



# External Independent Interim Evaluation

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## MyPEC: The Myanmar Programme on the Elimination of Child Labour

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Implemented by:



International Labour Organisation

Evaluator:

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*Sistemas, Familia y Sociedad*  
*Consultores Asociados*

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## ACRONYMS

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CBO	Community-based Organization
CMEP	Comprehensive Monitoring & Evaluation Plan
DBMS	Direct Beneficiaries Monitoring and Reporting System
FGLLID	Factories and General Labor Laws Inspection Department
GoRUM	Government of the Republic of the Union of Myanmar
HH	Household
IO	Intermediate Objective
IIE	Interim Implementation Evaluation
ILAB	USDOL Bureau of International Labor Affairs
ILO	International Labour Organization
IPEC	ILO's International Programme for the Elimination of Child Labour
KAP	Knowledge, Attitude, Practice
LFS	Labor Force Survey
M&E	Monitoring and Evaluation
MoE	Ministry of Education
MoLES	Ministry of Labor, Employment and Social Security
MoLIP	Ministry of Labour, Immigration and Population
MCDF	Mon Cetana Development Foundation
MyPEC	Myanmar Program on the Elimination of Child Labor
NFE	Non-formal Education
NGO	Nongovernmental Organization
OCFT	Office of Child Labor, Forced Labor and Human Trafficking
OSH	Occupational Safety and Health
RCT	Randomized Controlled Trial
RF	Results Framework
RUMFCCI	Republic of the Union of Myanmar Federation of Chambers of Commerce and Industry
SCREAM	ILO's Supporting Children's Rights through Education, the Arts, and Media
SFS	Sistemas, Familias y Sociedad – Consultores Asociados
TICNA	Technical Institutional and Capacity Needs Assessment
ToC	Theory of Change
TOR	Terms of Reference
TPR	Technical Progress Report
TVET	Technical and Vocational Education and Training
TWG-CL	Technical Working Group – Child Labor
UN	United Nations
UNICEF	United Nations Children's Fund
USDOL	United States Department of Labor
WDACL	World Day Against Child Labor
WFCL	Worst Forms of Child Labor

## EXECUTIVE SUMMARY

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### Background and Methodology

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Child labor is a ubiquitous phenomenon in Myanmar, yet the democratic governance frameworks, institutional capacity and responses to child labor are in their infancy. After decades of military rule, the government held elections in 2010 as the first step towards the democratization of the country. Since then, Myanmar has been experiencing far-reaching socio-economic and political change driven by the Government of the Republic of the Union of Myanmar's reform agenda, political activism, and to an extent, civil society engagement. The reform agenda includes education and child labor-relevant issues, with the implementation of the ratified International Labour Organization (ILO) Convention 182 against worst forms of child labor (WFCL) as a first step of government action to deal with the issue. Child labor is frequent in Myanmar, and perhaps the biggest factor for vulnerability to child labor is the limited income opportunity at the household level. Other factors contributing to household vulnerability include the difficulty in accessing quality education for child laborers and at-risk children, and limited access to safe work and employment opportunities for the youth and adult members of families. Contributing to this problem is the lack of nationally representative reliable data on child labor.<sup>1</sup>

The Myanmar Program on the Elimination of Child Labor (MyPEC) aims to establish a comprehensive, inclusive and efficient multi-stakeholder response to reduce child labor in Myanmar. The project is implemented by the ILO's International Programme on the Elimination of Child Labour (IPEC) and is funded by USDOL's Office of Child Labor, Forced Labor and Human Trafficking (OCFT). The major change for which the project aims is to establish an enabling environment for eliminating child labor in the country through: (a) an improved national legal framework consistent with international labor standards, (b) increased awareness and knowledge about child labor among the general public and key stakeholders, and (c) increased capacity of stakeholders to implement child labor elimination programs and services. The project is implemented through a two-phase process. The first phase is aimed at expanding the knowledge base on child labor in the country through research and capacity building, while the second phase is focused on the delivery of interventions.

All OCFT-funded projects are subject to interim (midterm) and final evaluations. The MyPEC project in Myanmar started in January 2014 and this interim evaluation was conducted in 2016 according to the project timeline. The evaluation focused on MyPEC's achievements, strategies and contribution to the overall national efforts to improve knowledge, legislation and practices to address child labor, and to promote local level efforts to reduce child labor. Its approach was qualitative and participatory in nature, whilst project documents including the budget and reporting data was used as a basis to provide quantitative information. Qualitative information was obtained through field visits, observation, interviews and focus groups conducted in May

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<sup>1</sup> During the time of the previous Government, no strong importance was given to data in policy making and therefore little attention was given to data gathering for a long time.



2016. Informational interviews and focus group discussions were held with a total of 94 project stakeholders in about 50 meetings.

## Evaluation Findings

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### Relevance and Project Design

Interview data demonstrated that the project is relevant to local stakeholders, both at government and private sector levels (including nongovernmental organizations [NGOs], community based organizations [CBOs] and businesses), although it is recognized that it cannot cater to all stakeholders' needs at the same time. The government, in initiating reform processes including the ratification of ILO Convention 182 on WFCL on 18 December 2013, is not in denial of the child labor phenomenon and thus sought to create an environment dealing with child labor issues. In considering ILO's unique status in Myanmar, the project is dialoguing with government institutions to assist them in the establishment of legislation that is compliant with the implementation of Convention 182 (e.g. through support of labor law review), and to set up relevant processes for legal, policy-related and implementation work. However, ILO's prominent position in the country is also at times leading to a challenge of transferring ownership (of processes, actions) to the government.

The project is aligned with the January 2016 amendment of the Factories Act and Shops and Establishments Act which increased the required minimum age for work from 13 to 14 years. Also, in its advocacy for education, the project is aligned with government priorities: education is now mandatory until the age of 12 and the project advocates for children to remain in school until at least 14 years of age, when they are allowed to work. It also addresses the problems that result from the age gap for children between 12-14 years old by conducting awareness raising and service provision to micro-pilot and pilot beneficiaries (it should be noted that the project is operating during a transitional period and that policies from the previous government administration may still be subject to further changes in the new administration). A micro-pilot direct intervention was accelerated to start up within phase 1 of the project following the result of an internal project review. All project stakeholders identified a need to test direct intervention activities and learn from the intervention on the ground so as to be able to reflect the actual situation of child labor at policy-making levels. The pilot implementation started in September 2015 and answered the stakeholders' pressing concerns on how to ensure that the policy formulation reflects the complexity of the actual situation on the ground. The pilot intervention was implemented in Panambon village in Mon State.

There are very few studies on child labor in Myanmar, and the project addresses this knowledge gap through an extensive research agenda. According to CBO and NGO interviewees, as well as government officials, the project's research agenda is useful for both government and other stakeholders. As mentioned in project literature and research, a key factor for child labor is poverty and the opportunity costs of school. However, a second reason for school dropout is structural, linked to no-fail education policies that were instituted by the military government in 1988. In considering future project designs, the issues related to the linkages between child labor and education, whether mainstream education, tutoring/remedial classes or TVET, is important and should be given due interest, following the Government's declared education sector reform. An extra effort is needed to improve the quality of education and its direct linkages to job opportunities.

## Effectiveness and Progress

The project is very ambitious in its scope, targets and timing. Its timelines were not always realistic, and data-driven implementation was not always possible as the research often took longer than expected. Also, there are some practical challenges with the sequencing of the project (including stakeholders' wish to see concrete actions in the field), and for future projects it might be more efficient to start actual service delivery as soon as possible. The project dealt with this design issue through the establishment of the aforementioned micro-pilot project in Panambon village, which included services such as provision of school supplies, the set-up of a microcredit association, and provision of income generating skills for parents. The logic of the project was improved with the establishment of the micro-pilot, as the lessons learned from the micro-pilot were directly feeding into the project's work on policy formulation and the larger direct intervention to be undertaken in the project's second phase. Further, the Technical Institutional and Capacity Needs Assessment (TICNA) informed the selection of partners in the micro-pilot and also informed related capacity building initiatives. The TICNA and the Knowledge, Attitudes and Practices (KAP) study also informed the establishment of the pilot initiatives for the second phase. Likewise, the same micro-pilot area and beneficiaries will be part of the bigger pilot but will have an improved design of interventions which takes stock of lessons learnt from the micro-pilot and the evaluation.

At the midterm point, the project has completed an impressive number of planned activities, but has also encountered delays, largely because of the initial need to understand the host country's institutional arrangements and to build relationships. Some of the delays are also due to the structure of the project design (e.g. research data feeding into other activities); and some activities did not have realistic targets and timelines. In considering the delays, it should also be noted that an initially unscheduled activity, the micro-pilot, has been implemented during the project's first phase.

As for project activities, it should be noted that the design of Myanmar's National Plan of Action on Child Labour is scheduled to start in the third quarter of 2016. The development of the hazardous work list is ongoing and supported by pre-established ILO categories of child labor (according to ILO Recommendation R190) and it is determined in Myanmar with ILO technical assistance through participative workshops with the Technical Working Group on Child Labour (TWG-CL) and other stakeholders. One issue to consider in the future is how national level efforts by the TWG-CL, such as the National Plan of Action and the Hazardous Work List, can be supported by the national government in the long-term. ILO utilized the Guidelines for the Tripartite Process of Determining Hazardous Child Labour.

For (ongoing) awareness raising in the industrial zone, the project has encountered a structural dilemma: if the project's awareness raising scare the employers, they may fire the children, putting the latter at increased risk of WFCL as they may seek more risky employment. A related issue, brought forth by union leaders, is that unions are representing their workers, including children, and will not engage in awareness raising that may put children's work at risk; however the Confederation of Trade Unions in Myanmar did conduct a May 1 Labour Day (called May Day in Myanmar) celebration with a component to raise awareness on child labor, for which MyPEC provided flyer materials. In order to counter the cultural, structural and poverty-related issues related to child labor, the project partnered with workers' organizations and CBOs to help raise awareness in culturally appropriate ways. A number of tools have been created to this

effect, including an advocacy video with an anti-child labor song, which were released for the World Day Against Child Labour event on June 14, 2016. Other tools include posters and a booklet with information about child labor.

The Myanmar labor laws are fragmented and need comprehensive reform, including providing a definition of child labor. The project has provided support to a number of legal drafting and amendment initiatives and at the same time is working towards a greater labor law reform project with the establishment of a more integrated labor law. The work on the labor legislation needs to be coordinated with the Child Law (which should be referring to Convention 182), which is being revised with support from the United Nations Children's Fund (UNICEF) and inputs from ILO. The new government has initiated a "100-day plan" which includes child labor awareness raising in factories (in Yangon) every Saturday by the Factories and General Labor Laws Inspection Department (FGLLID). Government officials also recently created a Viber<sup>2</sup> group to disseminate information about labor-related issues and to schedule informational talks in factories.

The six-month micro-pilot has been a successful initiative in its own right by providing child labor prevention and education support in specific communities. Also, its implementation successes and challenges help to orient the implementation of the "main" pilot interventions. Successful distribution of school supplies and project payment of school fees led to a reduced dropout rate in the project schools, but as these services came late in the school year, they did not have as much of an effect as they could have had if they were provided at the beginning of the school year. Also, supplies' distribution activities may not be sustainable.

During the midterm evaluation's visit to the school, it was observed that the two school buildings in Panambon Village were in disrepair: benches had been broken and the evaluator found garbage everywhere, including pieces of glass that were dangerous for children. This was due to the Mon National Day which was celebrated in the school buildings and on the school grounds on February 24, 2016, which also coincided with the onset of school holidays. The evaluation visit took place on May 11, meaning that the children could play on the school grounds during this period of time. Also, the state of the school must have conveyed a certain image of the school being an unfriendly place for children. If children were playing on the school grounds, they would be in constant danger of injuries. Discussion with teachers revealed that accidents had already taken place in the past. Teachers said they would collect the glass before school opened (the week following the evaluator's visit). However, concerns remain over the fact that the school environment is not well kept to prevent hazards from happening to students.

Another service provided by the micro-pilot consisted of parents being trained in income-generating activities, including soap making. The training was of very short duration (5 days), and was repeated three times, each time with 25-35 trainees. Too many people had been trained and these products saturated the local market, though they were also sold in other villages. Moreover, the provider follow-up was insufficient and there was no training in the

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<sup>2</sup> "Viber is an instant messaging and Voice over IP (VoIP) app for smartphones developed by Viber Media.

packaging and marketing of products. Despite these shortcomings, the trainees expressed satisfaction about the money saved from not having to buy products such as soap any longer. Some of the villagers also asked for help in distributing the products to other markets. A further service consisted of a microcredit component, in which a microcredit committee at the community level received funding from ILO to finance small loans. However, roughly 25% of the loans did not have any income-generating component, and may actually put both the borrower and the lender at risk. Since ILO provided the initial funding for the microcredit, perhaps the ownership of this activity did not motivate the credit committee to conduct a sufficiently in-depth review of the project proposals from the potential borrowers. For future microcredit services, it may be useful to review lessons from this exercise, especially when results from the first “round” of loans are available in June 2016 –particularly as related to the actual use of money and the reimbursement of the loans.

### Efficiency

An efficiency (cost-effectiveness) comparison of the project is difficult, since other agencies (e.g. international NGOs) could simply not carry out the task of ILO in this context. However, this comparative advantage of ILO, so clearly visible for policy, awareness raising and research work, is perhaps not so obvious in terms of direct service provision, which accounts for 13% of total costs as per the outputs-based revised budget of October 2014. However, an overall assessment of all project activities would suggest it is a good project at the right place and time, implemented by the right organization. Cost-saving components of the project include the use of legal and child labor experts from the ILO Regional Office in Bangkok and from ILO HQ in Geneva to ensure compliance with international legal standards, as well as collaboration between ILO projects in related labor topics (e.g. forced labor project and the responsible business project with its activity on child labor in the garment sector in Myanmar).

### Sustainability

MyPEC is the first project to address child labor issues in Myanmar and with the scope of the identified problems, there is still an obvious need for continued support in many areas after the completion of this project. However, many of the project actions, such as the support for legislative review on provisions related to child labor, would remain in effect until further amendment. Moreover, capacity building is sustainable, as long as the trained persons remain in a position that is relevant to child labor efforts. In a time of rapidly shifting government resources (including human resources), it is to be expected that not all capacity building will be equally sustainable. It can also be argued that research work is inherently sustainable, since it builds a platform for further investigation and study of child labor. For it to be considered sustainable, it must therefore have an application and usefulness in the future. ILO’s unique position in Myanmar also in this case helps promote sustainability, as it lends credence to the research.

Direct service provision efforts, especially the provision of school supplies, often are unsustainable – especially if unaccompanied by policy reform work and advocacy to promote future government provision of similar service. Nevertheless such provision can promote schooling on a short-term basis. If it also imparts a sense of value, respect and perhaps pride attached to well-maintained school buildings and good-quality education, such accompanying awareness may prove well worth the investment of school supplies and other incentives.



## Lessons Learned, Good Practices and Key Recommendations

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In conclusion, MyPEC is a well-designed and well-implemented project that at the midterm point already shows signs of positive impact. In particular, its activities regarding research, policy, awareness raising and capacity building are impressive. The main concerns for the next phase include the transfer of ownership of processes to the government, in particular those that concern the Technical Working Group. However, it should be re-emphasized that the issue of child labor and the programs to deal with it are in their infancy in Myanmar. Hence, it is unlikely that the sector will develop in an adequate manner unless there is further external investment. Therefore, it is recommended to start looking for future funding to continue similar efforts, this time perhaps more focused on one of several areas of child labor (e.g. mining, agriculture, industry, or services). As the country is opening up to foreign investment and tourism, it becomes urgent to deal with the problem and also look at potential public-private partnerships working with multinational enterprises in support of child labor interventions.

Lessons learned and good practices include the following:

- Changes in government can make the ownership of project processes and actions challenging;
- Political stability is not without its own challenges (e.g. a multitude of new actors; coordination; and capacity of absorption of government institutions);
- Research may take a longer time than planned, especially if it needs to be vetted;
- Research designs should consider providing services for the control population and/or others involved in research;
- Two-stage, data-driven project design is logical but not always the best choice;
- A wide range of research and implementation areas create a “rich” project at the risk of losing focus;
- The setup of a Technical Working Group on Child Labour is important for the coordination of activities and advocacy;
- For direct services, frequent project presence is important;
- For microcredit projects, the provision of initial capital by the project may not always be a good way to ensure community ownership;
- Awareness raising and research are activities that may benefit from the implementer’s name and good standing in the country;
- An organization with experience and multiple projects in a specific field (and country) may be more effective than an organization starting up in that country;
- Flexibility and frequent internal project reviews enhance efficiency; and
- Policy and legal support may be inherently sustainable.

## Key Recommendations

1. Project timeline: The project ends in the middle of a school year (31 December 2017): consider asking for an extension to enable service provision until the end of the academic school year.
2. Education policy: Education no-fail policies are indirectly leading to child labor. Work closely with education stakeholders to review reform efforts, especially regarding the “no-failure” policies.
3. The Technical Working Group: Transfer ownership of coordination processes to the government through raising awareness and provide support to government partners to assign one or several staff to the TWG-CL from each concerned institution, in order to avoid that staff are rotated for each meeting.
4. Child-Friendly Schools: The school buildings in Panambon village were in very bad shape and contained garbage and glass pieces that were dangerous for children. This was due to the celebration of the Mon National Day on February 24, 2016. Raise awareness in target communities about the value of child-friendly schools and hold local authorities responsible for maintaining a clean school that is not dangerous for the children.
5. Direct intervention in schools: If the project is distributing school materials, they should be distributed in the beginning of the school year to maximize cost effectiveness. Children will be encouraged to enroll in school and stay in school if they have adequate school supplies from the start of the school year.

# **I. EVALUATION OBJECTIVES AND METHODOLOGY**

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## **1.1 Purpose and Scope of Evaluation**

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The Office of Child Labor, Forced Labor, and Human Trafficking (OCFT) is an office within the Bureau of International Labor Affairs (ILAB), an agency of the U.S. Department of Labor (USDOL). OCFT activities include research on international child labor; supporting U.S. government policy on international child labor; administering and overseeing cooperative agreements with organizations working to eliminate child labor around the world; and raising awareness about child labor issues.

Since 1995, the U.S. Congress has appropriated over \$950 million to USDOL for efforts to combat exploitive child labor internationally. This funding has been used to support technical cooperation projects to combat exploitive child labor in more than 90 countries around the world. Technical cooperation projects funded by USDOL range from targeted action projects in specific sectors of work to more comprehensive projects that support national efforts to eliminate child labor. USDOL-funded child labor elimination projects generally seek to achieve five major goals:

1. Reducing exploitative child labor, especially the worst forms, through the provision of direct educational services and by addressing root causes of child labor, including innovative strategies to promote sustainable livelihoods of target households;
2. Strengthening policies on child labor, education, and sustainable livelihoods, as well as the capacity of national institutions to combat child labor, address its root causes, and promote formal, non-formal and vocational education opportunities to provide children with alternatives to child labor;
3. Raising awareness about exploitative child labor and its root causes, and the importance of ensuring education for all children and mobilizing a wide array of actors to improve and expand education infrastructures;
4. Supporting research, evaluation, and the collection of reliable data on child labor, its root causes, and effective strategies, including educational and vocational alternatives, microfinance and other income generating activities to improve household income; and
5. Ensuring the long-term sustainability of these efforts.

The approach of USDOL child labor elimination projects – decreasing the prevalence of exploitive child labor through increased access to education and improving the livelihoods of vulnerable families – is intended to nurture the development, health, safety, and enhanced future employability of children engaged in or at-risk of entering exploitive labor.

The Myanmar Program on the Elimination of Child Labor (MyPEC) project aims to establish a comprehensive, inclusive and efficient multi-stakeholder response to reduce child labor in Myanmar. The project is implemented by the International Labour Organization's (ILO) International Programme on the Elimination of Child Labour (IPEC) and is funded by USDOL's Office of Child Labor, Forced Labor and Human Trafficking (OCFT). All OCFT-funded projects are subject to interim (midterm) and final evaluations. The MyPEC project in Myanmar went into

implementation in January 2014 and this interim evaluation was conducted in 2016 according to the project timeline. The main purposes of the evaluation are:

- a. To review the ongoing progress and performance of the project (the extent to which intermediate objectives have been achieved and outputs delivered);
- b. To examine the likelihood of the project achieving its objectives and targets;
- c. To provide recommendations for the remaining project implementation period which will improve the delivery and sustainability of outputs and objectives; and
- d. To identify emerging potential good practices and likelihood of sustainability.

The evaluation focused on MyPEC, its achievements, strategies and its contribution to the overall national efforts to improve knowledge, legislation and practices to address child labor and promote efforts, at local level, to reduce child labor. The evaluation focused on all activities implemented since the start of the project to the moment of the field visit (which took place on May 1 – May 18, 2016). The evaluation assessed the project as a whole, including the validity of the initial project design, implementation, lessons learned, and recommendations for current and future projects. This external independent interim evaluation was managed by Sistemas, Familias y Sociedad (SFS), a contractor for USDOL, and the final evaluation will be a joint collaborative evaluation between ILO and USDOL.

