SUMMARY	5
2 PROJECT BACKGROUND	14
2.1 COUNTRY CONTEXT.....	14
2.2 PROJECT BACKGROUND.....	16
2.3 PROJECT DURATION	19
2.4 GEOGRAPHICAL COVERAGE.....	19
2.5 MANAGEMENT ARRANGEMENTS	19
2.6 PROJECT DESIGN.....	20
2.7 THEORY OF CHANGE	21
2.8 PROJECT RESULTS.....	22
3 APPROACH TO THE EVALUATION	24
3.1 EVALUATION PURPOSE.....	24
3.2 EVALUATION SCOPE	24
3.3 EVALUATION CLIENT/S.....	24
3.4 EVALUATION CRITERIA AND QUESTIONS.....	25
3.5 EVALUATION METHODOLOGY.....	25
3.6 EVALUATION LIMITATIONS.....	26
3.7 ETHICAL CONSIDERATIONS.....	26
4 KEY FINDINGS AND ANALYSIS	27
4.1 RELEVANCE	27
4.2 COHERENCE	31
4.3 EFFECTIVENESS	31
4.4 EFFICIENCY OF RESOURCE USE	36
4.5 SUSTAINABILITY AND IMPACT ORIENTATION	38
5 CONCLUSIONS, LESSONS LEARNED AND RECOMMENDATIONS	41
5.1 LESSONS LEARNED	42
5.2 RECOMMENDATIONS	44
ANNEX 1: TERMS OF REFERENCE	47
LIST OF ACRONYMS.....	48
BACKGROUND INFORMATION ON THE PROJECT	48
BACKGROUND INFORMATION ON THE EVALUATION.....	49
PROJECT MANAGEMENT ARRANGEMENTS.....	49
PROJECT ALIGNMENT WITH THE ILO P&B, DWCP, NATIONAL POLICY FRAMEWORKS AND THE SDGs	49
PURPOSE, OBJECTIVES, AND SCOPE OF THE EVALUATION	50
EVALUATION CRITERIA AND QUESTIONS (INCLUDING CROSS-CUTTING ISSUES/ ISSUES OF SPECIAL INTEREST TO THE ILO).....	51
METHODOLOGY	53
MAIN DELIVERABLES.....	55
MANAGEMENT ARRANGEMENTS AND WORK PLAN (INCLUDING TIMEFRAME)	56
PROFILE OF THE EVALUATOR	58
BUDGET AND PAYMENT SCHEDULE.....	59
DURATION	59
LINK TO RELEVANT EVALUATION GUIDELINES AND TEMPLATES	59
ANNEX 2: STAKEHOLDERS INTERVIEWED DURING THE EVALUATION.	61
ANNEX 3: REFERENCES	64
ANNEX 4: LESSONS LEARNED	66

Table of Acronyms

AFFM-IUF	Agriculture & Farmer Federation of Myanmar (Food Allied Workers)- The International Union of Food, Agricultural, Hotel, Restaurant, Catering, Tobacco and Allied Workers' Associations
ASEAN	Association of South-East Asian Nations
CDM	Civil Disobedience Movement
CPO	Country Programme Outcome
CSO	Civil Society Organization
CTUM-ITUC	Confederation of Trade Unions Myanmar – International Trade Union Confederation
CVT	Center for Vocational Training
DWCP	Decent Work Country Programme
DWT	ILO Decent Work Technical Support Team for Southeast Asia
EAO	Ethnic Armed Organization
EO	Employers' Organisation
FGLLID	Factories and General Labour Laws Inspection Department
FPRW	Fundamental Principles and Rights at Work
ILO	International Labour Organization
GHS	Globally Harmonized System of Classification and Labelling of Chemicals
ILS	International Labour Standard
IO	Immediate Objective
M&E	Monitoring and Evaluation
MCEF	Myanmar Construction Entrepreneur Federation
MCRB	Myanmar Centre for Responsible Business
MICS- TUF	Myanmar Industries, Crafts and Services Trade Union Federation – Trade Union Federation
MoHS	Ministry of Health and Sports
MoLIP	Ministry of Labour, Immigration and Population
MoU	Memorandum of Understanding
MTE	Mid-Term Evaluation
NGO	Non-Governmental Organization
NPC	National Project Coordinator
NUG	National Unity Government
OECD	Development Assistance Committee of the Organization for Economic Cooperation and Development
OSH	Occupational Safety and Health
PCC	Project Consultative Committee
PDF	People Defense Force
RBM	Results-Based Management
ROAP	(ILO) Regional Office for Asia and the Pacific
SAC	State Administrative Council
SDG	Sustainable Development Goals
SME	Small and Medium-sized Enterprises
SSB	Social Security Board
ToC	Theory of Change
ToR	Terms of Reference
ToT	Training of Trainers
TVET	Technical and Vocational Education and Training
UMFCCI	Union of Myanmar Federation of Chambers of Commerce and Industry
UN	United Nations
UNCT	United Nations Country Team
UNITAR	United Nations Institute for Training and Research
VZF	Vision Zero Fund
WO	Workers' Organisation

1 Executive Summary

This report presents the findings of an independent final evaluation aimed at demonstrating accountability to the ILO Member States, key national stakeholders, and development partners on the results and achievements of the ILO Safety and Health for All Workers in Myanmar (SHFA in Myanmar) project. SHFA in Myanmar is a 42-month project, originally planned to be implemented from March 2020 to December 2022, with a total budget of USD1,625,832. The project was funded by the Ministry of Health, Labour, and Welfare of the Government of Japan and implemented by the ILO-Yangon Office. It formed part of [the Global Safety and Health for All](#) flagship programme.

The independent final evaluation sought to promote critical learnings based on the experience of implementation and management. It adheres to the six OECD Development Assistance Committee (DAC) evaluation criteria that serve as the basis for evaluative judgements, including relevance, coherence, efficiency, effectiveness, sustainability and impact and cross-cutting issues, including gender. Data collection was conducted remotely in November 2023. The scope of the independent final evaluation covers the entire Project period, i.e., it encompasses all activities and components of the Project under the direct responsibility of the ILO from its start in March 2020 until this independent final evaluation (November 2023) in late 2023. The evaluation analysed what worked, what did not, and why by measuring progress towards all project outcomes, intended and unintended, since its inception. It also assesses the overall level of achievement of the immediate objectives to understand how and why these have been achieved and to what extent.

The project design was built around the new Occupational Safety and Health (OSH) Law adopted by Myanmar's parliament in March 2019, a major step towards the Government's provisions for safer and healthier workplaces. The project components focused on the tripartite institutions implementing regulations, policies and programs to support the development of rules, policies and procedures that would facilitate the implementation of the Law.

Like most countries around the globe, over the implementation period, Myanmar was hit by a severe COVID-19 wave¹. The pandemic put a strain on Myanmar's already fragile healthcare system, with shortages of medical supplies and equipment, as well as healthcare workers. Furthermore, in February 2021 the military launched a coup and took over government functions. The "double crisis" of the coup and COVID-19 resulted in significant economic and development decline in Myanmar over the implementation period. Employment contracted by 6% in the first quarter of 2021 (equivalent to 1.2 million job losses), with construction, garment and hospitality/tourism being among the hardest hit industries (job losses in those sectors of 35%, 31% and 25% respectively).¹ Rising fuel and food prices placed greater pressure on the economy and affected livelihoods. The kyat depreciated by more than 60%², Food prices rose by 29%, and fuel prices by 71%, over 2021, according to the WFP³. Real wages declined by 15% between 2017 and 2022. According to a survey by the ILO, over 70% of households stated they had resorted to liquidating assets, drawing down on savings, or borrowing as coping mechanisms to deal with

¹ World Food Programme. (23/6/2023). Situation Report Myanmar. Retrieved from <https://www.wfp.org/publications/situation-report-myanmar>

² <https://www.undp.org/press-releases/myanmar-urban-poverty-rates-set-triple-new-united-nations-survey-finds>

³ ILO, 19/7/2021, ILO estimates reveal heavy job losses in the first half of 2021 in Myanmar retrieved from https://www.ilo.org/global/about-the-ilo/newsroom/news/WCMS_814686/lang-en/index.htm

wage and income losses. Construction, garment and hospitality/tourism were among the hardest hit industries (e.g. job losses in those sectors of 35%, 31% and 25%, respectively, in 2021).⁴

The military coup, set back progress towards the establishment of the rule of law and led to a long and continuous period of conflict. As a consequence it became extremely difficult to implement a program focused on strengthening Government policy and systems.⁵ Following the coup, the ILO's work in Myanmar was guided by the UNCT guidance "Myanmar UNCT Engagement in Current Context". This Engagement Guideline document was endorsed by UN headquarters, instructed UN agencies, funds and programmes to temporarily discontinue all programmes and activities aimed at strengthening the de facto government institutions, including policy advice. The principles of the Engagement Guideline also set out conditions for projects to remain in operation in Myanmar. Through March and April 2021, the project was required to undergo an internal review by ILO-Yangon Office managements to determine if the activities could be adjusted within the project duration to avoid working with the de facto authorities. The review found certain activities viable but was prohibited from engaging with the de facto authorities. The project did not undergo a redesign but instead sought to retain the components of the project that did not involve partnering with the Regime. Objectives 1 and 2, which focused on strengthening government institutions, could not be implemented as major project partners included government agencies such as the Ministry of Health and Sports and the Ministry of Labour, Immigration and Population. Instead, the project focused on Objectives 3 & 4 which focused on social partners and education institutions and on worker's demand for OSH.

In this context, the activities carried out by the project team included:

- The production of COVID-19 training materials which were delivered to unemployed railway workers in collaboration with Skills for Humanity, migrant workers in partnership with the ILO TRIANGLE project and the WHO and the CTUM Migrant Resource Centre in Kayin State.
- Participation of representatives from private OSH organizations to attend the (virtual) XXII World Congress for Safety and Health at Work 2021 in collaboration with the VZF project in 2021.
- Support for industrial hygienists including representatives from the Union of Myanmar Federation of Chamber of Commerce (UMFCCI) and independent OSH consultants engaging in construction, garment, and agriculture sectors to attend training on the Globally Harmonized System of Classification and Labelling of Chemicals (GHS) launched by United Nations Institute for Training and Research (UNITAR) from March to June 2022.
- Translation of three Safety Data Sheets namely, Chrysotile (Asbestos), Diethylene Glycoldiglycide Ether and Lead into Myanmar Language applicable construction sector were translated into Burmese in consultation with the MCEF.
- Awareness raising information sharing sessions in 2022 on Mental Health at Work for employers from the Myanmar Construction Entrepreneur Federation (MCEF) via the VZF, CSO members such as Skill for Humanity (SFH), Myanmar Centre for Responsible Business (MCRB), and Labour Rights Organization, Migrant Civil Society Organizations and Confederation of Trade Unions, Myanmar (CTUM) via the ILO-TRIANGLE Project.

⁴ International Labour Organization. (2023) Myanmar Labour Market Update. Retrieved from https://www.ilo.org/wcmsp5/groups/public/---asia/---ro-bangkok/---ilo-yangon/documents/briefingnote/wcms_888644.pdf

⁵ Prior to the coup, rule of law and democratic processes were not well established but were in a process of being embedded in governance systems. As suggested in the COI report, the military purged the system of checks and balances between the legislative, executive and judicial branches and set back progress towards the rule of law which had a direct impact on all normative work of the ILO.

- The same information sharing sessions were provided to unemployed workers as part of an Initiative led by the VZF-funded project in 2022. The sessions included concepts on OSH perspectives on mental health, such as introduction of psychosocial hazards at work, workers' roles and employers' responsibilities, as well as information on professional support available throughout the country.
- Partnering with a not-for-profit TVET institute, CVT Myanmar, to integrate OSH into TVET training with training materials development on recording and notification of occupational accidents and diseases into curricula.
- Awareness raising about OSH on social media.
- Two days of hybrid sub-regional workshop on mainstreaming OSH in the promotion of FPRW for participants from workers and employers' organizations from ASEAN Member States, including the People's Republic of China.

Regarding the findings of the evaluation, the evaluation found that the project remained **relevant** on several levels.

OSH for workers remained relevant as a **need**. After the Military launched a coup in February 2021, the situation in Myanmar descended into a humanitarian crisis. Conflict ensued between the military and ethnic armed organisations as well as the People's Defence Force (PDF) an ad hoc group of people opposed to the military takeover. Many people were displaced and the situation represented a humanitarian crisis requiring the supply of core relief items, shelter assistance and cash transfers to meet basic needs.

In this context, OSH for workers could be seen as less of a need than humanitarian support focused on addressing basic needs of the population. However, since the military coup in Myanmar, problems of rights abuses and poor working conditions among workers have persisted and addressing these issues remains a priority. Prior to the coup, the improvement of OSH standards was largely led by foreign companies subject to pressure from shareholders and customers in the Global North to respect the rights and conditions of workers. However, many foreign companies left Myanmar, leaving local, and local-Chinese joint ventured companies, whose interest in OSH apparently limited worsened the already inadequate working conditions. Therefore, OSH in the current context, OSH remains a pressing priority.

Moreover, following the double crisis, there was a growth in interest in OSH issues among businesses and social organisations. The COVID-19 outbreaks that exposed the lack of preparedness for a pandemic in workplaces and in the health care system, resulted in a spike in interest in occupational health issues. Demand for knowledge and skills related to managing infectious diseases in the workplace (COVID-19), as well as interest in mental health were major drivers of this interest. Also, many organizations used the current slowdown in the economy and in some cases suspension of activities, to improve knowledge and skills, including on OSH.

Also,, while the ILO does not have a mandate for emergency response, being a known normative UN agency with a track record of being the agency calling for the first ever Commission of Inquiry in 1996 for the serious and systematic violation of labour rights / and other forms of human rights that led the international community into imposing sanctions against Myanmar made the current Regime more cautious about any moves it made against the ILO and its presence in Myanmar particularly after the Coup in 2021.

Furthermore, the **approach** taken by the Project team, also remained relevant. The project design focused on strengthening national institutions as the main driver for improvements and this approach became not relevant in the context of the breakdown in governance. However, in adapting the Project to focus only on Objectives 3 and 4, the Project can be seen to have selected partners and activities that were relevant to the crisis context and in line with the ultimate aims of the project including tripartite partners, social enterprises, consultants and CSOs. The activities

addressed the third and fourth objectives of the project design (supporting OSH for workers) as well as the new needs of workers that arose out of the post-coup context. Also, by building off new partnerships the project learned of the needs of beneficiaries related to project objectives and opened avenues for new activities. Furthermore, by addressing the ad hoc or emergency needs, the project gained the attention of new stakeholders, resulting in the opportunity to share with them on the project's original objectives. The scenario of a partial opportunity loss as a consequence of the coup was noted and the importance of OSH work and commitment by the "government" to ensure sustainability of the issues is understood, but not to the extent that without it OSH could not be addressed and adopted.

In terms of *coherence*, the findings of the evaluation are mixed. While activities were focused on the overall aims of the project and relevant to the conditions and to the beneficiary needs, the lack of an institutional anchor of the project reduced its potential for integration, adoption and scaling out of outcomes. Other activities merged such as introducing OSH to employers through TVET training and supporting employers to introduce mental health awareness to workers that they could then scale out. However, the logic of these activities was not articulated in project documentation, largely due to the donor's decision not to support a redesign as was recommended by the mid-term self-evaluation in 2022. Given the instability of the political context and the non-engagement with institutions, it is entirely understandable that activities were not consolidated in a holistic manner. But without inbuilt mechanisms to institutionalise innovations introduced by the Project, and the delays in delivery which shortened the implementation period, beneficiary numbers resulted quite small.

In regard to coordinating with other interventions in the Yangon Office, the project connected well with other ILO and UN projects, leveraging collaboration with other existing projects under the ILO-Yangon office, including the VZF.

In terms of *effectiveness*, the project team performed well in developing a network and a suite of activities: it identified new stakeholders (listed in the description of project activities above), listened to their needs and developed activities to address them. The project team also strove to ensure that the activities were designed and planned in alignment with the project's immediate objectives, while also adhering to the UNCT 's guideline for engagement and responding to direction from ILO Governing Body on engaging with social partners and responding to their priority needs. In designing new activities, the project team identified potential stakeholders or implementing partners and set up meetings to learn their needs and to determine the suitability of the project intervention. Furthermore, overall, pre and post-survey results and interviews by the evaluator with project stakeholders revealed a positive response by beneficiaries in regard to the usefulness and applicability of project training activities.

The project team performed well in regard to providing detailed and timely reporting on the Key Performance Indicators (KPIs) of the Safety and Health for All Flagship Program. This information was fed into the SHFA program's results management dashboard by the LABADMIN/OSH M&E Adviser at HQ in Geneva. The quality of the Myanmar was well appreciated for adding value to the Flagship Program's database in spite of the difficulty in conducting operations.

This is a strong achievement by the project team. However, the LABADMIN/OSH team will need to ensure the data is not used misleadingly due to the fact that outputs and outcomes through activities implemented under Objective 3 (Social Partners and Education Institutions implement programs addressing OSH issues) and Objective 4 (Workers Demand Safe and Healthy Workplaces) did not contribute to Objective 1 (Strengthening of Regulatory Instruments) and Objective 2 (Strengthening of Government Institutions). Thus, the data should not contribute to aggregation that shows an overall strengthening of Government institutions globally.

It would be useful to consider whether lessons learned from SHFA Myanmar can contribute to the development of a modality for operating in situations of conflict and instability and humanitarian response. Such lessons may relate both to facilitating the continuation of OSH strengthening in unstable environments and contributing to an effective UN humanitarian response at a country level.

While the project performed well in contributing to M&E on the global program, at the Project level, without a functional design with cascading objectives, outcomes and outputs, targets and indicators, it was difficult to underpin activities with an M&E framework. A risk register was included with each progress report which did support an understanding of challenges faced by the project team and how they were addressed. However, reporting by project partners was a strength of the project.

There were challenges around the communication between the project team and the backstopping office from the OSH colleagues in the DWT in Bangkok pertaining to the approach to activities. In the future it would be useful to ensure that sufficient communication about activities takes place so that all involved can agree upon prior to commencing activities.

In regard to **cross-cutting issues**, the project has made efforts to embed gender and inclusiveness considerations in its activities. The Mental Health at Work awareness-raising session specifically targeted unemployed women workers to build their capacity to understand and cope with emerging stress resulting from the COVID-19 and military takeover. In addition, the common OSH module introduced at CVT also trained them on basic workers' rights, including gender equality and elimination of discrimination, relating to the current legislations in Myanmar where applicable. The module also presented the gender dimension of health promotion at workplaces. Furthermore, for all the ToT and training sessions, SHFA worked with partner agencies to ensure gender parity of the beneficiaries. Of the training courses for which the sex of the trainees was specified, 58% were women, and 41% were men.

