



International Labour Organization

iTrack

Evaluation Unit (EVAL)

# ILO EVALUATION

<b>Evaluation Title:</b>	Improving Labour Market Data Sources in Myanmar through Support to the National Labour Force and School-to-Work Transition Survey
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This evaluation has been conducted according to ILO's evaluation policies and procedures. It has not been professionally edited, but has undergone quality control by the ILO Evaluation Unit.



International Labour Organization

# Improving Labour Market Data Sources in Myanmar through Support to the National Labour Force and School-to-Work Transition Survey (MMR/12/01/RBS)

## Final Independent Evaluation

### EVALUATION REPORT *(Final)*

(October – December 2015)

Project Symbol	<a href="#">MMR/12/01/RBS</a>
Project Title	Improving Labour Market Data Sources in Myanmar through Support to the National Labour Force and School-to-Work Transition Survey
Country	Myanmar
Project duration	Planned June 2013 – December 2014; Actual June 2013 – December 2015
Donors	None (Only ILO Regular Budget Supplementary Account)
Budget	USD 1,284,264
Implementing Agency	ILO
Implementing Partners	Department of Labour with support from Central Statistical Organization and the Department of Population
Independent Evaluation (Final)	November 2015 The evaluation addresses ILO evaluation concerns such as i) relevance and strategic fit, ii) validity of design, iii) effectiveness, iv) efficiency of resource used, v) effectiveness of management arrangements and vi) gender
Evaluator	Ganesh P. Rauniyar, Team Leader, New Zealand/Philippines
Evaluation Management	Markus Ruck, Senior Social Security Specialist ILO DWTS Team for South Asia, New Delhi

## LIST OF ACRONYMS

CL	child labour
CSO	Central Statistical Organization
CTA	Chief Technical Advisor
DWCP	Decent Work Country Programme
DHREP	Department of Human Resource and Education Planning
DOL	Department of Labour
DOP	Department of Population
DWT	decent work team
EA	Enumerator area
EVAL	Evaluation Unit, International Labour Organization
IHLCA	Integrated Household Living Conditions Assessment
ITC	International Training Centre, Turin
LF	logical framework
LFS	labour force survey
LMI	labour market information
M&E	monitoring and evaluation
MOL	Ministry of Labour
MOLES	Ministry of Labour, Employment and Social Security
NEET	not in Employment, education or training
RBSA	Regular Budget Supplementary Account
SC	Steering Committee
SME	small & medium enterprise
STED	skills For trade & economic diversification
SMART	simple, measurable, achievable, relevant and time bound
SWTS	school-to-work transition survey
TOR	terms of reference
TWG	Technical Working Group
UNEG	United Nations Evaluation Group
UNFPA	United Nations Population Fund

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# Acknowledgement

The Final Independent Evaluation of *Improving Labour Market Data Sources in Myanmar through Support to the National Labour Force and School-to-Work Transition Survey* Project applied a mixed method approach using qualitative and quantitative techniques. The evaluation benefitted from frank and open discussions with all relevant groups of stakeholders individually and in group-settings who have had stake and interest in project design, implementation, completion and outcomes.

Sincere thanks goes to U Myo Aung, Permanent Secretary, Ministry of Labour, Employment and Social Security (concurrently serving as the Director General, Department of Labour) and Daw Sander Aye, Director, Department of Labour. The evaluation also benefitted from rich discussions held with senior government officials at the Ministry of Education, Central Statistical Organization, Department of Population, Department of Science and Technology, Department of Human Resource and Educational Planning, and Department of Labour. Discussions with the World Bank and United Nations Fund for Population Activities staff based at Nay Pyi Taw along with workers' representative helped in triangulating and strengthening evaluation findings.

The evaluation appreciates initial mission briefing at the ILO Liaison Office in Yangon from Piyamal Pichaiwongse, Lourdes Kathleen Santos Macasil, Jodelen Mitra, and Debi Prasad Mondal, which provided further clarity and strengthened evaluation approach. Virtual discussion and electronic mail exchange with Elisa Benes (ILO Statistics Department), Tite Habiyakare (ILO-ROAP), and Bijoy Raychaudhuri (ILO-IPEC) provided useful insights into initial project formulation and progress in implementation.

Markus Ruck, Senior Social Security Specialist, ILO-DWTS Team for South Asia in New Delhi and Evaluation Manager for this final evaluation and Pamornrat Pringsulaka, Regional Monitoring and Evaluation Officer, ILO Regional Office for Asia and the Pacific provided guidance and continued support throughout the evaluation process.

Ganesh P Rauniyar, Team Leader, Philippines/New Zealand

December 2015

## Executive summary

The International Labour Organization (ILO) commissioned the final evaluation of *Improving Labour Market Data Sources in Myanmar through Support to the National Labour Force and School-to-Work Transition Survey* Project in accordance with ILO's Evaluation Policy approved by its Governing Body. The evaluation follows ILO evaluation guidelines, United Nations Evaluation Group (UNEG) Norms and Standards, and OECD-DAC evaluation principles. The Project commenced in July 2013 and will end on 31 December 2015.