## 1.2 Evaluation Methodology

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The evaluation approach was qualitative and participatory in nature and used project documents, including the budget and reporting data, to provide quantitative information. Qualitative information was obtained through field visits, observation, interviews and focus groups.

As noted above, the evaluation approach was independent and external. Project staff and implementing partners were at times present in meetings with stakeholders, communities, and beneficiaries to provide introductions. In the Mon State, due to difficulties to find a translator, project stakeholders also helped in translation, but the evaluator found that due to the nature of the questions, it was unlikely that data were compromised. The following additional principles were applied during the evaluation process:

1. Different methods of data collection and stakeholder perspectives were triangulated for as many as possible of the evaluation questions.
2. Efforts were made to include parents' and children's voices and beneficiary participation generally, using child-sensitive approaches to interviewing children following the ILO-IPEC guidelines on research with children on the worst forms of child labor<sup>3</sup> and United Nations Children's Fund (UNICEF) Principles for Ethical Reporting on Children.<sup>4</sup>

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<sup>3</sup> See: <http://www.ilo.org/ipecinfor/product/viewProduct.do?productId=3026>

<sup>4</sup> See: [http://www.unicef.org/media/media\\_tools\\_guidelines.html](http://www.unicef.org/media/media_tools_guidelines.html)

3. Gender and cultural sensitivity were integrated in the evaluation approach.
4. Consultations incorporated a degree of flexibility to maintain a sense of ownership of the process by stakeholders and beneficiaries, allowing additional questions to be posed that were not included in the Terms of Reference (TOR), whilst ensuring that key information requirements were met.
5. As far as possible, a consistent approach was followed in each project site, with adjustments made for the different actors involved, activities conducted, and the implementation plan for each locality.

Pre-field visit preparation included extensive review of relevant documents. During fieldwork, documentation was verified and additional documents were collected. Before beginning fieldwork, the evaluator created a question matrix (see Annex 2) outlining the source of data from which the evaluator planned to collect information for each TOR question (see Annex 6 for the list of TOR questions). This helped the evaluator make decisions as to how to allocate time in the field (see interview schedule in Annex 3). It also helped the evaluator to ensure that all possible avenues for data triangulation were explored and to clearly note where evaluation findings are coming from.

Informational interviews and focus group discussions were held with a total of 94 project stakeholders in about 50 meetings (see Table 1 below). The evaluation team solicited the opinions of children, community members (in areas where awareness-raising activities had occurred), parents of beneficiaries, teachers, government representatives, legal authorities, union and NGO officials, implementing partner organizations, and project staff regarding the project's accomplishments. Depending on the circumstances, these meetings were one-to-one, one-to-two, or focus group interviews (see Table 1 below for one-to-one and one-to-two interviews; and Table 2 for focus group meetings). Technically, stakeholders were considered to include all those who had an interest in a project, for example as implementers, direct or indirect beneficiaries, community leaders, donors, other social partners (such as business investors in Myanmar), and government officials.

**Table 1: One-to-one and one-to-two interviews conducted**

	Stakeholders	People interviewed
1.	Government officials (central)	9
2.	Local government and ethnic authorities	12
3.	USDOL/US Embassy	3
4.	Employers Organizations and Workers Unions	8
5.	ILO	8
6.	NGOs/CBOs/Social partners	10
	<b>Total</b>	<b>50</b>



**Table 2: Focus group sessions conducted**

	Stakeholders	Focus group sessions	Participants
1.	Community Leaders	2	14
2.	Parents	2	8
3.	Children	2	10
4.	Teachers	1	4
5.	MicroCredit group	1	8
	<b>Total</b>	<b>8</b>	<b>44</b>

The evaluator visited a selection of project sites. However, due to the two-phased structure of the project, few direct service provision activities had been implemented. The evaluator observed the activities and outputs developed by the project in its micro-pilot initiative in Panambon Village, Ye Township. Interviews were also conducted with representatives from local governments, nongovernmental organizations (NGOs), community leaders and educators, in Panambon, Ye and Mawlamyang (Mon State), and also in Ward 87 (Seikkan) in Yangon's industrial zone. The evaluation mission observed utmost confidentiality related to sensitive information and feedback elicited during the individual and group interviews.

Following the field visits, a stakeholders meeting was conducted by the evaluator which brought together a wide range of stakeholders, including the implementing partners and other interested parties. The meeting was used to present the major preliminary findings and emerging issues, solicit recommendations, and obtain clarification or additional information from stakeholders, including those not interviewed earlier (see Annex 4 for the evaluator's PowerPoint presentation used during the stakeholder meeting).

## II. PROJECT DESCRIPTION

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Child labor is a ubiquitous phenomenon in Myanmar, yet the democratic governance frameworks, institutional capacity and responses to child labor are in their infancy.<sup>5</sup> After decades of military rule, the government held elections in 2010, as the first step towards democratization of the country. Since then, Myanmar has been experiencing far-reaching socio-economic and political change driven by the Government of the Republic of the Union of Myanmar's reform agenda, political activism, and civil society engagement. This process had an important milestone in November 2015, when national elections trusted, for the first time in Myanmar history, the control of Congress to the opposition party, opening the road for a gradual transfer of power from the military sector and an increased role of civil society.

Perhaps the biggest factor for vulnerability to child labor is the limited income opportunity at the household level. Contributing to this are: lack of people empowerment to improve their own lives; lack of quality livelihood and employment opportunities; lack of able providers in households where the parents have died or are sick/disabled; limited skills for those who have not accessed quality skills development opportunities; limited access of households to markets, and limited productivity due to insufficient resources such as technology and capital. Beyond the limited source of family income, other factors contributing to household vulnerability include the difficulty in accessing quality education for child laborers and at-risk children and limited access to safe work and employment opportunities for the youth.

Contributing to this problem is the lack of nationally representative reliable data on child labor. Child labor information is currently anecdotal and there is no extensive research aimed at gathering national statistics. Given the lack of nationally-representative statistics, advocating for policy and national programming mainstreaming or institutionalization of child labor is extremely difficult. Without data to show the extent of child labor in the country, and how dire the working conditions of the children are, there is low appreciation among the general public and authorities regarding the need to address the problem. There is also insufficient information on children's working conditions in particular sectors and sub-sectors. For instance, it is widely known that over 75% of Myanmar's population resides in rural areas and based on ILO's experience of working on child labor in more than 90 countries, rural areas tend to have the highest concentration of child labor in agriculture.

Myanmar is currently undergoing rapid transformation and has embarked on a process of important political, economic and social reforms. However gaps remain in the legislative and regulatory framework, which are not sufficiently supported by effective institutions capable of responding to the demands of the global economy. The current legal framework and institutional environment are non-conducive to implementing an agenda on child labor in Myanmar. This is directly linked to the limited knowledge base on child labor and insufficient awareness and understanding of the issue.

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<sup>5</sup> This section is adapted from the MyPEC CMEP.

The Myanmar Program on the Elimination of Child Labor (MyPEC) project aims to establish a comprehensive, inclusive and efficient multi-stakeholder response to these challenges. It operates over a 48-month period running from January 2014 – December 2017, with a total project budget of US\$ 5,250,000 and a cost-share of US\$ 289,000. The project has established five intermediate objectives (IO):

**Intermediate Objective 1:** Expanded knowledge base on child labor in Myanmar;

**Intermediate Objective 2:** Increased awareness and knowledge about child labor;

**Intermediate Objective 3:** Improved legal and institutional environment contributing to the elimination of child labor;

**Intermediate Objective 4:** Improved capacity of national and local stakeholders to coordinate, network and advocate for the elimination of child labor; and

**Intermediate Objective 5:** Reduced child labor in pilot target communities.

The major change that the project aims for is to establish an enabling environment for eliminating child labor in the country through: (a) an improved national legal framework consistent with international labor standards, (b) increased awareness and knowledge about child labor among the general public and key stakeholders, and (c) increased capacity of stakeholders to implement child labor programs and services.

The interventions are organized into two major groups: national-level and community-level interventions. The national level targets awareness and advocacy, capacity building and changes in legislation with the aim to develop an enabling environment for the elimination of child labor and to ensure sustainability of efforts. Pilot direct services, to be implemented at village level in coordination with the township level, will build replicable models for providing effective direct services to prevent and remove children from child labor. Accordingly, the project is implemented through a two-phase process. The first phase is aimed at expanding the knowledge base on child labor in the country through research, while the second phase is focused on delivery of interventions. The design of the interventions is informed by the findings of the various studies and research efforts. Intermediate Objectives 1 through 4 pertain to phases one *and* two, and the direct services related to IO 5 will be conducted during phase two.

### III. EVALUATION FINDINGS

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This section is following the larger sections and questions provided by USDOL.<sup>6</sup> To avoid duplication of answers, some cross-references are provided. The sections review (i) the project's relevance; (ii) the validity of the project design; (iii) its effectiveness and progress at midterm; (iv) elements of efficiency (cost effectiveness); and (v) possibilities for sustainability. These sections will be followed by a chapter on lessons learned and good practices, before providing some recommendations based on findings.

#### 3.1 Relevance

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1. *The project's awareness raising, advocacy, policy and capacity building interventions are harmonized with existing initiatives of the Myanmar Government and the needs of other key stakeholders. The project's planning and implementation process is flexible to react to changes and constraints from the social, political, and cultural environment.*

The project's relevance to local stakeholders, both at government and private sector levels (including NGOs, community based organizations [CBOs] and businesses), must be understood within the rapidly changing political and socio-economic context of Myanmar. Also, it must be emphasized that the project cannot cater to all stakeholders' needs at the same time; hence it cannot be expected that *all* the interviewees find *all* of the project actions relevant to their needs. Interviewees emphasized that the former government, by initiating reform processes including the ratification of ILO Convention 182 on the worst forms of child labor (WFCL) on 18 December 2013, sought to create an environment dealing with child labor issues. As the then Permanent Representative of Myanmar to the United Nations Office in Geneva stated, "...Our ratification of Convention No. 182 illustrates the commitment of the Government of Myanmar towards international labor standards and the further promotion and protection of labor rights. We will continue to work together with the ILO for the promotion and protection of labor rights and for promoting decent work for all."<sup>7</sup>

In considering ILO's unique position in Myanmar, the project often can be characterized as a *dialogue* with government officials and institutions to assist in capacity building and in making legislation and policies compliant with the implementation of Convention 182. For example, the establishment of Hazardous Work List and the upcoming work on the National Plan on Child Labor (planned for September 2016) is directly aligned with the Government's commitments to ILO Convention 182. The key role of MyPEC to deal with related child labor issues is recognized by government officials and by other stakeholders, and both project staff and other international actors see this as both an opportunity and a challenge: it is an opportunity to help produce change, but a challenge to ensure government ownership of the processes and actions

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<sup>6</sup> See evaluation Terms of Reference (TORs) in Annex 6. The numbers providing an outline in this section, 1-10, refer to the TOR questions and are provided in *underlined italics*.

<sup>7</sup> Reference: [http://www.ilo.org/global/standards/information-resources-and-publications/news/WCMS\\_233060/lang--en/index.htm](http://www.ilo.org/global/standards/information-resources-and-publications/news/WCMS_233060/lang--en/index.htm)

created. One high-level government representative, for example, indicated in an interview that “the Government is compliant to the MyPEC project,” instead of the other way around.

The project is flexible to the shifting political and socioeconomic environment, as evidenced by its adaptation to changes in government. In particular, the general elections in Myanmar on November 8, 2015 – with the National League for Democracy winning a supermajority of seats in the combined national parliament – required some project adaptations to the changing political and economic context. After President U Htin Kyaw took office on March 30, 2016, a “100-day plan” was introduced as a part of the reform process. At the same time, the new policy and political environment (with new government officials appointed in the beginning of 2016) spurred an economic and development boom that is making some of the tools from the project essential, including the project-initiated Technical Working Group on Child Labor (TWG-CL), which is led by the Ministry of Labour, Immigration and Population (MOLIP). As a result of the shifts in government, some project training (e.g. of parliamentarians) was put on hold and the project instead focused on issues that were not affected by policy and political (i.e. election-related) changes as the new government was installed. For this same reason, high-level advocacy was moved to later in 2016. At the same time, the project has seen increasing interest and demand from private sector actors such as Coca-Cola, H&M, and Telenor. For example, a representative from a private sector company came to the evaluation stakeholder meeting, and noted,

*We’re keen on cooperating with ILO on the national action plan, and on awareness raising ... we have been present on ILO’s panels and workshops... and we’re keen on working on high-lever advocacy together.*

Further, the micro-pilot project and future pilot projects can be seen as essential tools in testing implementation processes and approaches, and will complement the project’s research and policy work by providing more practical information.

At the same time, whereas many government officials find the pilot initiatives of prime importance, some of the economic actors in Myanmar feel that project activities (including micro-pilot and pilot initiatives) are not necessarily aligned and relevant to their concerns.<sup>8</sup> Hence, the aforementioned interviewee also noted that,

*Right now the project’s approach, e.g., as regards to the micro-pilot, is not where we are in terms of supply chain work, so we need to work with them [MyPEC/ILO] on higher-level advocacy instead of direct service provision. Whether the project is useful? Yes and no – as a company, we want to do things [fast, but] ILO is very slow-moving. Sometimes, it is faster to be slow, but we have been waiting very long for [MyPEC] research. (Private Sector interviewee)*

The project is aligned with the new government law on age requirements for work; for example, 14-15 year olds are permitted to work for 4 hours/day; and 16-17 year olds are permitted to

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<sup>8</sup> This is only meant as an observation and not as a criticism; as noted above, obviously no project can be relevant to all types of potential stakeholders, and the project has had to make choices on where to concentrate efforts and on which direct implementation services to focus.



work with a doctor's certification of their "fitness to work" (Amended Factory Act, January 20, 2016, paragraph 18).

The project is also aligned with government priorities in its advocacy for education: education is now mandatory until the age of 12, and the project encourages children to stay in school until at least 14 years of age in an attempt to address the age gap for children 12 – 14 years old by providing awareness raising and services (supplies) to micro-pilot and pilot constituents.<sup>9</sup>

The micro-pilot is another example of the project's flexibility in view of government demand. It was set up through an internal project review which was conducted in March 2015 and reported in the Technical Progress Report (TPR) of April 2015. Implementation began in September 2015. It directly replied to stakeholders' concerns and desire for more direct service provision in the project activities. A number of government officials noted the prominence of direct services provision, and failed to attach the same importance to the project's policy and research work:

*Now we have a new government, and policies are shifting. However, their [government officials'] mindsets are still the old mindsets. Even if you manage to change mindsets at 100% at the leadership level; the next level of bureaucracy will only change at 90%. As you go further down the hierarchy, only 10% will reach the community. My recommendation is that if ILO would like to see real change, the main efforts should be at grassroots level, because initiatives at any other – higher – level will only be diluted by the bureaucracy. (Government official)*

To an extent, these and similar thoughts are also reflected at ILO project level, where project staff worry that policy decisions and changes will not be implemented or enforced due to lacking government resources and/or weakness at the implementing level, including scarcity of material and human resources.

A further observation regarding the project's relevance is linked to its educational component and the reasons why children are dropping out of school to start work. A key motive mentioned in project literature and research is poverty and the opportunity costs of school.<sup>10</sup> However, as noted by government officials and also confirmed by parents' focus groups, a second reason for school dropout is structural, linked to no-fail education policies that, according to interviewees from the education sector, were instituted under the military government in 1988:

*If the child has no good foundation [knowledge] from their first grades, he or she cannot easily adapt to the higher grades as he or she progresses. The children become bored and not interested [because they cannot understand instruction at the level they are at], so they start missing classes, attend tea shops or sit at bus stops. Gradually, they will start working. The new 100-day reform will hopefully address this. (Government official)*

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<sup>9</sup> The ILO School Needs Assessment (paragraph 47) noted that primary education is free since June 2013, and that "free middle school education is also being considered [by the Government]." Also, teaching materials and student kits are free "in parts of the country."

<sup>10</sup> For example, see ILO/MyPEC *Knowledge, Attitudes and Practices Study* as well as its main conclusions and recommendations outlined in the Dissemination Workshop for the Knowledge, Attitudes and Practices Study and the Rapid Assessment in Hlaing Tha Yar Industrial Zone: Yangon, June 8, 2015.

Interviews with parents confirmed this problem:

*They can't follow the lessons; they have no foundation. We have a school here, and we can afford to send them to school. We even have two secondary schools. Also, they have easy jobs and would like to continue working.*<sup>11</sup> (Focus group discussion with parents)

In considering future project designs, it may be useful to think about how to boost children's interest in education through providing remedial classes for slow-learning students and by following up on government education reforms to make sure that children are not automatically advancing to levels in which they do not understand the lessons. Another key factor is the government's current education strategies, which are (according to Ministry of Education interviewees) prioritizing technical and vocational education and training (TVET) for working children, as well as non-formal education (NFE). These, however, are not widely accessible in rural areas. As a lesson learned from the micro-pilot, MyPEC's future direct services will include TVET and NFE, and are thus directly relevant to current government priorities.

In conclusion, it appears that the project is harmonized with existing initiatives of the Myanmar Government (including the new 100-day policy plan) and the needs of many key stakeholders, such as local officials and CBOs. Moreover, the project's planning and implementation processes are flexible and react to changes and constraints from the social, political, and cultural environment, as demonstrated by the project's decision to implement a micro-pilot:

*The MyPEC micro-pilot was in fact born from government officials and local partners who said, "What do you really do?" They indicated the need to see something concrete, which would also help us anticipate future challenges and to inform future action. (ILO staff)*

As this quote from an ILO (non-project) staff illustrates, the project rightly replied to stakeholders' concern for seeing "direct action" early in the project lifetime.

## 2. The research studies are appropriate and relevant.

Very few studies have been conducted on child labor in Myanmar, and the project addresses this knowledge gap through an extensive research agenda. According to interviewees, the project's research agenda is useful for both government and other stakeholders, for purposes such as project proposal writing and planning. Moreover, most research seems to have been using child-friendly approaches for data collection, for example by changing the methodology so as to reach children while not at work and thereby maintaining confidentiality, instead of interviewing them in a working context (in which their employment may be put to risk). A future positive aspect of the research is that ILO and its subcontractors generally used locally-based enumerators and ensured local support in order to facilitate entry in local communities. The enumerators and their supervisors received extensive training, including in child-friendly

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<sup>11</sup> In quoting these statements from government officials and parents, we are *not at all* seeking to question project findings that *poverty* is the key reason for child labor. We merely seek to point to structural weaknesses in education policies that may also contribute to child labor; and we suggest that the project's relevance could be further enhanced by a stronger focus on education policy (see Section V.2: Key Recommendations).

methods.<sup>12</sup> At least one of the studies, the *Needs Assessment of Educational Institutions*,<sup>13</sup> is using a randomized controlled trial (RCT) type of design to assess school needs in target areas, including school enrollment rates, dropouts, gender, etc. Even well-designed and well-implemented RCTs may pose ethical questions regarding service provision to the control group. These designs sometimes, as is the case in MyPEC, foresee no service provision to the control group and the interviewees from this group are giving time without receiving any form of return from the project's side. This design issue, however, can be easily corrected through providing some services (e.g. the provision of school supplies or teacher training) to the control group after completing the research.

The MyPEC research agenda includes the following studies that are currently published or in final draft stage:

*Mapping of policies, programmes and institutions related to child labour in Myanmar:* ILO 2014.

*Knowledge, Attitudes and Practices (KAP) study on child labour in Yangon, Ayeyarwady Region and Mon State:* ILO 2015.

*Technical and Institutional Capacity and Needs Assessment of Key Stakeholder Agencies on Child Labour Elimination in Myanmar:* ILO 2015.

*Agricultural Sub-sector Child Labor Survey: Children working in the cultivation and processing of Inland Fishing Stocks, Sugarcane, and Beans and Pulses in Myanmar:* ILO 2015

*A legal review of national laws and regulations related to Child Labour in Myanmar in light of international laws and standards:* ILO 2015 (internal use).

*Child Labour in Myanmar:* Government in collaboration with ILO 2015 (draft version).

*Needs assessment of educational institutions in Yangon, Ayeyarwaddy, and Mon State:* ILO 2016.

A review of these reports shows the distinctiveness of MyPEC project: it is covering a number of sectors and issues related to child labor, from policy and general child labor statistics to

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<sup>12</sup> "Selected data enumerators will undergo an extensive two-day training, which will cover individual roles and responsibilities, the details of the questionnaire, as well as cover interview methods, confidentiality of information and survey best practices. The training will focus on the objectives of the survey, the flow of the questionnaire, the intent of each question, techniques for probing and triangulating information, routing and filtering questions based on respondent type and response to earlier questions and coding the responses in the prescribed formats. A dedicated session will be conducted on sensitizing the enumerators on interviewing children and specifically dealing with children who are employed in worst forms of child labour" Ref: p.8, *Methodology and Study Plan for the conduct of Baseline Surveys in Dagon (Myothit) Seikkan, Yangon Division & Labutta, Ayeyarwady*. M-CRIL Myanmar Limited (for ILO).