In regard to **efficiency**, program costs (which included seminars, sub-contracts, international consultants and national consultants) covered 16.8% of the budget and operational costs covered 83.2%. However, the proportionally high operational costs were in part due to the fact that, based on consultation with the donor and Senior OSH Specialist based in DWT Bangkok, a portion of the fund was reshuffled to implement regional-level OSH activities. At the end of the project, the project team spent 77% of the budget, which can be considered reasonable given the need to deviate from the original design. The currency fluctuations and large discrepancy between official and black-market rates meant that payments to contractors were often lower in real terms than the original contract. Several stakeholders also complained of delays to tranche payments for activities scheduled. All these issues were part of operating in the unstable environment of post-Coup Myanmar and thus unavoidable.

Concerning the **impact and sustainability** of the project, in a situation where there was a limited time for implementation on account of the dual crisis and the fact that the project team was required to design activities once the implementation period had already commenced, while in most cases, sustainability was limited. The most important sustainable outcome is that the CVT TVET school is moving forward with mainstreaming OSH into their curriculum. To maximise the potential of this activity, CVT Myanmar plan to expand the curriculum to focus on specific OSH requirements for different professions, connect it to workplaces and employers through apprenticeship programs. There is also a hope that the integration of OSH into TVET training may be taken up by other schools. The training materials for COVID-19 mitigation, mental health at work and the translation of GHS chemical classification Safety Data Sheets are all resources that

will be useful to a range of development partners and the ILO Liaison Office is encouraged to promote them. However, there would be more potential for sustainability if the ILO was able to continue to develop these nascent with direct advocacy to vocational schools and employers' organizations. Nevertheless, one of the most important aspects of sustainability is the partnerships that were established, and the project team did well to support partnerships with civil society organisations, employer organisations, worker organisations, private TVET institutions, other ILO projects and UN agencies.

Looking forward there are some activities under SFHA that would be beneficial to continue, leveraging on the nascent but strong partnerships and training materials developed in occupational health, particularly mental health at work, integrating OSH into TVET and technical aspects such as classification of chemicals, and work in mining sector. However, the lack of a clear, legitimate government partner makes it difficult to move forward in the immediate future. Hopefully, some resolution of the political challenges will ensue allowing for the strategies, partnerships and materials developed on the project to continue to bear fruit in the future.

Through the final evaluation, preliminary lessons learned emerged regarding progressing an OSH agenda in a context of conflict and fragile governance including:

- (i) the possibility of leveraging off the ILO's status as a normative agency to retain a position from which to engage
- (ii) the potentiality of partnering with education institutions, CSOs, the private sector and social enterprises to advance the OS agenda when partnering with the Government is not realistic, notwithstanding the need to adhere to do-no-harm principles and not be seen to endorse a regime not accepted by the community
- (iii) the propensity of periods of economic downturn and reduced employment to raise demand by workers and employers for professional training
- (iv) the impact of conflict on to mental health of workers and employers and the potential to link mental health at work to an OSH agenda, building on the attention that the COVID-19 Pandemic brought to the health aspect of OSH.

As these lessons were based on limited qualitative research, they are at the stage of 'suggestion' rather than 'demonstration'. Further research is needed in numerous conflict zones where SHFA is being implemented to further investigate these preliminary lessons, identify other lessons and establish whether these lessons could be more widely applicable and whether there is potential to formalise any programming approaches or modalities for OSH in contexts of civil conflict and fragile governance.

In Myanmar, if opportunities for future work do arise, the focus should be on working with the private sector, trade unions, and civil society organizations with a mandate on labour rights while the political crisis is ongoing. Given the stance of the military towards the people and the lack of a legitimate government, there was more potential to achieve sustainable results among employers and workers/trade unions, OSH consultants and private TVET institutes. While economic conditions are far from ideal, there is still potential for advancements around workers' OSH or at least to prevent a regression in the conditions of the workers.

Lessons learned

This section includes the key lessons learned, and how to follow up on them. Additional lessons learned are included in the body of the report.

Lesson Learned	Guidance for Addressing
Several preliminary lessons learned emerged in regard to progressing an OSH	As these lessons were based on limited qualitative research, they are at the stage of

Lesson Learned	Guidance for Addressing
<p>agenda in a context of conflict and fragile governance. These include (i) the ILO's position as a normative agency can be a useful for retaining engagement when it is difficult and fraught for development partners to do so, (ii) the potentiality of partnering with education institutions, CSOs, the private sector and social enterprises to advance the OS agenda when partnering with the Government is not realistic (iii) workers and employers may show a tendency toward an enhanced interest in training for professional and personal development during periods of economic downturn and (iv) expectations must be kept low, given difficult conditions in the economy.</p>	<p>'suggestion' rather than 'demonstration. Further research is needed in numerous conflict zones where SHFA is being implemented to further investigate these preliminary lessons, identify other lessons and establish whether these lessons could be more widely applicable and whether there is potential to formalise any programming approaches or modalities for OSH in contexts of civil conflict and fragile governance.</p> <p>There may also be opportunities to apply these lessons learned in programming in other conflict contexts and in the future in Myanmar.</p>
<p>In situations of conflict, violence and political instability there are certain principles that the need to be adhered to. Given the potential threat to individuals in the political context and the risk that programming brings to representatives of organisations, consideration of the do-no-harm principle must be paramount in programming. Also, careful consideration must be given to not being seen to be endorsing a regime not accepted by the local community, particularly when it has by no means gained full control of the country.</p>	<p>Proceed very cautiously with programming until conditions improve.</p>
<p>When activities must be developed in a design-and-implement manner due to a change in direction after the design period, it's important to ensure that all ILO offices are on the same page and are sufficiently agile to adapt activities from the beginning of the activity. There is a need to redefine "sustainability" and to have a complete buy-in thereof across all stakeholders of the project from the beginning.</p>	<p>Ensure sufficient communication about activities up front and develop comprehensive activity plans that all stakeholders involved can agree upon. These documents should mention links between activities and higher-level objectives, monitoring approaches and potential pathways for sustainability.</p>
<p>There is a need to adopt a common approach across project stakeholders. With the new definition of sustainability understood, the new approach would need to be displayed for common understanding that in crisis the thinking on approaches is not orthodox but needs adjustment.</p>	<p>Ensure that the understanding on context is well addressed that the project such as this is not operating in business-as-usual environment. Communication across the ILO house will support the adaptation to the changed context.</p>

Lesson Learned	Guidance for Addressing
Communication on the new approach is therefore necessary.	
The mental health of workers suffers in contexts of instability and conflict. Training programs aimed at supporting mental health at work can provide useful tools for coping and resilience skills among people in the context of an OSH agenda.	Look at opportunities to expand mental health at work training in locations where political instability and conflict ensues.
There are limitations to the applicability of regional or global training aimed at the development of national level OSH systems in the current Myanmar context	To postpone participation from Myanmar stakeholders in global and regional level ILO OSH events until Engagement Guideline are altered or credential issues are resolved at UNGA level.
Social media and awareness campaigns could be enhanced by focusing on targeting specific audiences that might be in a position to effect OSH such as employers. Moreover, It would be a good practice to have continuous/year-round campaign using the same Facebook account.	Integrate these lessons into any future OSH programs in Myanmar and other SHFA projects.

Recommendations

Recommendation 1: Consider conducting further research in multiple conflict zones where SHFA is being implemented to further investigate preliminary lessons pertaining to advancing the OSH agenda in conflict zones, identify other lessons and establish whether these lessons could be more widely applicable and whether there is potential to formalise any programming approaches or modalities for OSH in contexts of civil conflict and fragile governance.

Recommendation 2: Take a cautious approach to programming, remaining mindful of the risks involved to the ILO and partners in carrying out development interventions in the current context of political instability. Given the legal and administrative challenges related to commencing new programs, look for opportunities to link OSH programming to ongoing interventions where feasible.

With the above caveat on programming, the following potential areas for future programming could be explored.

Recommendation 3: Look for opportunities to continue to support CVT to integrating OSH into TVET training, first with a focus on supporting ToT of current modules and subsequently focusing on OSH for specific trades/profession, expanding OSH into apprenticeship programs and eventually into other TVET institutes. Consider conducting training in an actual workplace setting. It would be useful to explore specific OSH curriculum related to specific skill streams further down the track.

Recommendation 4: Look for opportunities to support training in managing mental health at work building on the focus on the ‘health’ aspect of OSH that has been brought on by the COVID-19 Pandemic. Additional subject matter could focus on issues that were highlighted by stakeholders during the evaluation as important such as substance abuse at work, occupational

diseases arising in specific sectors, violence and harassment at work, dust management and ventilation at work, and fire safety. In the delivery of occupational health including mental health at work training continue the partnerships with employer organisations such as MCEF and CSOs as well as other UN agencies. Since several stakeholders mentioned that the online format was less appealing and they struggled with the English language, consider conducting in person sessions and videos translated into local languages.

Recommendation 5: Continue with social media-based awareness programs but consider focusing the support on specific audiences with more agency to affect OSH for workers. Consider enlisting the collaboration of “influencers” to increase engagement in campaigns.

Recommendation 6: Promote the use of training materials developed by SHFA among other donors, development partners and other private sector and civil society organisations.

Recommendation 7: Consider further developing training materials from the project to be tailored and used in other countries in the region and beyond.

2 Project Background

2.1 Country context

Myanmar, identified as one of the least developed countries, has made notable strides in its economic development and in reducing poverty over the past ten years. The nation grappled with extensive economic, social, and religious disparities due to prolonged military governance, which persisted until the 2008 Constitution introduced signs of political and economic reform, albeit under military oversight.⁶ A cautious liberalization began in 2011 during a transitional military government, marking a “triple transition”: moving towards partial civilian governance, shifting from a planned to a more market-oriented economy, and navigating from extensive internal strife towards a military-led peace initiative.⁷ The 2015 democratic elections ignited swift economic growth (exceeding 7% annually) thanks to enhanced political stability, exchange rate unification, preliminary market liberalizations, regional market integration, and the modernization of economic and financial institutions.⁸ However, despite these favourable socio-economic advancements, pre-pandemic data indicates that millions remained susceptible to poverty amidst adverse conditions.

In 2020 and 2021, the situation substantially worsened as Myanmar's economy was buffeted by four major shocks— three COVID-19 waves and the coup in February 2021, which sparked conflict within the country. In 2021, Myanmar recorded the highest number of conflict events globally.⁹ This dual catastrophe triggered massive employment losses, hindered wage growth, and debilitated the already weak social protection frameworks.¹⁰ A Civil Disobedience Movement (CDM) emerged in which upwards of 400,000 civil servants, as well as members of the private sector, went on strike and boycotts, and mass protests and demonstrations took place in Myanmar's main cities. In April 2021, a group of ten of Myanmar's ethnic armed organisations that had been part of a nationwide ceasefire agreement with the military, including the Karen National Union (KNU), Restoration Council of Shan State (RCSS) and Chin National Front (CNF), issued a joint statement condemning the military's violent crackdown on anti-coup protestors and pledged support for the CDM. The junta subsequently extended its attacks and began launching airstrikes in Myanmar's ethnic states. On 16 April 2021, a parallel National Unity Government, with members of ethnic minority groups in senior roles, requested the international community to recognise their government over the junta.

Over the subsequent years leading up until the current time of November 2023, the country has been mired in civil war and a human rights and humanitarian crisis. An estimated 1.5 million people have been internally displaced, and approximately 60,000 civilian structures have reportedly been burnt or destroyed. Over 17.6 million people, or one-third of the overall

⁶ Croissant, A., & Kamerlin, J. (2013). Why Do Military Regimes Institutionalize? Constitution-making and Elections as Political Survival Strategy in Myanmar. *Asian Journal of Political Science*, 21(2), 105–125. <http://dx.doi.org/10.1080/02185377.2013.823797>

⁷ McCONNACHIE, K., HO, E., & KYED, H. (2022). Border Governance: Reframing political transition in Myanmar. *Modern Asian Studies*, 56(2), 471-503. doi:10.1017/S0026749X21000755

⁸ Pursch, S., Woodhouse, A., Woolcock, M., & Zurstrassen, M. (2017). Insights from Six Rounds of Research on Livelihoods and Social Change in Rural Communities. World Bank. Policy Research Working Paper 8055, found at <https://documents1.worldbank.org/curated/en/942201494420176178/pdf/WPS8055.pdf>

⁹ Boughton, D., Goeb, J., Lambrecht, I., Headey, D., Takeshima, H., Mahrt, K., Masias, I., Goudet, S., Ragasa, C., Maredia, M. K., Minten, B., & Diao, X. (2021). Impacts of COVID-19 on agricultural production and food systems in late transforming Southeast Asia: The case of Myanmar. *Agricultural Systems*, 188, 103026. <https://doi.org/10.1016/j.agsy.2020.103026>

¹⁰ Boughton, D., Headey, D., Mahrt, K., Cho, A., Minten, B., Aung, N., Diao, X., Goeb, J., & San, C. C. (2023). Double jeopardy: COVID-19, coup d'état and poverty in Myanmar. *Applied Economic Perspectives and Policy*.

population, require some form of humanitarian assistance. According to a report by the UN High Commission for Human Rights, the military has restricted the urgent need of conflict-affected communities to receive life-saving assistance. Even when humanitarian workers have been permitted access, their ability to deliver aid has been strictly limited and controlled.¹¹

Like most countries around the globe, over the implementation period, Myanmar was also hit by a severe COVID-19 wave, leading to many people to refer to a “double crisis”¹¹ The pandemic put a strain on Myanmar's already fragile healthcare system, with shortages of medical supplies and equipment, as well as healthcare workers. The “double crisis” of the coup and COVID-19 also resulted in significant economic and development decline in Myanmar over the implementation period. Employment contracted by 6% in the first quarter of 2021 (equivalent to 1.2 million job losses), with construction, garment and hospitality/tourism being among the hardest hit industries (job losses in those sectors of 35%, 31% and 25% respectively).¹² Around 220,000 workers in the garment industry lost their jobs during 2021. In August 2022, the ILO estimated that 1.1 million fewer women and men were employed since 2020 in an updated estimate that indicates a small recovery in jobs but well below 2020 levels. From the start of the Coup to November 2022, an estimated 64 garment factories have closed permanently, 140 have closed temporarily, and another 80 factories have reduced their workforce significantly.¹³ Labour productivity contracted by nearly 8 per cent in 2021 and a further 2 per cent in 2022, reversing the strong gains that had been made in previous years prior to the military takeover.

Rising fuel and food prices placed greater pressure on the economy and affected livelihoods. The kyat depreciated by more than 60%¹⁴, Food prices rose by 29%, and fuel prices by 71%, over 2021, according to the WFP¹⁵.

Real wages declined by 15% between 2017 and 2022. According to a survey by the ILO, over 70% of households stated they had resorted to liquidating assets, drawing down on savings, or borrowing as coping mechanisms to deal with wage and income losses. Construction, garment and hospitality/tourism were among the hardest hit industries (e.g. job losses in those sectors of 35%, 31% and 25%, respectively, in 2021).¹⁶

Women were hit especially hard. At nearly 11 percentage points, the drop in the employment-to-population ratio of women in Myanmar between 2017 and 2022 was double that of men. With job losses in both the public and private sectors, the female unemployment rate increased fivefold from 2% in 2017 to 10.2% in 2022. When terminated, women were also penalized in their

¹¹ <https://www.ohchr.org/en/press-briefing-notes/2023/06/myanmar-dire-humanitarian-and-human-rights-situation-compounded>.

¹² World Food Programme. (23/6/2023). Situation Report Myanmar. Retrieved from <https://www.wfp.org/publications/situation-report-myanmar>

¹³ RMIT University & CARE. (2022, November). COVID-19 and Military Coup on Garment Workers in Myanmar. Retrieved from <https://www.rmit.edu.au/content/dam/rmit/au/en/research/networks-centres-groups/bhright/BHRIGHT-and-CARE-COVID19-and-Military-Coup-on-Garment-Workers-in-Myanmar-Nov22.pdf>

¹⁴ <https://www.undp.org/press-releases/myanmar-urban-poverty-rates-set-triple-new-united-nations-survey-finds>

¹⁵ ILO, 19/7/2021, ILO estimates reveal heavy job losses in the first half of 2021 in Myanmar retrieved from https://www.ilo.org/global/about-the-ilo/newsroom/news/WCMS_814686/lang-en/index.htm

¹⁶ International Labour Organization. (2023) Myanmar Labour Market Update. Retrieved from https://www.ilo.org/wcmsp5/groups/public/---asia/---ro-bangkok/---ilo-yangon/documents/briefingnote/wcms_888644.pdf

access to severance payments; the average severance pay for men was around 42% higher than for women.¹⁷

The conflict has led to the displacement of hundreds of thousands of people, who have been forced to flee their homes due to the violence. Many of these people are now living in temporary shelters or with host families, and they are in urgent need of food, water, and medical care. According to the UN, an estimated 1,976,400 internally displaced people (IDPs) were reported across the country as of 2 October 2023, including 1,670,200 people newly displaced since February 2021 and estimated refugee movements to India and Thailand since February 2021 reached 95,000. Latest figures suggest that **17.6 million people require humanitarian aid in 2023, compared with 1 million** before the takeover. The country's Southeast Kayin, Kayah, Mon and Shan states as well as Bago (East) and Tanintharyi region's account for more than half of the newly displaced civilians. Another conflict area with pressing humanitarian needs is the North-West including Chin State, Magway Region and Sagaing Region¹⁸. The situation is a humanitarian crisis requiring core relief items (CRIs) to meet basic needs and maintain a minimum standard of living for IDPs since most people often leave behind their possessions during flight. For displaced people shelter assistance is also needed particularly as extreme poverty, lack of basic needs and civilian infrastructure have diminished the absorption capacity of host communities. Moreover, given the security risks, protection is also needed. Finally, according to UNHCR multi-purpose cash assistance (MPCA) is the preferred modality for assistance to forcibly displaced and stateless people.¹⁹

In the decades prior to the Coup there had been some improvement of OSH standards which was, to a large extent, led by foreign companies subject to pressure from shareholders and customers in the Global North to respect the rights and conditions of workers. Following the Coup, however, many foreign companies left Myanmar, leaving local and Chinese companies less concerned by OSH worsening the conditions of workers. For example, in the garment sector, reports showed workers in precarious employment, including casual or daily labour, irregular working hours and workers receiving lower pay and entitlements such as severance pay when workers are terminated not being granted.²⁰ Work contracts became intermittent, and factories often cease and commence work abruptly, leaving workers travelling to and from villages through conflict zones, putting their safety at risk. In a study by the Royal Melbourne Institute of Technology (RMIT) and Care International in November 2022 of 221 garment workers, including 90% women and 10% men, workers cited impacts they expected to experience in the future. 20% mentioned security concerns in the workplace and on the way to work, 67% said food commodity prices had increased, 38% said a scarcity of job opportunities, 53% said their overtime was cut, 43% said their work hours to be reduced and 49% said being laid off or terminated.