### Project Rationale and Objectives

Myanmar conducted its national Census of Population and Dwellings in 2014 for the first time since 1983 and the country had the only labour force survey (LFS) completed in 1990. The use of labour force statistics by the Government in policy and programme formulation has been limited in the absence of representative, reliable and credible labour and employment statistics. Primary data sources used so far include scanty projections from the 1990 LFS and Integrated Household Living Conditions Assessments of 2004-2005 and 2009-2010 (IHLCA I and IHLCA II). A third IHLCA is in progress.<sup>1</sup> Myanmar does not have a comprehensive labour and employment policy. The available data and information had been inadequate for preparing and monitoring evidence-based sound labour and social policies and programmes.

The Government recognised the importance of a good labour market information system and sought technical and financial support from ILO in 2013 for conducting a second LFS. ILO approved the Project Proposal prepared by ILO Regional Office of Asia and the Pacific (ILO ROAP) in consultation with concerned development government agencies and development partners. The project design included additional modules on child labour and school-to-work transition in addition to standard LFS. ILO fully funded the Project from its Regular Budget Supplementary Account.<sup>2</sup> The Project's development objective was increased capacity of Myanmar to produce comprehensive, up-to-date, gender responsive, and internationally comparable labour market data through regular labour forces, as well as using data for informed employment policy formulation and monitoring. It envisaged three specific immediate objectives (outcomes) aimed at delivering a timely relevant, reliable and credible LFS and improved capacity in national institutions:

- Improved labour market information system in Myanmar through a comprehensive national Labour Force, Child Labour and School-to-Work Transition Survey 2013-2014;<sup>3</sup>
- Enhanced capacity of tripartite constituents and relevant government agencies to formulate, implement, monitor and evaluate policies, programmes and projects for decent work through improved labour market information; and
- A framework for regular data collection of labour statistics developed with regular budget allocation from national budgeting.

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<sup>1</sup> Data collection was completed in the first half of 2015 and detailed analysis and report writing is in progress.

<sup>2</sup> The Regular Budget Supplementary Account (RBSA) supports the Decent Work Agenda through flexible un-earmarked voluntary contributions to the ILO's technical cooperation programme. [http://www.ilo.org/wcmsp5/groups/public/---dgreports/---exrel/documents/genericdocument/wcms\\_226827.pdf](http://www.ilo.org/wcmsp5/groups/public/---dgreports/---exrel/documents/genericdocument/wcms_226827.pdf)

<sup>3</sup> The survey planned for 2014 actually commenced only in 2015 and hence the Project refers it as LFS 2014-2015.

## Evaluation Background

ILO regards evaluation as an integral part of the implementation of technical cooperation activities. The ILO Evaluation Policy requires an independent final evaluation of projects under USD 5 million at the end of the project implementation. An independent evaluation provides an assessment of development effectiveness of the Project including efficient use of ILO resources, both from accountability and learning perspectives. The evaluation looks back and assesses project formulation process and design, implementation arrangements and progress and continued relevance at the time of evaluation in achieving Project's development and immediate objectives. It also draws lessons based on project experience in terms of design and implementation and offers a set of lessons and recommendations for ILO, social partners and the Government.

Consistent with the ILO Evaluation Guidelines, this evaluation applied standard criteria of relevance and strategic fit, validity of project design, effectiveness in delivering outputs and outcomes, efficiency in resources use, effectiveness of management arrangements, gender issues, impact and sustainability. The evaluation findings and recommendations will help both ILO and the Government as well as other stakeholders in improving project design, implementation and delivery in the future. Immediate beneficiaries include the Ministry of Labour, Employment and Social Security; Department of Planning; Central Statistical Organization; Ministry of Education and its Department of Human Resource and Education Planning; Department of Population, and the Ministry of Agriculture. From ILO perspective, key beneficiaries will be its Regional Office for Asia and the Pacific and the Liaison Office in Myanmar. The final evaluation commenced in October 2015 and completed in December 2015.

## Evaluation Methodology

ILO appointed one of its staff member based in New Delhi Office as an Evaluation Manager for this evaluation. In consultation with the Monitoring and Evaluation Officer at ILO ROAP, ILO Liaison Office and the Project Office in Nay Pyi Taw, he drafted and finalized the terms of reference (TORs) for the evaluation through a consultative process. The evaluation applied a mixed-method approach comprising both qualitative and quantitative techniques and adopted a three-step process:

*Step 1: Review of documents*, including TORs, project documents, initial briefing by the Evaluation Manager over a skype call and at the ILO Liaison Office, Yangon, and the preparation and submission of an inception report;

*Step 2: Fieldwork in Nay Pyi Taw* for meetings with key informants and focus group discussions with relevant stakeholders, including senior government officials, workers' representatives, Project Technical Working Group Committee members, selected field enumerators and supervisors deployed for survey data collection, and officials of the United Nations Population Fund and the World Bank. During the fieldwork, the evaluator obtained draft survey tables from the Project and organized a stakeholders' consultation workshop participated by 24 representatives from relevant agencies and shared emerging findings and recommendations based on evaluation. He also assessed capacity of DOL staff undertaking data management and table output tasks at the time of evaluation. Upon return to his home base, evaluator debriefed the Evaluation Manager on the progress in evaluation and field observations.

*Step 3: Document and data analysis and report writing* based on data and information collected during the fieldwork, document review, and the draft reports generated by the Project's consultants. During this step, evaluator also held virtual discussions with ILO-IPEC, ILO ROAP, ILO Statistics Department staff and a statistician at the Asian Development Bank in Manila working on the statistical capacity building technical assistance project in Myanmar. He also sought and obtained additional data on project related

capacity building activities and verified data collected during the fieldwork in consultation with CTA and ILO Liaison Office in Yangon.