<sup>13</sup> Ref: ILO and Emerging Markets Consulting, 2016. *Needs Assessment of Educational Institutions in Yangon, Ayeyarwaddy, and Mon State*. Final Report (April 21, 2016). It should be noted that provision of services to the control group upon the completion of research is *not* necessary if the control group data are collected through school statistics or other similar means, rather than face-to-face surveys or interviews with control group subjects. Also, the provision of services to the control group may not be practical in large-scale surveys.

geographic and topic-specific research (e.g. agriculture). The project is therefore situating itself on the forefront of research on child labor-related topics. It could be observed that in covering so many different areas, the project is not sufficiently specialized in one sector or geographic area; but again, the basic understanding of child labor in Myanmar is in its infancy and one could also argue that the project is laying the groundwork for more specialized projects in the future by adapting such a widespread research agenda. It should also be noted that the project has published other research-based productions, such as:

*A practical guide for journalists: Fighting child labour and promoting children's rights in Myanmar media: ILO 2015 (draft version).* (Adapted from an ILO-UNICEF journalist guide developed in Haiti)

Interviewees generally praised the research agenda for MyPEC, albeit a number of partners felt that they did not know enough about the results of the studies (e.g. worker unions and local authorities). Likewise, at central levels, interviewees at partner ministries such as the Ministry of Social Welfare, Relief and Resettlement noted,

*We have no knowledge of project research. Maybe someone else has [knowledge of it]. ... For child labor we still need time to enforce it [i.e. prevention of child labor], for now we try to prevent abuse cases. In our country we still don't know which children can work and what is child labor.*

In this case, the lack of knowledge regarding project research visibly expanded to the issue of child labor in general.<sup>14</sup> In addition, the translation of the reports remains a problem, as it was initially decided to translate them into Burmese, as well as Mon and Shan languages. These languages are not fully representative of the country<sup>15</sup> and government officials questioned the selection of these particular languages. Further, the typesetting remains a long and complicated process, as most of these languages are written with Burmese characters, which do not separate between words, only sentences (similarly to, for example, Thai or Lao). Interviewees suggested that it may be more useful for the project to consider translation into Burmese only, which is the official language of the country and spoken by 65-70% of the population. If necessary, the executive summaries of the studies could be translated into a range of languages.

Another research issue is related to the project's use of external consultants to conduct the research and only involving local staff in the verification stage. The project may consider assigning local staff to the research from the start in order to build capacity, and also making them more operational at the verification stage:

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<sup>14</sup> This also illustrates the need to assign one person from each Ministry to sit on the TWG-CL, and not rotate members. This particular interviewee, a high-ranking ministry employee, had been assigned to meet the evaluator and fulfilled his role in this respect; he was not feeling that he had a mandate to address child labor issues, nor to read any project research.

<sup>15</sup> According to Wikipedia, the languages of Myanmar include Shan (Tai, spoken by 3.2 million), Karen languages (spoken by 2.6 million), Kachin (spoken by 900,000), various Chin languages (spoken by 780,000), and Mon (Mon-Khmer, spoken by 750,000). Most of these languages use the Myanmar (Burmese) script. The usage of minority languages was discouraged under the former government. See: [https://en.wikipedia.org/wiki/Languages\\_of\\_Myanmar](https://en.wikipedia.org/wiki/Languages_of_Myanmar)

*Surveys are done through contractors. How can we, local staff, fulfill our role efficiently? It would be good if we could be involved more directly in all the stages of the work. They only send us the research for checking and verification; it is very difficult ... I can only compare the studies with data from other studies.*<sup>16</sup>

Some high-level interviewees from the Ministry of Education (MOE) noted that they had “never received research reports or progress reports from the project,” and that the “project needs to give more awareness raising to the Ministry; most MOE directors do not know about child labor” (see also Section III.3(7c) on awareness raising). Some of this is due to the fact that representatives from different Ministries change regularly, and with the arrival of new persons there is a loss of institutional memory on the issue of child labor.

Nevertheless, despite these concerns, the project’s research agenda is particularly impressive and has required immense follow up in terms of the project’s staffing resources; yet its importance and broad agenda is justifiable by the lack of prior research in Myanmar and the need to lay the groundwork for other projects. It is noted that some studies (e.g. the Knowledge, Attitudes and Practices [KAP] study and the Technical Institutional and Capacity Needs Assessment [TICNA]) have endlines, which is an example of a good practice.

### 3.2 Validity of Project Design

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#### 3. Logic and coherence of project design: Realistic targets and timing of project objectives and outcomes

A number of interviewees underscored, as seen above, that the project is “very ambitious” in its scope, targets and timing. It can best be characterized as a two-phased approach (see Project Description: Section II above) with research, policy, awareness raising and advocacy conducted throughout the two phases and service delivery only provided during the second. A review of project documentation (TPRs), evidenced by interviews with project and donor staff, demonstrated that the timelines were not always realistic and that the sequencing of data-driven implementation was not always possible as the research often took longer than expected. In theory, the sequencing of the project was logical and valid due to the lack of prior research and knowledge about child labor in Myanmar, as well as the perceived need to build on research. However, there are some practical challenges with this sequencing and most interviewees did not recommend such two-phased structure for future projects, for multiple reasons; instead they suggested starting actual service delivery as soon as possible during the start-up phase of the project. Among the reasons identified for a more rapid start-up of services are the following:

- Research oftentimes takes longer than planned (especially when results need to be vetted);

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<sup>16</sup> MyPEC senior staff subsequently noted that, “Both national and international staffs, *depending on who is assigned*, are given opportunities to provide inputs during the design of the study and questionnaires, the inception phase, to be involved in meetings with the contractors, the training of survey team, de-briefing after fieldwork and the review of contractors’ reports, aside from verification functions.”



- Rapid participatory assessments and community consultations can provide sufficient knowledge to start service delivery at once;
- Gap of time between research and service provision confuses the studied population group and creates expectations that may hamper future implementation; and
- Service provision in itself generates knowledge, often better (because it is more hands-on and practical) than structured research.

The project partially dealt with these issues through the establishment of a micro-pilot project in Panambon village (in Mon State), which started service delivery in September 2015. It included direct services such as the distribution of school supplies, the setup of a microcredit association, and the provision of training in income generating activities for parents. All of this was accompanied by awareness raising in the target community regarding the benefits of education and the problems associated with child labor (see Section III.3.7(f) below for evaluation findings regarding the micro-pilot). With the establishment of the micro-pilot, the logic of the project was enhanced, as the lessons learned from the micro-pilot were directly feeding into the pilot, which is to be set up and implemented during the project's second phase.

4. *Results of the Technical Institutional and Capacity Needs Assessment (TICNA) and Knowledge, Attitudes and Practices (KAP) study incorporated into the pilot intervention and capacity building strategy. Learning from the micro-pilot is useful in designing and implementing the direct services.*

The TICNA informed the selection of partners in the micro-pilot and also helped with planning for related capacity building initiatives. The KAP study on child labor was not available at the start of activities, but the findings subsequently confirmed the project's approach toward capacity building and awareness raising. Both studies were incorporated into the communication strategy of the project. Project staff felt that both studies would need to be updated as the context in Myanmar changes rapidly (hence the need for an endline).

As noted above, the lessons learned from the micro-pilot directly informed the design of the pilot. This was done through a workshop in which micro-pilot partners shared lessons learned, as well as through the establishment of a report on *Results and Lessons Learnt from the Micro-Pilot*. Some of the key findings from the micro-pilot included the need for a more education-focused approach as well as the need for significant livelihood interventions (requiring a longer duration of implementation). Further, the need for TVET and NFE for out-of-school children was emphasized in the report, which also corresponds to current education strategies as evidenced by the evaluator's interviews with MOE officials. These services were not available in the micro-pilot community, and MyPEC did not offer them as part of the micro-pilot design.

MyPEC project staff noted that cost estimates for the (main) pilot could be fine-tuned as a result of budget analysis from the micro-pilot, and that,

*The needs and approaches for capacity building, awareness raising and work with government were better understood and helped planning the pilot.*

During the interim evaluation, a field visit to the micro-pilot intervention site in Panambon village (Mon State) confirmed the findings of the report on lessons learned from the micro-pilot, and underscored the usefulness of this experience for the second-phase pilot initiatives.

However, it also found that the MyPEC could have generated better data from the micro-pilot with a closer follow up in the community and in the school, including for example discussions with community members about the state of the school, awareness-raising on the need for a safe school environment, and further discussions on the use of the loans provided through the microfinance initiative set up by MyPEC (see Section III.3.7(f) for more comments on this). Moreover, the evaluation visits to Ye Township discovered some need for information dissemination about project services to local officials, including information about the project intervention in the local communities, project research, and also general information related to awareness on child labor. In conclusion, the TICNA and KAP studies and results from the micro-pilot were useful in guiding the direct action services (i.e. the pilot to be conducted in phase two of the project), although some further lessons could be drawn through a closer follow up with the micro-pilot community.

5. *The formulated Theory of Change is methodologically sound and valid in practical terms as it pertains to the issue of child labor in Myanmar.*

The MyPEC Comprehensive Monitoring and Evaluation Plan (CMEP 2016, pp. 11-12) provides the following narrative of the Theory of Change (ToC):

*The major change that the project aims for in the next four years is to establish an enabling environment for eliminating child labor in the country through: (a) An improved national legal framework consistent with international labor standards, (b) Increased awareness and knowledge about child labor among the general public and key stakeholders, and (c) Increased capacity of stakeholders to implement child labor programs and services. ...*

*According to MyPEC's ToC, the "comprehensive, inclusive, and efficient multi-stakeholder response to child labor in Myanmar" can be achieved through the accomplishment of five intermediate objectives (IO) related to programmatic components which the Project will implement: (1) Expanded knowledge base on child labor in Myanmar, (2) Increased awareness and understanding about child labor, (3) Improved legal and institutional environment contributing to the elimination of child labor, (4) Improved capacity of national and local stakeholders to coordinate, network and advocate for the elimination of child labor, and (5) Reduced child labor in pilot target communities.*

*The series of results presented in the results framework [RF] will be delivered through a two-phase process. The first phase is aimed at expanding the knowledge base on child labor in the country through research, while the second phase is focused on the delivery of interventions. The design of the interventions will be informed by the findings of the various studies and research efforts. The interventions are organized into two major groups: National-level and community-level interventions. The national level targets awareness and advocacy, capacity building and changes in legislation with the aim to develop an enabling environment for the elimination of child labor and to ensure sustainability of these efforts. Pilot direct services, to be implemented at village level in coordination with the township level, will build replicable models for providing effective direct services to prevent and remove children from child labor.*

Interviewed project staff and other stakeholders noted that the project is "very ambitious in a four-year time frame." The issues related with the two-phased approach have been discussed under Section III.2(3) above, and in addition to these observations, interviewed officials also noted a challenge related to the absorption capacity of stakeholders, including government counterparts. After the elections, many new projects and actors have become active in Myanmar

as a result of the recent structural changes that are creating both opportunities (i.e. the desire for change is supported at key policy levels) and challenges (e.g. the existence of a multitude of actors promoting various agendas). Project staff underscored that the quickly evolving context creates a need to keep updating elements of the ToC. Some of these risk factors were already identified in the CMEP, under the narrative description of the ToC (p. 12): “The ILO has also identified potential risk factors that relate to operating during a very complex political transition period for the country. ... MyPEC ... will be able to adjust its approach to meet the evolving circumstances without retreating from the ILO’s core objectives and principles. In the case that some of these risks become a reality, the Theory of Change presented in this document may need to be revisited.” Whereas the risks mentioned in the CMEP were largely related to political instability, it seems as if political *stability* and a positive atmosphere of change also have its own risks: that of uncoordinated donor actions absorbing government and civil society staff time, which are likely causing delays in implementation.

The distance between Yangon and the capital city of Naypyidaw and the need for frequent travel both for government and project staff are additional time-consuming activities. In these circumstances, certain project-initiated processes and institutions (such as the Technical Working Group) become very valuable tools in coordinating efforts between actors and with government institutions. It should be noted that the challenge of time-consuming travel is also true for visits to micro-pilot and pilot areas outside Yangon, though having competent implementing partners somewhat mitigates the amount of necessary time spent on field visits.

### 3.3 Effectiveness and Progress at Midterm

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#### 6. The project’s progress in terms of targets and objectives. Factors contributing to successes and to challenges (including delays).

At midterm, the project has completed an impressive number of planned activities, but has also encountered delays. As noted above, some of these are caused by design elements that were unrealistic in terms of timelines (e.g. a data-driven approach with studies feeding into the design of direct actions was not always feasible<sup>17</sup>). Also, as is often the case, delays were related to the initial need to learn about the host country’s institutional arrangements (i.e. “who is responsible for what?”) and to building relationships “on the ground.”

As for the factors contributing to success and an increased pace of implementation, it should be noted that MyPEC is building on ILO’s solid understanding and experience in the country, and is harmonized with other ongoing ILO projects (e.g. the forced labor project; occupational safety and health [OSH] initiatives, etc.). The project’s relationship with other staff at ILO’s Myanmar office as well as with regional structures (Bangkok) and headquarters (Geneva) supports project activities and is contributing to steady progress. These relationships also are directly contributing to the project’s cost effectiveness (see Section III.4(8) below). Further, ILO has a very respected and well-established relationship with key government institutions, notably

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<sup>17</sup> Several studies such as KAP and TICNA were initiated after discussions on the CMEP. Both studies provide baseline information for Components 2 and 4 of the project.

with the Ministry of Labour, Immigration and Population (MOLIP, previously called the Ministry of Labour, Employment and Social Security, or MoLES). This relationship is a key part of the project's success, but is paradoxically also leading to a challenge: certain stakeholders hold ILO responsible for child labor reduction in the country, and at times it is felt that various partners, including government institutions, lack ownership of the project. During evaluation interviews with government officials, for example, it was felt that higher-level Ministry personnel "owned" the various processes of the project; however many mid-level officials, who are key for the sustainability of the project, felt that they "participated in ILO project activities," but took little ownership of the processes and of institutions such as the Technical Working Group (see Section V.2, recommendation 3).

As for specific project actions and their status, Annex 1 lists the project's updated quantitative tracking indicators. Below is a summary of updates on key project deliverables with some indications about the reasons for delay (following the order of immediate objectives in the project workplan, with references to a recent ILO report, *Project Workplan with Status*, discussed with MyPEC staff on May 2, 2016):

#### Intermediate Objective No. 1: Research

- a. Output 1.1.1 Labor Force Survey (LFS): The draft LFS is completed as of early December 2015 (including project-led child labor indicators as per Activity 1.1.1.1), but is still not released due to ongoing clarification with regard to the international technical definition of the unemployment rate. The ILO is seeking to narrow the gaps in understanding and capacity of the government institution in its undertaking of the Labor Force Survey and its data analysis due to the major time lag in between the previous survey and the current one. It is noted that the last LFS took place in 1990, and subsequent country data such as the unemployment rate has been based on projections from that survey. The government takes ownership of the LFS results and has expressed interest in repeating this kind of LFS every year, which seems difficult in view of all the work involved in research and publication.

Project staff persons expressed concern about the length of the child labor report, which is over 100 pages and its high level of technicality, and are now involved in discussions about how to reduce it to a user-friendly length that is more accessible to readers.

Activity 1.1.1.6: Translation of the LFS into three languages: This activity (similar to other activities such as 1.1.1.5, 1.1.1.7 and 1.1.1.8; as well as Output 1.1.4) is conditional on the government's validation of the LFS findings, but could also be further delayed due to political concerns about the languages for translation. The translation and typesetting are themselves lengthy processes; as noted above in Section III.1(2) and in the recommendations (Section V.3[5]), it may be useful to revise this activity. As such, it may be good to translate the reports into Burmese only, and translate the executive summaries into other languages.

- b. Output 1.1.2: The agricultural research is the first in the country regarding child labor in this sector. Some of the qualitative research on agricultural subsectors (Activity 1.1.2.3) is delayed partially because of the "rigidity of government requirements on coordination between national and local authorities" but also by the Water Festival and "flooding in

Magway” (Project Workplan, p. 4) as well as scheduling conflicts with the contractor. A report on the quantitative survey is currently being reviewed by ILO (Activity 1.1.2.4), and ILO staff expressed their satisfaction with the draft version.<sup>18</sup> Subsequent activities related to the publication and dissemination of the research are also delayed (e.g. Activities 1.1.2.5 through 1.1.2.9).

- c. Outputs 1.1.3 (rapid assessment on child labor in the industrial zone in Yangon), 1.1.5 (KAP study), and 1.1.6 (needs assessment of school conditions) all have been completed. The other outputs under IO 1 have not started as they are planned for the second half of the project.

#### Intermediate Objective No. 2: Awareness Raising

- a. Output 2.1.1 (national campaign against child labor and related awareness raising materials) is underway, and a national communication plan has been established (Activities 2.1.1.1 and 2.1.1.2). The project’s communication strategy includes a video with a well-known Myanmar reggae singer, posters, flyers and other communication materials. Again, some of the delays are due to the wait for government vetting of the LFS, since for example the video (which is now created) is expected to include child labor statistics from the LSF.<sup>19</sup>
- b. Output 2.1.2 (advocacy) includes Activity 2.1.2.1 related to the World Day Against Child Labor and is on track, with a first workshop (conducted in 2014) and symposia on child labor and social protection; a second (2015) on child labor and education; and a third (2016) being planned on child labor and supply chains, gaining interest from international companies that are sourcing in Myanmar. Other activities under this output include the adaptation of ILO’s Supporting Children’s Rights through Education, the Arts, and Media (SCREAM) modules to fit the Myanmar context and the training of trainers in Mon State (Activities 2.1.3.4 and 2.1.3.5), both of which have been completed.

Overall, most activities under IO 2 are on track and some are even ahead of schedule.

#### Intermediate Objective No. 3: Improved Legislations

- a. Output 3.1.1 (assessment report on legal framework) has been completed and is being updated and prepared for publication. Likewise, activities under Output 3.1.2 (laws and policies revised, such as Activity 3.1.2.1 and 3.2.2.2) are ongoing or have been completed. For example, the Shops and Establishments Act and the Factories Act have been amended to raise the minimum age of work to 14 years and prohibit overtime work for children 16 years old and below.

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<sup>18</sup> The report is finalized as of the 1<sup>st</sup> week of June.

<sup>19</sup> It should be noted that many of the delayed activities were implemented subsequently to the evaluation fieldwork. For example, the music and animation video was launched during the World Day Against Child Labor celebration on 14 June 2016.



- b. Activity 3.1.2.3 (mobilize parliamentarians) has been postponed due to the elections and transition in government, and will start in the fall of 2016.
- c. Activities related to the establishment of the list of hazardous work for children (3.1.2.4 through 3.1.2.6) are completed or ongoing, with a workshop with labor inspectors starting on May 17, 2016.
- d. The work on the National Plan of Action on the Worst Forms of Child Labor is expected to start in September 2016.
- e. Activities 3.1.4.1 – 3.1.4.4: As the labor laws are fragmentary (which also means that child labor-related laws are fragmentary), the project has provided support and guidance, in the form of workshops and/or technical legal support, for the review and amendments of various laws that are related to child labor (e.g. OSH law and Factories Act; Social Security Law; Payslip and Payment of Wages Act; Shops and Establishment Law; and the Maritime Labour Convention). At the same time, the project is providing advice for the establishment of a more comprehensive labor law, and an international legal expert is currently part of the MyPEC team.
- f. Output 3.2.1 and 3.2.2 (training of relevant government institutions, labor inspectors and social partners on international child labor standards) have largely been completed, with the aforementioned exception of the training of parliamentarians.

#### Intermediate Objective No. 4: Capacity Building

- a. Output 4.1.1 (assessment of institutional needs) is completed; and Output 4.1.2 (support of Technical Working Group) is ongoing.
- b. Regional training of officials under Output 4.1.3 is ongoing, including training of teachers in direct intervention areas (Mon and Kayin States). Training of social partners and civil society organizations is also taking place (Output 4.1.4), including training of media partners (completed; Activity 4.1.4.5).

#### Intermediate Objective No. 5: Direct Intervention

- a. Some initial assessments (e.g. on local economic development/Value Chain Assessment) have been slightly delayed but already began as of the third week of May. The pilot areas have been identified (Yangon, Ayeyarwady, and Mon State respectively). Baseline surveys in Yangon and Ayeyarwady have been completed and is ongoing in Mon State (for completion within third week of June), including qualitative studies to determine existing education, livelihoods and social protection services in each pilot area (including the micro-pilot).
- b. The ILAB/ILO Global Direct Beneficiaries Monitoring and Reporting System (DBMS) has been adapted to Myanmar and user-specific modules have been developed and piloted to help monitor and classify children's work status and any changes in economic livelihoods of households and adults. DBMR focal persons from the three pilot areas were trained in last week of May and are already performing their roles in finalizing the list of project beneficiaries.

- c. Other direct intervention activities (excluding the micro-pilot) are scheduled to start in the second half of the project (summer/fall 2016).
- d. Monitoring activities under Output 6.1 are ongoing.