2.2 Project background

A lack of investment in occupational safety and health (OSH) leads to significant human tragedies and economic losses. Every day, **7,500 workers** die from work-related causes: 6,500 from diseases and 1,000 from occupational accidents. Also, almost **4% of the world's annual GDP** is lost due to these preventable incidents. The ILO Flagship program, Safety + Health for All focuses on prevention to promote a safe and healthy working environment, which is a fundamental principle and right at work. The programme mobilizes governments, employers' and workers'

¹⁷ https://www.ilo.org/wcmsp5/groups/public/---asia/---ro-bangkok/---ilo-yangon/documents/briefingnote/wcms_888644.pdf

¹⁸ <https://news.un.org/en/story/2022/02/1111812>

¹⁹ <https://reporting.unhcr.org/myanmar-emergency-regional-update-6330>

²⁰ https://www.ilo.org/wcmsp5/groups/public/---asia/---ro-bangkok/---ilo-yangon/documents/briefingnote/wcms_888644.pdf

organizations, and other key stakeholders to implement strategic interventions at all levels in a fast-evolving world of work. By 2022, Safety + Health for All has benefited, directly or indirectly, over 182 million workers in 23 countries.

In Myanmar, in the key economic sectors, workers have suffered from abuse of their rights at work due to OSH related risks. In the garment sector, workers experience risks due to exposure to chemicals, faulty machinery, electrical faults, fatigue due to long working hours and lack of provision of paid sick leave. As women make up the majority of workers in the garment sector they suffer disproportionately from these issues.²¹ In the construction sector, workers suffer from lack of access to sanitation facilities, lack of PPE, dangerous machinery, concrete dust and gases, working at heights and electrical safety, among other things²². In the tourism sector, workers experience *inter alia* injuries from lifting, pushing and manual handling, slips, trips and falls, hazardous chemicals, burns, scalds and cuts, electrical safety, gas safety, fire safety and violence and abuse.²³ In the agricultural sector, there are hazards related to the use of machinery, weather exposure and other factors but a major risk for agricultural work relates to exposure to chemicals used as fertilisers and pesticides.²⁴

The project builds on investment by the ILO in OSH for workers in Myanmar. The Vision Zero Fund (VZF) has been working since 2017 to prevent work-related deaths and injuries in Myanmar's ginger and garment supply chains. In its second phase, the project expanded its scope to the construction industry.²⁵ Between 2017-2021, the ILO integrated the Sustaining Competitive and Responsible Enterprises (SCORE) Global Project Phase III into support for Small and Medium Enterprise development. The SCORE project provides training for SMEs to improve productivity and working conditions through support for a network of business development service (BDS) providers to provide OSH training on a fee-for-service basis.

Safety and Health for All Workers in Myanmar is a 42-month project, originally planned to be implemented from March 2020 to December 2022, with a total budget of US\$1,625,832. The project was funded by the Ministry of Health, Labour, and Welfare of the Government of Japan and was implemented by the ILO-Yangon Office. It formed part of the Global Safety and Health for All Workers flagship programme.

The project design was built around the new Occupational Safety and Health (OSH) Law adopted by Myanmar's parliament in March 2019, a major step towards the Government's provisions for safer and healthier workplaces. The project components focused on tripartite institutions implementing regulations, policies and programs to support the integration of the law into bureaucratic and industry standards and practice. The Objectives in the project design were as follows:

Immediate Objective 1 (IO1): A holistic approach to ensure that the government, employers and workers adopt/revise governance instruments to build a promotional framework for OSH,
Immediate Objective 2 (IO2): Institutions such as the Ministry of Health and Sports, take policy and operational measures to enhance access to occupational health services,
Immediate Objective 3 (IO3): Social partners and educational institutions to implement programmes to address OSH issues,

²¹ https://www.ilo.org/wcmsp5/groups/public/---asia/---ro-bangkok/---ilo-yangon/documents/publication/wcms_706740.pdf

²² https://vzf.ilo.org/wp-content/uploads/2022/01/wcms_831678.pdf

²³ <https://yourpilla.com/blog/hospitality-risks>

²⁴ <https://vzf.ilo.org/insights/a-case-study-of-drivers-and-constraints-for-occupational-safety-and-health-improvement-in-the-ginger-global-value-chain-from-myanmar/>

²⁵ <https://vzf.ilo.org/countries/myanmar/#:~:text=The%20Vision%20Zero%20Fund%20has,address%20COVID%2D19%20in%20Myanmar.>

Immediate Objective 4 (IO4): Workers to increasingly demand Safe and Healthy workplaces.

One OPS team member from HQ and a regional technical specialist went on a scoping mission in November 2019, where the project idea was presented and discussed with tripartite constituents through a workshop. At that time, there was no regional specialist, so an HQ specialist backstopping the region undertook the mission. The project was initially expected to commence on March 1, 2020. However, the COVID-19 pandemic resulted in significant delays, including in staffing. The technical officer and finance and administration officers started on October 1 with preliminary activities, including the finalisation of the recruitments, which concluded in mid-November 2020 and was followed by further planning and implementation of activities. The project was presented at the Project Consultative Committee (PCC), the steering committee comprised of government, unions, employers, and ILO officials in November 2020. Between then and January 2021, meetings were held with the Myanmar Ministry of Labour, Immigration and Population (MoLIP) and the Ministry of Health and Sport (MoHS). First rounds of review of OSH regulations, particularly Business Registration and Recording and notification of Occupational Accidents, injuries and illnesses, were completed, and the initial work on Occupational Health Services Assessment and the Occupational Diseases List commenced.

Following the military coup of February 2021, the approach aimed at improving OSH for workers through a holistic approach built on strengthening the Government's policy, regulatory and institutional framework for OSH contained in the project design was no longer relevant in the operating context—the military attempt to take over led to a period of conflict. As a result, this program focused on strengthening Government policy and systems became completely inappropriate. Moreover, following the Coup, the ILO's work in Myanmar was guided by the UNCT "Myanmar UNCT Engagement in Current Context". Under this guidance, which was endorsed by UN headquarters, UN agencies, funds and programmes were instructed to discontinue all programmes and activities aimed at strengthening the de facto government institutions and all policy advice. The principles of engagement document also set out conditions for projects to remain in operation in Myanmar. Through March and April 2021, the project was required to undergo an internal review by ILO-Yangon officials to determine if the activities could be adjusted in the short term to avoid working with the de facto authorities. The project undertook the review and was deemed to have viable activities but was prohibited from engaging with the de facto authorities. The project did not undergo a redesign but instead sought to retain the components of the project that did not involve partnering with the Government. Objectives 1 and 2, which focused on strengthening government institutions, could not be implemented as major project partners included government agencies such as the Ministry of Health and Sports and the Ministry of Labour, Immigration and Population. Instead, the project focused on Objectives 3 & 4, which focused on social partners and education institutions and the demand for OSH among workers.

The project team sought out new stakeholders, listened to their needs and developed activities to address them. In identifying new activities, the team identified potential stakeholders or implementing partners and set up meetings to identify their needs and determine the project intervention's suitability. A cross-analysis was conducted between the original project objectives and outcomes and the current needs of the available constituents and newly identified available stakeholders. Where alignment or a connection was identified or could be made, activities went ahead. Regular check-ins with the project Chief Technical Officer and liaison between the project and the donor were undertaken to ensure the donor was on board with the planned activities. The SHFA project team also collaborated with the VZF team, utilising the stakeholder network and action plan to identify partners and activities.

In May 2022, an internal Mid Term Review (MTR) was conducted and recommended a project reprogramming, establishing a new theory of change and replacing obsolete immediate objectives with updated objectives aligned with the Safety + Health for All Flagship Programme Phase II and applicable to the current Myanmar context. However, under the donor's recommendation, the original design was retained.

2.3 Project duration

The Project was initially designed for an implementation period of 33 months, from 31 March 2020 to 31 December 2022. Owing to the political crisis and over four months of complete suspension of field activities (February to May 2021), combined with the rapidly spreading third wave of COVID-19 in mid-2021, the project received a nine-month extension until 31 December 2023.

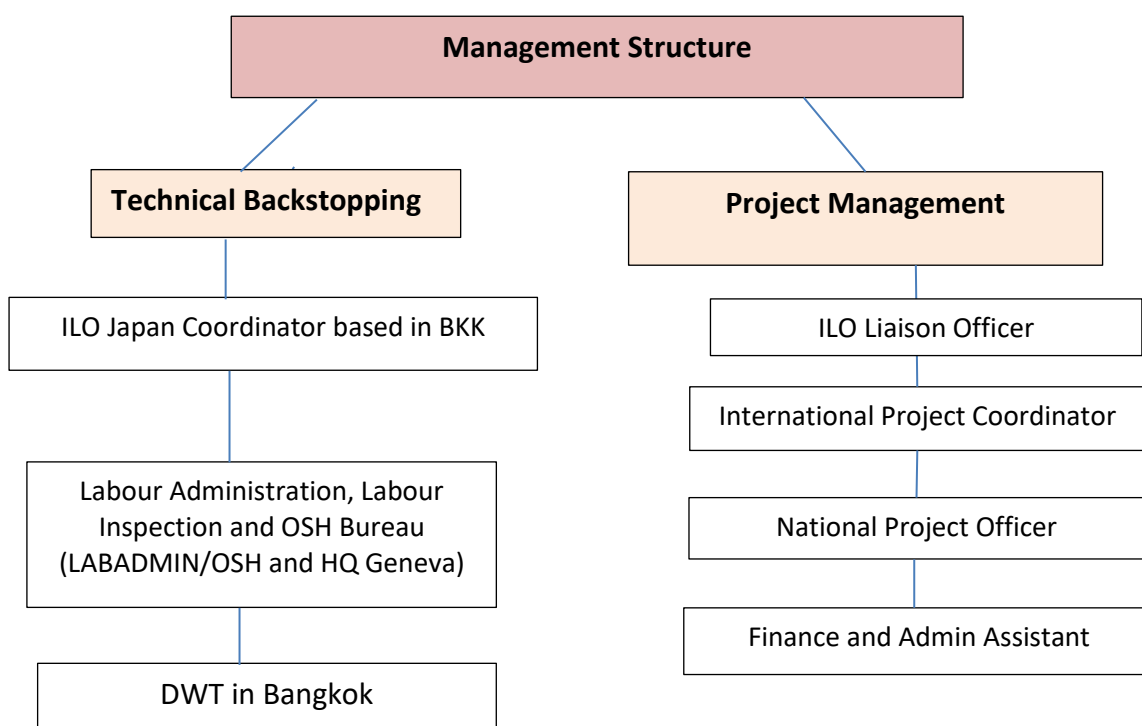
2.4 Geographical coverage

The project was initially intended to partner with tripartite agencies, including government departments, employer organisations such as the Chamber of Commerce and Trade Unions, and civil society organisations that have nationwide representation, including at regional, state and district levels. However, with the revised project scope following the military takeover, the support for various training programs run by employers, workers, and civil society organisations was based in Yangon. Due to conflict between the State Administrative Council (SAC) and armed resistance to the military junta gathered under the People's Defence Force (PDF), as well as ongoing ethnic-based insurgencies led by Ethnic Armed Organisations (EAOs), the risk by project and partner agency staff of being caught up in conflict and attacks if travelling around the country became paramount after the Coup. Focusing activities on Yangon was consistent with a do-no-harm principle in humanitarian action, notwithstanding that attacks and conflict also took place within Yangon.

2.5 Management arrangements

The management arrangements can be seen in Figure 1.

Figure 1: Management Structure



The project was decentralised to the ILO Liaison Office in Myanmar and placed under the direction of the ILO Liaison Officer in Yangon. The project was managed by an International Project Coordinator (IPC), a National Programme Officer, and an Administrative and Finance Assistant based in Yangon. In September 2022, the IPC position was interrupted; subsequently, until the end of the project, project activities were managed by the National Programme Officer reporting to the ILO Deputy Liaison Officer in the ILO Yangon Office.

Technical backstopping was provided by the ILO Japan Coordinator based in Bangkok, Thailand²⁶ and the Senior OSH Specialist at DWT also based in Bangkok, as well as the Labour Administration, Labour Inspection and OSH Bureau (LABADMIN/OSH and HQ Geneva,) including the Senior Administrator Programme Operations Officer and Monitoring and Evaluation (M&E) Officer in LABADMIN/OSH in Geneva HQ.

2.6 Project design

The project design, including Outcomes and Outputs, is detailed below. Because of the Military Coup and the subsequent principles of engagement issued by the UNCT team for interacting with the Tatmadaw government, known as the State Administrative Council (SAC), the original design could not be fully implemented.

Ultimate objective: Myanmar workers are safer and healthier	
Outcome 1: Immediate Objective 1 - Government, employers and workers adopt/revise governance instruments to build a promotional framework for OSH.	
Output 1.1. Myanmar national system for occupational safety and health is developed through implementation of the 2019 OSH law.	
1.1.1	Provide technical advice to the national drafting group on OSH regulations
1.1.2	Support the establishment and functioning of the National Tripartite OSH Council through high-level technical advice
1.1.3	Provide technical assistance to improve OSH data collection system including reporting and notification with tripartite constituents in line with ILO Protocol 155
Output 1.2. The development, adoption, implementation and monitoring of a national OSH programme for Myanmar is supported.	
1.2.1	Support tripartite constituents in the drafting of the National OSH Programme
1.2.2	Launch the National OSH Programme
1.2.3	Support the implementation and monitoring of the national OSH Programme
Output 1.3. Technical advice to facilitate the ratification and implementation of ILO Convention N. 187 and potentially other core ILO OSH conventions is provided.	
1.3.1	Hold a tripartite workshop to present the ILO Convention(s) proposed for ratification as well as the Myanmar government duties accompanying such ratification.
1.3.2	Support the development of a feasibility study and/or an Action Plan to accompany the ratification process)
Outcome 2: Immediate Objective 2 – Institutions, and in particular the Ministry of Health and Sports, take policy and operational measures to enhance access to occupational services.	
Output 2.1. – Workers’ access to occupational health services is improved in line with ILO Convention No. 161	
2.1.1	Carry out an assessment of occupational health services in Myanmar
2.1.2	Share the report’s findings and support its validation with tripartite constituents
2.1.3	Pilot selected recommendations to improve workers’ access to occupational health services
Output 2.2. – Capacity of constituents and institutions to enhance occupational health is improved.	
2.2.1	Provide training to the SSB to apply the Myanmar updated list of occupational diseases for compensation and prevention
2.2.2	Build the capacity on industrial hygienists to assess and monitor working environment

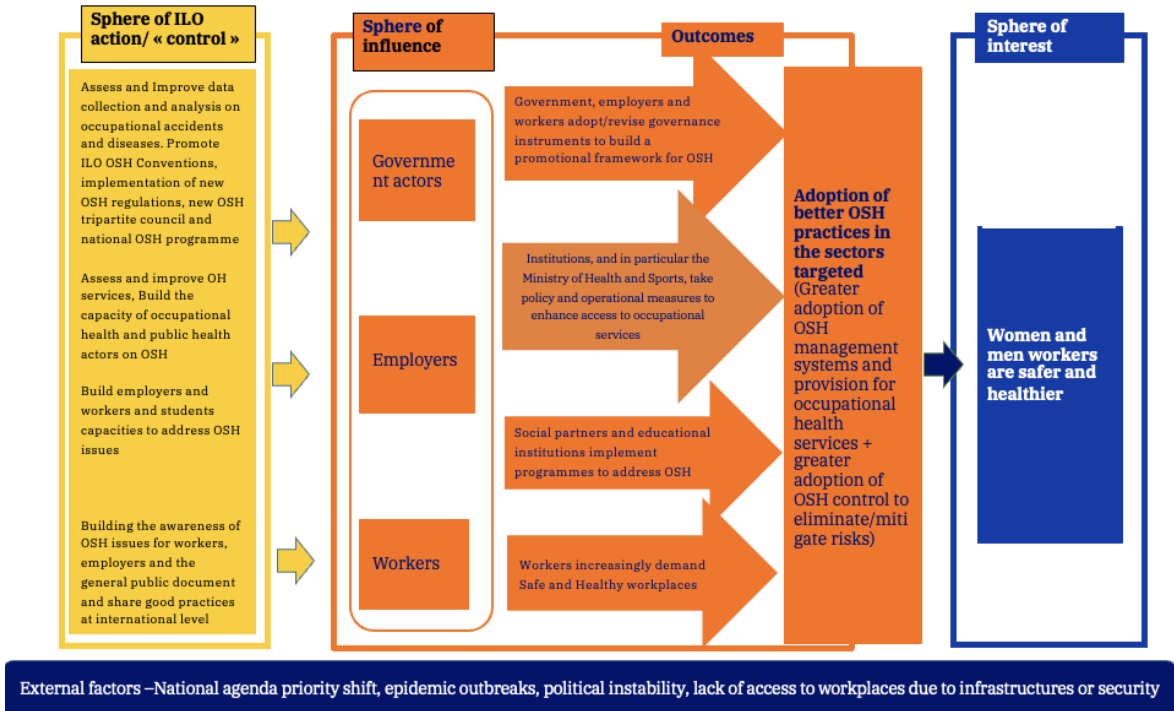
²⁶ The CTA for the Project also oversees all ILO projects funded by the Ministry of Labour, Japan in the region.

Outcome 3: Immediate Objective 3: Social partners and educational institutions implement programmes to address OSH.	
Output 3.1. The capacity of employers and workers to promote OSH is enhanced.	
3.1.1	Provide training to workers and employers on reporting and notification systems
3.1.2	Provide training to workers and employers on occupational health including occupational diseases and its prevention and workplace health promotion
Output 3.2. OSH is mainstreamed into education.	
3.2.1	Support the development/strengthening of OSH modules into TVET with particular focus on occupational health
3.2.2	Support the OSH training centre in developing its research capacity
Outcome 4: Immediate Objective 4: Workers increasingly demand Safe and Healthy workplaces.	
Output 4.1 Awareness on the newly adopted OSH framework and health promotion is fostered.	
4.1.1	Support tripartite constituents in the development of an awareness-raising campaign in line with the selected themes relevant to the project
4.1.2	Develop, in consultation with the tripartite constituents, awareness raising materials as outlined in the plan
4.1.3	Hold a series of awareness raising events in line with the adopted plan
Output 4.2. Myanmar OSH good practices are widely shared at regional and global level.	
4.2.1	Document a selection of good practices on OSH in Myanmar
4.2.2	Share good OSH practices between Myanmar and the global OSH community (including ASEAN-OSHNET)

2.7 Theory of Change

The Theory of Change, including the Sphere of ILO activities, outcomes and sphere of interest, is detailed below. Because of the military coup and the UNCT principles of engagement in interacting with the SAC, the ToC could not be implemented.

Annex A: Theory of Change Visualisation



2.8 Project Results

The following activities were implemented based on the revised approach to implementation after the review of the UNCT Principles of Engagement.

2.8.1 COVID-19 Prevention Training

The project developed COVID-19 prevention training materials, including a PowerPoint presentation, learners guide and trainers’ manuals in Myanmar and English. This training was delivered to 15 volunteers (5 male and ten female) from the Skills for Humanity (SFH) organisation, which also subsequently trained and supported 1564 informal and non-unionized workers (825 male, 739 female) with COVID-19 prevention support materials. SFH also distributed food and non-food items to beneficiaries experiencing harassment by the military.