The Evaluator submitted the draft report to the Evaluation Manager and the Regional Monitoring and Evaluation Officer for their review and onward forwarding to the relevant stakeholders for their review and comments. The report has incorporated all relevant comments received up to 11 December 2015 and revised the draft report accordingly. The report is final, subject to the ILO Evaluation Unit (EVAL) ensuring the quality and integrity of the report.

### Summary of Key Evaluation Findings

The key evaluation findings capture the whole project cycle starting from design to implementation and to completion based on available evidence at the time of evaluation. To the possible extent, evaluator triangulated findings through discussion and stakeholder workshop held in Nay Pyi Taw. A summary of evaluation findings by ILO evaluation criteria follows.

#### Relevance and Strategic Fit

- ❖ The Project has been highly relevant for Myanmar throughout the entire project duration because it is the first initiative in 25 years, which aims to provide timely, reliable and credible employment and labour statistics disaggregated by sex at the national and State/Provincial/Union Territory levels. It is timely because Myanmar is going through economic, social and political transformation. The country has opened up its economy to the wider participation of both private and public sector actors comprising employers, employees, job seekers and those in the transition to enter labour force, including young adults, including women. It is credible and reliable because it relies on ILO's expertise in the field and has adopted international standards associated with collection of labour and employment statistics.
- ❖ The Project is demand rather than supply driven. ILO responded to the Government's request for conducting a LFS soon after ILO Governing Body lifted a 13-year long ban on Myanmar attending the International Labour Conference and provided access to its technical assistance fund. The data generated from the survey serves as a benchmark for formulating informed strategies, policies and programme to benefit wider population. It also facilitates the Government's commitment in reporting labour statistics to the international community.
- ❖ The Project aimed to present a clear picture of depth and width of child labour in work place and youth employment in different parts of the country, including the worst forms of child labour. Myanmar is committed to providing safe workplace environment and eliminate child labour. Employment and labour statistics collected through the survey under the Project was highly relevant from strategic point of view for the country.
- ❖ The Project, although not stated explicitly in the project document, also aimed to provide baseline scenario for monitoring and evaluating progress resulting from reforms implemented by the Government in labour market, with an emphasis on employment and labour policy, decent jobs, workplace with no child labour and no forced labour, and fair wage conditions. The project outcomes have strong potential to influence both public and private sector actors in all major sectors. It has a good strategic fit with the Government's national policy and commitment to provide better income and employment opportunities for its population.

#### Validation of Design

- ❖ In principle, the project design was sound and it was an outcome of consultations with both ILO's internal and government stakeholders. However, it envisaged Myanmar to deliver a credible detailed labour force, child labour and school-to-work transition survey and strengthen

capacity of key national institutions, including the Central Statistical Organization and the Ministry of Labour, Employment and Social Security in 18 months. The evaluation finds that the project design originally envisaged for implementation (18 months) set overambitious targets both in terms of outputs and outcomes given that the main implementation agencies had weak capacity to complete the job.

- ❖ The Project could have identified prevailing and potential assumptions and risks clearly through an in-depth due diligence of the two key implementing partners. The project document lacked these along with realistic time bound activities to facilitate its smooth implementation.
- ❖ The Project design and budget had a provision of engaging consultants. However, available project document did not identify consultant positions and their TORs although original approved project implementation period was only 18 months.

### **Effectiveness**

- ❖ The technical backstopping from ILO ROAP, ILO Statistics Department and ILO-IPEC has been useful in project implementation, particularly at the initial stages. Their continuity in some form at later critical stages would have mitigated confusion in implementation arrangements and avoided start up delays. The Project could have requested further technical support from or through ILO ROAP at critical stages. However, the Project did not fully exercise this option partially leading to implementation delays. For example, according to ILO-ROAP, the Project could have sought support for identifying a sampling expert.
- ❖ The Project provided training to a large number of field cadres in data collection and supervision who had very little or no required experience. As a result, the survey was completed, data entered and verified, and key data summary tables generated. At the current pace, the Project will not be able to disseminate the results and reports by the project end date of 31 December 2015. After an external consultant independently validates the survey methodology and results, the Project will be able to release data and reports on labour force survey, child labour and school-to-work transition. The Project is less likely to undertake additional activities such as detailed dissemination of results and reports along with capacity building of relevant stakeholders in extracting data subsets, analysis and report production within the given timeframe. The Project is yet to release survey data and reports. At the time of evaluation, ILO had engaged an external consultant to validate methodology and survey results, which is to commence in early December 2015 and completed by mid-December 2015.
- ❖ The evaluation findings shows that while the Project has strengthened the Department of Labour's capacity to some extent, they are less likely to conduct follow-up LFS surveys on their own without external technical support. Concerned agencies' capacity continued to remain weak.
- ❖ Overall, the evaluation concludes that project effectiveness was only somewhat satisfactory.

### **Efficiency of Resource Use**

- ❖ The Project experienced nearly eight months delay in mobilizing a Chief Technical Advisor (CTA), which required ILO to extend the Project by additional 12 months. ILO Liaison Office and ILO ROAP could have fielded short-term consultants in the beginning to initiate the Project on time and move forward, at least until CTA came on board. More specifically, short-term consultants could have helped the National Programme Officer to effectively establish a satisfactory mechanism and prepared institutional groundwork for survey, including commitment and buy-in from CSO, DOP and MOLES. ILO lost time in trying to field a particular CTA but it should have had flexibility in mobilizing an alternate candidate given relatively short implementation period.