As noted above, the project is generally on track despite some delays; some of which are due to the structure of the project (e.g. research data feeding into other activities; when one activity is delayed, others cannot start) and some activities did not have realistic targets and timelines. In considering the delays, it should be noted that an initially unscheduled activity, the micro-pilot, has been implemented. A project has finite access to human resources and as such, it is possible that the choice of implementing the micro-pilot might have delayed some other activities. In interviewees' opinion (which is shared by the evaluator), it was a good strategic choice to implement the micro-pilot, since the lessons from the micro-pilot will improve other direct intervention activities under Intermediate Objective No. 5.

## 7. Perception of project effectiveness by government officials, implementing partners, and beneficiaries regarding project efforts.

The project is generally very well considered by government officials, implementing partners and beneficiaries, for three key reasons: (i) the project is well designed and provides key support to the Government on policy, especially as related to labor law, and also on child labor in industrial zones<sup>20</sup> which is seen as a priority by Government, business stakeholders and workers' organizations; (ii) the project team is efficient and well regarded by the Government and partners; and (iii) as noted earlier, ILO has a high status in the country which is facilitating work, especially as related to policy. Some officials questioned the project's direct intervention areas and suggested a more direct focus on the industrial zone in Yangon, but this advice may have been more linked to political preferences and strategies than to a criticism of project strategies. Implementing partners and beneficiaries, especially as related to the micro-pilot, had specific recommendations regarding project activities to further enhance project effectiveness (see Section III.7(f) below on micro-pilot effectiveness).

### *7.a. Potential challenges in designing and implementing Myanmar's National Plan of Action on Child Labor, and recommendations to address these challenges (Project-level C1 indicator).*

The design of Myanmar's National Plan of Action on Child Labor is scheduled to start in the third quarter of 2016. As the design is likely to be a lengthy process, its actual implementation may not be seen during the project's lifetime. Also, the aforementioned strength of ILO's position in Myanmar may paradoxically also be a challenge, as the Government may overly revert to ILO guidance without taking ownership of the design process.

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<sup>20</sup> This was not part of the original project design but the project and USDOL accommodated it since there was an obvious need.

After adaptation of the plan, its actual implementation encounters similar problems with regard to financing and ownership of processes. A further issue is likely to be similar to the challenges encountered by the Technical Working Group: rotating officials with no clear mandate related to the design or implementation of the plan. To address these challenges, a first step in the process may be to sensitize the Government in establishing clear mandates and responsibilities among officials for child labor issues, including people serving on the Technical Working Group. The implementation of the plan may also draw on Government and vendor's common interest in implementing child labor regulation in industrial zones that are dependent on international investment; however such interest is less obvious in other sectors, such as agriculture, fishing, and mines. It may be more difficult to find sufficient incentives for stakeholders to address child labor in these fields.

### *7.b. Hazardous Work List.*

The development of the hazardous work list is supported by pre-established ILO's categories of child labor (ILO Recommendation 190) and determined in Myanmar with ILO technical assistance through participative workshops with the Technical Working Group, including labor inspectors. The process involves tripartite consultations in an attempt to transfer ownership and know-how to government instances, workers' and employers' organizations and the civil society, which is key as the list needs periodical revision as required by ILO C182. The Government will decide how far to go in the validation process (e.g. central and/or local government). Project staff noted that the draft list is rather general, as there is a lack of region-specific data. The list does not require regional categorization but involved a mapping exercise in the determination process. Still some interviewees conceived the list as "not representative of the region." A legal expert interviewed noted that,

*There is no clear concept of "hazardous" – it [the list] has a very limited scope. There are many other kinds of hazardous works and one should [continue] making a list to identify various forms – look at other countries – and also work with the Ministry of Health, not only Labor. We need to interview stakeholders to get ideas and organize them in the list.*

Subsequent review found that the Ministry of Health indeed did participate in the hazardous work list development workshops. In any case, the further development of this list will in all probability be a work in progress, as the first versions are unavoidably missing certain categories of hazardous employment and/or changes in the social context, with new sectors and categories of hazardous employment emerging. For these reasons, ILO C182 requires the list to be periodically revised. As it is, most stakeholders interviewed considered the progress of the establishment of the hazardous work list as satisfactory.

### *7.c. Challenges in conducting awareness-raising under this project and how the project responds to these challenges.*

The project has undertaken a notable number of awareness training sessions and activities. However, a number of challenges remain. A number of high-level ministry officials, including at the Ministry of Education, complain that they have not received sufficient information about the project and that they have not been sufficiently involved in awareness raising:

*The Ministry of Education has 45,000 schools and 360,000 teachers – they are channels to raise awareness [about child labor] at grassroots level.*

Further, the culture of “helping parents” is very strong in Myanmar, and this help is often seen as work-related and is even propagated in primary school. Also, it is difficult for many to understand the difference between what is acceptable (i.e. household chores) and not (i.e. domestic work and other forms of child labor). A local education government official interviewed during the evaluation even said that children are competing among themselves to see who can help parents the most in terms of income. The interviewee indicated,

*Even at Kindergarten and primary school levels, we recite poems that emphasize helping parents, so it is part of the Myanmar culture and [integrated in] learning from the earliest grades. The children will recite every day: “wake up early/brush your teeth/wash your face/take a shower/go to school/come back from school/help your parents/play/take shower/have dinner/study/brush your teeth/go to bed.” In the mindsets, working in factories is a way of helping parents, so this [poem] is taking a different aspect depending on the context. Children feel satisfied in helping their parents in that way.*

Another interviewee (a community worker) indicated that often the older children who are working get preferential treatment at home, whereas the younger ones often get scolded. The latter may copy their siblings’ behavior (i.e. by taking up employment) in order to get better treatment by the parents. At the same time, there is little perceived value in school, which is not seen as conducive to better employment. The “no-fail” school policy mentioned above (see Section III.1[1]) exasperates the problem of limited (perceived and real) school value. Even NFE and vocational skills training, although promoted by many interviewees, were seen by others as “difficult” to implement, as the children and their parents would not be able or willing to forego the opportunity costs of attending the training (for this reason some interviewees recommended training of very short duration to ensure a better participation by the children). The difficulty of accessing these services especially in remote areas should also be noted.

The interviewees brought up a number of other issues. In particular, there is a structural dilemma: if project awareness raising scares the employers, they may fire the children, putting the latter at increased risk of WFCL. Hence, both employers and working children have a joint interest in “keeping quiet” and staying in work and, for this reason the project changed its research methodology to meet children outside of the factories (see Section III.1[2] above). A related issue, brought forth by union leaders, is that the unions are representing their workers, including children, and will not engage in awareness raising that may put children’s work at risk.<sup>21</sup> Another issue, raised in a local rural area by an NGO associated to the MyPEC project for awareness raising activities, is that families with children in child labor often cannot participate in awareness raising activities since they have no time for it:

*The families with children in child labor cannot join our training and our activities, because they have no time to do so. This is a big problem. They don’t understand or know about child labor. Maybe we need to inform the head of the village that these people should attend [the awareness raising activities]. Transport costs are provided and lunch, but this seem not to be enough: maybe some other incentives could be added?*

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<sup>21</sup> MyPEC staff subsequently indicated that the organization in question had implemented activities on Labor Day (May 1, 2016) with a child labor component, and that MyPEC provided flyer materials. Obviously, not all child-labor preventing activities are seen as threatening for children’s work.

Several interviewees from other CBOs had similar concerns about awareness raising sessions: “they [poor people] can’t come – they have to attend to day-to-day survival.”

To counter the cultural, structural and poverty-related issues, the project uses workers’ organizations and local CBOs, such as the one quoted above, to help raise awareness in culturally appropriate ways. Despite the challenges above, some progress has been made:

*They [parents] say they haven’t realized about child labor before, that they didn’t know it is harmful to their children. Also we highlight WFCL, dangerous work, and they say they try to prevent WFCL, for example by not allowing children to use machinery to cut grass. They [parents] cannot end child labor, but at least they’re aware of it. Also, there is increased schooling. Earlier there was no awareness... now they’ve agreed to send more children to school.*

MyPEC has created a number of tools to help raise awareness, including a promotional video with an anti-child labor song. Other tools include posters, a pamphlet and a booklet about child labor. This latter has encountered delays because it contained pictures of children with ethnic dresses, and the relevant government institutions were hesitant in releasing material that they perceived as politically sensitive. The pamphlet and posters contain text that is quite dense, and it is difficult to measure their effectiveness. In a focus group interview with community leaders in Panambon village, only one person said he had read the pamphlet and described the pamphlet and child labor in the following terms:

*Some of the pamphlet was not clear. I cannot remember what [was not clear]. Next time I will read it more carefully. We [community leaders] didn’t receive any training. ... Children can work for 2 hours [per day] from the age of 6 – with easy work. For full-time work, the age is about 13.*

In this case, the only “expert” on the issue among the focus group interviewees was this respondent, who had read the pamphlet but visibly had not retained much information from it (the MyPEC report on lessons learnt from the micro-pilot also noted the need for more sustained awareness raising in the project’s target communities). Other interviewees (union leaders) suggested that the project should create more materials aimed at the children themselves, such as reading books or brochures, to raise awareness in schools about child labor and the importance of education.<sup>22</sup> Another way of raising awareness may be to use culturally known texts such as the poem recited above, and to discuss its *real* meaning, emphasizing its balanced recommendations and that helping parents should just be one of the many things children do during the day.

#### *7.d. Improved legal framework on child labor that is compliant with international standards. Challenges and project’s response.*

The Myanmar labor laws are fragmented and need comprehensive reform, including providing a definition of child labor. The project has provided support to a number of laws and at the same

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<sup>22</sup> It should be noted that this interviewee operated a school outside of the target area of direct services for the project, and had therefore not access to SCREAM training and materials. Still, it may be a good idea to look into the feasibility of creating brochures and/or booklets or other materials that can be distributed more widely for children in schools.

time is working towards greater reform, with the establishment of a more integrated labor law. As indicated by an ILO staff,

*The legal system is ... outdated [and] fragmented, and many sectors are not covered. As a first step, in 1-2 years, we will [assist in] establishing a Labor Standard Act to cover all employment sectors and reduce the scope of informality. Then we will codify the labor laws into one code covering the whole sector. [The only exception will be] the Industrial Relations Legislation, Labor Organizations and Dispute Settlement Act, which will last as it is. It is already well developed with the help of ILO, and is easier to revise when it is not integrated in the full labor law – it needs constant revision.*

The work on the labor legislation needs to be coordinated with the Child Law (which should be referring to ILO Convention 182), which is under establishment with UNICEF support (ILO also provided inputs on sections related to child labor). Some amendments have been made to the current labor law, such as establishing a new legal age of 14 years for work (revised from 13 years), which “is compliant with international standards – we have checked with our legal expert in Geneva” (interview, project staff).<sup>23</sup> It is a challenge to raise awareness on laws among key constituents, including government staff, as “even [some] ministry staff persons do not know their own laws” (interview, project staff). Also, regional and township interviews evidenced that regional officials did not know the current legislation on child labor, but reverted to wishful thinking in conversations with the evaluator. A second challenge is related to the actual enforcement of the laws, which is difficult due to lacking human and financial resources (e.g. understaffed labor inspectorate). One related problem is that human resource personnel in some cases do not ask for identification when recruiting children, or the children provide false IDs.<sup>24</sup> To address these challenges, the project is training master trainers and labor inspectors in the enforcement of laws, and is also considering creating booklets disseminating information about new legislation.

#### *7.e. Improved capacity among stakeholders.*

As noted by an interviewee in a local NGO, “when we started MyPEC, local NGOs were very limited, and MyPEC should raise awareness to all child-focused NGOs in the country.” The interviewee further complained that “NGOs are project-focused [i.e. funding focused] and not thematically focused,” and projects such as MyPEC should improve their thematic focus. Still, interviews with partner CBOs and NGOs noted awareness and capacity on the issue of child labor, so it was clear that project intervention had had an impact on stakeholder’s knowledge on

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<sup>23</sup> Note that some issues remain in the amendments, particularly the limitation of working 4 hours for the 14-15 years old, as well as other issues.

<sup>24</sup> E.g. an interviewee from the Republic of the Union of Myanmar Federation of Chambers of Commerce and Industry (RUMFCCI) noted that “we must ask them for the national ID, [and if they don’t have it] for a household list – every family has it – it is a legal document with everything [related to children and age]. If not, we can ask for an attestation from the village leader or parent, or a doctor. ... Most of the employers know that they shouldn’t recruit underage children, but there are no instructions or rules on how to go about verifying [the age of new employees].” Another interviewee from a workers’ organization noted that “employers hide data; all disseminated data are erroneous. Children borrow friends’ ID cards showing that they are 18 years...”

the issue. Project staff provided illustrations of improved stakeholder capacity, which was also evidenced by field interviews in Yangon, Naypyidaw, and in Mon State:

*We see some initiatives: workers ask for materials for their meetings; CBOs ask for specific training; there is more knowledge and also new activities. The Government has initiated some awareness raising in the industrial zone and has asked for our assistance. They are coordinating this [awareness raising] themselves. Also, they wanted to be involved in the dissemination of the OSH law. Last year, [the Child Labor Day] focused on child labor and OSH. In the beginning, there was much confusion about child labor, but now there is much more knowledge, and for example one [national NGO] has a child labor project in Shan State. In Mon State the government has started raising awareness on child labor. Also, some of our partners have started to ask for funding from other sources [than ILO]; for example, two partners received funding from the French Embassy for awareness raising activities at grassroots level – one of the outputs of these activities were photo-essays on child labor.<sup>25</sup>*

The awareness raising activities in the industrial zone referred to above is part of the new Government's "100-day plan," which involves awareness raising in factories (in Yangon) every Saturday by the Factories and General Labor Laws Inspection Department (FGLLID). They also recently created a Viber<sup>26</sup> group to disseminate information about labor-related issues, and to schedule information talks in factories (based on availability).

During evaluation fieldwork, however, it was felt that some central and local authorities fall outside of the project's (and the government's) capacity building program and do not have updated information about the country's child labor efforts (e.g. age). These included education officers and ethnic authorities at central and township levels.

#### *7.f. Micro-Pilot successes and challenges.*

The micro-pilot has been a successful initiative by its own right by providing child labor prevention and education support in a specific community. Moreover, its implementation successes and challenges help orient the implementation of the "main" pilot interventions. In evaluating the micro-pilot as an independent service (not only as a learning tool), several successes and challenges can be noted. First, successful distribution of school supplies led to a reduced dropout in the project schools, as evidenced by project research. However, interviewed teachers also noted that the supplies and school fee payments had arrived late and that "it would be better to distribute textbooks and supplies in the beginning of the school year" instead of in December:

*The children had already paid the school fees, and the teachers reimbursed these fees to the parents. If you give the school fees in the beginning of the year, more children will come [i.e. will attend the school]. (Teacher)*

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<sup>25</sup> See Web site: <http://www.yangonphoto.com/photo-stories/>

<sup>26</sup> "Viber is an instant messaging and Voice over IP (VoIP) app for smartphones developed by Viber Media. In addition to instant messaging, users can exchange images, video and audio media messages." Ref: <https://en.wikipedia.org/wiki/Viber>



During the interim evaluation's visit to the school, it was also observed that the two school buildings were in disrepair and that the benches had been deliberately broken. The evaluator found garbage absolutely everywhere, including pieces of glass that are dangerous for children, broken beer bottles and empty cigarette boxes, ripped project-provided posters on child labor, and other school supplies among the trash. The school was a visibly dangerous place, and interviews with teachers confirmed:

*The school was already closed when [the community] celebrate the Mon National Day. We can't control the celebration. [When children are at school] it has happened that they cut themselves on the pieces of glass. We will take responsibility for the cleaning up of the school before classes start again. The children don't cut themselves often. We can't repair the benches – they too got broken during the National Day celebration. ... Sometimes the Head of the Village assigns community members to help clean up the place. This type of feast only happens once a year.*

A main problem with the state of the school, as seen from the evaluator's point of view, is that the feast had taken place on February 24 and the evaluation visit took place on May 11, meaning that the school buildings had been in this state for two and half months. If children were playing at the school grounds, they would be in constant danger of being cut on the glass. Moreover, the state of the school, visible to all community members for such a long period of time, must have conveyed a certain image of the school as a child-unfriendly place and as disrespectful to educational efforts. School and community authorities indicated that no school sessions had taken place in the school since the day of the celebration, so the safety of the children had not been compromised. Still, the school was scheduled to open up the week following the evaluation visit, and the cleaning up could be a concern. During the discussion with the teachers on corporal punishing methods (which the teachers said they did not practice), these latter indicated that they used to ask punished children to go "clean plastic garbage" as a punishing method. This may be dangerous even if the worst of the glass has been removed, as sharp pieces could still be concealed in the grass. Situations like this are very valuable examples for a better understanding of the implementation context (see lessons learned, Section IV below).

Another service provided by the micro-pilot consisted of training parents on income-generating activities, including soap production and making jam, as well as traditional medicine such as a locally-produced medicinal balm. The training was of very short duration (5 days), and was repeated three times, each time with 25-35 trainees (for a total of approximately 80-90 trainees; the interviewee did not have the exact number of students that followed the full training). Interviews with parents indicated that the service was well received; however, too many people had been trained and there was no longer any market in the community for these products. Moreover, the service provider (a local CBO, the Mon Cetana Development Foundation [MCDF]) confirmed that the follow up was insufficient and especially complained about the lack of instruction in the packaging and marketing of products:

*We should have had a 5-day training followed by an evaluation. Based on the findings [from the evaluation] we could have provided follow-up training to make sure the processes were understood. Then, we should have offered a training in packaging and marketing, and evaluated the products in the market. (Service Provider, CBO)*

Despite these shortcomings, the trainees expressed satisfaction about the money saved in no longer having to buy products such as soap. Also, the CBO that provided the training noted that the parents saved money by producing their own soap, shampoo and the like, as well as jam and

traditional medicine such as the balm made by local products. The evaluator was presented with a small container of beneficiary-made balm and soaps, and was impressed by the quality of both products.

The same CBO had been involved in the setup of a microfinance structure through three-day training for 15 people, including teachers. The provider started training in December 2015 by first providing information about accounting and then financial management. Subsequently a microcredit committee had been set up “... and after that I don’t know because we were contracted to provide training but not to follow up...” (CBO staff). The limited follow-up, according to MyPEC staff was:

*...because of [the] limited duration of 6-month implementation. However, since Panambon is part of the pilot, follow up activities, with expanded livelihood components such as marketing and packaging, were planned to be carried out in the next phase after the micro-pilot. This plan, which was discussed and agreed upon with USDOL during meeting after the CMEP workshop, was shared with the micro-pilot implementing agency in January.*

Interviews in the community confirmed that the committee had been given an initial funding by ILO, and had provided loans to twenty seven community members early in 2016 (which were to be reimbursed in June 2016). All loans were in the amount of 100,000 Kyat except four, which were in the amount of 50,000 Kyat.

The type of loans were of a bit of concern (to the evaluator), since in addition to income generating activities, they also included loans taken up for such projects as, “Support children to take exam in Ye;” “Pay for health fees;” “Buy rice for eating;” “Pay back loan from others and support children;” “Cure some health problem;” “Support children for education and buy some rice” and “Education for children and buy some rice.” This indicates that roughly 25% of the loans did not have any income-generating component, and may actually put both the borrower and the lender at risk. An ILO interviewee noted,

*Microfinance shouldn’t be given like that [easily]; sometimes the loan is used just for paying debts. It needs to be accompanied by income generating activities and training on how to sell the products. We need to look at it in a long-term perspective and also not create huge expectations at the community level.*

Since ILO provided the initial funding for the microcredit, perhaps the ownership of this activity did not extend to in-depth review of the borrower’s project proposal. When the evaluator expressed concern for this, a microcredit committee member noted, “this is the first time we have lent money; and we hope to receive it back in June.” As the microcredit committee is also currently collecting funding from committee members to add to the credit, such ownership may be built at a later stage (at the point of the evaluation, the combined savings from the committee members had reached 15,000 Kyat, which had been lent to one person to make soap). Microcredit committee members noted,

*There is a lot of poverty so there isn’t enough money, and some people are jealous and ask why they didn’t receive anything.*

For future microcredit services, it may be useful to review lessons from this exercise, particularly as related to the actual use of money and reimbursement of the loan (scheduled for June 2016). In conclusion, the micro-pilot project was remarkably rich in lessons to be drawn, and will prove essential for fine-tuning services to be provided in the future pilot project.

### 3.4 Efficiency

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#### 8. Project Efficiency (cost-effectiveness).

As noted earlier (see Section III.3[7] above), the project is drawing on ILO's unique position as a UN agency working in close collaboration with the government, and an efficiency (cost-effectiveness) comparison with another agency is therefore difficult. Other agencies (e.g. international NGOs) simply could not carry out the task of ILO in this context, because of their much lower level status with the governance and policy structures in Myanmar.

However, this comparative advantage of ILO, which is so clearly visible for policy, awareness raising and research work, is perhaps not so obvious in terms of direct service provision. In this case, the direct service component of the project is relatively small and corresponds to only one immediate objective (out of five). It accounts for US\$ 664.050 out of total costs of about US\$ 5.25 million (or 13% of total costs as per the outputs-based revised budget of October 2014) and human resources were affected accordingly. It follows that for the small reservation of direct services, the project could be characterized as a very cost-effective project.