Working with WHO and the ILO TRIANGLE project, SHFA also trained 31 (11 male, 20 female) migrant workers representatives from the CTUM Migrant Resource Centre (MCR) in Kayin State. Additionally, 550 returning migrant workers (300 male, 250 female) were provided COVID-19 prevention support materials.

2.8.2 OSH related training

In September 2021, the ILO and the United Nations Institute for Training and Research (UNITAR) launched a virtual training on the Globally Harmonized System of Classification and Labelling of Chemicals (GHS). The project, jointly with a VZF-funded project, supported the participation of 14 industrial hygienists (9 Females, 5 Males), including representatives from the Union of Myanmar

Federation of Chamber of Commerce (UMFCCI) and independent OSH consultants engaging in construction, garment, and agriculture sectors to attend the training from March to June 2022.

This was followed by a webinar, organised by both projects' team, in collaboration with UNITAR, allowing participants to share updates on the chemical-related work they engaged in.

Additionally, in partnership with the VZF project, three Safety Data Sheets, namely, Chrysotile (Asbestos), Diethylene Glycylglycine Ether and Lead into Myanmar Language applicable to the construction sector were translated into Burmese in consultation with the MCEF.

Moreover, 10 participants from private OSH organisations were supported by the (virtual) XXII World Congress for Safety and Health at Work in 2021 in collaboration with the VZF project.

Lastly, the project sponsored two days of a hybrid sub-regional workshop on mainstreaming OSH in promoting Fundamental Principles and Rights at Work (FPRW), reaching 18 participants from workers and employers' organisations from ASEAN Member States, including the People's Republic of China.

2.8.3 Training in management of mental health at work

The project conducted awareness raising information sharing sessions in 2022 on Mental Health at Work for 1) 21 employers from the Myanmar Construction Entrepreneur Federation (MCEF) via the VZF-funded project, 2) 13 CSO members such as Skill for Humanity (SFH), Myanmar Centre for Responsible Business (MCRB), and Labour Rights Organization, 3) 34 members of Migrant Civil Society Organizations and Confederation of Trade Unions, Myanmar (CTUM) via the ILO-TRIANGLE Project. The same information-sharing sessions were provided to over 598 Workers across six batches as part of an Initiative for unemployed women workers led by the VZF-funded project in 2022. These information-sharing sessions included concepts on OSH perspectives on mental health, such as the introduction of psychosocial hazards at work, workers' roles and employers' responsibilities, and information on professional support available throughout the country.

2.8.4 Support for Integration of OSH into TVET Training at the non-for-profit TVET Institute CVT Myanmar

SHFA partnered with a not-for-profit TVET institute, CVT Myanmar, to promote OSH. This activity primarily targeted the TVET students who are prospective workers and introduced the training topic of recording and notification of occupational accidents and injuries. The project team provided a training package for the development and integration of OSH modules into curricula with a focus on recording and notifying all students of occupational accidents and diseases commonly applied to them at CVT, followed by a ToT for 25 CVT Myanmar trainers. The ToT commenced with the importance of recording and notification of occupational accidents and diseases and highlighting the significances found in ILO OSH-related tools, such as C155, P155 followed by defining reporting, recording and notification of what is required to record and notify where a conceptualisation of occupational accidents, occupational diseases, and dangerous occurrences was introduced.

Participants were trained on the benefits and usefulness of recording and notification of occupational accidents and diseases, including the usefulness of collecting these data to understand the causes of dangerous occurrences, diseases or accident and to implement further measures to prevent them. These insights were also delivered by contextualising the steps to be taken as employers and workers, as well as the obligations under the national laws in Myanmar. One of the common concerns around the consequences of reporting and notifying occupational accidents and diseases was also addressed by highlighting the necessary arrangements that employers should put in place, including the prevention of retaliation or disciplinary measures against workers for reporting, as well as the need to ensure confidentiality of all personal and medical information. Lastly, videos were also shared with participants on the reporting and

notification of occupational accidents and diseases and suggested exercises to be taken when delivering the training sessions for the students. In 2023, the project supported the integration of OSH into five subjects: Business Administration, Metal Technician, Electrician, Furniture Technician and Hospitality. Moreover, CVT trainers trained 75 CVT Myanmar students on the training package, proving the sustainability of this activity (See Section 4.5 Sustainability and Impact Orientation).

2.8.5 Improving public awareness of OSH

In 2022, the project team, in collaboration with the VZF-funded project, supported OSH-related social media campaigns with the theme “Let’s Build the Workplace Safe and Healthy Together” to commemorate SafeDay 2022. The social media campaign launched on Facebook reached 3,123,493 people. The campaign included one OSH Animation/Cartoon Story on OSH Management at Workplace, five animations and one graphic post on COVID-19, one animation and four graphic posts on mental health awareness at work, a press release in English and Burmese and an OpEd in English and Burmese.

3 Approach to the Evaluation

3.1 Evaluation purpose

The purpose of this independent final evaluation of this Project is two-fold. The first purpose is accountability to the beneficiaries, tripartite constituents and the donor. As the programme nears its end date, the final evaluation assesses the project's performance during its implementation period, as well as its success in achieving its planned results and objectives. This assessment considers the relevance and validity of design, coherence, effectiveness -including the effectiveness of management arrangement-, efficiency, impact and sustainability of the ILO’s strategy, project approach and interventions. The effect of the ongoing pandemic and political turmoil in the country is at the heart of the assessment.

The evaluation also looked forward. Its second purpose is to draw lessons and good practices from the project implementation so that the ILO, the project donor and stakeholders can improve future projects and programmes of similar nature, working in similar circumstances, both within and outside Myanmar and the targeted project areas. While no immediate follow-up support is planned after the end of the project, such as a subsequent phase, the findings are helpful should further activities take place in the space in the future.

3.2 Evaluation scope

The scope of the final independent evaluation covers the entire project period, encompassing all activities and components under the direct responsibility of the ILO from its start in March 2020 up to the actual time of the final evaluation in late 2023.

The evaluation integrates gender equality, disability inclusion, and non-discrimination, as well as the impact of COVID-19 throughout its deliverables and process. It was addressed in line with ILO/EVAL Guidance Note no. 3.1 and Guidance Note no 4.5 on ensuring stakeholder participation. It also analyses the project’s relevance to the ILO’s global programme framework, including Programme & Budget, project contribution to SDGs (Myanmar sustainable development plan 2018-30) and UN country frameworks, and the COVID-19 response.

3.3 Evaluation client/s

The clients of this evaluation include as primary users the Government of Japan and ILO units directly and indirectly involved in supporting the implementation of the project, including the ILO

Liaison Office in Myanmar, the Regional Office of Asia and the Pacific, Decent Work Team (DWT) in Bangkok and the Labour Administration, Labour Inspection and Occupational Safety and Health (OSH) branch in Geneva. Due to security concerns, the report will not be shared with the secondary users, who are the stakeholders in Myanmar.

3.4 Evaluation criteria and questions

The independent final evaluation will adhere to the six OECD Development Assistance Committee (DAC) evaluation criteria that serve as the basis upon which evaluative judgements are made, including:

- Relevance and strategic fit: the extent to which the intervention objectives and design responded to beneficiaries', global, country, and partner/institution needs, policies, and priorities and will continue to do so if circumstances change.
- Coherence: the compatibility of the intervention with other interventions in a country, sector or Institution
- Effectiveness of project implementation: the extent to which the intervention achieved or is expected to achieve its objectives and results, including any differential results across groups.
- Efficiency of resource use: the extent to which the intervention delivered, or is likely to deliver, results in an efficient and timely manner.
- Sustainability: the extent to which the net benefits of the intervention continue or are likely to continue.
- Impact orientation: the extent to which the intervention has generated or is expected to generate significant positive or negative, intended or unintended, higher-level effects.

3.5 Evaluation methodology

The Consultant's approach to the evaluation involves a qualitative-led mixed methodology that combines a review of documentation and consultations to produce robust findings and conclusions. Data was collected from secondary and primary sources, including a desk review of relevant documents listed in Annex 3, which identified key issues to be investigated and probed through primary data collection. Consultations were then conducted with essential project stakeholders. Due to travel restrictions, all interviews were conducted remotely. A 'critical reflection process' was also facilitated, involving a workshop with stakeholders and the sharing of the draft report to stakeholders for comments and inputs.

Inferences on the project are analytical rather than statistical. Conclusions are based on evidence and reasoning, drawing on different forms of evidence rather than statistical probability. The combination of a range of methods drawing on both subjective and objective methods provides a balanced and insightful approach to addressing the key evaluation questions and sub-questions.

The evaluation complies with evaluation norms and standards and adhered to the relevant parts of the ILO evaluation policy and ILO evaluation strategy. The review follows ethical safeguards specified in the ILO's evaluation procedures.²⁷ Gender equality is addressed during the collection & analysis of information. The evaluation integrated a gender-responsive methodology, tools and data analysis, including sex-disaggregated data. This evaluation also draws on a mid-term self-evaluation conducted in May 2022.

²⁷ The ILO adheres to the UN system of evaluation norms and standards as well as to the OECD/DAC Evaluation Quality Standards.

3.6 Evaluation limitations

All evaluations and reviews have limitations in terms of time and resources. Some limitations pertaining to this evaluation are outlined below:

Time constraints: the rigour of the data gathering analysis was constrained to some degree by the time available. The final evaluation team was only able to consult with some key stakeholders, particularly for follow-up meetings and discussions. The evaluator strengthened data by drawing on previous evaluations, impact assessments and reviews to support analysis.

Online modality: Due to travel restrictions to rural areas, the evaluator could not visit stakeholders, but interviews were conducted online. The evaluator triangulated information from several sources, such as project documents, project staff and village-level stakeholders.

Attribution: ILO works in a fluid and dynamic environment (particularly for skills development and institutional strengthening), and many factors influence performance and operational efficiency. Defining and identifying specific areas of attribution remained challenging at best. The development and application of an Evaluation Question Matrix helped to clarify attribution.

3.7 Ethical considerations

The evaluation adheres to the ILO's Code of Conduct and the Australasian Evaluation Society's (AES) Guidelines for the Ethical Conduct of Evaluations and to relevant ILO standards and guidelines outlined in the Terms of Reference (ToR) (e.g. M&E Standards).

The evaluation fully informed the interview and group discussion participants of the purpose of the review and how the information will be used, and that their participation was voluntary and conditional on their approval. If an interviewee was uncomfortable or unwilling to answer any question, the evaluation did not pursue the line of questioning. Finally, the evaluation ensured the findings were discussed and presented in an accountable and transparent manner and that all dealings with stakeholders were conducted professionally and mutually respectfully. Given the sensitivity of the context, all stakeholder groups were treated with integrity and respect for confidentiality. Respondents' identities were protected and will not be disclosed.

4 Key Findings and Analysis

The following section summarises key findings against the six evaluation criteria.

4.1 Relevance

This section looks at how the project is relevant to the needs and strategically a good idea in the operating context. In addressing this question, the evaluation questions guide the issues that need to be considered including:

- In what ways have recent events, including the 2021 coup d'état and the COVID-19 pandemic, affected the project's relevance (including the high-level project goal and outcomes but also at the output level)? Was the project able to respond to the changing circumstances so that it remained relevant?
- To what extent does the project align with beneficiary needs, including (i) youth and (ii) women?
- What are ILO's comparative advantages and disadvantages, and what value is it positioned to add in the context of the current situation in Myanmar? Has the project helped to maximise the ILO's role? Why or why not?
- Has the project integrated the ILO cross-cutting themes into its design and implementation (E.g. ILS, social dialogue and tripartism, gender and non-discrimination and just transition)? Has the current situation posed more challenges on some cross cutting issues than others? How has the project used opportunities to work on cross cutting issues that were more viable?

As described under Section 2.1 Country Context, the operating context changed dramatically from the time of the design to the implementation period due to the Military Coup of February 2021 and the COVID-19 pandemic. The project team were unable to partner with the Government as a counterpart due to the UNCT Principles of Engagement and the resulting inappropriateness of the design as focussed on strengthening public sector institutions during a time of civil war. Moreover, in the immediate aftermath of the military takeover, tripartite mechanisms facilitating social dialogue, including the Project Coordination Committee, broke down as union representatives officially withdrew in protest.

While the ILO does not have a mandate for emergency response, being a normative agency enables it to maintain a platform in the country without risking conflictual situations with the military. The normative mandate was instrumental in the Commission of Inquiry in Myanmar that was established by the [ILO Governing Body](#) in March 2022, following the takeover by the Myanmar military authorities in February 2021 and the military's suppression of pro-democracy protests.²⁸ The Commission of Inquiry urged the Myanmar military authorities to meet its obligations under the [Freedom of Association and Protection of the Right to Organise Convention, 1948 \(No.87\)](#) and the [Forced Labour Convention, 1930 \(No.29\)](#) and immediately cease all forms of violence, torture and other inhumane treatment against trade unionists and to end all forms of forced or compulsory labour. Since the Military has signed onto the Convention, it does not aggressively oppose the platform.

Building out from a normative mandate, the ILO has been able to maintain a presence and continue its long-term body of work on improving or at least preventing a giant backward slide in conditions for workers.

²⁸ A Commission of Inquiry is the ILO's highest-level investigative procedure and is generally set up when a member State is accused of committing persistent and serious violations and has repeatedly refused to address them.

OSH for workers remained relevant as a **need**. After the Military launched a coup in February 2021, the situation in Myanmar descended into a humanitarian crisis. Conflict ensued between the military and ethnic armed organisations and the People's Defence Force (PDF), an ad hoc group of people opposed to the military takeover. Many people were displaced, and the situation represented a humanitarian crisis requiring the supply of core relief items, shelter assistance and cash transfers to meet basic needs.

In this context, OSH for workers could be seen as less of a need than humanitarian support focused on addressing the basic needs of the population. However, since the military coup in Myanmar, problems of rights abuses and poor working conditions among workers have persisted and addressing these issues remains a priority. Before the coup, the improvement of OSH standards was primarily led by foreign companies subject to pressure from shareholders and customers in the Global North to respect the rights and conditions of workers. However, many foreign companies left Myanmar, leaving local and local-Chinese joint venture companies, whose limited interest in OSH worsened the already inadequate working conditions. Therefore, OSH in the current context remains a pressing priority.

Moreover, following the double crisis, there was a growth in interest in OSH issues among businesses and social organisations. The COVID-19 outbreaks that exposed the lack of preparedness for a pandemic in workplaces and the healthcare system resulted in a spike in interest in occupational health issues. Demand for knowledge and skills related to managing infectious diseases in the workplace (COVID-19) and interest in mental health were significant drivers of this interest. Also, many organisations used the current economic slowdown and, in some cases, suspension of activities to improve knowledge and skills, including on OSH.

Furthermore, the **approach** taken by the Project team also remained relevant. The project design focused on strengthening national institutions as the main driver for improvements, and this approach became irrelevant in the context of the breakdown of governance. However, in adapting the Project to focus only on Objectives 3 and 4, the Project can be seen to have selected partners and activities relevant to the crisis context and in line with the ultimate aims of the project, including tripartite partners, social enterprises, consultants and CSOs. The activities addressed the third and fourth objectives of the project design (supporting OSH for workers) and the new needs of workers that arose out of the post-coup context. Also, by building off new partnerships, the project learned of the needs of beneficiaries related to project objectives and opened avenues for new activities. Furthermore, by addressing the ad hoc or emergency needs, the project gained the attention of new stakeholders, resulting in the opportunity to share the project's original objectives with them. The scenario of a partial opportunity loss as a consequence of the coup was noted and the importance of OSH work and commitment by the "government" to ensure sustainability of the issues is understood, but not to the extent that OSH could not be addressed and adopted without it.

Relevance of Partnerships and Activities Selected to the Context and the Objectives of SHFA

Overall, the project has selected partners and activities that were relevant to the crisis context and in line with the ultimate aims of the project, including tripartite partners, social enterprises, consultants and CSOs. The activities addressed the objectives of the project design (supporting OSH for workers) and the new needs of workers that arose out of the context. Also, by building off new partnerships with non-traditional organisations, the project learned of the needs of beneficiaries and opened avenues for new activities. By addressing the ad hoc or emergency needs, the project gained the attention of new stakeholders, resulting in the opportunity to educate them on the project's original objectives. Overall, this approach can be seen as both responsive and appropriate in a rapidly changing, unstable context, but still focused on the project aims. Table 1 identifies the relevance of the SFHA approach.

Table 1: Relevance of Partnerships and Activities Selected to the Context and the Objectives of SHFA

Project activity	Relevance of Partner	Relevance of Activity	
Covid-19 Activities	Skills for Humanity (SFH): relevant as a CSO working on the ground to assist displaced communities	Highly relevant to addressing urgent needs of the population to avoid illness and death, particularly given the poor quality of the public health response. The provision of food and NFIs to informal workers was also relevant given the loss of homes and livelihoods experienced by people in the context, albeit, limited in context.	Primary targets for this project included union workers as well as informal and formal workers at high risk of COVID-19 residing within Yangon, totaling in the number of 300 households, with a budget of
	WHO: Relevant as a UN Agency focused on health in regard to strengthening the health aspect of OSH particularly in light of COVID-19 and mental health challenges ILO TRIANGLE: relevant to strengthen coordination within ILO, particularly on regional/national approaches		31 (11 male, 20 female) migrant workers representatives from the CTUM Migrant Resource Centre (MCR) in Kayin State.
OSH Related Training	UMFCCI: Relevant to work with an employer organisation, the only tripartite partner still available in the context. Moreover, as employers are ultimately the ones who control OSH conditions, they really are key. Private Sector OSH Consultants: some of these trainers had previously received SCORE training and so were already in the ILO orbit. Due to the downturn, there is currently less demand for their services so it's a good approach to support them for ensuring the sustainability of previous ILO interventions.	The UNITAR training and the translation of the datasheets was highly relevant given the lack of knowledge and levels of exposure to toxic chemicals in the construction industry.	14 participants, (9 Females, 5 Males) from the Union of Myanmar Federation of Chamber of Commerce (UMFCCI) and independent OSH consultants engaging in construction and garment industry
Mental health awareness at work	VZF: Relevant as an ILO project from the same flagship program but based on an approach of supply chain improvement rather than Government led policy framework.	Support for mental health is highly relevant to the needs of workers both in relation to OSH and in the wake of the double crisis. While mental health was certainly an issue in Myanmar before, it has	Members of employers' organizations, workers' organizations, and civil society organizations

	MCEF: highly relevant to work with an employer organisation given the power employers have in regard to workers OSH.	wholly been exacerbated by the military coup and the subsequent, and ongoing, destruction that has followed. Even for those who have not directly experienced extreme traumatic experiences (like being imprisoned, physically attacked etc.), anyone with a Facebook account has been exposed to content including violence and abuse that poses severe mental health risks. Workers are facing unemployment, livelihood insecurity and threats to safety as they travel for employment. Seeking help for mental health issues is not yet normalised in Myanmar as it carries stigma. Focusing on mental health also fits with a greater level of emphasis on health in OSH which is being developed through enhanced collaboration with WHO.	
Integration of OSH into TVET Training	CVT Myanmar. Highly relevant to work with a TVET training institute as one avenue that is still possible given that tripartite approaches are not.	The activity is highly relevant to the aim of the project and involved working through a more pathway under the current circumstance of reaching employers and workers through private TVET training rather than the Government.	25 CVT Myanmar trainers on OSHMS and Risk Assessment Control in late 2022 50 trainers from the Myanmar Private TVET Association (MPTA), and 75 CVT Myanmar students from late October 2023 to mid-November 2023
Social media and in person Photo Exhibition	Rice Communications, Sin Sa Bar and Photodoc Association as communications agencies with an advocacy focus. They are relevant to partner due to their expertise in communications and in influencing and gaining	The activity is relevant to the objectives of the project by increasing awareness of OSH among the population.	Social media consumers in Myanmar, Thailand and other SEA countries.

	traction on social media as well as for their commitment to social rights.		
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4.2 Coherence

The criterion of coherence looks at whether the project coordinated well with other initiatives in the area. Specifically, this section looks at:

- Has the project's Theory of Change remained logical and coherent in the operational context throughout the project?
- To the extent that circumstances challenged the ToC, has the project team responded effectively?
- Has the project remained coherent over the duration of implementation?