- ❖ It took nearly 18 months for reaching a service agreement between the ILO Liaison Office and the Ministry of Labour, Employment and Social Security (MOLES). This resulted in slow implementation progress. The delay was due to internal bureaucratic procedure and communication gaps, but ILO could have taken a stand for one particular agency to lead the project work without long delay. The project activities continued without a formal service contract, which in itself posed some degree of risk for ILO.
- ❖ The Ministry of Labour, Employment and Social Security managed allocated service contract fund within the given budget. However, the terms of service contract were not fully followed, and as a result, both CSO and DOP received far less funds than originally envisaged because they could not deliver intended outputs for the Project due to their other prior commitments.
- ❖ Overall, the evaluation considers the Project somewhat efficient based on the evidence that it slipped in time although remained within the original budget ceiling. This, however, resulted in several activities unattended.

### **Effectiveness of Management Arrangements**

- ❖ The management arrangements for the Project is somewhat effective. ILO mobilized an experienced CTA and a National Programme Officer, although with considerable delays.
- ❖ Communication gap between CSO and MOLES and weak implementation capacity contributed to delay in signing of service agreement for conducting the survey and data entry work. This was largely associated with strong personalities as well as inadequate due diligence on institutional capacity assessment at the time of project formulation.

### **Gender Issues**

- ❖ The Project mobilized more than 80% field female staff of the Department of Labour based throughout the country. The gender representation in staffing at other levels also has been satisfactory.
- ❖ The labour force related summary tables extracted by the Project based on the survey data shows adequate gender disaggregation, which will help relevant agencies to formulate gender sensitive policies and programmes. However, the Project could have taken similar approach in generating child labour and school-to-work transition summary tables for appropriately reflecting gender disparities, if any.

### **Impact Orientation**

- ❖ The Project has not released dataset and reports and hence the evaluation could not adequately assess impact orientation. However, given strong interest in the survey data and results, evaluation foresees that potential impact will be substantial, if the Project releases data and reports soon for further analysis, research and policy formulation.

### **Sustainability**

- ❖ The completion of labour force, child labour and school-to-work transition survey after 25 years is a major achievement for Myanmar. However, in order to properly establish and strengthen labour market information system, regular follow-up surveys need to be conducted by the Government. With continued commitment, the Government can sustain Project benefits in the future, but it will require continued technical support at least for next few years and a harmonized approach from development partners in designing, collecting, generating, and reporting at frequent intervals.

## Lessons and Good Practices

A number of lessons and good practices have emerged from the final project evaluation exercise. Five key lessons of strategic importance for both ILO and the Government are:

- ❖ Countries with no labour force survey for several years need a longer project duration so that the projects can make adequate social preparation and develop minimum technical and managerial capacity in implementing agencies. There is a need to devote at least six months in social preparation and required initial capacity development in implementing arrangements.
- ❖ In a technical assistance project, it is important to have a clear understanding and agreement on the roles and responsibilities of implementing partners and detailed job description or terms of reference is required of any short- or long-term engagement. Project funding linked to consistency in implementation arrangements delivers better results.
- ❖ A clear project implementation plan should accompany project design document. One of the key objective of technical assistance is to strengthen capacity of national institutions and thus the project must ensure that there is a clear pathway for technology (knowledge) transfer.
- ❖ Any project irrespective of its size or coverage need to go through a proper quality assessment prior to approval.
- ❖ Labour market surveys need to take into account respondents' background, focused on priority data needs and institutional capacity.
- ❖ In a country with no labour force survey for 25 years, national commitment supported by technical assistance from external development partner can deliver a new survey. This requires lot of perseverance and mutual trust among the stakeholders.

## Recommendations

The evaluation has five key recommendations for ILO and the Government as follows. Detailed specification of these recommendations appear in the body of the report.

	<b>Recommendation</b>	<b>Responsible Unit</b>	<b>Priority</b>	<b>Time Implication</b>	<b>Resource Implication</b>
1.	ILO should extend the closing date of the Project to 31 March 2016 at no additional cost so that the Project can deliver unfinished outputs and make substantial progress towards achieving envisaged outcomes.	ILO Liaison Office in consultation with ILO ROAP	High	Three months extension beyond revised closing date.	No additional resource implication. Savings from Project funds is adequate to support the unfinished project deliverables.
2.	The Project should prepare a detailed road map for data and results dissemination for better understanding of survey outcomes and use of data for informed policy and programme formulation by the Government and all stakeholders in the labour market. The Project should also prepare a technical paper along with user-friendly manual for follow-up LFS, in conformity to international standards on labour statistics.	Project Staff comprising DOL with support from ILO experts and CSO  Agencies responsible for policy formulation in different ministries and departments	High	Three months extension beyond revised closing date.	No additional resource implication. Savings from Project funds is adequate to support the unfinished project deliverables.
3.	The Government should take a lead in strengthening CSO in both technical and managerial roles, including defined roles of private sector actors.	Ministry of National Planning and Economic Development	Medium	2-3 years	Additional resources required for technical support and hence
4.	ILO should explore feasibility of	ILO, CSO and	High	2- 3 years	Additional technical

	providing technical assistance from its own or external sources so that the Government can undertake regular LFS annually, and child labour survey and school-to-work transition survey every 3 years.	MOLES			support will require new resources.
5.	The Government, with technical support from a development partner, should plan follow-up labour market survey capturing seasonality and hence at least two points in a year reflecting high and low economic activity seasons.	CSO, MOLES, DHREP, ILO	High	Within 3 months	Additional technical support required.