Cost-saving components of the project include the use of legal experts in child labor and related laws (from the regional ILO headquarters in Bangkok, as well as from Geneva) to ensure compliance with international standards in laws; as well as collaboration between ILO projects in related labor topics (e.g. forced labor project).

#### 9. Inclusion of research and monitoring data in the implementation and learning process.

MyPEC's approach is data-driven: project staff persons are collecting data for monthly reports and use them to plan the next activities. Likewise, various sources of research and data were analyzed to establish the pilot interventions and the micro-pilot. However, the data-driven approach also may lead to some challenges. First the Direct Beneficiaries Monitoring and Reporting System (DBMS) is large and challenging, and of limited use for stakeholders.<sup>27</sup> One implementing agent (from a partner CBO) said,

*In my opinion it is too big and complex; it is very technical. One challenge is related to human resources, as MyPEC is providing only one person, who cannot deal with the DBMS alone. The future use of the DBMS depends on the number of staff we get; we*

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<sup>27</sup> MyPEC staff subsequently noted: "We should also think about how this could be sustained in a cost-efficient manner, even if through a different system that could be implemented at the community level. This could link with community-based child labor monitoring in the future. However, since data collection somehow raises expectation that services will be provided, part of the development of the system is also making sure that there are capable service providers on the ground. This would take time to develop but nevertheless a worthy objective." Also, project staff subsequently added, "Some agencies may not have fully understood the requirements and might have misinterpreted what was actually needed. Otherwise, the DBMS requirements were clarified with the interested organizations in the end of May [2016], after the evaluation field trip and before selection of implementing organizations."

*need four enumerators and one senior enumerator. We also need another focal person and one coder. Without project support, the DBMS will not be useful.*<sup>28</sup>

A related challenge is that the presently allocated budget for MyPEC's Senior Data Specialist (international) is limited to three years, whereas the further set-up, training, implementation and follow-up related to the DBMS, in addition to various studies that have an endline, may necessitate more technical follow up and support according to MyPEC project staff. Strategies to enhance the cost effectiveness of research may therefore include future provision in the form of budget reallocation for staffing of the DBMS and research actions. The technical follow up should include the further simplification of DBMS modules to be used in the monitoring and reporting of direct beneficiaries.

At a more general level, the project's staffing is very adequate and leads to cost-effectiveness. In particular, the teamwork between local and international staff is noteworthy. An ILO interviewee noted,

*The MyPEC team has a good balance of international and local staff. The latter are a big part of the team, not only functioning in a supporting role. This is one of ILO's model teams and it is created to [enhance] outputs...*

The same interviewee further noted the challenges with regard to cost-effectiveness in producing these outputs in a changing environment:

*...the project approach is also restricted in that the context changes so fast. In order to react to the changing context, the project needs to pass many levels of bureaucracy to make things change and to get authorization to make those changes.*

Another issue of concern related to cost effectiveness is the time lag between data collection and implementation in target communities, which may be creating some confusion and misguided expectations regarding service provision. As noted in an interview in Yangon's Industrial zone (Ward 87, Seikkan), a sensitized and proactive team of community mobilizers belonging to the World Vision-initiated local protection committee said that they would be "in difficulty with the local population" in the case that the project would not be implementing direct services in the area. Such possible backfiring of the research processes may ultimately lead to frustration and disappointment among the stakeholder community that could decrease efficiency. A similar potential problem is noted for control populations in impact-related research, or in cases where the population is subject to one or multiple research projects without receiving any services. These potential concerns are highlighted here for implementers' awareness (not as a criticism of project processes) and to avoid problems in the future. In other words, all these issues can be mitigated through future service provision.

A final note on the research is related to its usefulness (and thereby efficiency) for stakeholders. As ILO and government institutions are vetting the studies, they emerge as "solid" data and

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<sup>28</sup> MyPEC staff subsequently noted: "The status of this to date [June 2016] is that all three selected implementing agencies have aligned their human resource allocation with the actual requirements: 1 DBMS Focal Person, 4 encoders, 2-4 Senior Enumerators and 16-18 Junior Enumerators per area for the work to be completed within the expected duration and quality."

research, building on the prestige and quality trademark of ILO as well as on government approval and buy-in. They therefore are inherently useful for stakeholders who can use them in their own work; for example, an international NGO interviewee said they could use the research for background references when developing project proposals in the future.

### 3.5 Sustainability and Emerging Good Practices

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#### *10. Specific strategies that have been integrated into the project design to increase the likelihood of sustainability of project initiatives*

MyPEC is the first project of its nature in Myanmar and, as noted by most interviewees (from MyPEC, ILO, other NGOs and partners, and from government interviewees), there is still an obvious need for continued support after this project. However, in the evaluator's opinion and based on similar projects/evaluations in other countries, many of the project actions, such as for example the legal support, is inherently sustainable since it builds a framework that will last for some time (until being, hopefully, further refined and improved). Moreover, capacity building is sustainable, as long as the persons trained stay in a position that is relevant to their training for some time and can actually make use of what they have learned. In a time of rapidly shifting government officers and functions, it is to be expected that not all capacity building will be equally sustainable.

It can also be argued that research work is inherently sustainable, since it builds a platform for further investigation and study of child labor-related issues. For it to be considered sustainable, it must therefore have an application and usefulness in the future. As noted in the prior section (and referring to interview evidence), ILO's unique position in Myanmar also in this case helps promote sustainability.

Direct service provision efforts, especially the provision of school supplies, often have proved unsustainable in international contexts, especially if unaccompanied by policy reform work and advocacy to promote the future provision of similar services by the government. This is not the case for this project, in which direct intervention helps inform and guide policy. Direct provision can also promote schooling on a short-term basis. If it could also promote a sense of value, respect and perhaps pride attached to well-maintained school buildings and good-quality education, such accompanying awareness may prove well worth the investment of school supplies and other incentives.

MyPEC and partners, as well as beneficiary interviewees, also indicated that with continued follow up, parents' income generating activities and microcredit could also be sustainable. For the former, longer training sessions based on market research may prove useful; and for the latter, it is important to follow up in June 2016 to check the viability of the loans and the capacity of the borrowers to pay them back. To ensure sustainability, it is essential that the microcredit committee gain a sense of ownership of the structure.

Finally, the evaluator would argue that similar to most other projects, MyPEC does not function *as a model*, and therefore that it may not be useful or possible to replicate, and/or expand the project as a whole. Rather, *some* of the processes and activities that are aligned with government priorities may be replicated and/or expanded.

## IV. LESSONS LEARNED AND GOOD PRACTICES

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The project demonstrates a number of lessons learned and emerging good practices. The sections below review some of them. It should be noted that at times, lessons learned could lead to emerging good practices. As for the ownership “lesson” discussion in Section IV.1 below: the project’s work to transfer ownership and to work actively at policy levels with the government could also be characterized as a “good practice.” In this way, separating between “lessons learned” and “emerging good practices” at times may appear somewhat artificial.

### 4.1 Lessons Learned

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*Government changes make ownership challenging:* When there is a shift in government, such as in Myanmar after the election, there are both challenges and opportunities. In the Myanmar context, it is difficult for the project to position itself within government policies, since the government may try to adapt its own policies to the project (especially because of ILO Convention 182); this again complicates the transfer of ownership of project processes to the government. For example, it is important that the ownership of the Technical Working Group is shifted to the government. The project is aware of this challenge and is taking adequate measures to address it.

*Political stability is not without its own risks:* Whereas political *instability* creates obvious risks, political *stability* and a positive atmosphere of change also bring their own challenges: that of a multitude of new actors and uncoordinated donor actions absorbing government and civil society staff time, likely causing delays in the implementation of already established projects and programs.

*Research may take a longer time than expected:* Although the research is relevant and can be characterized as “emerging good practices” of the project, it may not be a good idea to make other project actions dependent on the research. For example, the reggae music video animation produced for awareness raising is waiting for data from the Labor Force Survey, which is not yet released by the government. Actions should, to the extent possible, be independent (especially as regards research that must be vetted) so that other actions can move ahead while waiting for government vetting (or other clearance) for research. Also, research is frequently taking longer than expected, as the design and implementation may have to be reviewed after a pilot test.

*Research designs should consider providing services for the control population and/or others involved in the research:* Research designs using a control group may be useful for evaluating impact. However, it may also be frustrating for the control group, as interviewees give up their time without receiving anything. Providing a service package at the end of the research may be a good way of thanking them for their help, and also avoiding frustration. For those involved in research in non-pilot areas (i.e. research just for research’s sake), small incentives may make the research population more interested in participating (this is not necessary or possible for large-scale surveys). For research conducted in areas where the project will implement activities, it is important to make the stakeholders aware about the service or project activity to be implemented, as well as the timing for such activities. This will avoid confusion and build understanding about the research project. It could also be part of the awareness raising process.

Two-stage, data-driven project design is logical but not always the best choice: The two-stage design, with research, awareness raising, legal and policy support and capacity building during the first stage followed by the implementation of direct services, is rational and consistent with a data-driven implementation process. However, having a lot of research data is not necessary in order to start a number of activities: a rapid qualitative assessment can lay the groundwork for pilot actions that can be further refined as research data trickle in. The project improved the project design through implementing a micro-pilot project that proved very useful to plan the “main” pilot, and this latter is taking place during the project’s second stage.

A wide range of research and implementation areas create a “rich” project at the risk of losing focus: The project has established research on a wide range of child labor sectors, and is involved in both urban and rural areas, as well as with ethnic groups. It deals with everything from reggae music (videos created for awareness raising) to high-level advocacy and legal support, to packaging for the homemade medicinal balm for sale in small markets. This variety can be seen as a strength with regard to gaining information and data on a wide variety of child labor issues, and for building a “library” of research data and analysis. However, this diversity comes at the cost of lesser focus. For a first child labor initiative in the country, this broad approach may be a good way of creating initial information, as long as the implementing institution and other stakeholders including the government are able to capitalize on the research. For future projects, a more focused approach concentrating on one child labor sector should be considered.

For direct services, frequent project presence is important: The messy school buildings in Panambon Village demonstrated the importance of direct follow-up from the project, even during school holidays. Also, it showed that in some cases, the provision of supplies and materials comes secondary to building awareness about the value of school. The project has already acted on this lesson learned: the evaluation of the micro-project foresees a stronger focus on education for the second stage pilot initiatives.

For microcredit projects, provision of initial capital by the project may not always be a good way to ensure ownership: When community members’ savings are at stake for microcredit projects, the loans and reimbursements are usually based on a careful evaluation of the borrower’s capability to pay it back. Also, this latter feels compelled to pay back on time, as the amount “belongs” to someone. The ownership of project capital is much more theoretical, and may lead to borrowers taking ownership of it instead of the microcredit association. It is important for the project to follow up on reimbursements in June in order to assess the future direction of similar components.

## 4.2 Emerging Good Practices

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An organization with experience and multiple projects in a specific field (and country) may be more effective than an organization starting up in that country: The project’s cost effectiveness is further enhanced ILO’s in-country experience, status, ability to draw on resources (legal, programming...) from the Bangkok Regional office and Headquarters in Geneva, and its inter-project coordination.



*Awareness raising and research are activities that may benefit from the implementer's standing:*

For these activities it is important to use implementation organizations that produce research that has respectability in terms of data validity and robustness of analysis. Otherwise, research may be produced but not used. For awareness raising, a similar concern could be raised about the origin of the message in an information-rich environment. ILO is a respected name in this regard, and the strategy of the project is building on ILO's strength, which is enhancing cost-effectiveness.

*Policy and legal support may be inherently sustainable:* Actions that help improve the country's laws and policies are likely to be effective for a long time, and thus remain inherently sustainable actions. The challenge is to make high-level legal and policy changes "trickle down" to implementation level.

*The set-up of a Technical Working Group is important for coordination of activities:* The TWG is a key policy tool and also a means of raising awareness and advocating among government officials and other stakeholders.

*Flexibility and frequent internal project reviews enhance efficiency:* Project efficiency has been enhanced by its reporting and research structure, as well as by staff flexibility. For example, the decision to set up a micro-pilot project is evidence of good internal feedback loops and smart practice.

## V. MAIN CONCLUSIONS AND RECOMMENDATIONS

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### 5.1 Conclusions

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MyPEC is a well-designed and well-implemented project that at the midterm point already shows signs of positive impact. In particular, its activities regarding research, policy, awareness raising and capacity building are impressive. For the implementation of direct services, a design concern has been raised in that the two-phased implementation strategy of the project perhaps did not start the implementation of direct services as rapidly as government officials and other stakeholders would have liked, but these concerns were addressed largely by the micro-pilot which provided very valuable feedback for the future main pilot interventions.

The principal concern for the next phase includes transfer of ownership of processes, at least as concerns the Technical Working Group, to the government. However, it should be reemphasized that the issue of child labor, and programs to deal with it, are in their infancy in Myanmar. Hence it is unlikely that the sector will develop in an adequate manner unless there is further external investment. Therefore, and this is perhaps a key recommendation for all partners involved in the project, it is recommended to start looking for future funding to continue the efforts related to child labor; this time perhaps more focused on one specific sector of employment. WFCL is found in the mining sector, in industry and agriculture, and in teashops and services; according to anecdotal evidence, perhaps some of the worst forms could be found in the mines. As the country is opening up to foreign investment and tourism, it becomes even more urgent to deal with these problems.

### 5.2 Key Recommendations

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1. Project timeline: The project ends in the middle of a school year (31 December 2017); consider asking for an extension to enable service provision until the end of the academic school year. Some additional time should be added for research and reporting to enable project staff to capitalize (and disseminate) lessons learned and smart practices. This will also increase the possibility for the sustainability of project activities, including its research component.
2. Education policy: Education no-fail policies are indirectly leading to child labor. Work closely with education stakeholders to review reform efforts, especially regarding the “no-failure” policies; at a certain level children drop out and begin working because they cannot follow the teaching.
3. The Technical Working Group: Transfer ownership of coordination processes to the government through raising awareness, training, and providing support to government partners to assign one or several staff from each concerned institution to the TWG, to avoid that staff are rotated for each meeting. The project could consider drafting a mini-sustainability strategy for the TWG, as it is a key policy tool for addressing child labor in the country.
4. Child-Friendly Schools: The school buildings in Panambon village were in very bad shape and contained garbage and glass pieces which were dangerous for children (due to the use of the

school buildings and grounds to celebrate the Mon National Day in February). It is important to raise awareness in target communities about the value of child-friendly schools, including holding local authorities responsible for a clean school that is not dangerous for the children. Project staff should check the adequacy of the school as soon as possible, to avoid that children go to a dangerous school. It is *not* recommended to provide benches and further school materials before the community shows evidence of appreciating the school and taking care of its infrastructure.

5. Direct intervention in schools: If the project is distributing school materials, they should be distributed in the beginning of the school year in order to maximize cost effectiveness.

### 5.3 Secondary Recommendations

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1. Brochure on MyPEC: Many stakeholders do not know much about MyPEC actions. Create a brochure on the MyPEC project in order to better inform stakeholders (including Government) about its strategy, aims and goals. Distribute to central government partners and also to local stakeholders, including ethnic groups (e.g. at the township level).
2. Information booklets: Create informational booklets to inform stakeholders about laws and policies regarding child labor. Note: these should be relatively easy to access and read, and should include material for children. Increase awareness raising for township and ethnic authorities.
3. Research: Consider providing services to research control groups (after the research is completed) to ensure they are compensated for donating their time to the project. The services could be rather uncomplicated, such as taking the form of providing school supplies. Note: this is only necessary in cases where the control population has donated significant time to the project research.
4. Support to research – and further simplification of DBMS: Consider extending the position of the Senior Monitoring and Evaluation Specialist until the end of the project in order to provide support to the project's endline research and for further simplification of the DBMS.
5. Translation of materials and research publications: Consider translating materials and research publications into Burmese language only, and only translate the executive summaries of the studies into minority languages, as needed.
6. Service provision in factories: If service provision in factories is foreseen, consider working with a buyer and establishing a “model” factory in which child labor is adequately addressed. This will please the buyers, factory owner, and the working children. It is important to avoid scaring the factory owner, which may have unintended consequences in making the situation even more difficult for the children.
7. Coordination: Coordinate the provision of supplies with UNICEF and other organizations when possible; this would enhance cost-effectiveness.
8. Microcredit: As the credit is to be reimbursed by the borrowers in June, it is important that the project follows this process closely. It may be necessary to review the microcredit

structure and processes to see if the ownership could be clearly anchored in community structures (e.g. by using the local population's savings instead of initial ILO funding, or establishing a matching community/ILO funding structure). Also there is a need to review guidelines regarding the borrowers' use of the money to ensure efficient investments leading to increased income.

9. *Livelihoods training:* Review livelihoods training to make it better suited to market needs (and review the number of trainees, to avoid saturation of the market). Also, it is necessary to provide more sustained support, such as in the packaging and marketing of products.

## ANNEX 1: Overview of Project Progress

Area	Indicator	Target/Actual as of April 2016	
Overall Project Indicator	National Plan of Action on WFCL approved by National Technical Working Group and submitted to MoLES	Target	N/A
		Actual	N/A
IO 1: Expanded knowledge base on child labor in Myanmar			
SO 1.1: Knowledge on child labor by the project widely disseminated	OTC 1: Number of quality research reports produced by the project made available to key stakeholders no more than 3 months after production	Target	6
		Actual	2
	OTP 1: Child labor report generated through the national Labor Force Survey	Target	1
		Actual	0
	OTP 2: Report on agricultural sub-sector-specific CL available	Target	1
		Actual	0
	OTP 3: Industrial zone rapid assessment available	Target	1
		Actual	1
	OTP 4: Inter-agency situational analysis and policy appraisal report available	Target	1
		Actual	0
	OTP 5: Knowledge, Attitude and Practice (KAP) assessment survey on CL reports available	Target	1
		Actual	1
	OTP 6: Needs assessments of school conditions in selected pilot areas available	Target	1
		Actual	1
	OTP 7: Research report on lessons learned and good practices in all intervention areas available	Target	N/A
		Actual	N/A
	OTP 8: Research reports on the outcome of specific project components available	Target	N/A
		Actual	N/A
IO 2: Increased awareness and knowledge about child labor			
SO 2.1: Widespread awareness- raising strategy implemented	OTC 2: Percentage of stakeholders' groups who have sufficient awareness of the extent to which child labor interferes with or impedes education and negatively impacts on child laborers' future	Target	N/A
		Actual	38%
	OTP 9: Number of national level activities to raise public awareness on CL conducted by MyPEC project	Target	4
		Actual	5
	OTP 10: Number of organizations participating in advocacy activities	Target	40
		Actual	76
OTP 11: Number of community-level awareness raising activities supported by the project	Target	35	
	Actual	49	
IO 3: Improved legal and institutional environment contributing to the elimination of child labor			
SO 3.1: Improved legislation compliant with international standards in place	OTC 3: Number of laws and policies undergoing revision according to recommendations supported by the project (factory act, child law, education law, TVET law)	Target	2
		Actual	4
	OTP 12: Assessment reports on Myanmar's legal and policy frameworks available	Target	1
		Actual	1
	OTP 13: Draft list of hazardous work for children	Target	1

Area	Indicator	Target/Actual as of April 2016	
	developed through an inclusive multi-stakeholder process available	Actual	0
	<b>OTP 14:</b> Strategy paper for the improvement of national labor laws available	Target	1
		Actual	1
<b>SO 3.2: Enhanced national and local capacity to address child labor</b>	<b>OTC 4:</b> Number of organizations that carry out child labor-related initiatives	Target	6
		Actual	11
	<b>OTP 15:</b> Number of government and social partners institutions whose members received training on international CL standards	Target	40
		Actual	55
	<b>OTP 16:</b> Number of labor inspectors trained in the application and enforcement of international child labor standards	Target	30
		Actual	43
<b>IO 4: Improved capacity of national and local stakeholders to coordinate, network and advocate for the elimination of child labor</b>			
<b>SO 4.1: Institutional framework for coordination and advocacy of multiple stakeholders on the elimination of child labor</b>	<b>OTC 5:</b> Number of inter-sectoral actions on child labor under the leadership of NTWG-CL	Target	4
		Actual	4
	<b>OTP 17:</b> Technical and institutional capacity and needs assessment report of relevant government organizations available	Target	1
		Actual	1
	<b>OTP 18:</b> Number of NTWG-CL member organizations participating in capacity-building activities	Target	20
		Actual	25
	<b>OTP 19:</b> Number of officials from sub-national line ministries and other local staff participating in capacity-building activities	Target	60
		Actual	84
<b>OTP 20:</b> Number of social partners trained to network and advocate against CL	Target	73	
	Actual	65	
<b>IO 5: Reduced child labor in pilot target communities</b>			
	<b>POC 1:</b> % of project beneficiary children engaged in Child Labor	Target	N/A
		Actual	N/A
	<b>POC 2:</b> % of project beneficiary children engaged in Hazardous Child Labor	Target	N/A
		Actual	N/A
<b>SO 5.1: Child laborers and children at risk with increased participation in quality education</b>	<b>OTC 6:</b> Target children school drop-out rate	Target	N/A
		Actual	N/A
	<b>OTC 7:</b> Percentage of target children that received any form of education during the past six (6) months previous to reporting date with 65% attendance in their education program over the six month per reporting period	Target	N/A
		Actual	N/A
	<b>E.1:</b> Number of children engaged in or at high-risk of entering child labor provided education or vocational services	Target	N/A
		Actual	N/A
	<b>E.2:</b> Number of children engaged in or at high-risk of entering child labor provided <u>formal</u> education services	Target	N/A
		Actual	N/A
<b>E.3:</b> Number of children engaged in or at high-risk of	Target	N/A	