Findings pertaining to coherence on the project were mixed. This is reflected in the findings of the MTR. On the one hand, in the survey conducted as part of the MTR, more than half of the survey respondents reported that they had not seen any indication or any duplication in effort, lack of harmonised effort, and any incoherent traits from the SHFA Myanmar project intervention(s). However, one respondent did. Another respondent highlighted that the continued tense political situation and the COVID-19 infections could be obstacles to the coherent implementation of the SHFA Project.

Activities were focused on the overall aims of the project and were relevant to current conditions and beneficiary needs; however, there was no overall institutional basis for the project that could facilitate integration, adoption, and scaling out of outcomes. According to the original Theory of Change, the project would have supported the Government in integrating OSH Laws into policies and procedures that would have, in turn, been introduced to employers to put into place with advocacy from unions and other social organisations. This ToC was not followed on the project. Other development pathways emerged, such as introducing OSH to employers through TVET training and supporting employers in introducing mental health awareness to workers that they could scale out. However, the logic of these pathways was not fully expanded upon in project documentation, mainly due to the donor's decision not to support a redesign as was recommended by the self-MTR in 2022. Given the instability of the context and the lack of functionality of institutions, it is entirely understandable that activities were not consolidated holistically. However, beneficiary numbers were quite small without inbuilt mechanisms to institutionalise innovations introduced by the Project, and there were delays on the project, which shortened the implementation period. Several activities would benefit from being further developed and scaled in the future, if this is a possibility, under current programming constraints.

In regard to coordinating with other interventions, the project coordinated well with other ILO and UN projects, leveraging collaboration with other existing projects under the ILO-Yangon office, including the VZF Project under the ILO Safety + Health for All Flagship Programme, including the OSH awareness-raising campaign on COVID-19 and mental health at work through social media as association with the Safeway 2022. The project also worked with the WHO and ILO TRIANGLE project in training migrant workers' representatives from the CTUM Migrant Resource Centre (MCR) in Kayin State.

4.3 Effectiveness

The criterion of effectiveness relates to whether the project was implemented effectively. Specific questions addressed in this section include:

- To what extent and quality has the project achieved, or is expected to achieve, planned outputs and objectives?
- Which factors supported or hindered the project results? How well did the project adapt to these?
- To what extent were the social partners and stakeholders engaged in the design and delivery phases?
- What outputs have not been produced and why?
- How effective has the backstopping support provided by ILO DWT in Bangkok and HQ been?
- Did the project tackle all ILO's cross-cutting issues through its implementation and outcomes as planned?

An analysis of the effectiveness of the project needs to be proceeded with a recognition that the project team experienced many difficulties in commencing the project, including the delays and resetting of the project's scope due to the double crisis. The project team needed to develop a new network of stakeholders, whose respondents informed the evaluator, as theirs was a new project. Moreover, due to travel restrictions related to the COVID-19 Pandemic and the Coup, the Technical Officer (TO), based in Canada, could not mobilise to Yangon but worked on a 12-hour time difference. This situation continued until the TO's contract was cut short in September 2022 due to a perceived excessive expense of the arrangement.

Under these circumstances, the project team responded well in developing a network and a suite of activities, which are described under Section 2.8 Project Results.

It is discussed under Section 4.2: Coherence that the departure from the original design meant that the project operated without an operational Theory of Change. Aside from issues pertaining to the lack of institutionalisation or scaling of innovations, a further consequence of this reality was that there was a lack of a clear framework for evaluating the overall effectiveness of the project, including the link between activities, outputs, outcomes and higher-level objectives. Also, there were challenges around the communication between the project team and the backstopping office from DWT-Bangkok about the approach to activities. For example, the training materials for the CVT training were initially developed by the Yangon office to include a specialist curriculum for different occupations, but this was not supported by the ROAP DWT office due to the quality not meeting ILO requirements. Modifications of materials were subsequently required, which took time. Earlier consultation on this activity and others may have improved the efficiency of the project.

The OSH Specialist based in Bangkok, part of the DWT, was very strong technically and committed to supporting the project. The LABADMIN/OSH team in Geneva were also highly experienced in designing, supporting the rollout of, monitoring and evaluating projects supporting OSH for workers across the Global South. However, consultation on project activities with Bangkok and HQ took place once the design and implementation of activities was already quite advanced. When there were some differences of opinion between the offices on the objectives and approach of activities, some redesigns were required, leading to inefficiencies. A lesson learned on how this could be addressed is to ensure sufficient communication about activities up front and develop activity documents, in whatever form, that all involved can agree upon before commencing activities. These documents should mention links between activities and higher-level objectives, monitoring approaches and potential pathways for sustainability.

Another issue was that due to the delays in project commencement and the time taken during implementation to design a suite of activities, the scope and duration of activities could have been improved. In some cases, if future funding became available, the activities could lead to a

larger, longer-term body of programming. The possibilities to continue work are discussed in Section 4.5: Sustainability. The following paragraphs review the effectiveness of individual activities. The evaluator relied on results from pre and post-survey tests, where available, and qualitative interviews with stakeholders.

4.3.1 COVID-19 Prevention Training

Pre/post-training assessments were unavailable to the evaluator; however, stakeholders reported that the COVID-19 prevention training provided to enterprises and informal and unemployed workers in collaboration with UMFCCI, CTUM, and SFH was practical and useful. For example, a representative from SFH informed the consultant that informal railway workers were dying from COVID with little knowledge of the mitigation measures necessary. The training materials developed for these activities have subsequently been used on other projects.

4.3.2 OSH related training and events

In regard to the UNITAR GHS training, the consultant did not access any pre/post training surveys. Stakeholders who attended the training interviewed for the evaluation included consultants who provided OSH and business management training to garment factories who had been previously trained through the SCORE program. Respondents stated that the information learned was interesting and important for Myanmar, given that there was a low level of understanding of safe use of chemicals, although they are used widely. One respondent said they were not able to apply their training, and another said that it was useful for his work, but the demand for his business training from companies had decreased due to the economic downturn. The translation of the three Safety Data Sheets namely, Chrysotile (Asbestos), Diethylene Glycoldiglycide Ether and Lead into Burmese in consultation with MCEF were well regarded by stakeholders. Despite Myanmar having adopted GHS and has existing frameworks in legislation, classification and labelling standards that could accommodate the GHS²⁹, no SDS has been translated to date. Thus, such information in Myanmar language could enable employers to develop an active programme of worker protection measures, including training.

The 10 participants from private OSH organizations who were supported by the project to attend the (virtual) XXII World Congress for Safety and Health at Work 2021 in collaboration with the VZF project 2021, said that the training was a useful opportunity. One respondent said that they struggled with the English and, due to the fact that the legal framework had not been developed in Myanmar it was less applicable at home but still useful to get a sense of developments globally.

4.3.3 Mental health awareness at work training

In relation to the mental health training provided to unemployed workers in collaboration with the VZF project involving MCEF and CTUM, stakeholders representing these agencies who participated in the evaluation stated that it was very important as stress was very high among workers, particularly the unemployed. The strategies and approaches taught in the training were very useful in helping people to cope with their situation. It was noted that the initiative to separate women from men during the break out sessions helped participants to speak more freely.

Pre-training surveys for the CfT program measured the level of existing perceptions on mental health stigma, level of willingness to listen to and talk about mental health issues with colleagues and managers, as well as to look for professional support when necessary. The pre-training survey found that 28% of the participants were willing to listen to and talk about mental health issues at work, and about 32% of the participants were willing to seek professional support. On the other

²⁹ UNECE (2021). GHS Implementation: Implementation by Country. (Retrieved from: [GHS implementation: Implementation by country | UNECE](#))

hand the post-training survey captured that 87% of the participants were willing to listen to and talk about mental health issues with colleagues and managers, and to look for mental health professional support as necessary showing a big influence of the training.

Additionally, the post-activity survey captured participants' further interest in OSH and ways to improve the awareness-raising sessions. There were suggestions that future awareness-raising sessions would better be conducted through in-person settings as well as the mechanism to reach wider beneficiaries, for instance, through video production in local languages to promote awareness of mental health at work. The post-training survey has also captured specific OSH subjects of the participants' interest, which would form future opportunities for the project. These included substance abuse at work, occupational diseases arising in specific sectors, violence and harassment at work, dust management and ventilation at work, and fire safety.

4.3.4 Support for integration of OSH into TVET training at the non-for-profit TVET Institute CVT Myanmar

In regard to the integration of OSH into TVET training, the evaluation consultant found the activity to be effective. A survey was conducted of participants with the KPI survey tools developed by the Safety and Health for All Workers Flagship programme team at HQ Post-survey training results showed that 90% of participants thought that the training enhanced their knowledge of the topic covered, 90% thought that the training was relevant to their work, 90% of the participants thought that the instructor contributed to how the information was explained, answered questions, was approachable and encouraged interaction from participants, 80% of participants thought that the practical tools, learning materials and takeaways shared in the training contributed to its usefulness, 95% of participants thought that they would use at least one of the aspects they learned in the training at my work and 90% of participants said they would recommend this training to others. Participants were asked how the training could be improved, and suggestions were made to provide microphones for individuals, more practical examples, opportunities to learn in an actual workplace setting, more training about growth and development and more practice in the training.

4.3.5 Improving public awareness of OSH

In regard to the activities focused on improving public awareness of OSH, it is difficult to evaluate as it is hard to identify causality from actions to specific results in terms of improved OSH but relates to changing attitudes and knowledge which over time may lead to change in behaviour among the population.

It was noted that there was quite a range of engagement in social media posts. Stakeholders noted that it might have been more effective if the media companies had more control over content as it would increase the flexibility and ease of posting. One respondent also commented that the campaign was somewhat general and that it would be useful to think more strategically about how to engage specific audiences who would be in a position to improve OSH for workers, such as employers. The communications companies that ran the social media campaign also frequently engaged the collaboration of "influencers" in increasing engagement in their campaigns and this is something the ILO could consider.

In regard to the Yangon Photo Festival, it was noted by the owner of the social enterprise that, due to the Coup, the event in 2022 was much smaller than events in the past which had had up to 800,000 visitors at several locations around Myanmar. It was held at the French Institute and Goethe Institute in Yangon in the main garden as it could not be held in the usual location in the city hall. The exhibition still good a good turnout of visitors, considering the circumstances.

4.3.6 Integration of cross-cutting issues

The project has made efforts and continues to do so, to improve gender and inclusiveness considerations in its activities. The Mental Health at Work awareness-raising session specifically targeted unemployed women workers to build the capacity of the unemployed women workers to understand and cope with emerging stress resulting from the COVID-19 and military takeover. In addition, the common OSH module delivered at CVT also introduces basic workers' rights, including gender equality and elimination of discrimination, including introducing the current legislations in Myanmar where applicable. Additionally, this output also introduces the gender dimension of health promotion at workplaces. Furthermore, for all the ToT and training sessions, SHFA worked with partner agencies to ensure gender parity of beneficiaries, as shown in Table 2. Of the training courses in relation to which the sex of the trainees was specified, 58% were women, and 41% were men. This shows that women were prioritized just as much as men in the delivery of training. Regarding tripartitism, as explained above, the project team was not able to support formal tripartite dialogue but did engage with employer and worker organisations where possible.

Table 2: ToT and Training Participants by Sex

Training Course	Female Participants	Male Participants
SFH ToT (volunteers)	10	5
SFH Informal workers	739	825
ILO Triangle/CTUM Migrant worker representatives	20	11
ILO Triangle/CTUM	250	300
UNITAR GHS	9	5
World Congress for Safety and Health (10 not specified)		
Mainstreaming OSH into FPRW (18 not specified)		
Mental Health MCEF (21 Employers not specified)		
Mental Health CSO Members (13 not specified)		
CTUM (34 reps. Not specified)		
VZF CfT unemployed workers	598	
OSH Risk Assessment CVT trainers	11	11
	1637	1157

4.3.7 Management arrangements

The key management positions on the project included the International Project Manager and the National Project Officer, with backstopping from the OSH Specialist in the DWT team in Bangkok as well as backstopping from LADMIN/OSH in Geneva. From Canada, the International Project Manager (IPM) was initially planning to relocate to Yangon, but this was postponed initially due to COVID, and then after the Coup, it was difficult to get visas for international staff. As a consequence, the IPM never mobilised and worked on a time difference of 12 hours. It was intended that the International Project Manager would move to the Southeast Asia region, but this did not take place. This was challenging for the project management team. In September 2022, the contract for the International Project Manager was not extended due to an agreement by ILO project stakeholders in HQ, Bangkok and Yangon that the time difference made the staffing arrangements untenable. Fortunately, the National Project Officer was highly skilled and effective

and effectively carried forward the project management under the supervision of the Deputy Liaison Officer from the Yangon Office.

4.4 Efficiency of resource use

This section looks at how the project used resources. Specifically, this section addresses the following questions:

- To what extent has the project delivered outputs in an economic and timely way?
- If not, what were the challenges encountered?
- Did the project allocate resources to the implementation of cross-cutting themes?
- Did the project establish an M&E System and risk register during implementation that contributes to management, learning and accountability in an effective way?
- To what extent has the project leveraged partnerships with other ILO projects or other actors to build synergies and achieve results?

Table 3 shows the budget for the project. The allocations for some of the activities were routed to other mandated activities of the SHFA Myanmar project, such as TVET and OSH awareness-raising activities. Following the donor’s request to continue with the current log frame, the project has undertaken budget revision in November 2022. With 83.2% spent on operational costs and 16.8% of the budget spent on programming costs, which included seminars, sub-contracts, international consultants, and national consultants, it appears that the cost of running the project was quite high. However, this was in part due to the fact that in consultation with the donor and Senior OSH Specialist based in DWT Bangkok, a portion of the fund was reshuffled to implement regional-level OSH activities. At the end of the project, the project team had spent 77% of the budget, which can be considered reasonable given delays due to the Pandemic, the Coup and the need to redesign activities during the implementation period.

As explained under Section 4.3: Effectiveness, the project was subject to considerable delays due to the COVID-19 Pandemic and the Military Coup. The currency fluctuations and large discrepancy between official and black-market rates meant that payments to contractors were often lower in real terms than the original contract. Several stakeholders also complained of delays to tranche payments for activities scheduled. All these issues were part of operating in the unstable environment of post-Coup Myanmar and, in this regard, unavoidable.

Table 3: Project budget and expenditure (\$USD)

	Budget	Actuals & Encumbrances	Balance	% of Budget Spent
Operational Costs				
Project Management & Oversight (Staff Cost)	852,591.37	807,554.18 + 22,477.74	22,559.45	
Project Management & Oversight (Operation Cost + M&E)	156,998.73	64,179.57	12,421.45	41
Programme Support and Provision for Cost	189,122.21	136,857.39	52,264.82	72.3
Total Operational Costs	1,198,712.31	1,011,068.88	34,980.90	84.3

	Budget	Actuals & Encumbrances	Balance	% of Budget Spent
Programming Costs				
01 - Government, employers and workers adopt/revise governance instruments to build a promotional framework for OSH [in line with C.187]	1120	1120		
02 - Institutions and in particular the Ministry of Health and Sports, take policy and operational measures to enhance access to occupational services	5190	5190		
03 - Social partners and educational institutions to implement programmes to address OSH issues	167, 843.26	85,923.55+ 14,731.22	67,188.49	
04 - Workers increasingly demand Safe and Healthy workplaces	252,966	88,816.53 + 15,916.78	148,232.69	
Total Programming Costs	427,119.26	211,698.08	215,421.18	49.5
Total Operational Costs & Programming Costs	1,625,831.57	(1,189,641.22 + 65,547.19) 1,255,188.41	370,643.16	76.3

4.4.1 Monitoring and Evaluation, Risk Management and Reporting

The project team performed well in regard to providing detailed and timely reporting on the Key Performance Indicators (KPIs) of the Safety and Health for All Flagship Program. This information was fed into the SHFA program's results management dashboard by the LABADMIN/OSH M&E Adviser at HQ in Geneva. The quality of the Myanmar was well appreciated for adding value to the Flagship Program's database in spite of the difficulty in conducting operations.

This is a strong achievement by the project team. However, the LABADMIN/OSH team will need to ensure the data is not used misleadingly due to the fact that outputs and outcomes through activities implemented under Objective 3 (Social Partners and Education Institutions implement programs addressing OSH issues) and Objective 4 (Workers Demand Safe and Healthy Workplaces) did not contribute to Objective 1 (Strengthening of Regulatory Instruments) and Objective 2 (Strengthening of Government Institutions). This was due to the circumstances extensively discussed in this report. Thus, the data should not contribute to aggregation that shows an overall strengthening of Government institutions globally.

It would be useful to consider whether lessons learned from SHFA Myanmar can contribute to the development of a modality for operating in situations of conflict and instability and humanitarian

response. Such lessons may relate both to facilitating the continuation of OSH strengthening in unstable environments and contributing to an effective UN humanitarian response at a country level.

While the project performed well in contributing to M&E on the global program, at the Project level, without a functional design with cascading objectives, outcomes and outputs, targets and indicators, it was difficult to underpin activities with an M&E framework. A risk register was included with each progress report which did support an understanding of challenges faced by the project team and how they were addressed. However, reporting by project partners was a strength of the project. Partners such as Skills for Humanity, CVT Myanmar, Si Sar Bar, Rice Communications all provided detailed reports including a narrative report, M&E framework, budget and management information.