# Final Independent Evaluation

## Improving Labour Market Data Sources in Myanmar through Support to the National Labour Force and School-to-Work Transition Survey Project (MMR/12/01/RBS)

### I. BACKGROUND

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Labour market information (LMI) provides information on labour market conditions in terms of supply and demand for labour. According to the International Labour Organization (ILO), it typically comprises information on types of economic activities people are engaged in, size and composition of labour force, level of economic development reflected in national labour market. It also covers the number of people without work and looking for work, the number of hours people work, amount they earn, types of employment inequalities, and the status of specific groups, in particular, women and youth faring in the labour market.<sup>4</sup> An up-to-date LMI is a valuable resource for job seekers, service providers, employers, educators, researchers and policy makers to plan and make informed decisions.

A good LMI system relies on timely, reliable and credible data obtained from periodic and regular labour force surveys (LFSs). Myanmar conducted its last LFS in 1990 and hence very little useful information is available for rapidly changing economic and social transformation in the country. ILO responded to the Union Republic of the Union Government of Myanmar's (hereafter referred as the Government) request to: (i) undertake a LFS and (ii) build ministries' capacity to organize regular LFS, and it approved a project in 2013 from its Regular Budget Supplementary Account (RBSA). The Project proposal was in line with ILO's decent work programme agenda in Myanmar.<sup>5</sup>

#### A. ILO in Myanmar

ILO involvement in Myanmar is reasonably recent. Based on a formal Memorandum of Understanding with the Government, it appointed a Liaison Officer in 2002. A Supplementary Understanding in 2007 (extended annually since then) with the Government paved the way to establish a mechanism within Myanmar to formally offer the possibility to the victims of forced labour to channel complaints through the services of the ILO Liaison Officer in line with the provisions of the Forced Labour Convention (C29 of 1930). During 2002-2012, ILO focused on Fundamental Principles and Rights at Work agendas by

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<sup>4</sup> <http://www.ilo.org/empelm/areas/employment-trends/lang-en/index.htm>

<sup>5</sup> Project proposal, page 5

implementing a Memorandum of Understanding with the Government on Forced Labour and Freedom of Association Programme.<sup>6</sup>

In June 2012, the ILO Governing Body lifted a 13-year long ban on Myanmar attending the International Labour Conference and enabling it to receive technical cooperation beyond the narrow understanding of the 2007 Supplementary Understanding. Since 2013, ILO has a sizable active portfolio of 20 projects funded by different donors as well as ILO's internal resources. ILO has decentralized 15 of the 20 projects to ILO Liaison Office management. Seven of the 20 projects are due to close in 2015. According to the ILO Yangon, negotiations for follow-up projects are underway. A list of ILO projects and their objectives appear in Annex 1. The subject Project for this evaluation is one of the 20 projects and it holds strategic importance to ILO's evidence based Decent Work Agenda beyond 2015 and ILO-IPEC programme. ILO signed a Memorandum of Understanding with MOLES on 14 January 2013 to support Myanmar's LFS.

## B. The Project Justification

The project proposal document outlines a comprehensive problem analysis (p. 2-5). Key highlights of project justification are:

- The last labour force survey conducted by the Ministry of Labour (currently known as the Ministry of Labour, Employment and Social Security (MOLES)) had limited scope and coverage. As a result, only little information is used for projections complemented by other relatively smaller sample surveys such as Integrated Household Living Conditions Assessment;
- The last national population census dates back to 1983, which provides no reliable sampling frame for any follow-up surveys;<sup>7</sup>
- The available information is inadequate for policy makers to formulate evidence-based labour and social policies and efficiently monitor their implementation;
- Myanmar has no comprehensive employment policy, although the country has embarked on political and demographic changes and major economic transition;
- The country faces child labour and youth skill and employment challenges but MOLES lacks basic information on eight priority areas, including youth and young women in particular;
- Lack of adequate knowledge base on social and employment inequalities;
- No sound basis for information on the extent and depth of child labour, including forced labour;
- Myanmar has scattered social protection interventions and in the absence of reliable data, consolidation and efficient management remains a challenge; and
- School attendance even at the primary level is too low and dropout rates are high due to extreme poverty but the scale of problem is largely unknown.

The Government demonstrated its commitment to address above challenges and sought ILO's support for conducting a LFS and institutional capacity building for subsequent annual LFSs. Based on its core strength, ILO was a logical development partner for needed support since it specializes in labour statistics and labour market information system, supported by ILO Regional Office in Bangkok. ILO has demonstrated its competence in the region and in

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<sup>6</sup> Project proposal, page 5-6

<sup>7</sup> Myanmar completed a new Census of Population in 2014.

the task through similar support extended to Bangladesh, Cambodia, Indonesia, Lao Peoples Democratic Republic, Western Samoa, Timor-Leste and Viet Nam.