Area	Indicator	Target/Actual as of April 2016	
	entering child labor provided <u>non-formal</u> education services	Actual	N/A
	<b>OTP 21:</b> Number of households where at least one parent has received counseling regarding the importance of education	Target	N/A
		Actual	N/A
	<b>OTP 22:</b> Number of schools that improved their infrastructure	Target	N/A
		Actual	N/A
	<b>OTP 23:</b> Number of educational facilities that received support in order to improve their equipment and materials	Target	N/A
		Actual	N/A
	<b>OTP 24:</b> Number of teachers that are capacitated on CL issues	Target	N/A
		Actual	N/A
<b>SO 5.2: Children above minimum age for employment with increased access to safe work</b>	<b>OTC 8:</b> Percentage of target children above minimum age for employment with improved work safety	Target	N/A
		Actual	N/A
	<b>OTP 25:</b> Number of community members reached by OSH campaigns	Target	N/A
		Actual	N/A
	<b>OTP 26:</b> Number of employers, local authorities and other relevant community stakeholders that receive OSH training	Target	N/A
		Actual	N/A
	<b>OTP 27:</b> Number of children that receive support to improve OSH conditions in their workplace	Target	N/A
		Actual	N/A
<b>SO 5.3: Target households have reduced economic vulnerability to child labor</b>	<b>OTC 9:</b> Target households' debt to income ratio	Target	N/A
		Actual	N/A
	<b>POH 1:</b> % of beneficiary HH with at least one child engaged in child labor	Target	N/A
		Actual	N/A
	<b>POH 2:</b> % of beneficiary HH with at least one child engaged in hazardous labor	Target	N/A
		Actual	N/A
	<b>POH 3:</b> % of beneficiary HH with all children of compulsory school age attending school regularly	Target	N/A
		Actual	N/A
	<b>L.1:</b> Number of households receiving livelihood services	Target	N/A
		Actual	N/A
	<b>L.4:</b> Number of adult individuals provided with economic strengthening services	Target	N/A
		Actual	N/A
	<b>OTP 28:</b> Number of households that receive support to improve their livelihoods	Target	N/A
		Actual	N/A
	<b>OTP 29:</b> Number of community-based savings groups functioning in project areas	Target	N/A
		Actual	N/A
	<b>E.4:</b> Number of children engaged in or at high-risk of entering child labor provided vocational services	Target	N/A
		Actual	N/A



## ANNEX 2: MyPEC Interim Evaluation Data Collection Matrix

Evaluator: Bjorn Nordtveit

Date: April 4, 2016

#	TOR Question	Methodology	Data Source(s)/ Verification	Stakeholders to Interview	Relevant Desk Review Documents
<b>I</b>	<b>RELEVANCE</b>				
1	To what extent has the project harmonized its awareness raising, advocacy, policy capacity building interventions with existing initiatives of Myanmar government, and the needs of other key stakeholders?	Review of project documentation; one-to-one interviews; document review; IO-2; IO-4.	Triangulation between project and other documentation, and interview data.	Official and project staff, trade union and employers groups as well as local stakeholders including producers union, government staff at central and local levels.	Baseline Report; all project documentation including lists of Program Objectives and Indicators (in the CMEP). Government reports, if any
2	How is the project addressing changes and constraints from the social/political/cultural environment? Assess how flexible has been the planning and implementation process (including to set targets) to react to these changes and constraints.	Review of project documentation; one-to-one interviews; document review; IO-3; IO-5.	Triangulation between project and other documentation, and interview data.	Official and project staff at Central Levels; implementation partners.	Technical Progress Reports; Comprehensive M&E Plan (CMEP), results of the micro-pilot.
3	Are the research studies under IO 1 appropriate and relevant?	Review of project documentation; one-to-one interviews; document review (including of research studies); IO-1.	Triangulation between project and other documentation, and interview data.	Official and project staff at Central Levels; implementation partners.	Research documents, results of the micro-pilot, other news reports or Gov't/USDOL/NGO/UN reports, if any (regarding information needs or CL)

#	TOR Question	Methodology	Data Source(s)/ Verification	Stakeholders to Interview	Relevant Desk Review Documents
<b>II</b>	<b>VALIDITY OF PROJECT DESIGN</b>				
5	To what extent was the project design logical and coherent? Were the objectives/outcomes, targets and timing realistically set?	Review of project documentation; one-to-one interviews; document review; review of all program indicators (IOs).	Review of project and other documentation, and interview data.	Official and project staff, implementation partners; trade union and local stakeholders including parents, government staff at central and local levels.	Baseline Report; Comprehensive M&E Plan (CMEP); all project documentation including lists of Program Objectives and Indicators (in the CMEP).
6	How were results of the Technical Institutional and Capacity Needs Assessment (TICNA) and KAP study incorporated into the pilot intervention and/or capacity building strategy	Review of project documentation; one-to-one interviews; document review; IO-5.	Review of project and other documentation, and interview data.	Official and project staff at Central Levels.	Project documentation, including Technical Institutional and Capacity Needs Assessment (TICNA) and KAP study, revised CMEP (for IO 5)
7	To what extent are the learnings from the micro-pilot useful in designing and implementing the direct services in the three areas?	One-to-one interviews; document review (implementation reports); IO-5.	Triangulation between project and other documentation, interview data.	Official and project staff at Central Levels; implementation partners.	Project documentation - including Grant documentation (Notice of Obligation), results of the micro-pilot, revised CMEP (for IO 5)
8	Is the formulated Theory of Change methodologically sound and valid in practical terms as it pertains to the issue of child labor in Myanmar?	Review of project documentation; one-to-one interviews; document review; IO-2; IO-3; IO-5.	Review of project and other documentation (especially as related to the Theory of Change), and interviews.	Official and project staff, implementation partners, trade union and employers groups, as well as local stakeholders including parents, government staff and producer union staff at central and local levels.	Project documentation and other information as available, results of the micro-pilot, KAP study report, other news reports or Gov't/USDOL/NGO/UN reports as relevant (to determine soundness)

#	TOR Question	Methodology	Data Source(s)/ Verification	Stakeholders to Interview	Relevant Desk Review Documents
<b>III EFFECTIVENESS AND PROGRESS AT MIDTERM</b>					
10	Is the Project on schedule in terms of targets and objectives? What are the factors contributing to (1) successes and (2) challenges (including delays)?	Review of project documentation; one-to-one interviews; focus group interviews; document review; review of all program indicators (IOs).	Triangulation between project and other documentation, interview and focus group data.	Official and project staff, implementation partners, local stakeholders including parents and children, government staff at central and local levels.	Technical Progress Reports and Comprehensive M&E Plan (CMEP).
11	What is the perception of project effectiveness by Government officials, implementing partners, and beneficiaries regarding project efforts?	Review of project documentation; one-to-one interviews; document review; review of all IOs.	Triangulation between project and other documentation, interview data.	Official and project staff, implementation partners; trade union and employers groups as well as local stakeholders including parents and children, as well as producers' association and government staff at central and local levels.	Government reports, if any.
12	What are the potential challenges in designing and implementing Myanmar's National Plan of Action on Child Labor? Please provide recommendations to address these challenges (Project-level C1 indicator).	Review of project documentation; one-to-one interviews; document review; IO-3.	Triangulation between project and other documentation, interview data.	Official and project staff at Central Levels.	TPRs - other project documentation as relevant.
13	How sound and participatory is the process to develop the Hazardous Work List at the national level?	Review of project documentation; one-to-one interviews; document review; IO-1; IO-4.	Triangulation between project and other documentation, interview data.	Official and project staff at Central Levels; trade union stakeholders and employers groups; other implementation partners (consultants, producers' union, etc.)	Locally suggested project-related documentation, Results of the micro-pilot, KAP, needs assessment, Gov't/USDOL/NGO/UN reports as relevant (to determine soundness of Hazards List)

#	TOR Question	Methodology	Data Source(s)/ Verification	Stakeholders to Interview	Relevant Desk Review Documents
14	(IO 2) What are the challenges in conducting awareness-raising under this project and how did the project respond to these challenges? Are the responses appropriate?	Review of project documentation; one-to-one interviews; focus group interviews; document review; IO-2.	Review of project and other documentation, interview and focus group data.	Official and project staff at Central Levels; implementation partners, any stakeholders interviewed who were recipients of awareness raising (trade union stakeholders and employers groups?)	TPRs - other project documentation as relevant.
15	(IO 3) Is the project contributing to an improved legal framework on child labor that will be compliant with international standards? What challenges have arisen from this component, and was the project's response to these challenges appropriate?	Review of project documentation; one-to-one interviews; document review; IO-3.	Triangulation between project and other documentation, interview data.	Official and project staff at Central Levels; implementation partners (consultants, etc.).	TPRs, Research documents, and other project documentation as relevant, ILO/USDOL documents (regarding international standards)
16	(IO 4) Are there signs of improved capacity among national (i.e. TWG-CL) and local stakeholders to coordinate, network and advocate for the elimination of CL in Myanmar? (Have the government, workers and employers' organizations, CSOs/CBOs/NGOs started advocating against child labor on their own capacity?)	Review of project documentation; one-to-one interviews; document review; IO 4.	Triangulation between project and other documentation, interview data.	Official and project staff at Central Levels; trade union stakeholders and employers groups; producers' association and implementation partners, other CSO/CBO/NGO advocating re CL, any other members of the TWG-CL	TPRs and other documentation as relevant.

#	TOR Question	Methodology	Data Source(s)/ Verification	Stakeholders to Interview	Relevant Desk Review Documents
<b>IV</b>	<b>EFFICIENCY</b>				
17	How efficient is the project (given the human and financial inputs) in producing outputs, with dependence on the CMEP processes (when compared to alternatives comparable in terms of the unique nature, scope and socio-political, socio-economic, and socio-cultural context that this project is operating under in Myanmar)?	Review of project documentation; one-to-one interviews; document review; budget analysis; review of all program indicators (IOs).	Review of project documentation, including budgets, disbursement reports and interview data.	Official and project staff at Central Levels; trade union stakeholders and employer groups; implementation partners.	Baseline Report; Comprehensive M&E Plan (CMEP); all project documentation including TPRs, lists of Program Objectives and Indicators (in the CMEP); budgets and budget reporting - other documentation as relevant.
18	How has the Project incorporated monitoring data in the implementation and learning process?	Review of project documentation (including monitoring data); one-to-one interviews; document review	Triangulation between project documentation, including monitoring data and interview data.	Official and project staff at Central Levels; implementation partners.	TPRs and monitoring data, management documents/work plans (for any changes reflecting monitoring data)
<b>V</b>	<b>SUSTAINABILITY &amp; EMERGING SMART PRACTICES</b>				
19	What specific strategies have been integrated into the project design to increase the likelihood of sustainability of project initiatives? Will they likely be effective?	Review of project documentation; one-to-one interviews; focus group interviews; document review; IO-2; IO-3	Triangulation between project and other documentation, interview and focus group data.	Official and project staff, implementation partners; local stakeholders including parents and children, government staff at central and local levels.	TPRs, CMEP, Pro Doc, sustainability plan and other documents as relevant.
20	What additional steps could be taken, within the remaining Project life cycle, in order to enhance the sustainability of project initiatives?	Review of project documentation; one-to-one interviews; focus group interviews; document review; review of all IOs.	Triangulation between project and other documentation, interview and focus group data.	Official and project staff, implementation partners; trade union and employer group stakeholders; local stakeholders including parents and children, government staff at central and local levels.	TPRs and other documentation as relevant.

#	TOR Question	Methodology	Data Source(s)/ Verification	Stakeholders to Interview	Relevant Desk Review Documents
21	Please also provide recommendations to implementing interventions under IO 5 (HH economic livelihoods, OSH and education) effectively, efficiently and sustainably.	Review of project documentation; one-to-one interviews; focus group interviews; document review IO-5.	Triangulation between project and other documentation, interview and focus group data.	Official and project staff, implementation partners; producers' association and local stakeholders including parents and children, government staff at central and local levels.	TPRs and other documentation as relevant.

### ANNEX 3: Interview Schedule

Itinerary	Time	Interviewee	Role	Venue
April 30, Sat	10:25	Arrival of the Evaluator		
May 2, Monday	09:00-10:00	Ma. Lourdes Kathleen Macasil	Deputy Liaison Officer, a.i.	ILO small meeting room
	10:00-16:00	Project Updates	Project Staff	
	16:00-17:00	Michel Jamar - SME Jacqueline Pollock - Migration Michal Beneliezer – Responsible Business Ben White – Forced Labour	Chief Technical Advisers / project representatives	
May 3, Tuesday	9:00-10:00	Natsu Nogami	Senior Legal Officer	ILO Office
	11:00-12:00	Teona Aslanishvili	UNICEF child labour focal person	UNICEF Office
	13:00-14:00	Tim Aye-Hardy 09 795937354	Myanmar Mobile Education Project	7 U Ba Kyaw Street, Tarmwe Lay, Tarmwe Township, Yangon
	15:00-16:00	U Myint Swe 09 5163223	Retana Metta Organization (Translator use)	No,(406), Lower Pazundaung Road, Pazundaung Tsp, Yangon
May 4, Wed  NAY PYI TAW	10:00-11:00  Anytime 3:00 – 4:00PM	Daw Ei Mar San (Assistant Director) Daw Win Myint U Aung Kyaw Moe (Director)	Department of Labour (Ph: 067 430090)  ILO Survey and Research Officer (LFS) Ministry of Social Welfare, Relief and Resettlement	Dept of Labour  DSW Office
	13:00- 14:00	U Ko Lay Win (Deputy Director General)	Ministry of Education (Ph: 067 407273) Daw Aye Tint (09 49338228)	Human Resource Department, MOE
May 5, Thurs	8:30/11:30 – 12:30	U Min Thein 09 420164351	Child Focus Network	No. 7 A, Shwe Hin Thar Sub-Lane (Beside Shwe Hin Thar Condo), near Waiyarlat monestry, 61/2 Miles, Mayangone Tsp.
	13:00: 14:00	U Mg Mg/ Daw Htwe Htwe Thein 09 250140703	Confederation of Trade Unions in Myanmar	86, 164 Street, Tamwe Township.



Itinerary	Time	Interviewee	Role	Venue
	3:00	U Kyi Oo 09 261755088	AFFM	227/C, Nant Thar Myaing Street, Insein
	10:00 : 11:00	Daw Saw Hnin Shwe/U Thet Naing Oo 09 795886998	UMFCCI	29, Min Ye Kyaw Swar St. Lanmadaw Tsp
May 6, Friday	9:00-10:00	Thu Rein Aung 09 425306037	Action Labour Rights	Hlaing Thar Yar, Kyan Sit Thar Housing.
	11:00-12:00	Dr. Hlaing Bwa 09 5137177	World Vision	No.16, Shin Saw Pu Road, Alone Township, Yangon
	12:00-13:00	Debriefing with MyPEC		
	13:30-15:00	c/o USDOL	US Embassy	US Embassy
	16:00-17:00	Daw Thanda Kyaw/ Nang Kham Han 01 375739 Ext: 613 09 421176870	Save the Children	1st Floor,Wizaya Plaza, 226 U Wisara Road, Bahan Tsp.
May 7, Saturday	10:00-12:00	Desk review		
May 8, Sunday	08:30 – 14:30	Travel from Yangon to Mawlamyine		
May 9, Mon	09:00-10:00	Min Rot Ong	MNEC	c/o Kyaw Khine Win 09 421175562
	10:30-11:30	Mi Kun Chan Non	MWO	
	13:30-14:30	Cherry Soe	WEP	
	15:00-16:00	Kyi Myint Nge	MCDF	
	16:30-17:30	Kyaw Khine Win	ILO Case Worker / Project Staff	c/o Kyaw Khine Win
May 10, Tues	07:00 – 10:00	Travel		
	10:30 – 11:30	Mi Htaw Chan	MNEC	Hotel in Ye
	11:30 – 12:30	Nai Mon Chan	NMSP	c/o Htaw Chan 09 255989261
	13:30 – 14:30	U Tin Nyunt (GAD Officer) 09 251016264	General Administrative Department	GAD Ye Office
	14:30 – 15:30	U Tazar Lin Htun (SO) 09 788903742	Labour Department	Ye FGLLD Office same building - GAD
	15:30 – 16:30	U Soe Win (DTEO) 09 960383183	Education Department	Ye Education Office 5 min from GAD
May 11, Wed	06:30 – 10:00	Travel to Panambon		

Itinerary	Time	Interviewee	Role	Venue	
	10:00-11:00		Village leaders	Panambon Village, Ye Township	
	11:00-12:00		Parents		
	13:00-14:00		Children (including WDACL participants)		
	14:00-15:00		Teachers (including SCREAM trainers)		
	15:00-18:30	Travel back to Ye Town			
May 12, Thurs	07:00 – 17:00	Travel from Ye – Yangon			
May 13, Fri	9:30-10:30	U Thet Lwin Oo (DTEO)	Dagon Seikkan - Township Education Officer	ILO Office	
	10:30 – 11:30	U Win Thu (LO-FGLLID) 09 254080569	Dagon Seikkan - FGLLID		
	11:30 -12:30	De-briefing with MyPEC			
	PM	Desk review / preparation of Stakeholders’ Meeting			
May 14, Saturday	09:00-14:00	<b><u>Ward 87, Dagon Seikkan</u></b> Village leaders Parents Community members Children		Ward 87, Dagon Seikkan	
May 15, Sunday					
May 16, Monday	09:00 – 12:00	Stakeholders Meeting			
	12:00 – 13:00	Julia Bakutis, H&M			
	14:00 – 15:00	Simrin Singh, ILO Regional Child Labour Specialist (via Skype)			
	15:00 – 16:00	Piyamal Pichaiwongse, ILO Liaison Officer, a.i.			
May 17, Tues	09:00 – 11:00	Director General U Win Shein, FGLLID and Chairman of the TWG-CL			
	15:00 – 14:00	Final de-briefing with MyPEC			

## ANNEX 4: PowerPoint for Stakeholders' Meeting

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### **Slide 1. The Myanmar Program on the Elimination of Child Labor (MyPEC)**

- ⊙ Independent Interim Evaluation
- ⊙ Bjorn H. Nordtveit
- ⊙ University of Massachusetts

### **Slide 2. Overview of presentation**

- ⊙ Terms of references (TORs) – aim of the evaluation
- ⊙ Evaluation methodology
- ⊙ Review of evaluation questions and findings
  - Relevance
  - Validity of project design
  - Effectiveness and progress at mid-term
  - Efficiency
  - Sustainability
- ⊙ Recommendations
- ⊙ Terms of references

### **Slide 3. Main purposes of the evaluation**

1. To review the ongoing progress and performance of the project
2. To examine the likelihood of the project achieving its objectives and targets
3. To provide recommendations for the remaining period of the project that will improve delivery and sustainability of outputs and objectives
4. To identify emerging potential smart practices and sustainability.

### **Slide 4. Other aims**

- a. Step back from the daily implementation routine and review practices and goals
- b. An opportunity to revise processes to better achieve project targets
- c. An opportunity to share project progress with stakeholders
- d. A learning opportunity
- e. The process is not evaluator-centered
- f. The stakeholder meeting is part of the process

## **Slide 5. Methodology**

1. Document review
2. Field visits
  - a. Mawlamyine; Ye; Panambon
  - b. Yangon/Dagon Seikkan
3. Stakeholder interviews
  - a. Open-ended and using a question matrix developed from the TOR questions
  - b. About 44 interview encounters, including one-to-one and two-to-one interviews and 8 focus group discussions
4. Stakeholder meeting to review findings and provide additional recommendations
5. Draft report and revision process
6. Individual Interviews
7. Focus Groups
8. Findings
9. Reviewing the terms of reference questions, including relevance; validity of project design; effectiveness and progress at mid-term; efficiency; and sustainability

## **Slide 6. Relevance**

### **Slide 7. TOR 1**

To what extent has the project harmonized its awareness raising, advocacy, policy capacity building interventions with existing initiatives of Myanmar government, and the needs of other key stakeholders? How is the project addressing changes and constraints from the social/political/cultural environment? Assess how flexible has been the planning and implementation process (including to set targets) to react to these changes and constraints.