4.5 Sustainability and Impact Orientation

This section looks at sustainability and impact orientation. Specifically, this section addresses:

- **What potential is there for the sustainability of benefits?**
- What is the likelihood that the structures, capacities, services and benefits delivered will be sustainable after the project’s completion?
- **What impact has the project had on project beneficiaries?**
- Is the project strategy and management working towards impact?
- Are there specific areas where **the project generated changes with sustainable impact** changes (change in practices, perceptions, technical capacity and enabling environment)?
- What priorities do constituents and stakeholders identify as follow up actions in the field of OSH in Myanmar?
- Has the project planned and is it implementing, an exit strategy?

In spite of a difficult situation, the project did achieve some real impact. Some of the results are sustainable, and there are opportunities for future support as summarised in Table 5.

Table 5: the potential impact, sustainability of project activities and opportunities for future support

Activity	Impact	Sustainability	Opportunities for future support
COVID-19 Prevention Training (UMFCCI, CTUM, SFH)	Reduced incidence of COVID-19 among the population directly (from the delivery of training by partners) and indirectly as the training materials have been used by other projects. Reduced burden on women of caring for family members and being unable to earn an income for the family.	The availability of the training materials to other ILO projects and other organisations can be used in the future during subsequent waves of COVID-19	
UNITAR training on the Globally Harmonized System of Classification	Some private OSH training service providers were able to	OSH training service providers can continue to integrate this information	SDS in local language could enable employers to

and Labelling of Chemicals (GHS) and translation of Safety Data Sheets into local languages.	implement the training into their business services but demand for training is now reduced given the current downturn.	into their services. Attending meetings showed enhanced interest in the topic among experts. The resources on SDS will form an important reference in the future.	develop a programme of worker protection measures, including training. Support could be provided for this. There is also interest in classifying chemicals in the agriculture industry.
(virtual) XXII World Congress for Safety and Health at Work 2021	The lack of legal framework for OSH limited the applicability of the content to Myanmar	In the long term it is useful to expand knowledge of how national OSH systems should work once stability returns.	
Mental health at work training provided to unemployed workers in collaboration with the VZF project involving MCEF and CTUM	This activity had strong impact in terms of helping unemployed workers deal with their emotions around economic and security challenges	Since the Coup mental health has become part of the lexicon of OSH and public health led by WHO among the development community in Myanmar as part of a new recognition of the health aspect of OSH. The training materials may be picked up by donors and CSO partners.	There is a great deal of potential and scope to expand training on mental health at work due to the ongoing mental health challenges of the civil war context, the interest from the WHO in this topic and the interest of employer organisations, Myanmar Construction Entrepreneurs Federation (MCEF) and the Myanmar Centre for Responsible Business (MCRB), Confederation of Trade Unions Myanmar (CTUM)

Integration of OSH into TVET Training	The impact of this training will cascade from the ToT to the trainers and trainees to the workplace.	Sustainability of this activity has already been demonstrated. Training was already delivered to an initial batch of 75 apprentices from different professions by CVT trainers who completed SHFA workers TOT on risk assessment. This included 25 apprentices from Business Administration and Education for Youth, 25 apprentices from Metal Technician and Furniture Technician Profession and 25 apprentices from Electrician and Hospitality Professions. CVT intend to expand this training	CVT are very interested in continuing with integrating OSH into their training programs. They also want to link more closely with employers through apprenticeships which is a pathway to integrating OSH into workplaces. There are 20 TVET training institute in Myanmar. Training materials developed can be further tailored and used in other countries in the region and beyond.
Improved public awareness of OSH (social media)	Given the general nature of the social media audience it is hard to determine the impact of this activity	Social media posts at particular moments in time are not in and of themselves sustainable. However, work put into developing messaging and quiz can easily be used in other countries or campaigns	It would be a good practice to have continuous/year-round campaign using the same Facebook account. It would be useful to develop awareness campaigns targeting specific groups of stakeholders.

In a situation where there was a limited time for implementation on account of the dual crisis and the fact that the project team were required to design-implement to achieve sustainability, in most cases, further support is needed. The CVT TVET school is likely to move forward with mainstreaming OSH into their curriculum, including expanding the curriculum, linking it more specifically to different professions, and connecting to workplaces and employers through apprenticeship programs and expanding to other schools.

The training materials for COVID-19 mitigation, mental health at work and the translation of GHS chemical classification Safety Data Sheets are all resources that will be useful to a range of development partners and the ILO Liaison Office would do well to promote these. There would be more potential for sustainability if the ILO were able to continue to develop these activities, given their nascent stage. However, if this proves challenging for reasons related to the political context, CVT and other partners are also like to carry the initiatives forward.

One of the most important aspects of sustainability pertains to the partnerships that were established. The project team did well to support partnerships with civil society organisations, employer organisations, worker organisations, private TVET institutions, other ILO projects and UN agencies. Several stakeholders commented that, given the stance of the military towards the people and the lack of clear government, there was more potential to achieve results by working through the private sector. A general trend in this direction can be seen on the project. It is good to see that the project supported the capacity building of business consultants trained through the ILO SCORE program under the SME Enterprise Development project, which aimed to develop a pool of qualified training consultants who could support SMEs to improve their business practices and workers' OSH on a fee-for-service basis. Among consultants interviewed during the evaluation, it was noted that there was mixed quality among the SCORE consultants. Given that the SME Entrepreneurship program only ended in 2021 and prior to the Coup, there was great hope for private sector-driven sustainable capacity building for OSH in Myanmar. It would be useful to continue to foster these consultants, notwithstanding the tumultuous economic conditions.

The Government of Japan has an interest in continuing support for OSH in Myanmar. However, the current operating environment is challenging and full of obstacles for the donor and the ILO alike. Due to issues regarding the legitimacy of the SAC as a governing administration, the GoJ will not agree to commence new projects at the current time. However, ongoing projects can continue. being funded by the GoJ Ongoing activities include an ILO initiative on eliminating child labour.

Similarly, from the perspective of the ILO, new programming carries the risk of legitimising the SAC as it requires signing legal documents such as MoUs and putting local partners in danger by bringing them and their whereabouts to the attention of the SAC. While other UN agencies may have begun signing partnership agreements with the SAC, the ILO is reluctant to do so or to partner with agencies that are going down this track.

5 Conclusions, Lessons Learned and Recommendations

The ILO Safety and Health for All Workers Project has performed well in delivering results in very challenging circumstances. The dual crisis caused delays and prevented the project team from being able to implement the project design in its fullness to being only able to implement objectives 3 and 4 with those outcomes focused on the public sector having to be foregone. The ILO chose not to redesign the project, which made sense given the time limitations and the preference of the donor. The project team was thus in a position of needing to design activities from scratch during the implementation period, seeking out partners to collaborate with on activities which both met the objectives of the project and responded to the needs of the population. Under the circumstances, the team performed very well. However, there was a challenge in obtaining a consensus between different offices of the ILO, notably the Liaison Office, ROAP and HQ, due to the lack of a clear overall design, with a corresponding results framework and M&E Framework. The latter also made it difficult to measure progress on the Myanmar project. However, the project team performed well in regard to providing detailed and timely reporting on the Key Performance Indicators (KPIs) of the Safety and Health for All Flagship Program in spite of the difficulty in conducting project operations.

Since the Coup of February 2021, a humanitarian crisis has mounted involving displacement and security risks. ILO is not mandated for emergency response. Nevertheless, it has a normative platform for advocating for workers and human rights and a long-standing role in fostering

collaboration between employers and workers both to support economic activity around supply chain advocacy key sectors such as the garment, construction and agriculture sector and the SME sector through private sector business consultants. Leverage of this as well as hard work in developing a network of new partners enabled the project team to continue to forge a pathway for the ILO to continue to support OSH in Myanmar including a new focus on the health aspects of OSH, mental health including for employer organisations and promoting OSH through TVET training.

Looking forward there are several opportunities of interest for the ILO and the donor to continue support for OSH building on the Safety and Health for All Workers in Myanmar project. Partnerships and training materials have been developed in occupational health including mental health, especially mental health at work, integrating OSH into TVET and on technical aspects such as classification of chemicals as well as, more broadly, collaborating with the private sector on OSH for workers. While mental health is emerging as an important focus area among development partners in the aftermath of COVID-19, the ILO has been unique in developing a pedagogy on mental health at work as a branch of OSH. This presents exiting opportunities both in Myanmar, where the mental health of workers in many professions has been severely impacted by the “double crisis” and beyond.

However, the lack of a clear, legitimate government partner makes it difficult to move forward in the immediate future. Hopefully, some resolution of the political challenges will ensue allowing for the strategies, partnerships and materials developed on the project to continue to bear fruit in the future.

Through the final evaluation, preliminary lessons learned emerged regarding progressing an OSH agenda in a context of conflict and fragile governance including:

- (i) the possibility of leveraging off the ILO’s status as a normative agency to retain a position from which to engage in a conflict environment, which can become challenging for development stakeholders due to the risks and pressures of civil conflict
- (ii) the potentiality of partnering with education institutions, CSOs, the private sector and social enterprises to advance the OS agenda when partnering with the Government is not realistic, notwithstanding the need to adhere to do no harm principles and not be seen to endorse a regime not accepted by the community
- (iii) the propensity of period of economic downturn and reduced employment to raise demand by workers and employers for training
- (iv) the impact of conflict on to mental health of workers and employers and the potential to link mental health at work to an OSH agenda, building on the attention that the COVID-19 Pandemic brought to the health aspect of OSH.

As these lessons were based on limited qualitative research, they are at the stage of ‘suggestion’ rather than ‘demonstration’. Further research is needed on OSH in several conflict zones to further investigate these preliminary lessons, identify other lessons and establish whether these lessons could be more widely applicable and whether there is potential to formalise any programming approaches or modalities for OSH in contexts of civil conflict and fragile governance.

5.1 Lessons learned

Several lessons learned have been garnered from the implementation of the project. The major lessons learned have been attached at Annex 4 with guidelines on a suitable response and which stakeholder/s should take it forward. Good practices are also attached. Below is a brief

summary of major lessons learned plus some additional operational lessons learned that do not warrant a full-page analysis but are nevertheless useful for the ILO and the project team moving forward.

Lesson Learned	Guidance for Addressing
<p>Several preliminary lessons learned emerged in regard to progressing an OSH agenda in a context of conflict and fragile governance. These include (i) the ILO’s position as a normative agency can be a useful for retaining engagement when it is difficult and fraught for development partners to do so, (ii) the potentiality of partnering with education institutions, CSOs, the private sector and social enterprises to advance the OS agenda when partnering with the Government is not realistic (iii) workers and employers may show a tendency toward an enhanced interest in training for professional and personal development during periods of economic downturn and (iv) expectations must be kept low, given difficult conditions in the economy.</p>	<p>As these lessons were based on limited qualitative research, they are at the stage of ‘suggestion’ rather than ‘demonstration. Further research is needed in numerous conflict zones where SHFA is being implemented to further investigate these preliminary lessons, identify other lessons and establish whether these lessons could be more widely applicable and whether there is potential to formalise any programming approaches or modalities for OSH in contexts of civil conflict and fragile governance.</p> <p>There may also be opportunities to apply these lessons learned in programming in other conflict contexts and in the future in Myanmar.</p>
<p>In situations of conflict, violence and political instability there are certain principles that the need to be adhered to. Given the potential threat to individuals in the political context and the risk that programming brings to representatives of organisations, consideration of the do-no-harm principle must be paramount in programming. Also, careful consideration must be given to not being seen to be endorsing a regime not accepted by the local community, particularly when it has by no means gained full control of the country.</p>	<p>Proceed very cautiously with programming until conditions improve.</p>
<p>When activities must be developed in a design-and-implement manner due to a change in direction after the design period, it’s important to ensure that all ILO offices are on the same page and are sufficiently agile to adapt activities from the beginning of the activity. There is a need to redefine “sustainability” and to have a complete buy-in thereof across all stakeholders of the project from the beginning.</p>	<p>Ensure sufficient communication about activities up front and develop comprehensive activity plans that all stakeholders involved can agree upon. These documents should mention links between activities and higher-level objectives, monitoring approaches and potential pathways for sustainability.</p>
<p>There is a need to adopt a common approach across project stakeholders. With</p>	<p>Ensure that the understanding on context is well addressed that the project such as this is not</p>

Lesson Learned	Guidance for Addressing
the new definition of sustainability understood, the new approach would need to be displayed for common understanding that in crisis the thinking on approaches is not orthodox but needs adjustment. Communication on the new approach is therefore necessary.	operating in business-as-usual environment. Communication across the ILO house will support the adaptation to the changed context.
The mental health of workers suffers in contexts of instability and conflict. Training programs aimed at supporting mental health at work can provide useful tools for coping and resilience skills among people in the context of an OSH agenda.	Look at opportunities to expand mental health at work training in locations where political instability and conflict ensues.
There are limitations to the applicability of regional or global training aimed at the development of national level OSH systems in the current Myanmar context	To postpone participation from Myanmar stakeholders in global and regional level ILO OSH events until Engagement Guideline are altered or credential issues are resolved at UNGA level.
Social media and awareness campaigns could be enhanced by focusing on targeting specific audiences that might be in a position to effect OSH such as employers. Moreover, It would be a good practice to have continuous/year-round campaign using the same Facebook account.	Integrate these lessons into any future OSH programs in Myanmar and other SHFA projects.

5.2 Recommendations

Based on the findings and conclusions drawn from the evaluation, the following recommendations are made:

Recommendation 1 Consider conducting further research in multiple conflict zones where SHFA is being implemented to further investigate preliminary lessons pertaining to advancing the OSH agenda in conflict zones, identify other lessons and establish whether these lessons could be more widely applicable and whether there is potential to formalise any programming approaches or modalities for OSH in contexts of civil conflict and fragile governance.

Responsible Unit	Priority	Time Implication	Resource Implication
ILO, Donor	Medium	Within one year	Part of future investments

Recommendation 2: Take a cautious approach to programming, remaining mindful of the risks involved to the ILO and partners in carrying out development interventions in the current context of political instability. Given the legal and administrative challenges related to commencing new programs, look for opportunities to link OSH programming to ongoing interventions where feasible.

Responsible Unit	Priority	Time Implication	Resource Implication
ILO, Donor	High	Within one year	Part of future investments.

Recommendation 3: Look for opportunities to continue to support CVT in integrating OSH into TVET training, first with a focus on supporting ToT of current modules and subsequently focusing on OSH for specific trades/professions, expanding OSH into apprenticeship programs and eventually into other TVET institutes. Consider conducting training in an actual workplace setting. It would also be useful to explore specific OSH curriculum related to specific skill streams further down the track.

Responsible Unit	Priority	Time Implication	Resource Implication
CVT, ILO	Medium	Not clear at the current time	Part of future investments.

Recommendation 4: Look for opportunities to support training in mental health at work. Additional subject matter could focus on issues that were highlighted by stakeholders during the evaluation as important such as substance abuse at work, occupational diseases arising in specific sectors, violence and harassment at work, dust management and ventilation at work, and fire safety. In the delivery of occupational health including mental health training continue the partnerships with employer organisations such as MCEF and CSOs as well as other UN agencies. Since several stakeholders mentioned that the online format was less appealing and they struggled with the English language, consider conducting in person sessions and videos translated into local languages.

Responsible Unit	Priority	Time Implication	Resource Implication
ILO, Donor	Medium	Not clear at the current time	Part of future investments.

Recommendation 5: Continue with social media-based awareness programs but consider focusing the support on specific audiences with more agency to affect OSH for workers. Consider enlisting the collaboration of “influencers” to increase engagement in campaigns.

Responsible Unit	Priority	Time Implication	Resource Implication
ILO	Medium	Within one year	Part of future investments.

Recommendation 6: Promote the use of training materials developed by SHFA among other donors, development partners and other private sector and civil society organisations.

Responsible Unit	Priority	Time Implication	Resource Implication
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ILO, other development partners	medium	Within one year	Budget would be taken from other programs
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Recommendation 7: Consider further developing training materials to be tailored and used in other countries in the region and beyond.

Responsible Unit	Priority	Time Implication	Resource Implication
ILO, Donor	medium	Within one year	Budget would be taken from other programs

Annex 1: Terms of Reference

Terms of Reference

Title

Final independent evaluation of the Safety + Health for All Workers in Myanmar Project

Key facts

Title of project being evaluated	Safety + Health for all workers in Myanmar
Project DC Code	MMR/19/02/JPN
Type of evaluation (e.g. independent, internal)	Final Independent evaluation
Timing of evaluation (e.g. midterm, final)	4 th quarter of 2023 (October and November tbc)
Donor	The government of Japan (Ministry of Health, labour and Welfare)
Administrative Unit in the ILO responsible for administrating the project	ILO Yangon office
Technical Unit(s) in the ILO responsible for backstopping the project	LABADMIN/OSH Branch
P&B outcome (s) under evaluation	The project is fully aligned with the ILO Programme and Budget 2020-21 under <i>Output 7.2. Increased capacity of member States to ensure safe and healthy working conditions.</i>
SDG(s) under evaluation	The project is a direct contribution to the realization of Sustainable Development Goal no. 8 “Promote sustained, inclusive and sustainable economic growth, full and productive employment and decent work for all” in general and with a specific focus on target 8.8 “Protect labour rights and promote safe and secure working environments for all workers, including migrant workers, and those in precarious employment”. In addition, the project will contribute to the Goal 3, especially 3.9 “By 2030, substantially reduce the number of deaths and illnesses from hazardous chemicals and air, water and soil pollution and contamination through the improvement of occupational health and hygiene”.
Budget	USD 1,625,832

List of Acronyms

AFFM	The Agriculture and Farmers Federation of Myanmar
AMSA	ASEAN member states
ASEAN	Association of Southeast Asian Nations
CESR	Comprehensive Education Sector Review
CTUM	Confederation of Trade Unions
DWT	Decent Work Team
FGLLID	Factories and General Labour Law Inspection Department
GTAC	Global Tripartite Advisory Committee
ILS	International Labour Standards
ILO	International Labour Organization
ITC	Industrial Training Center
MICS	Myanmar Industries Craft and Service Trade Unions
MOHS	Ministry of Health and Sports
MOLIP	Ministry of Labour, Immigration and Population
MSDP	Myanmar Sustainable Development Plan
MSMEs	Micro, Small and Medium Enterprises
NOSH	National Occupational Safety and Health Training Centre
OEHD	Occupational and Environmental Health Division
OSH	Occupational Safety and Health
PCC	Project Consultative Committee
SAI	State Agricultural Institute
SDG	Sustainable Development Goals
SSB	Social Security Board
TVET	Technical and Vocational Educational Training
UMFCCI	Union of Myanmar Federation of Chambers of Commerce and Industry
VZF	Vision Zero Fund
WHO	World Health Organization

Background information on the project

The ‘Safety + Health for All Workers in Myanmar’ is a 36-month project, originally planned to be implemented from 31st March 2020 to 31st March 2023 which was then extended until 31st December 2023. The project has a total budget of US\$1.625,832 million. The project is funded by the Ministry of Health, Labour, and Welfare, the Government of Japan and is implemented by the ILO-Yangon Office. As the project operation commenced in October 2020 due to COVID-19 related delays, this report covers an evaluation of activities between October 2020 to December 2023. A mid-Term self-evaluation was conducted in 2022 (1st Jan to 30 May 2022) covering the period 30 March to 31st December 2021).