ILO and the Government expected that with the successful undertaking and completion of LFS and capacity to conduct regular LFSs, Myanmar would meet its international obligations of the Labour Statistics Convention C160 of 1985 and the Labour Statistics Recommendation R170 of 1985. Furthermore, as an active member of the Association of South-East Asian Countries (ASEAN), Myanmar can contribute labour statistics for international comparisons as well as report progress at regular intervals.

### **c. Project Objectives (Outcomes)**

The development objective (outcome)<sup>8</sup> of the Project was increased capacity of Myanmar to produce comprehensive, up-to-date, gender responsive, and internationally comparable labour market data through regular LFSs, as well as using data for informed employment policy formulation and monitoring. The development outcome relied on the attainment of three immediate outcomes:

- (i) Improved labour market information system in Myanmar through a comprehensive national Labour Force, Child Labour and School-to-Work Transition Survey 2013-2014;<sup>9</sup>
- (ii) Enhanced capacity of tripartite constituents and relevant government agencies to formulate, implement, monitor and evaluate policies, programmes and projects for decent work through improved labour market information; and
- (iii) A framework for regular data collection of labour statistics developed with regular budget allocation from national budgeting.

The Project intended to deliver above outcomes by undertaking following activities:<sup>10</sup>

- Clarifying key labour and child labour statistics concepts in Myanmar;
- Providing the data urgently needed to boost the country's employment policy assessment and formulation, particularly on decent work agenda, with focus on child workers, youth and women as priority groups in need of targeted interventions;
- Providing data on child labour, with particular attention to elimination of the worst forms of child labour especially hazardous work by children;
- Providing data on youth transition from school to employment with particular attention to difficulties faced by young women in accessing Myanmar labour market;
- Building the framework for the regular gathering of labour statistics in Myanmar, through regular labour force surveys; and
- Revising the country's system of surveys (surveys master plan).

### **d. Project Management Arrangements (Implementation)**

The project design envisaged ILO as an executing agency responsible to oversee the technical and administrative aspects of the project implementation, in close partnership

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<sup>8</sup> The report consistently uses outcome in the place of objective.

<sup>9</sup> The survey planned for 2014 actually commenced only in 2015 and hence the Project refers it as LFS 2014-2015.

<sup>10</sup> Project proposal, p. 8.

with Central Statistical Organization (CSO) and MOLES. As per design, ILO was responsible for implementation of the project outputs in accordance to the financial and administrative rules of the ILO. The management of the Project rested with the ILO Liaison Office in Yangon, supported by technical backstopping from the ILO Regional Office for Asia and the Pacific (ILO-ROAP), the ILO Department of Statistics, the ILO International Programme on the Elimination of Child Labour (ILO-IPEC) and the Decent Work Team (DWT) for South-East Asia and the Pacific, based in Bangkok. ILO designated its Liaison Office in Yangon for the overall management while ILO-ROAP was to provide technical backstopping through the Regional Statistician. Furthermore, CSO in collaboration with MOLES was to facilitate day-to-day project implementation in Myanmar.

ILO designated its Liaison Office in Yangon for the administrative backstopping while ILO-ROAP was to coordinate all technical backstopping. Furthermore, CSO in collaboration with MOLES was to facilitate day-to-day project implementation in Myanmar.

The Project proposal (design document)<sup>11</sup> envisaged that the CSO and DOL would implement the Project and ILO were to advise the two agencies to put in place a joint committee composed of technical staff to oversee the day-to-day implementation of the Project. ILO were also to advise CSO to be responsible for the technical implementation of the survey while MOLES were to lead the overall objectives (outcomes) and content of the survey as well as the analysis and dissemination of the results. Furthermore, ILO were to provide the needed training and advice on running the survey to staff from CSO and DOL on a regular basis.

The project document did not spell out clear organizational set up for the Project. It, however, made provision for an ILO team comprising Chief Technical Advisor (CTA), a National Programme Officer and a driver, to be located within the DOL premises in Nay Pyi Taw. As per project design, CSO had responsibility for preparing progress reports at the completion of major outputs or objectives. The project document did not identify that the line ministry (e.g. MOLES) was to lead data collection.<sup>12</sup>

## **II. EVALUATION RATIONALE AND OBJECTIVES, SCOPE AND CLIENTS**

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### **A. Rationale and Objective**

The ILO Governing Body adopted an Evaluation Policy for technical cooperation projects in November 2005, which requires that all projects with budget less than \$5 million should have an independent final evaluation. The evaluation aim to improve quality, accountability, transparency of ILO's work, strengthen decision-making process and support to the constituents in forwarding decent work and social justice. The subject Project for this evaluation is nearing its revised completion date of 31 December 2015.

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<sup>11</sup> The report uses project design (document) and project proposal interchangeably.

<sup>12</sup> According to ILO ROAP, Following strong request and insistence by the DOL, ILO actually attempted to give stronger responsibilities to CSO. In June 2013 an ILO technical team went up to meet the Minister of Planning, who informed that they cannot take that responsibility without MOLES officials given the responsibility. However in subsequent technical missions, ILO ROAP continued insisting on the importance of involving CSO at a higher level, but it did not materialize.

The evaluation has applied ILO's evaluation criteria of relevance and strategic fit, validity of design, effectiveness, efficiency, effectiveness of management arrangements, sustainability, impact, and gender equality. These criteria conform to OECD-DAC principles and the evaluation adheres to United Nations Evaluation Group's Norms and Standards in conducting independent evaluation.