## **Slide 8. Findings (Relevance, TOR 1)**

1. Set-up of Technical Working Group on Child Labor (TWG) essential policy tool
2. Project aligned with ongoing activities of the government, and respond to stakeholder needs
  - Including the 100-day plan of the Government, which raises awareness on child labor issues
  - Establishment of Hazardous Work List and upcoming (September 2016) work on the National Plan on Child Labor is aligned with Government commitments on ILO Convention 182 (WFCL)
3. The micro-pilot project is essential tool in testing implementation processes and approaches, and complements the research of the project

**Slide 9. TOR 1 (continued)**

4. The elections required adaptations to the changing political and economic context
  - Training, e.g., of Parliamentarians is put on hold and the project focuses on issues that are not affected by policy and political (i.e. election-related) changes
  - High-level advocacy moved to later in the year (2016)
5. Project is interacting with new actors as country's economic context is changing
  - E.g., Coca-Cola, H&M, and Telenor

**Slide 10. TOR 1 (continued)**

6. Project is aligned with the new law on age requirements of the Government for work
  - 14-15 years: work permitted for 4 hours/day
  - 16-17 years: work permitted with doctor certification
7. Advocacy for education
  - Mandatory until age of 12 – the project encourages children to stay in school at least until 14
  - Project tries to address the age gap of 12 – 14 by awareness raising and service provision (supplies)

**Slide 11. Relevance: Research**

TOR 2: Are the research studies under IO 1 appropriate and relevant?

1. Very few studies on/knowledge about child labor in Myanmar
  - Project addresses this knowledge gap
  - Useful for both Government and other stakeholders, e.g., for project proposal writing
  - Change of methodology to address concerns about reaching children out of their work time, and to keep confidentiality
  - Locally based, with local enumerators and local support
2. No service provision to control group
  - Validity of project design

**Slide 12. TOR 3: To what extent was the project design logical and coherent? Were the objectives/outcomes, targets and timing realistically set?**

- How were results of the Technical Institutional and Capacity Needs Assessment (TICNA) and Knowledge, attitudes and practices (KAP) study on child labor incorporated into the pilot intervention and/or capacity building strategy
- To what extent are the learnings from the micro-pilot useful in designing and

implementing the direct services in the three areas?

**Slide 13. Project design: Validity**

1. Very ambitious objectives & outcomes, targets and timing
  - Timelines not always realistic
  - Two-phased approach, with research, policy, awareness raising and advocacy during the first phase and service delivery during the second
2. Logic sequencing of the project, because little prior research and knowledge of child labor in Myanmar
  - However, there are some practical challenges with this sequencing

**Slide 14. Project design continued (TOR 3)**

3. Two-phased structure not recommended for future projects for multiple reasons
  - Research oftentimes takes longer than planned (especially when results need to be vetted)
  - Rapid assessments can provide sufficient knowledge to start service delivery at once
  - Gap of time between research and service provision confuses the studied population group and creates expectations that may hamper future implementation
  - Service provision in itself generates knowledge, often better (because more hands-on) than structured research
4. Project partially dealt with these issues through the establishment of a micro pilot
  - Decided through an internal project review in March 2015
  - Project design continued (TOR 3)
5. Technical Institutional and Capacity Needs Assessment (TICNA)
  - Informed selection of partners in the micro pilot and also the capacity building initiatives
6. Knowledge, attitudes and practices (KAP) study on child labor
  - Was not available at the start of activities, but confirmed the project approach in capacity building and awareness raising
  - Both were incorporated in the communication strategy of the project
7. Both studies will need to be updated as the context changes rapidly
  - Project has foreseen an endline for both studies
  - Project design continued (TOR 3)

**Slide 15. Lessons learned from the micro pilot directly informed establishment of the pilot**

1. Micro pilot partners shared lessons learned
  - Establishment of a report on “Results and Lessons Learned”
2. Key findings from the micro pilot:
  - A need for a more education-focused approach and highlighted a need to have good livelihood intervention (but requiring longer duration for implementation)
  - Need for TVET and NFE for out-of school children
  - Cost estimates for the (main) pilot could be fine-tuned as a result of budget analysis of the micro pilot
  - The needs and approaches for capacity building, awareness raising, and work with government were better understood and helped planning the pilot
  - Project theory of change

**Slide 16. TOR 4: Is the formulated Theory of Change methodologically sound and valid in practical terms as it pertains to the issue of child labor in Myanmar?**

- CMEP: The major change that the project aims for in the next four years is to establish an enabling environment for eliminating child labor through: (a) An improved national legal framework, (b) Increased awareness and knowledge about child labor, and (c) Increased capacity of stakeholders to implement child labor programs and services.

**Slide 17. Project theory of change**

- Very ambitious in a 4-year time frame
- Questions of capacity of absorption of stakeholders, including Government counterparts
- Many projects and actors are active in Myanmar as a result of recent Government and policy changes
  - This is creating both opportunities and challenges
  - Desire of change supported at key policy levels
  - A quickly evolving context creates a need to keep updating elements of the TOC

**Slide 18. Efficiency and progress at midterm**

- TOR 5: Is the Project on schedule in terms of targets and objectives? What are the factors contributing to (1) successes and (2) challenges (including delays)?
- The project has encountered some delays
  - Some design elements unrealistic in terms of timelines
  - Delays related to the need of building relationships “on the ground”

- Also, there was an initial need to learn about the host country's institutional arrangements (who is responsible for what)

#### **Slide 19. Successes & challenges (TOR 5)**

- Project is building on past ILO experiences and harmonized with other ongoing ILO projects
  - E.g., forced labor project
- Relationship with ILO's Myanmar office as well as headquarters and regional structures supports project activities
- Challenge: certain stakeholders hold ILO responsible for child labor reduction
  - At times lack of ownerships of activities by various stakeholders, including government
  - E.g., idea that "We are in compliance with the MyPEC project."

#### **Slide 20. Efficiency**

- TOR 6: What is the perception of project effectiveness by Government officials, implementing partners, and beneficiaries regarding project efforts?
  - a) Hazardous Work List
    - Is made through participative workshops by the TWG and reviewed by labor inspectors and government
    - Transfer of ownership to Government instances – who will decide how far to go in the validation process
    - Is made as general as possible, as there is a lack of region-specific data
    - Still is conceived by certain stakeholder as "not representative of the region"

#### **Slide 21. Perception of project effectiveness (TOR 6)**

- b) Project is linking awareness raising with capacity building
  - Use of workers organizations and CBOs to help raise awareness in culturally appropriate ways
  - Dilemma: not to scare the employers – who may fire the children, with increased risk of WFCL
  - Other issue: unions are representing their workers, including children, and will not engage in awareness raising that may put children's work at risk
  - Also suggestion from stakeholders that more materials for children are made available

#### **Slide 22. Perception of project effectiveness (TOR 6)**

- c) Legal framework on child labor
  - Labor laws are fragmented and need comprehensive reform



- Needs to be coordinated with Child Law under establishment with UNICEF support
- Some amendments done to the labor law: e.g., new age of 14 for light work (which is compliant with international standards)
- There is a challenge to raise awareness on laws among key constituents
- Also, a second challenge is related to the actual enforcement of the laws
- The project is training master trainers and labor inspectors in enforcement of laws

**Slide 23. Perception of project effectiveness (TOR 6)**

d) Improved capacity among stakeholders

- New Government initiative under the “100-days” plan to address labor issues, including child labor
- Awareness raising in factories every Saturday by FGLLID
- Recent creation of Viber group to disseminate information
- Also, staff from CBOs and Unions say they have increased understanding on child labor issues and are asking the project for awareness raising materials
- Local authorities in some cases fall outside of the project’s (and Government’s) capacity building program and do not have updated information about the country’s child labor efforts (e.g., age)

**Slide 24. Perception of project effectiveness (TOR 6)**

e) Micro Pilot successes and challenges

- Successful distribution of schools supplies leading to reduced dropout
- Parents trained in income-generating activities (soap production and making of jam), but some problems with insufficient follow up from service provider (e.g., lack of instruction in marketing of products)
- Set up of a micro finance structure, but possibly some difficulties related to the nature of loans provided
- Some issues with lack of sustained awareness raising, especially in the value of education
- Micro-pilot school needs to be child-friendly, ensuring that it is conducive for learning (e.g., the schools visited had garbage everywhere including pieces of glass that are dangerous for children)

**Slide 25. Efficiency**

- ☉ TOR 7: How efficient is the project?
- ☉ The project is drawing on ILO’s unique position as a UN agency working in close collaboration with the Government

- Use of legal experts in child labor and related laws (Geneva) to ensure compliance with international standards
- Also, collaboration between projects is maximizing results
- It is unlikely that a different implementation agency could be as efficient in the policy domain
- Some weaknesses in the implementation of direct services (not sufficient follow up of the micro pilot)
- Nevertheless, in the evaluators' opinion, this is a very efficient (cost-effective) project

**Slide 26. Efficiency (monitoring data)**

- ☉ TOR 8: How has the project incorporated monitoring data in the implementation and learning process?
- ☉ MyPEC is collecting data for monthly reports, and use them to plan next activities
- ☉ Data are analyzed to establish the pilot intervention
  - Issue of time lag between data collection and implementation is creating some confusion in communities
- ☉ Direct Beneficiaries Monitoring and Reporting (DBMR)
  - Stakeholders trained in monitoring and analysis, but they say its structure is heavy and difficult for them
- ☉ Sustainability and emerging smart practices

**Slide 27. TOR 9: What specific strategies have been integrated into the project design to increase the likelihood of sustainability of project initiatives?**

- ☉ MyPEC is the first project of its nature in Myanmar
  - There is still need for continued support after this project
- ☉ Legal support and capacity building are inherently sustainable
- ☉ Service provision efforts, especially provision of school supplies, are often unsustainable
  - With continued follow up, parents' income generating activities and micro credit could be sustainable

**Slide 28. Sustainability**

- ☉ TOR 10: What additional steps could be taken, within the remaining Project life cycle, in order to enhance the sustainability of project initiatives?
  - Please also provide recommendations to implementing interventions under IO 5
  - See following section on Recommendations
  - Key Recommendations

### **Slide 29.      Relevance and validity of project design**

- ⦿ Create a brochure on the MyPEC to better inform stakeholders (including Government) about its strategy, aims and goals
  - Also distribute to local stakeholders (e.g., Township levels)
- ⦿ Provide service interventions to research control groups to ensure they are compensated for donating time to the project
- ⦿ Project ends in the middle of a school year (31 December 2017): consider asking for an extension to enable service provision until the end of the academic school year
  - Some additional time should be added for research and reporting to enable project staff to capitalize (and disseminate) lessons learnt and smart practices
  - This will also increase the possibility for sustainability of project activities

### **Slide 30.      Effectiveness and progress**

- ⦿ If initial service provision in factories is foreseen: consider working with a buyer, and establishing a “model” factory, in which child labor is adequately addressed
  - This will please both buyer, factory owner, and the working children
- ⦿ Create informational booklets to inform stakeholders of laws and policies regarding child labor
- ⦿ Create more awareness raising materials targeted at children that can be disseminated in schools for prevention and in working situations for awareness raising
- ⦿ Work closely with education stakeholders to review reform efforts, especially regarding the “no-failure” policies; at a certain level children drop out and start work because they cannot follow the teaching

### **Slide 31.      Efficiency**

- ⦿ Coordinate provision of supplies with UNICEF and other organizations when possible
- ⦿ Review micro credit structure to see if it can be made more efficient
  - E.g., using community savings to transfer ownership to the community instead of using ILO funding
  - Also there is a need to review guidelines regarding the borrowers’ use of the money to ensure efficient investments
- ⦿ Review livelihoods training to make it better suited to market needs
  - Also, provide more sustained support, e.g., in packaging and marketing of products
- ⦿ Ensure that the timing of services maximizes efficiency
  - E.g., provide school supplies at the beginning of the school year

**Slide 32. Sustainability**

- ⦿ Raise awareness and provide support to Government partners so that one or several staff from each concerned institution are assigned to the TWG, and that staff are not rotated for each meeting
- ⦿ Increase awareness raising and inclusion of Township and Ethnic Authorities in project activities
- ⦿ Raise awareness in target communities about the value of child-friendly schools; including holding local authorities responsible for a clean school that is not dangerous for the children
  - It is not recommended to provide benches and further school materials before the community shows evidence of appreciating the school and taking care of the infrastructure

**Slide 33. Thank you!**

- ⦿ Questions and comments?

**Slide 34. Group Work**

1. How to give communities a better sense of value and respect for schools?
2. How to better involve local and ethnic authorities at Township and community levels in prevention of child labor?
3. How to shift cultural values on the issue of “helping parents” into a child friendly practice?
4. How to engage in dialogue and raise awareness with child laborers, factory owners and buyers?
5. How to further strengthen the capacity of stakeholders, including local and central Government, ethnic authorities and CBOs?

## **ANNEX 5: List of Documents Reviewed**

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Project Document, Myanmar Program on the Elimination of Child Labor (MyPEC): ILO July 2014.

Results and Lessons Learnt from the Micro-pilot. (Non-dated).

MyPEC Comprehensive Monitoring and Evaluation Plan (CMEP). 2016.

Technical Progress Reports to Donor (TPRs).

Mapping of policies, programmes and institutions related to child labour in Myanmar: ILO 2014.

Knowledge, Attitudes and Practices (KAP) study on child labour in Yangon, Ayeyarwady Region and Mon State: ILO 2015.

Technical and Institutional Capacity and Needs Assessment of Key Stakeholder Agencies on Child Labour Elimination in Myanmar: ILO 2015.

Agricultural Sub-sector Child Labor Survey: Children working in the cultivation and processing of Inland Fishing Stocks, Sugarcane, and Beans and Pulses in Myanmar: ILO 2015 (draft version).

A legal review of national laws and regulations related to Child Labour in Myanmar in light of international laws and standards: ILO 2015 (internal use).

Child Labour in Myanmar: Government in collaboration with ILO 2015 (draft version).

Needs assessment of educational institutions in Yangon, Ayeyarwaddy, and Mon State: ILO 2016.

A practical guide for journalists: Fighting child labour and promoting children's rights in Myanmar media: ILO 2015 (draft version).

## ANNEX 6: Evaluation Terms of Reference

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### TERMS OF REFERENCE

for the  
External Independent Interim Evaluation  
of  
MyPEC  
*The Myanmar Program on the  
Elimination of Child Labor*

**Cooperative Agreement Number:** IL-25263-14-75-K

**Financing Agency:** U.S. Department of Labor

**Grantee Organization:** International Labour Organization

**Dates of Project Implementation:** 31 December 2013 – 31 December 2017

**Type of Evaluation:** Independent Interim Evaluation

**Evaluation Field Work Dates:** May 2-17, 2016

**Preparation Date of TOR:** March 2016

**Total Project Funds from USDOL Based  
on Cooperative Agreement:** US \$5,250,000

Vendor for the Evaluation Contract:



*Sistemas, Familia y Sociedad*  
Consultores Asociados

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## I. BACKGROUND AND JUSTIFICATION

### USDOL - OCFT

The Office of Child Labor, Forced Labor, and Human Trafficking (OCFT) is an office within the Bureau of International Labor Affairs (ILAB), an agency of the U.S. Department of Labor (USDOL). OCFT activities include research on international child labor; supporting U.S. government policy on international child labor; administering and overseeing cooperative agreements with organizations working to eliminate child labor around the world; and raising awareness about child labor issues.

Since 1995, the U.S. Congress has appropriated over \$950 million to USDOL for efforts to combat exploitive child labor internationally. This funding has been used to support technical cooperation projects to combat exploitive child labor in more than 90 countries around the world. Technical cooperation projects funded by USDOL range from targeted action Projects in specific sectors of work to more comprehensive Projects that support national efforts to eliminate child labor. USDOL-funded child labor elimination projects generally seek to achieve five major goals:

1. Reducing exploitative child labor, especially the worst forms through the provision of direct educational services and by addressing root causes of child labor, including innovative strategies to promote sustainable livelihoods of target households;
2. Strengthening policies on child labor, education, and sustainable livelihoods, and the capacity of national institutions to combat child labor, address its root causes, and promote formal, non-formal and vocational education opportunities to provide children with alternatives to child labor;
3. Raising awareness of exploitative child labor and its root causes, and the importance of education for all children and mobilizing a wide array of actors to improve and expand education infrastructures;
4. Supporting research, evaluation, and the collection of reliable data on child labor, its root causes, and effective strategies, including educational and vocational alternatives, microfinance and other income generating activities to improve household income; and
5. Ensuring the long-term sustainability of these efforts.

The approach of USDOL child labor elimination projects – decreasing the prevalence of exploitive child labor through increased access to education and improving the livelihoods of vulnerable families – is intended to nurture the development, health, safety, and enhanced future employability of children engaged in or at-risk of entering exploitive labor.

USDOL-funded child labor elimination projects are designed to ensure that children in areas with a high incidence of child labor are withdrawn and integrated into educational settings, and that they persist in their education once enrolled. In parallel, the Project seeks to avert at-risk children from leaving school and entering child labor. The projects are based on the notion that the elimination of

exploitative child labor depends, to a large extent, on improving access to, quality of, and relevance of education. Without improving educational quality and relevance, children withdrawn/prevented from child labor may not have viable alternatives and could resort to other forms of hazardous work.

In FY2010, Congress provided new authority to ILAB to expand activities related to income generating activities, including microfinance, to help projects enhance income generation and address poverty more effectively. The addition of this livelihood focus is based on the premise that if adult family members have sustainable livelihoods, they will be less likely to have their dependent children work and more likely to keep them to school.

The approach of USDOL child labor elimination projects – decreasing the prevalence of exploitive child labor through increased access to education and improving the livelihoods of vulnerable families – is intended to nurture the development, health, safety, and enhanced future employability of children engaged in or at-risk of entering exploitive labor.

### Project Context<sup>29</sup>

Child labor (CL) is a ubiquitous phenomenon in Myanmar, yet the democratic governance frameworks, institutional capacity and responses to child labor are in their infancy. After decades of repressive military rule when basic human rights were not respected, the military government held elections in 2010, as the first step towards democratization of the country. Since then, Myanmar has been experiencing far-reaching socio-economic and political change driven by the Government of the Republic of the Union of Myanmar's reform agenda, political activism, and civil society engagement. This process had an important milestone in November 2015, when national elections trusted, for the first time in Myanmar history, the control Congress to the opposition party, opening the road for a gradual transfer of power from the military sector and an increased role of civil society.

Perhaps the biggest factor for vulnerability to child labor is the limited income opportunity at the household level. Contributing to this are: lack of people empowerment to improve their own lives; lack of quality livelihood and employment opportunities; lack of able providers in households where the parents have died or are sick/disabled; limited skills for those who have not accessed quality skills development opportunities; limited access of households to markets and limited productivity due to insufficient resources such as technology and capital. Beyond the limited source of family income, other factors contributing to household vulnerability include the difficulty in accessing quality education for child laborers and at-risk children and limited access to safe work and employment opportunities for the youth.

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<sup>29</sup> Adapted from MyPEC CMEP



Contributing to this problem is the lack of nationally representative reliable data on child labor. Child labor information is currently anecdotal and there is no extensive research aimed at gathering national statistics. Given the lack of nationally-representative statistics, advocating for policy and national programming mainstreaming or institutionalization of child labor is extremely difficult. Without data to show the extent of child labor in the country, and how dire the working conditions of the children are, there is low appreciation among the general public and authorities of the need to address the problem. There is also insufficient information on children's working conditions in particular sectors and sub-sectors. For instance, it is widely known that over 75% of Myanmar's population resides in rural areas and based on ILO's experience of working on child labor in more than 90 countries, rural areas tend to have the highest concentration of child labor in agriculture.

Myanmar is currently undergoing rapid transformation and has embarked in a process of important political, economic and social reforms. However there remain gaps in the legislative and regulatory framework which are not sufficiently supported by effective institutions capable of responding to the demands of the global economy. The current legal framework and institutional environment are non-conducive to implement an agenda on child labor in Myanmar. This is directly linked to limited knowledge base on child labor and insufficient awareness and understanding of the issue.

### **The MyPEC Project**

The Myanmar Program on the Elimination of Child Labor (My-PEC) project aims to establish a comprehensive, inclusive and efficient multi-stakeholder response to reduce child labor in Myanmar. The project will be implemented by the International Labour Organization (ILO) International Programme on the Elimination of Child Labour (IPEC) and is funded by the United States Department of Labor's (USDOL) Office of Child Labor, Forced Labor and Human Trafficking (OCFT). My-PEC will operate over a 48 month period running from January 2014 – December 2017, with a total project budget of US\$ 5,250,000 and a cost-share of US\$ 289,000.

My-PEC has established five intermediate objectives (IO):

**Intermediate Objective 1:** Expanded knowledge base on child labor in Myanmar;

**Intermediate Objective 2:** Increased awareness and knowledge about child labor;

**Intermediate Objective 3:** Improved legal and institutional environment contributing to the elimination of child labor;

**Intermediate Objective 4:** Improved capacity of national and local stakeholders to coordinate, network and advocate for the elimination of child labor; and

**Intermediate Objective 5:** Reduced child labor in pilot target communities.

The major change that the project aims for is to establish an enabling environment for eliminating child labor in the country through: (a) An improved national legal framework consistent with

international labor standards, (b) Increased awareness and knowledge about child labor among the general public and key stakeholders, and (c) Increased capacity of stakeholders to implement child labor programs and services.

The interventions are organized into two major groups: National-level and community-level interventions. The national level targets awareness and advocacy, capacity building and changes in legislation with the aim to develop an enabling environment for the elimination of child labor and to ensure sustainability of efforts. Pilot direct services, to be implemented at village level in coordination with the township level, will build replicable models for providing effective direct services to prevent and remove children from child labor.