The ultimate objective of the project is for Myanmar workers to be safer and healthier. To reach this goal, the project was initially designed to implement:

Immediate Objective 1 (IO1): A holistic approach to ensure that the government, employers and workers adopt/revise governance instruments to build a promotional framework for Occupational Safety and Health (OSH),

Immediate Objective 2 (IO2): Institutions such as the Ministry of Health and Sports, take policy and operational measures to enhance access to occupational health services,

Immediate Objective 3 (IO3): Social partners and educational institutions to implement programmes to address OSH issues,

Immediate Objective 4 (IO4): Workers to increasingly demand Safe and Healthy workplaces.

The project had been designed in 2019, prior to both the COVID-19 pandemic and the February 1, 2021, military takeover of the democratically elected government in Myanmar, and was thus

intended for a context significantly different from the reality over the course of the evaluation period. Originally intended to start on 31st March 2020, the project was delayed by seven months, and was fully staffed and operational in November 2020, only for three months before the military takeover (01/02/2021). While initial progress was strong, a moratorium on working with the de facto government and the breakdown of social dialogue and the tripartite mechanisms post-military takeover significantly affected the Myanmar landscape and consequently rendered implementation of some activities impossible, particularly under Objectives 1 & 2. Despite this, the project staff were able to respond to the needs of some constituents and were able to modify activities, particularly those under Objectives 3 & 4.

Background information on the evaluation

The final evaluation will be conducted during quarter 4 of 2023 and will be managed by the Evaluation Manager, who has no prior involvement in the project and will be overseen by ILO Regional Evaluation Officer and with the final approval from ILO Evaluation Office (EVAL). The evaluation will be conducted by an external independent evaluator(s) to be recruited by the evaluation manager. Key stakeholders, including tripartite constituents, donors, key partners and the ILO officials will be consulted throughout the evaluation process.

This evaluation complies with the ILO Policy Guideline for Evaluation which requires all projects with budget of more than 1 million US dollars to undergo at least one independent evaluation. The evaluation process and report will follow ILO guidelines and the ILO Evaluation Office will approve the final evaluation report. The evaluation will comply with the United National Evaluation Group (UNEG)'s Evaluation Norms and Standards. The evaluation will also need to address all relevant cross-cutting drivers for ILOs work which includes gender equality and non-discrimination, disability inclusion, promotion of international labour standards, tripartite processes and constituent capacity development and environmental issues.

Project management arrangements

The project was decentralized and thus under the responsibility of the ILO Liaison Office in Yangon, Myanmar. From October 2020 to September 2022 the project has been managed by a technical officer based in Ottawa, Canada, reporting to the ILO Liaison Officer in Yangon, with support from a National Programme Officer and an Administrative and Finance Assistant based in Yangon. The Chief Technical Advisor (CTA) is based in Bangkok, Thailand, and technical backstopping is provided by the Senior Specialist, Occupational Safety and Health, in Bangkok, Thailand. The project received support from Senior Administrator, Programme & Operations Officer and Monitoring and Evaluation (M&E) Officer in LABADMIN/OSH in Geneva HQ. In September 2022 the position of technical officer was interrupted and since then the project has been handled by the National Programme Officer reporting to the ILO Deputy Liaison Officer in ILO Yangon Office.

Project alignment with the ILO P&B, DWCP, national policy frameworks and the SDGs

- Alignment with the ILO Programme & Budget

The project is fully aligned with the ILO Programme and Budget 2020-21 under *Output 7.2. Increased capacity of member States to ensure safe and healthy working conditions.*

- Contribution to the Decent Work Country Programme (2018-2021)

The project contributed to Myanmar DWCP for 2018-21. In particular, it directly contributed to Outcome 3.3 – “By 2021, integrated and unified OSH system is in place and implemented”. Under this outcome, a number of indicators and targets are identified. The project actively worked towards reaching the targets sets in the DWCP

- 3.3.1 Relevant measures taken to enable implementing new OSH Law. – *targeted preventative measures implemented in selected sectors and capacity of FGLLID increased for systematic reporting and labour inspection*
- 3.3.2 Number of tripartite OSH bodies established at the national level and in all plants/enterprises with over 50 workers, in line with new OSH Law – *national OSH council established and at least 20 tripartite bodies established at plant and enterprise levels*
- 3.3.3. Number of identified occupational diseases in line with ILO standards – *completion of list of formally identified occupational diseases*

- Contribution to Country Programme Outcomes (CPOs)

At national level, the project directly contributed to CPO MMR153 – “Integrated and unified OSH system is in place and implemented”

At sub-regional level, the project also contributed to RAS101: “ILO is able to influence regional agenda through key regional institutions including in the delivery of the 2030 agenda”. The regional institution relevant to this project is the ASEAN-OSHNET.

- Link to National Development Frameworks

In 2018, the Government released the final version of the Myanmar Sustainable Development Plan (MSDP), which is aligned with the SDGs. MSDP Strategy 4.5 aims to protect the rights of all workers, which would include the action point, 4.5.5, to protect labour rights and promote safe and secure working environments for all workers, including migrant workers.

- Link to Sustainable Development Goals

The project is aligned with the Myanmar Sustainable Development Plan and contributing the overall draft assistance framework of the United Nations (2018-20), both of which identify social protection and safety as a strategic priority under the “Peoples” area. The project is a direct contribution to the realization of Sustainable Development Goal no. 8 “Promote sustained, inclusive and sustainable economic growth, full and productive employment and decent work for all” in general and with a specific focus on target 8.8 “Protect labour rights and promote safe and secure working environments for all workers, including migrant workers, and those in precarious employment”. In addition, the project will contribute to the Goal 3, especially 3.9 “By 2030, substantially reduce the number of deaths and illnesses from hazardous chemicals and air, water and soil pollution and contamination through the improvement of occupational health and hygiene”.

Purpose, objectives, and scope of the evaluation

- Purpose

The purpose of this final independent evaluation is for accountability and learning. The ILO and the main stakeholders will be able to use the results of this evaluation to integrate best practices and lessons learned in future operations.

- Objective

This final independent evaluation of the “Safety + health for all workers in Myanmar” is intended

to provide project stakeholders with the opportunity to assess the relevance, effectiveness, efficiency, progress and sustainability of the project, particularly in area where the project has been mainly implemented (Yangon).

The specific objectives of the evaluation are to:

1. Assess the relevance of the project strategy and outcomes to the UNDPFs/UNSDCFs, SDGs, DWCPs, regional and national policies.
2. Assess the quality and extent to which the project has achieved its expected outcomes
3. Identify contextual factors (opportunities and challenges) that have a positive or negative bearing on the project implementation, including technical, managerial, organizational, socio-economic and policy issues, in addition to other external factors unforeseen during the project design.
4. Identify approaches and methodologies adopted by the project to mainstream gender equality, inclusivity, social dialogue, international labour standards, and environmental sustainability.
5. Provide specific recommendations to the project stakeholders that aim to improve the project outcomes and sustainability.
6. Identify lessons learned and good practices to share with the key stakeholders and inform for future action in Myanmar and in general for the implementation of OSH related actions.

- Scope:

This final independent evaluation will focus on the whole duration of the action. It is expected to review and assess all the results and key outputs that have been produced in this period. The geographical scope will cover all geographical coverage of the project.

The evaluation will integrate gender equality and non-discrimination, disability inclusion, international labour standards, social dialogue, and environmental sustainability as part of the ILO crosscutting themes. It will also include the evaluation of the project interventions in relation to the ILO's programme and policy frameworks at the national and global levels, UNDAF/UNSDCF and other relevant national sustainable development strategy or development frameworks.

- Clients

The clients and target audience of the final independent evaluation include the Government of Japan, management of the ILO/Japan Multi-bilateral Programme based in Bangkok, the ILO Regional Office for Asia, and the Pacific (ROAP) and the ILO DWT Office in Bangkok, the LABADMIN/OSH Branch in ILO/HQ as technical backstopping unit, and ILO Liaison Office in Yangon and the partners of the project including the constituents in Myanmar.

Evaluation criteria and questions (including Cross-cutting issues/ issues of special interest to the ILO)

The evaluation will cover the following evaluation criteria (in line with the DAC criteria, UNEG guidelines and ILO evaluation policy guidelines):

- Relevance and strategic fit
- Coherence
- Effectiveness of project implementation
- Efficiency of resource use, project set-up including management arrangement
- Sustainability
- Impact orientation

In line with the results-based approach applied by the ILO, the evaluation will focus on identifying and analyzing results through addressing key questions related to the evaluation criteria and the achievement of the outcomes/ objectives of the project using mainly, but not only, indicators in the logical framework of the project. The list of questions presented below should be reviewed and adjusted during the preparation of the Inception report. Any adjustment should be approved as part of the approval of the inception report.

Key Evaluation Questions

The evaluator shall examine the following key issues:

	Evaluation criteria	Definition
1	Relevance and strategic fit	<ul style="list-style-type: none"> • To what extent are the project objectives aligned to beneficiaries needs, policy frameworks at national level? • To what extent does the project fit with and complement the Decent Work Country Programme (DWCP), Country Programme Outcomes (CPOs), UN Country Programme and other ILO projects in the countries? • Was the project design adapted to the context of Myanmar and were the adjustments operated fit? • Is the project integrating in its design and implementation the ILO crosscutting themes? (i.e., ILS, social dialogue and tripartism, gender and non-discrimination, and Just Transition)
2	Coherence	<ul style="list-style-type: none"> • To what extent has the project been coherent in its design and in addressing the priorities identified? • To what extent has the project established links and coordinated with other efforts to address OSH by key tripartite plus other organizations operating in Myanmar?
3	Effectiveness	<ul style="list-style-type: none"> • To what extent and quality level has the project achieved or is expected to achieve planned outputs and objectives? • Which factors supported or hindered the project results? How well did the project adapted to these? • To what extent were the social partners and stakeholders engaged during the design and delivery phases? • What outputs have not been produced? And why? • How effective is the backstopping support provided by ILO DWT in Bangkok and HQ? • Did the project tackle all ILO's cross cutting issues through its implementation and outcomes planned?

4	Efficiency	<ul style="list-style-type: none"> • To what extent has the project delivered outputs in an economic and timely way? • If not, what were the challenges encountered? • Did the project budget allocate resources to implement cross-cutting themes? • Did the project establish a monitoring and evaluation system and risk register during the implementation that contributes to management, learning and accountability in an effective way? • To what extent has the project leveraged partnerships with other ILO projects or other actors to build synergies and achieve results?
5	Sustainability	<ul style="list-style-type: none"> • What is the likelihood that the structures, capacities, services and benefits delivered will be sustainable after the project completion? • Has the project planned and is it implementing an exit strategy?
6	Impact orientation	<ul style="list-style-type: none"> • Is the project working towards achieving the proposed impacts? • Is the project strategy and management working towards impact? • Is the project working at policy and practice levels (change in practices, perceptions, technical capacity or enabling environment)? • What priorities do constituents and stakeholders identify as follow up actions in the field of OSH in Myanmar?

Methodology

The evaluation will be conducted following [ILO's Evaluation policy](#) and [policy guidelines](#), which are in line with the UN evaluation standards and norms.

The evaluation will apply an outcome-based approach. Noting the current political context in Myanmar and the security situation and following the experience of the mid-term self-evaluation, the evaluation criteria will be assessed through questionnaires which will be distributed to projects stakeholders and project team members. The evaluation will try to hold interviews with key stakeholders. It will however not be possible to consult all key stakeholders and particularly the Government as well as the union members as many are still in hiding and establishing consistent contact with them remains challenging. The evaluation will therefore follow a 'do no harm' approach for both stakeholders and evaluators.

The outcome-based approach to the final evaluation will be interactive, consultative, and transparent. The evaluator will use a combination of qualitative (documents review, interviews

with selected available partners and beneficiaries, observations, and discussion) and quantitative (surveys) methods and techniques. All data will be triangulated.

On the basis of the background documentation available, responses to the questionnaire, interviews with the ILO Liaison Office team, as well as sourcing information from regular meetings with other ILO officials in HQ and Bangkok and reflecting on feedback and suggestions received, the evaluator will draft the evaluation report in response to quality, independence and impartiality standards of the ILO Evaluation Office.

- Desk review

A desk review will analyze the project and other documentation including the Theory of change, the log-frame, implementation plan, annual reports, project deliverables and other relevant documents. The desk review will suggest a number of initial findings that in turn may point to additional or fine-tuned evaluation questions. The desk review will include orientation interviews with the project team and the donor.

This will be reflected in the Inception report that will translate the TORs into an operational work plan. The Inception report will be reviewed and approved by the evaluation manager prior to the setting of the interviews and the launching of the questionnaires.

- Interviews with ILO, representative of the Government of Japan, and available project stakeholders

The evaluator will undertake individual interviews with the ILO staff of the ILO Liaison Office, ROAP, ILO DWT Bangkok, LABADMIN/OSH colleagues who are involved with the project management and implementation. These interviews will be done remotely or in presence if the consultant selected to carry out this evaluation is based in Myanmar. At the inception phase a first meeting will be held with the ILO National Project Coordinators and Finance and Admin Assistant. A second will be held with the donor to understand its expectations on this evaluation. After that, upon the approval of the inception report, the evaluator will launch the questionnaire with the identified stakeholders.

An indicative list of persons to be interviewed will be developed by the evaluator in consultation with the project management. This will include but not limited to:

- ILO Project Staff in ILO Liaison Office
- ILO ROAP
- ILO-DWT Bangkok
- LABADMIN/OSH
- Representatives of the Government of Japan
- Projects recipients

- Survey

A survey will be conducted amongst key stakeholders to collect primary data on specific evaluation questions.

- Stakeholder Workshop

A Stakeholders workshop will be organized online upon results of the interviews and the questionnaires to validate findings and complete data gaps with ILO staff and representatives of the Government of Japan.

The project team will be responsible for organizing the workshop, including interpretation. The identification of the participants of the workshop and logistics will be the responsibility of the project team in consultation with the evaluator.

Main deliverables

I. Deliverables

1. Preliminary findings presentation: an initial presentation of the main findings should be organized with the ILO team to assess the preliminary results and correct possible mistakes or approximations
2. Inception report (with detailed work plan and data collection instruments) following ILO [EVAL Checklist 4.8](#), the report should include:
 - Description of the evaluation methodology and instruments to be used
 - Guiding questions for the interviews
 - Guiding questions for the questionnaire
 - Agenda for the stakeholders' workshop
 - The proposed report outline.
3. Draft Report

After the data collection process (interviews, documents review, stakeholders' workshop, etc.) the evaluator will develop a draft evaluation report, in English, in line with [EVAL Checklist 4.2](#). The total length of the report should be a maximum of 30-40 pages for the main report, excluding annexes; background and details on specific projects evaluated can be provided in the annexes. The report should be sent as one complete document. Photos, if appropriate to be included, should be inserted using lower resolution to keep overall file size low.

The evaluation manager, comment on the report and once his/her comments will have been tackled he/she will circulate the draft report to key stakeholders for a two-week review, including the project staff and the donor for their review and forward the consolidated comments to the evaluator. Comments from stakeholders will be presented to the evaluator by the evaluation manager for their integration into the final report as appropriate or to document why a comment has not been addressed.

4. Stakeholders presentation: A stakeholders workshop should be organized with the main stakeholders (ILO team, the Government of Japan) to present the draft report and provide the opportunity for comments
5. Final report

The evaluator will finalize and submit the final report to the evaluation manager in line with EVAL Checklist 4.2. The report should address all comments and/or provide explanations why comments were not considered. The quality of the report will be assessed against [ILO/EVAL's Checklist 4.9](#).

The evaluator will revise the final version and submit to the evaluation manager for final review. Approval of the evaluation report will be done by the ILO Evaluation Office. Once EVAL will have reviewed the evaluation report decision will be taken whether it can be uploaded in the ILO [i-eval discovery website or if the report presents some sensitivity and should there either partially or not be published](#). for public use to provide easy access to all development partners, to reach target audiences and to maximize the benefits of the evaluation. Due respect of confidentiality will be ensured would the information or the data provided present a risk to stakeholders in the country context.

The draft and a final versions of evaluation report in English (maximum 40 pages plus annexes) should have the following proposed structure:

- Cover page with key project and evaluation data
- Executive Summary
- ILO template for the Executive summary completed
- Acronyms
- Description of the project
- Purpose, scope and clients of the evaluation
- Methodology and limitations
- Clearly identified findings for each evaluation criterion and by project objective
- Conclusions
- Recommendations
- Lessons learned and good practices

Annexes:

- TOR
- Evaluation matrix
- List of people interviewed or who would have responded to the questionnaire (due attention will be given to confidentiality)
- Documents reviewed
- Data Table on Project targets as per Project logical framework targets
- Evaluation schedule
- Lesson learned and good practices identified during the evaluation using ILO EVAL templates

Ownership of data from the evaluation rests jointly with the ILO and the evaluator. The copyright of the evaluation report will rest exclusively with the ILO. Use of the data for publication and other presentations can only be made with the written agreement of the ILO. Key stakeholders can make appropriate use of the evaluation report, including the leaflet, in line with the original purpose and with appropriate acknowledgement.

[Management arrangements and work plan \(including timeframe\)](#)

The evaluator will report to the evaluation manager Mrs Audrey Le Guével, with whom he/she should discuss any technical and methodological matters. She will supervise the evaluator and approve the deliverables together with ILO EVAL. The evaluation manager will be technically supported by the ILO Regional Senior M&E specialist Pamornrat Pringsulaka as well as the LABADMIN/ OSH Monitoring and Evaluation Officer, Mrs Mini Thakur. The evaluation will be carried out with full logistical and administrative support of the ILO Liaison Office in Yangon.

All draft and final outputs, including supporting documents, analytical reports and raw data should be provided to the evaluation manager in electronic version compatible with Word for Windows.

The evaluator will start to work tentatively on first week of October 2023.