The evaluation aimed to:<sup>13</sup>

- a. Establish the relevance of the project design and implementation strategy;
- b. Determine the implementation efficiency of the project;
- c. Assess the extent to which the project has achieved its stated objectives at the outcome and impact levels, and to identify the supporting factors and constraints that have led to this achievement or lack of achievement.
- d. Identify unintended changes, both positive and negative at outcome and impact levels, in addition to the expected results;
- e. Assess the relevance of the sustainability strategy, its progress and its potential for achievement, identifying the processes that are to be continued by stakeholders;
- f. Identify lessons learned and potential good practice, especially regarding models of interventions that can be applied further;
- g. Provide recommendations to project stakeholders to support the completion, expansion or further development of initiatives that the Project supported.

It also provides ILO and its implementing partners with information to assess strategies, objectives, partnership arrangements and resources. It documents potential impact on mainstreaming policies and strategies and suggests a possible way forward for the future.

## **B. Scope of Evaluation**

The evaluation has focussed on the Project's achievements and its contribution to the overall national efforts to support strengthening of labour market information systems in Myanmar. It assesses the project as a whole entity, including initial design, implementation, lessons at completion and recommendations for the Government and ILO. Furthermore, it encompasses all activities implemented by the Project since the start to the expected completion date in releasing labour force survey results, and it compares initial planned project implementation mechanisms with actual modality adopted on the ground. It also looks at the financial management aspects of the Project.

The evaluation findings and lessons will feed into future efforts in strengthening labour market information systems in Myanmar and other countries in similar context. In particular, government, development partners, private sector agents and other stakeholders can adopt good practices (what has worked) and scaled up, while any limiting factors (what has not worked) can be analysed and modified for attaining greater development effectiveness through timely delivery of results. The evaluation also informs other development partners in their efforts towards strengthening labour market information systems and labour statistics, in general.

## **c. Clients (Stakeholders) of Evaluation**

The main clients of the evaluation as stated in the terms of reference are the ILO Liaison Office Yangon, ILO-ROAP, ILO-Department of Statistics, the ILO International Programme on the Elimination of Child Labour, the ILO Decent Work Team for Southeast Asia and the

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<sup>13</sup> The terms of reference for the evaluation, p. 3, para. 4

Pacific, as well as the CSO and MOLES in Myanmar. It will also benefit other priority stakeholders in the Project, including business operators and associated organizations, employers and workers' organizations, Ministry of Education, Ministry of Social Welfare, Ministry of Immigration and Population, civil society organizations, and development partners of Myanmar.

### III. EVALUATION METHODOLOGY

#### A. Introduction

An independent evaluator with no conflict of interest in the Project in any form and at any stage of the Project, including design, implementation and completion conducted the evaluation. ILO's policy guidelines for results-based evaluation (2<sup>nd</sup> edition) 2012 provides the basic framework and the evaluation was carried out according to ILO standard policies and procedures. ILO adheres to the United Nations Evaluation Group (UNEG) norms and standards<sup>14</sup> on evaluation as well as to the OECD-DAC principles<sup>15</sup> and evaluation quality standards. The evaluation adopted a mixed method approach and consulted with all relevant stakeholder groups.

#### B. Evaluation Framework

The TORs for the final independent evaluation (Annex 2) contained a suggested evaluation framework. The independent Evaluator reviewed the given TORs and made necessary adjustments to it based on document review and initial briefing meeting with ILO Yangon Office and project CTA. He prepared an inception report (Annex 3) and submitted to the Evaluation Manager and the Monitoring and Evaluation Officer at ILO ROAP. The inception report also suggested additional questions to pursue deeper understanding of project design, implementation and completion.

The evaluator in consultation with project CTA developed fieldwork schedule (Annex 4) and ensured that all project stakeholders were included in the evaluation process. While in the field, the Evaluator briefed the Evaluation Manager over skype call and this helped in ensuring access to requested information from the Project. As a feedback mechanism, the Evaluator shared emerging findings with relevant stakeholders in a consultation workshop on 6 November 2015, chaired by the Permanent Secretary, Ministry of Labour, Employment and Social Security. Table 1 summarizes evaluation framework adopted for evaluation.

**Table 1: Independent Evaluation Framework for Project Evaluation**

<b>Evaluation Parameter</b>	<b>Key Evaluation Question</b>
<b>Relevance and Strategic Fit</b>	<ul style="list-style-type: none"> <li>To what extent has the Project contributed to Government's policy and plan on labour and employment?</li> <li>Was the Project aligned and address the need of the direct recipients (Government and tripartite constituents)?</li> <li>How did the Project align with and support other relevant areas of ILO's mandates in Myanmar?</li> </ul>
<b>Validity of Project Design</b>	<ul style="list-style-type: none"> <li>Was the Project design adequate to meet the project objectives? In particular whether it is adequate to strengthening the capacities of the government and social partners as indicated in immediate objective 2.</li> <li>Were the planned Project objectives, means of action and immediate objectives, relevant, coherent and realistic to the situation on the ground? Did it address gender needs and interests?</li> </ul>

<sup>14</sup> <http://www.uneval.org/document/detail/21> and <http://www.uneval.org/document/detail/22>