Accordingly, the project is implemented through a two-phase process. The first phase is aimed at expanding the knowledge base on child labor in the country through research, while the second phase is focused on delivery of interventions. The design of the interventions is informed by the findings of the various studies and research efforts. Intermediate Objectives 1 through 4 pertain to phase one and the direct services related to IO 5 will be conducted during phase two.

The project developed a Comprehensive Monitoring and Evaluation Plan (CMEP) which details its theory of change and related interventions. Below is the Results Framework, which identifies the main expected outcomes, supporting results and expected outputs.

## MyPEC Results Framework: Outcomes and Outputs

**Project Objective: A comprehensive, inclusive and efficient multi-stakeholder response to reduce child labor in Myanmar in place**

### **IO 1 Expanded knowledge base on child labor in Myanmar**

#### **Supporting Results:**

**SO 1.1** Knowledge on child labor generated by the project widely-disseminated

**Output 1.1.1** Child labor report is generated from the National Labour Force Survey

**Output 1.1.2** Reports in agricultural and other sub-sector-specific child labor surveys is disseminated

**Output 1.1.3** Rapid assessment report on child labor in selected industrial zone is available

**Output 1.1.4** Inter-agency situational analysis and policy appraisal report are conducted

**Output 1.1.5** Knowledge, Attitude and Practice (KAP) assessment survey on CL is conducted

**Output 1.1.6** Needs assessment of school conditions in selected pilot areas is conducted

**Output 1.1.7** Lessons learned and good practices research for all intervention areas is published

**Output 1.1.8** Outcome-based research is conducted

### **IO 2 Increased awareness & understanding about child labor**

#### **Supporting Results:**

**SO 2.1** Widespread awareness-raising strategy implemented

**Output 2.1.1** National level activities to raise the public's awareness on child labor conducted

**Output 2.1.2** Advocacy to raise Government's, policy makers' and other stakeholders' awareness on child labor is carried out

**Output 2.1.3** Campaigns to raise community awareness on child labor are implemented

### **IO 3 Improved legal and institutional environment contributing to the elimination of CL**

**SO 3.1** Improved legislation compliant with international standards in place

**Output 3.1.1** Assessment report on Myanmar's legal and policy frameworks is available

**Output 3.1.2** Laws and policies are revised, and recommendations on a hazardous work policy are developed

**Output 3.1.3** National Plan of Action on the worst forms of child labour is drafted

**Output 3.1.4** Strategy for the improvement of national labour laws is developed with proposals for its implementation

**SO 3.2** Enhanced national and local capacity to address child labor

**Output 3.2.1** Trainings for relevant government institutions, parliamentarians and social partners' on international child labor standards are conducted

**Output 3.2.2** Training for labor inspectors on the application and enforcement of international child labor standards are conducted

### **IO 4 Improved capacity of national and local stakeholders to coordinate, network and advocate for the elimination of CL**

#### **Supporting Results:**

**SO 4.1** Institutional framework for coordination and advocacy among multiple stakeholders on the elimination of child labor functioning

**Output 4.1.1** Technical and institutional needs of relevant government organizations assessed

**Output 4.1.2** TWG-CL's capacity for coordination and advocacy on child labor enhanced

**Output 4.1.3** Capacity of subnational line ministries and local officials for coordination and advocacy against CL developed

**Output 4.1.4** Social partners and civil society organizations' capacity for networking and advocacy on CL developed

### **IO 5 Reduced child labor in pilot target communities**

#### **Supporting Results:**

**SO 5.1** Child laborers and children at risk of child labor with increased participation in quality education

**Output 5.1.1** Children provided with incentives for participation in school

**Output 5.1.2** Schools with improved educational quality

**Output 5.1.3** School staff with improved knowledge and/or ability to address CL

**SO 5.2** Children above minimum age for employment with increased access to safe work

**Output 5.2.1** Target communities informed about OSH for youth

**Output 5.2.2** Employers, local authorities and other relevant community stakeholders with increased capacity to address OSH concerns

**Output 5.2.3** Children of legal working age provided with support to improve OSH conditions

**SO 5.3** Target households with reduced economic vulnerability to child labor

**Output 5.3.1** Households with access to local economic development interventions through Value Chain Approach

**Output 5.3.2** Community-based savings group are functional

**Output 5.3.3** Youth beneficiaries with improved livelihood skills

## II. PURPOSE AND SCOPE OF EVALUATION

### Interim Evaluation Purpose

The main purposes of the interim evaluation are:

- a. To review the ongoing progress and performance of the Project (extent to which intermediate objectives have been achieved and outputs delivered),
- b. To examine the likelihood of the Project achieving its objectives and targets,
- c. To provide recommendations for the remaining period of the project that will improve delivery and sustainability of outputs and objectives,
- d. To identify emerging potential smart practices and sustainability.

The interim evaluation should provide all stakeholders with information to assess and revise, as it is needed; work plans, strategies, objectives, partnership arrangements and resources. It should identify the potential impact on mainstreaming policy and strategies and suggest a possible way forward for the future.

### Evaluation Scope

The evaluation will focus on the ILO Project mentioned above, its achievements, strategies and its contribution to the overall national efforts to improve knowledge, legislation and practices to address child labor, and promote efforts, at local level, to reduce child labor. The evaluation will focus on all activities implemented since the start of the project to the moment of the field visit.

The evaluation will assess the Project as a whole, including the validity of initial project design, implementation, lessons learned, replicability and recommendations for current and future Projects.

The evaluation will identify intended (i.e. planned) and unintended results in terms of outputs and outcomes. Some unintended changes could be as important as the ones planned. Therefore, the evaluation team should reflect on them for learning purposes.

The analytical scope should include identifying levels of achievement pertaining to Project objectives and explaining *how* and *why* they have been attained in such ways (and not in other alternative expected ways, if it would be the case). The purpose is to help the stakeholders to learn from the ongoing experience.

### Intended Users

The evaluation will provide OCFT, the grantee, other project stakeholders, and stakeholders working towards preventing and reducing child labor, an assessment of the project's experience in

implementation and its effects on project beneficiaries. The evaluation findings, conclusions and recommendations will serve to inform any project adjustments that may need to be made, and to inform stakeholders in the design and implementation of subsequent phases or future child labor elimination projects as appropriate. The evaluation report will be published on the USDOL website, so the report should be written as a standalone document, providing the necessary background information for readers who are unfamiliar with the details of the project.

### **Evaluation Questions**

Specific questions that the evaluation should seek to answer are found below. Evaluators may add, remove, or shift evaluation questions, but the final list will be subject to approval by USDOL.

#### ***Relevance***

1. To what extent has the project harmonized its awareness raising, advocacy, policy capacity building interventions with existing initiatives of Myanmar government, and the needs of other key stakeholders? How is the project addressing changes and constraints from the social/political/cultural environment? Assess how flexible has been the planning and implementation process (including to set targets) to react to these changes and constraints.
2. Are the research studies under IO 1 appropriate and relevant?

#### ***Validity of Project Design***

3. To what extent was the project design logical and coherent? Were the objectives/outcomes, targets and timing realistically set?
  - a. How were results of the Technical Institutional and Capacity Needs Assessment (TICNA) and KAP study incorporated into the pilot intervention and/or capacity building strategy
  - b. To what extent are the learnings from the micro-pilot useful in designing and implementing the direct services in the three areas?
4. Is the formulated Theory of Change methodologically sound and valid in practical terms as it pertains to the issue of child labor in Myanmar?

#### ***Effectiveness and Progress at Mid-Term***

5. Is the Project on schedule in terms of targets and objectives? What are the factors contributing to (1) successes and (2) challenges (including delays)?
6. What is the perception of project effectiveness by Government officials, implementing partners, and beneficiaries regarding project efforts? Specific efforts might include the following:

- a. (C1 Country Indicator) What are the potential challenges in designing and implementing Myanmar's National Plan of Action on Child Labor? Please provide recommendations to address these challenges (Project-level C1 indicator).
- b. How sound and participatory is the process to develop the Hazardous Work List at the national level?
- c. (IO 2) What are the challenges in conducting awareness-raising under this project and how did the project respond to these challenges? Are the responses appropriate?
- d. (IO 3) Is the project contributing to an improved legal framework on child labor that will be compliant with international standards? What challenges have arisen from this component, and was the project's response to these challenges appropriate?
- e. (IO 4) Are there signs of improved capacity among national (i.e. TWG-CL) and local stakeholders to coordinate, network and advocate for the elimination of CL in Myanmar? (Have the government, workers and employers' organizations, CSOs/CBOs/NGOs started advocating against child labor on their own capacity?)
- f. How were challenges (foreseen and unforeseen) addressed by the project?

### *Efficiency*

7. How efficient is the project (given the human and financial inputs) in producing outputs, with dependence on the CMEP processes (when compared to alternatives comparable in terms of the unique nature, scope and socio-political, socio-economic, and socio-cultural context that this project is operating under in Myanmar)?
8. How has the Project incorporated monitoring data in the implementation and learning process?

### *Sustainability & Emerging Smart Practices*

9. What specific strategies have been integrated into the project design to increase the likelihood of sustainability of project initiatives? Will they likely be effective?
10. What additional steps could be taken, within the remaining Project life cycle, in order to enhance the sustainability of project initiatives?
11. Please also provide recommendations to implementing interventions under IO 5 (HH economic livelihoods, OSH and education) effectively, efficiently and sustainably.

### III. EVALUATION METHODOLOGY AND TIMEFRAME

The evaluation methodology will consist of the following activities and approaches. While the evaluation team may propose changes in the methodology, any such changes should be discussed with USDOL and the Project, provided that the research and analysis suggest changes and provided that the indicated range of questions is addressed, the purpose maintained, and the expected outputs produced at the required quality.

#### A. Approach

The evaluation approach will be qualitative and participatory in nature, and use project documents including PMP and target table data to provide quantitative information. Qualitative information will be obtained through field visits, interviews and focus groups as appropriate. Opinions coming from beneficiaries (government, Employers' and Workers' Organizations, etc.) will improve and clarify the use of quantitative analysis. The participatory nature of the evaluation will contribute to the sense of ownership among beneficiaries.

Quantitative data will be drawn from the budget, Performance Reporting Form (PRF), and project reports (such as TPRs, Federal Financial Reports, research reports, and assessments) to the extent that it is available. The evaluation approach will be independent and external in terms of the membership of the evaluation team. Project staff and implementing partners will generally only be present in meetings with stakeholders, communities, and beneficiaries to **provide introductions**. The following additional principles will be applied during the evaluation process:

1. Methods of data collection and stakeholder perspectives will be triangulated for as many as possible of the evaluation questions.
2. Efforts will be made to include parents' and children's voices and beneficiary participation generally, using child-sensitive approaches to interviewing children following the ILO-IPEC guidelines on research with children on the worst forms of child labor (<http://www.ilo.org/ipeinfo/product/viewProduct.do?productId=3026>) and UNICEF Principles for Ethical Reporting on Children ([http://www.unicef.org/media/media\\_tools\\_guidelines.html](http://www.unicef.org/media/media_tools_guidelines.html)).
3. Gender and cultural sensitivity will be integrated in the evaluation approach.
4. Consultations will incorporate a degree of flexibility to maintain a sense of ownership of the stakeholders and beneficiaries, allowing additional questions to be posed that are not included in the TOR, whilst ensuring that key information requirements are met.
5. As far as possible, a consistent approach will be followed in each project site, with adjustments made for the different actors involved, activities conducted, and the implementation plan for each locality.

## B. Interim Evaluation Team

The evaluation team will consist of:

1. The international evaluator: Bjorn Nordtveit
2. One or more interpreters, fluent in the necessary languages, will travel with the evaluator.

One member of the project staff may travel with the team to make introductions. This person is not involved in the evaluation process.

The international evaluator will be responsible for developing the methodology in consultation with SFS, USDOL, and the ILO project staff in Myanmar; assigning the tasks of the national consultant and interpreter (if either parties are employed under this engagement) for the field work; directly conducting interviews and facilitating other data collection processes; analysis of the evaluation material gathered; presenting feedback on the initial findings of the evaluation to the national stakeholder meeting and preparing the evaluation report.

The responsibility of the interpreter in each state/region is to ensure that the evaluator is understood by the stakeholders as far as possible, and that the information gathered is relayed accurately to the evaluator.

## C. Data Collection Methodology

### 1. Document Review

- Pre-field visit preparation includes extensive review of relevant documents
- During fieldwork, documentation will be verified and additional documents may be collected
- Documents may include:
  - M&E documents (provided by USDOL and monitoring reports provided by the Project)
  - Baseline, if applicable
  - Project document and revisions (or revision requests),
  - Cooperative Agreement,
  - Management Procedures and Guidelines (relevant Fiscal Year 2012 ILO version)
  - Technical Progress and Status Reports,
  - Relevant Federal Financial Reports and up-to-date Outputs Based Budget
  - Work plans,
  - Correspondence related to Technical Progress Reports,
  - Research or other reports undertaken (baseline studies, etc.), and
  - Project files (including school records) as appropriate.



## 2. [Question Matrix](#)

Before beginning fieldwork, the evaluator will create a question matrix, which outlines the source of data from where the evaluator plans to collect information for each TOR question. This will help the evaluator make decisions as to how they are going to allocate their time in the field. It will also help the evaluator to ensure that they are exploring all possible avenues for data triangulation and to clearly note where their evaluation findings are coming from. The Contractor will share the question matrix with USDOL.

## 3. [Interviews with stakeholders](#)

Informational interviews will be held with as many project stakeholders as possible. The evaluation team will solicit the opinions of children, community members in areas where awareness-raising activities occurred, parents of beneficiaries, teachers, government representatives, legal authorities, union and NGO officials, implementing partner organizations, and Project staff regarding the project's accomplishments, Project design, sustainability, and the working relationship between project staff and their partners, where appropriate.

Depending on the circumstances, these meetings will be one-on-one or group interviews. Technically, stakeholders are all those who have an interest in a project, for example, as implementers, direct and indirect beneficiaries, community leaders, donors, and government officials. Thus, it is anticipated that meetings will be held with:

- OCFT staff responsible for this evaluation and project prior to the commencement of the field work
- Implementers at all levels, including any official project partners involved
- Headquarters, Country Director, Project Managers, and Field Staff of Grantee and Partner Organizations, including micro-pilot implementing/collaborating agencies
- Government Ministry Officials and Local Government Officials who have been involved in or are knowledgeable about the project
- Community leaders, members, and volunteers
- School teachers and other education stakeholders, if relevant and as available
- International and local NGOs and multilateral agencies working in the area, including child labor, forced labor and OSH-related NGOs (i.e. UNICEF, IOM, etc.)
- Other child protection and/or educational organizations, committees and experts in the area and region
- U.S. Embassy staff member

## 4. [Field Visits](#)

The evaluator will visit a selection of project sites. The final selection of field sites to be visited will be made by the evaluator. Every effort should be made to include some sites where the project experienced successes and others that encountered challenges, as well as a good cross section of sites across targeted capacity, advocacy, and policy sectors. During the visits, the evaluator will

observe the activities and outputs developed by the project. Focus groups will be held with micro-pilot beneficiaries from Panambone Village, Ye Township. Interviews will also be conducted with representatives from local governments, NGOs, community leaders and educators.

#### D. Ethical Considerations and Confidentiality

The evaluation mission will observe utmost confidentiality related to sensitive information and feedback elicited during the individual and group interviews. To mitigate bias during the data collection process and ensure a maximum freedom of expression of the implementing partners, stakeholders, communities, and beneficiaries, implementing partner staff will generally not be present during interviews. However, implementing partner staff may accompany the evaluator to make introductions whenever necessary, to facilitate the evaluation process, make respondents feel comfortable, and to allow the evaluator to observe the interaction between the implementing partner staff and the interviewees.

#### E. Stakeholders Meeting

Following the field visits, a stakeholders meeting will be conducted by the evaluator that brings together a wide range of stakeholders, including the implementing partners and other interested parties. The list of participants to be invited will be drafted prior to the evaluator's visit and confirmed in consultation with project staff during fieldwork.

The meeting will be used to present the major preliminary findings and emerging issues, solicit recommendations, and obtain clarification or additional information from stakeholders, including those not interviewed earlier. The agenda of the meeting will be determined by the evaluator in consultation with project staff. Some specific questions for stakeholders may be prepared to guide the discussion and possibly a brief written feedback form.

The agenda is expected to include some of the following items:

1. Presentation by the evaluator of the preliminary main findings
2. Feedback and questions from stakeholders on the findings
3. Opportunity for implementing partners not met to present their views on progress and challenges in their locality
4. If appropriate, Possible Strengths, Weaknesses, Opportunities and Threats (SWOT) exercise on the project's performance
5. Discussion of recommendations to improve the implementation and ensure sustainability. Consideration will be given to the value of distributing a feedback form for participants to nominate their "action priorities" for the remainder of the project.

A debrief call will be held with the evaluator and USDOL after the stakeholder workshop to provide USDOL with preliminary findings and solicit feedback as needed. This is to substitute for the fact that USDOL will likely not attend the stakeholder conference in Yangon.

## F. Limitations

Fieldwork for the evaluation will last two weeks. All efforts will be made to ensure that the evaluator is visiting a representative sample of sites, including some that have performed well and some that have experienced challenges.

Findings for the evaluation will be based on information collected from background documents and in interviews with stakeholders, project staff, and beneficiaries. The accuracy of the evaluation findings will be determined by the integrity of information provided to the evaluator from these sources.

## G. Timetable

The tentative timetable is as follows. Actual dates may be adjusted as needs arise.

<b>Task</b>	<b>2016 Date</b>
DOL provides background documents	Fri, Feb 5
Evaluation Questions and TOR Input received from USDOL and Grantee for Draft TOR	Thu, Mar 10
Evaluator submits Methodology/Sampling Plan to SFS for TOR	Thu, Mar 17
Draft TOR submitted to USDOL and Grantee	Fri, Mar 25
TOR Finalized	Mon, March 28
Evaluator submits List of Stakeholders/Interviewees for Grantee feedback	Tues, Mar 29
Evaluator submits Question Matrix and Suggested Itinerary	Wed, Mar 30
Logistics Call	Fri, April 1
Finalize Field Itinerary and Stakeholder List for Workshop	Wed, April 6
Cable Clearance Request sent to USDOL	Fri, April 15
Contract signed by Evaluator	Fri, April 15
Evaluator interviews USDOL	Wed, April 20
Fieldwork	May 2-16
Stakeholders Meeting	May 17
Post-fieldwork Debrief Call with USDOL	Fri, May 27
Draft Report sent to SFS for quality review	Mon, June 6
Draft Report to USDOL for 48 hour review	Fri, June 10
48 Hour comments due	Tues, June 14
Draft Report sent to USDOL, Grantee and stakeholders for comments	Mon, June 20
Comments due to SFS	Tue, July 5
Revised Report sent by Evaluator to SFS for quality review	Fri, July 8
Revised Report sent to USDOL and Grantee	Tue, July 12
Approval from USDOL to Copy Edit/Format Report	Mon, July 18
Final Report sent to USDOL and Grantee	Mon, Aug 1

## IV. EXPECTED OUTPUTS/DELIVERABLES

Ten working days following the evaluator's return from fieldwork, a first draft evaluation report will be submitted to the Contractor. The report should have the following structure and content:

- I. Table of Contents
- II. List of Acronyms
- III. Executive Summary (providing an overview of the evaluation, summary of main findings/lessons learned/good practices, and key recommendations)
- IV. Evaluation Objectives and Methodology
- V. Project Description
- VI. Findings
  - A. Answers to each of the evaluation questions, with supporting evidence included
  - B. Findings – the facts, with supporting evidence
  - C. Conclusions – interpretation of the facts, including criteria for judgments
- VII. Lessons Learned and Good Practices
- VIII. Main Conclusions and Recommendations (chart as appropriate)
  - A. Key Recommendations - critical for successfully meeting project objectives – judgments on what changes need to be made for future Projects
  - B. Other Recommendations – as needed
- IX. Annexes - including list of documents reviewed; interviews/meetings/site visits; stakeholder workshop agenda and participants; TOR; etc.

The total length of the report should be approximately 30 pages for the main report, excluding the executive summary and annexes.

The first draft of the report will be circulated to OCFT and key stakeholders individually for their review. Comments from stakeholders will be consolidated and incorporated into the final reports as appropriate, and the evaluator will provide a response to OCFT, in the form of a comment matrix, as to why any comments might not have been incorporated.

While the substantive content of the findings, conclusions, and recommendations of the report shall be determined by the evaluator, the report is subject to final approval by ILAB/OCFT in terms of whether or not the report meets the conditions of the TOR.

## V. EVALUATION MANAGEMENT AND SUPPORT

The Contractor, Sistemas Familias y Sociedad (SFS), will be responsible for Evaluation Management and Support. This includes logistical and administrative support to the evaluator, including travel arrangements (e.g. plane and hotel reservations, purchasing plane tickets, providing per diem) and all materials needed to provide all deliverables. SFS will also be responsible for providing the management and technical oversight necessary to ensure consistency of methods and technical standards.