Output	Description	Working Days	Tentative dates
Share the draft ToRs with the key stakeholders	The evaluation manager shares the ToRs for inputs to finalize the ToRs	0	June 15 to 21 st July, 2023
Publication of a call for interest and Identification of the evaluator	ToR are advertised in ILO EVAL website, XCEVAL listserv, UNEG platform, ROAP linkedIn, and ILO Myanmar Office's website. The evaluation manager identifies and select the evaluator	0	July 22 nd to August 25th, 2023
Contract of the consultant	The project coordinates the process to develop and sign the evaluator contract.	0	August 25th 2023 to August 31 st 2023
Desk review Including inception meetings with the project team and key stakeholders within the ILO, and the donor	Read and review the core set of project documents. Request any additional documentation required	5 days	October 1 to 10, 2023
	Virtual meetings with the project team and core staff at ILO and the donor		
	Drafting of the Inception report: An operational work plan which indicates the phases of the evaluation, finalizes the set of evaluation questions, the questionnaires the approach, the timing, key deliverables and milestones, aligned with TOR		
Questionnaire	Preparing and Launching of the questionnaire	1 day	October 11, 2023

Collection of the questionnaire results	Prepare the consolidation of the questionnaire results And triangulation through possible interviews with the project team	10 days	October 20 to October 30, 2023
Draft report	A short (no more than 40 pages) report (templates and annexes not counted in the page numbers) addressing the evaluation questions.	5 days	October 30, to November 3 rd , 2023
Draft report circulated to stakeholders for comments by the project manager	The evaluation manager will consolidate and forward the feedback of the stakeholders to the evaluator. All feedback from stakeholders for the evaluator will be communicated in a consolidated manner		November 3 rd to November 17 th 2023
Presentation of the draft report	Presentation of the draft report through an online meeting	1 days /half a day	November 20th, 2023
Finalize evaluation report and promotional leaflet and submit to the project manager	The evaluator submits to the evaluation manager the final version of the evaluation report (addressing comments) and the report Evaluation Executive Summary using ILO EVAL template as well as the promotional leaflet for the review and final approval by EVAL	2 days	November 21 st to November 23 rd 2023
Total		24 days	

Profile of the evaluator

The evaluator (national or international) will be selected based on proven evaluation experience and meeting the following independence criteria:

- A master's degree in social sciences, Development studies, Economics or related graduate qualifications

- A minimum of 5-7 years of professional experience specifically in evaluating international country development initiatives, including UN projects, in particular with policy level work and institutional capacity building
- Experience in qualitative and quantitative data collection and analysis
- A good understanding of ILO mandate and tripartite structure
- Experience in facilitating workshops for evaluation findings
- Have no previous or current involvement – or offers of prospective employment – with the ILO project or programme being evaluated
- Have no personal links to the people involved in managing or delivering the project/programme (not a family member, friend, or close former colleague)
- Knowledge and previous experience on health and safety at work and TVET will be an asset
- Knowledge and experience of the political situation of Myanmar will be an asset

Fluent in spoken and written English.

Budget and Payment Schedule

A budget is allocated for this final independent evaluation for engagement of the evaluator.

The evaluation budget includes:

- Fees for the evaluator for 24 workdays.

Payment will be disbursed in line with the satisfactory delivery of outputs and activities outlined as per the following four instalments:

Output	Payment
0. Signature of the contract	
1. Submission of the inception report and a work plan detail the approach and the data collection method.	First instalment – 20 per cent upon approval of the inception report
2. Submission of a draft evaluation report	Second instalment – 50 per cent upon approval of the draft evaluation report
3. Submission of final report with annexes	Third Payment – 30 per cent

Duration

This assignment will be implemented between 1st October and 30th November 2023.

The evaluator will not carry out field work. All tasks are being expected to be done remotely.

[Link to relevant evaluation guidelines and templates](#)

- [ILO policy guidelines for results-based evaluation: Principles, rationale, planning and managing for evaluations 4th edition](#)
- [Code of Conduct for Evaluation in the ILO](#) (to be signed and returned by evaluator to the evaluation manager)
- [Protocol on collecting evaluative evidence on the ILO's COVID-19 Response measures through project and programme evaluations](#)

Guidance Notes

- ✓ [Guidance Note 3.1 Integrating gender equality in monitoring and evaluation of projects](#)
- ✓ [Guidance Note 3.2 Adapting evaluation methods to the ILO's normative and tripartite mandate](#)
- ✓ [Guidance Note 3.3 Strategic clustered evaluations to gather evaluative information more effectively](#)
- ✓ [Guidance Note 4.3 Data collection methods](#)
- ✓ [Guidance Note 4.5 Stakeholder engagement](#)
- ✓ [Guidance Note 5.5 Dissemination of lessons learned and good practices](#)

EVAL Checklists and Templates for the Evaluator:

- ✓ [Checklist 4.8 Writing the inception report](#)
- ✓ [Checklist 4.2 Preparing the evaluation report](#) [including the templates for completing [lessons learned](#) and [emerging good practices](#), as well as the templates for the title page and [executive summary](#)
- ✓ [Checklist 4.3 Filling in the title page](#)
- ✓ [Checklist 4.4 Preparing the Evaluation Report Summary](#)
- ✓ [Checklist 4.5: Documents for Project Evaluators](#)
- ✓ [Checklist 4.9 Rating the quality of evaluation report](#)

Annex 2: Stakeholders interviewed during the Evaluation.

Name	Position	Organisation
Internal ILO Stakeholders & Donor		
Yutong Liu	Liaison Office	ILO-Yangon
Piyamal Pichaiwongsee	Deputy Liaison Officer	ILO-Yangon
Ariga Yasuo	Chief Technical Advisor	ROAP Bangkok
Dr Yuka Ujita	Sr OSH Specialist	DWT Bangkok
Laetitia Dumas	Sr Administrator	LABADMIN/OSH
Justine Tillier	Programme & Operations Officer	LABADMIN/OSH
Mini Thakur	M&E Specialist	LABADMIN/OSH
Phattaraset Ardchawuthikulawong	National Project Coordinator	ROAP Bangkok
Kyaw Lin	Finance & Admin Assistant	ILO-Yangon
Mo Mo Maung	Finance & Admin Assistant	ILO-Yangon
Aung Charm Myae (Ivan)	Programme Officer	ILO-Yangon
Wai Hnin Po	National Project Coordinator TRIANGLE	ILO-Yangon
Ariga Yasuo	CTA of ILO/Japan Regional Cooperation Program	Government of Japan
External Stakeholders		
Meredith Bunn	Founder/ Managing Director	Skills for Humanity
Ngwe Nyunt Shin	Consultant	1) Kaizen Institute Myanmar 2) Myanmar Productivity Center, UMFCFI
May Bagyi Han	Consultant	Golden Wings
Mo Thuzar Kyaw	Consultant	Global Greatness Co.,Ltd
Aung Soe Thu	Director	SMMP, Safe Mind (Myanmar) Project
Shwe Sin Yadanar	Trainer	SMMP, Safe Mind (Myanmar) Project

Saw Htay Myint Oo	HSE Consultant	Mottama Holding Co.,Ltd
Kyi Linn	Director	Converge Training and Consultancy Co.,Ltd
Thida Win	Consultant	
Zin Tway Si	Consultant, Medical Doctor	
Aye Lin	Joint Secretary	Myanmar Construction Entrepreneur Federation
Thi Thi Theint	Deputy Director	Myanmar Center for Responsible Business
Ingyin Nyi Nyi	ILO SCORE Trainer	
Aung Myo Thant	ILO SCORE Trainer	
Ko Ko Naing	Independent Trainer and Adviser	
Myo Nyunt	OSH Consultant	
Okkar Thein	OSH Consultant	
Nang Kyi Pyar Maw	Senior Wellness Counsellor	Citta Consultancy
Shwe Yee Zaw	Wellness Counsellor	Citta Consultancy
Su Su Maung	CEO and Principal Consultant	Citta Consultancy
Charlie Artingstoll	Founder	Sin Sar Bar
Khin Hnin Su	Senior Account Manager	RICE Communications
Khine Mar Nay Lin	Business Development Manager	RICE Communications
Christophe Loviny		PhotoDoc Association (Yangon Photo Festival)
Khin Myat Sandar	CEO	CVT Myanmar
Ei Ei Zin	Head of Finance and HR	CVT Myanmar

Nay Chi	Head of Administration	CVT Myanmar
Htet Htet Ye Win	Head of Education for Youth	CVT Myanmar

Annex 3: References

ILO, Safety and Health for All Workers in Myanmar Project Design

ILO, ILO Evaluation Safety and Health for All Workers in Myanmar Mid Term Evaluation

ILO Myanmar DWCP: 2018-2021

ILO Safety and Health for All in Myanmar: Progress Reports 2020

ILO Safety and Health for All in Myanmar: Progress Reports 2021

ILO Safety and Health for All in Myanmar: Progress Reports 2022

ILO Safety and Health for All in Myanmar: Project Budget

Croissant, A., & Kamerlin, J. (2013). Why Do Military Regimes Institutionalize? Constitution-making and Elections as Political Survival Strategy in Myanmar. *Asian Journal of Political Science*, 21(2), 105–125.

¹McCONNACHIE, K., HO, E., & KYED, H. (2022). Border Governance: Reframing political transition in Myanmar. *Modern Asian Studies*, 56(2), 471-503. doi:10.1017/S0026749X21000755

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Boughton, D., Headey, D., Mahrt, K., Cho, A., Minten, B., Aung, N., Diao, X., Goeb, J., & San, C. C. (2023). Double jeopardy: COVID-19, coup d'état and poverty in Myanmar. *Applied Economic Perspectives and Policy*.

World Food Programme. (23/6/2023). Situation Report Myanmar. Retrieved from <https://www.wfp.org/publications/situation-report-myanmar>

RMIT University & CARE. (2022, November). COVID-19 and Military Coup on Garment Workers in Myanmar. Retrieved from <https://www.rmit.edu.au/content/dam/rmit/au/en/research/networks-centres-groups/bhright/BHRIGHT-and-CARE-COVID19-and-Military-Coup-on-Garment-Workers-in-Myanmar-Nov22.pdf>

United Nations Development Programme. (1/12/2021). Myanmar: Urban Poverty Rates Set to Triple, New United Nations Survey Finds. Retrieved from <https://www.undp.org/press-releases/myanmar-urban-poverty-rates-set-triple-new-united-nations-survey-finds>

ILO, 19/7/2021, ILO estimates reveal heavy job losses in the first half of 2021 in Myanmar retrieved from https://www.ilo.org/global/about-the-ilo/newsroom/news/WCMS_814686/lang--en/index.htm International Labour Organization. (2023) Myanmar Labour Market Update. Retrieved from https://www.ilo.org/wcmsp5/groups/public/---asia/---ro-bangkok/---ilo-yangon/documents/briefingnote/wcms_888644.pdf

ILO, ILO Development Cooperation Project Document Safety and Health for All Workers in Myanmar

CVT Report, Training of Trainers on Recording and Notification of Occupational Accidents and Diseases

Delivery of COVID-19 Prevention Support and Training to Peripheral Workers in Myanmar Project Report

Annex 4: Lessons Learned

Project DC/SYMBOL: MMR/19/02/JPN

Name of Evaluator: Frances Barns

Date: 30 November 2023

The following lesson learned has been identified during the course of the evaluation. Further text explaining the lesson may be included in the full evaluation report.

LESSON LEARNED ELEMENT	Programming Approach
Brief description of lessons learned (link to specific action or task)	When activities must be developed in a design-and-implement manner due to a change in direction after the design period, it's important to ensure that all ILO offices are on the same page and are sufficiently agile to adapt activities from the beginning of the activity. There is a need to redefine "sustainability" and to have a complete buy-in thereof across all stakeholders of the project from the beginning and on this basis adopt a common approach across project stakeholders. With the new definition of sustainability understood, the new approach would need to be displayed for common understanding that in crisis the thinking on approaches is not orthodox, but needs adjustment. Communication on the new approach is therefore necessary.
Context and any related preconditions	Due to the February 2021 Coup in Myanmar, the original project design involving institutional strengthening for the Government could not be implemented but the project was not redesigned. Rather than redesign the project team moved forward with selecting and planning activities based on an only partly applicable design
Targeted users / Beneficiaries	ILO staff in country offices, regional office and HQ
Challenges /negative lessons - Causal factors	There was some confusion on the project and differences of opinion in regard to the direction and scope of individual activities which resulted in project delays as some materials needed to be redone
Success / Positive Issues - Causal factors	Communication between offices from the start of an activity is the key to ensuring all involved are on the same page.
ILO Administrative Issues (staff, resources, design, implementation)	There is a need to ensure sufficient communication about activities up front and develop comprehensive activity plans that all stakeholders involved can agree upon. These documents should mention links between activities and higher-level objectives, monitoring approaches and potential pathways for sustainability.

Project DC/SYMBOL: MMR/19/02/JPN

Name of Evaluator: Frances Barns

Date: 30 November 2023

The following lesson learned has been identified during the course of the evaluation. Further text explaining the lesson may be included in the full evaluation report.

LESSON LEARNED ELEMENT	Entry Point
Brief description of lessons learned (link to specific action or task)	Several preliminary lessons learned emerged in regard to progressing an OSH agenda in a context of conflict and fragile governance. These include (i) the ILO's position as a normative agency can be a useful for retaining engagement when it is difficult and fraught for development partners to do so, (ii) the potentiality of partnering with education institutions, CSOs, the private sector and social enterprises to advance the OS agenda when partnering with the Government is not realistic (iii) workers and employers may show a tendency toward an enhanced interest in training for professional and personal development during periods of economic downturn and (iv) expectations must be kept low, given difficult conditions in the economy.
Context and any related preconditions	The SHFA flagship program is implemented in 23 countries, covering, directly or indirectly 182 million workers. The program may be implemented in other countries going through political instability and conflict.
Targeted users / Beneficiaries	ILO Staff
Challenges /negative lessons - Causal factors	Each country is unique, there may be different conditions which make the application of lessons learned across countries not feasible
Success / Positive Issues - Causal factors	Rather than simply react to events that take place it may be possible to anticipate certain trends and challenges and develop approaches to addressing them in a planned manner.
ILO Administrative Issues (staff, resources, design, implementation)	Further research is needed in numerous conflict zones where SHFA is being implemented to further investigate these preliminary lessons, identify other lessons and establish whether these lessons could be more widely applicable and whether there is potential to formalise any programming approaches or modalities for OSH in contexts of civil conflict and fragile governance.

Project DC/SYMBOL: MMR/19/02/JPN

Name of Evaluator: Frances Barns

Date: 30 November 2023

The following lesson learned has been identified during the course of the evaluation. Further text explaining the lesson may be included in the full evaluation report.

LESSON LEARNED ELEMENT	Partnerships
Brief description of lessons learned (link to specific action or task)	The mental health of workers suffers in contexts of instability and conflict. Training programs aimed at supporting mental health at work can provide useful tools for coping and resilience skills among people in the context of an OSH agenda.
Context and any related preconditions	The double crisis in Myanmar of COVID-19 and the military coup has caused a great deal of stress and mental health issues among the population. At the same time, mental health issues are still stigmatised in Myanmar and seeking treatment is not normalised.
Targeted users / Beneficiaries	ILO staff
Challenges /negative lessons - Causal factors	
Success / Positive Issues - Causal factors	On the SFHA project, post training survey results from mental health awareness raising sessions show willingness by participants to listen to and talk about mental health issues with colleagues and managers, and to look for mental health professional support increased from about 30% to about 90%
ILO Administrative Issues (staff, resources, design, implementation)	The ILO needs to develop partnerships with qualified and skilled mental health training providers in a way that adheres to the Do-no-harm principle. It may be challenging to proceed with implementation at the current time.

Project DC/SYMBOL: MMR/19/02/JPN

Name of Evaluator: Frances Barns

Date: 30 November 2023

The following lesson learned has been identified during the course of the evaluation. Further text explaining the lesson may be included in the full evaluation report.

LESSON LEARNED ELEMENT	Partnerships
Brief description of lessons learned (link to specific action or task)	In the current context, there is more potential to support OSH for workers through the private sector including employers, private TVET institutes and business consultants. However, expectations must be kept low, given difficult conditions in the economy.
Context and any related preconditions	The ILO Flagship Safety and Health for All Workers program focuses on developing national systems for OSH development including laws, policies, regulations and institutional strengthening of Government departments in addition to supporting tripartite dialogue with employers and workers. However, since the coup in Myanmar in February 2021, the UN has prohibited engagement by UN Agencies with the Government.
Targeted users / Beneficiaries	ILO Staff.
Challenges /negative lessons - Causal factors	Prior to the coup, progress was being made on OSH for workers with support from the Government and employers improving conditions for workers based on pressure from international supply chains but this stopped with the Coup.
Success / Positive Issues – Causal factors	While there are limitations to the potential for developing OSH systems during the current economic contraction and instability, there is still some interest from employers in supporting OSH and potential for learning about technical issues such as chemical handling to take place.
ILO Administrative Issues (staff, resources, design, implementation)	Programming would focus on ToT and distribution of technical information rather than institutional strengthening

Project DC/SYMBOL: MMR/19/02/JPN

Name of Evaluator: Frances Barns

Date: 30 November 2023

The following lesson learned has been identified during the course of the evaluation. Further text explaining the lesson may be included in the full evaluation report.

LESSON LEARNED ELEMENT	Partnerships
Brief description of lessons learned (link to specific action or task)	In situations of conflict, violence and political instability there are certain principles that the need to be adhered to. Given the potential threat to individuals in the political context and the risk that programming brings to representatives of organisations, consideration of the do-no-harm principle must be paramount in programming. Also, careful consideration must be given to not being seen to be endorsing a regime not accepted by the local community, particularly when it has by no means gained full control of the country.
Context and any related preconditions	Since launching the military coup, the SAC has taken steps to silence social activists, businesspeople and even diplomats who criticise them through registration processes, imprisonment and even killing. For example, on October 28, 2022, a new, restrictive Organization Registration Law, regulating both domestic and international NGOs, was promulgated with criminal sanctions for civil society activity following the expiration of the previous law in late 2021.
Targeted users / Beneficiaries	ILO Staff. Beneficiaries
Challenges /negative lessons - Causal factors	Programs focusing on issues that challenge and draw the attention of the SAC may put their staff in danger which goes against the do-no-harm principle.
Success / Positive Issues – Causal factors	Normative activities of the ILO in Myanmar, for instance projects focused on ending child labour and are less confrontational to the SAC since the military government in the past also signed on to these conventions.
ILO Administrative Issues (staff, resources, design, implementation)	Future OSH programming in Myanmar may need to be delayed based on the above risks in the current context.

Project DC/SYMBOL: MMR/19/02/JPN

Name of Evaluator: Frances Barns

Date: 30 November 2023

The following lesson learned has been identified during the course of the evaluation. Further text explaining the lesson may be included in the full evaluation report.

LESSON LEARNED ELEMENT	Entry Point
Brief description of lessons learned (link to specific action or task)	Social media and awareness campaigns could be enhanced by focusing on targeting specific audiences that might be in a position to effect OSH such as employers
Context and any related preconditions	Social media companies are contracted to produce awareness raising campaigns regarding issues related to working conditions via social media
Targeted users / Beneficiaries	ILO staff. Media and communications organisations contracted to produce social media awareness raising campaigns
Challenges /negative lessons - Causal factors	It can be difficult to ascertain the impact of social media campaigns. While the level of engagement can be quantified its not clear whether or how this leads to the desired behaviour change
Success / Positive Issues - Causal factors	By identifying specific audiences that are targeted and using strategies to specifically target them and influence them this may be more effective at influencing behaviour.
ILO Administrative Issues (staff, resources, design, implementation)	This lesson learned should guide project design in regarding to involving EAOs in overall project management (eg Steering Committee) and providing capacity development support for governance and service delivery