<sup>15</sup> <http://www.oecd.org/dac/evaluation/dcdndep/35019650.pdf>

- Was the capacity of project's partners taken into account in the project's strategy and means of action?
  - Which risks and assumptions were identified and managed? To what extent have they affected the Project?
  - What were the good practices and lessons learned noteworthy of documentation?
- Effectiveness**
- To what extent the Project has achieved its objectives? Have the quantity and quality of the outputs produced been satisfactory? Did the benefits accrue taking into account those different needs of men and women?
  - What have been major factors influencing the project achievement or non-achievement?
  - Are the project partners using the outputs? Have they transformed outputs into outcomes?
  - Has the Project identified/strengthened skills in terms of promoting gender equality?
- Effectiveness of Management Arrangements**
- Examine the extent that the Project has adjusted/modified its strategy to respond to changing situation, if any on the ground or challenges faced? What, if any, alternative strategies would have been more effective in achieving the project's objectives?
  - Were management capacities and arrangement adequate and did they facilitate good results and efficient delivery? Was there a clear understanding of the roles and responsibilities by all parties involved?
  - Have the project implementation arrangements contributed to the enhanced capacity of the Project's implementation partners?
  - Did the Project receive adequate political, technical and administrative support from its national partners, especially local governments at the project areas?
  - How effectively did the project management and ILO monitor project performance and results?
  - Was a monitoring and evaluation system in place and how effective has it been?
  - Were appropriate means of verification for tracking progress, performance and achievement and indicator value defined?
  - Were relevant information and data systematically collected? Was reporting satisfactory? Was data disaggregated by sex (and other characteristics, if relevant)?
  - Was information regularly analyzed to feed into management decisions?
- Efficiency in Resource Use**
- Have resources (funds, human resources, time etc.) been allocated strategically to achieve outputs and outcomes? Have they been used efficiently?
  - The extent to which the project resources have been leveraged with others' related projects resources to maximize the impact, if any?
  - Have Project funds and activities been delivered by ILO in a timely manner? What were the factors that have hindered timely delivery of project funds and the counter-measures that were put in place in lights of delayed delivery of Project?
- Sustainability of Project Benefits**
- To what extent will the project's benefits continue after the project ended? What are the major factors which will have or will influence the continuity of the Project's benefits?
  - To what extent the Project has built a sense of ownership and enhanced capacity of government and other relevant partners in LMI?
  - To what extent the government of Myanmar contributes or likely to contribute budget to support the labour force survey or any labour statistics in future?
- Impacts**
- What have been the impacts of the Project? What are the future likely impacts that can be causally linked to the project interventions?
  - Has the Project successfully built or contributed or strengthened the

- capacity of the government and social partners in collecting/analyzing labour market information systems?
- Gender Issues**
- Did the Project collect and generate sex- disaggregated data?
  - To what extent Project supports gender issues integration into national policies?

Source: Inception Report for the evaluation, 6 November 2015.

### **C. Approach**

The evaluation process comprised three steps: (i) document review, initial briefing and preparation of an inception report; (ii) fieldwork in Yangon and Nay Pyi Taw covering key informant interviews and focus group discussions with relevant stakeholders, access to secondary data and project records, and a stakeholders' consultative workshop for sharing emerging findings; and (iii) report writing. As stated earlier, the evaluation adopted a mixed method approach using both qualitative and quantitative techniques. Secondary data sources included a list of capacity development activities, project expenditure, and draft sets of tables based on labour force survey, child labour and school-to-work transition generated by the Project. Annex 5 and Annex 6 contains a list of people met and the agenda and participants at the consultation workshop held on 6 November 2015.

At the request of the Evaluator, MOLES organized a stakeholder consultative workshop at MOLES attended by 24 participants comprising members of Project's technical advisory group and DOL staff. The Permanent Secretary, MOLES chaired the workshop and gave an opening speech and the project CTA delivered his welcome remarks. The Independent Evaluator delivered a three-part PowerPoint® presentation comprising ILO evaluation practice, evaluation framework and methodology, and emerging findings, followed by a questions and answers session. The participants agreed with the initial findings and discussion enriched better understanding of project implementation. In particular, the evaluator acknowledged challenging environment under which DOL conducted surveys. Table 2 summarizes evaluation approach adopted by the Evaluator.

### **D. Limitations**

At the commencement of the final evaluation, the evaluator had access to limited documents but no LFS-CL-STWT survey data or Project outputs. Upon his arrival in Yangon, the reasons for non-disclosure of data became clearer due to questions on some of the survey findings, particularly those on population, unemployment rate and migration. While core data set was not available, based on discussion with the Evaluation Manager, the evaluator overcame the problem finally received hard copies of survey data tables on the last day of fieldwork. It would have helped in developing a better understanding of the output if these were available prior to field visit. It would have been desirable for ILO mobilizing the consultant for final validation of survey sampling frame and final data (currently undergoing) supported by corresponding reports available ahead of the final evaluation.

The evaluation could have benefitted further from meetings and discussions on project specific issues with additional senior members of the technical working group and project steering committee. This was not feasible as several of them were either not available or were based in Yangon. Advanced scheduled meeting with them would have been helpful.

Despite of these limitations, the Evaluator could obtain frank and direct feedback from stakeholder representatives he met with and discussed. This helped in triangulating evidence from more than one source. In addition, with the support from the Evaluation Manager and the Project CTA, the Evaluator completed the assigned task within specified time. The evaluation reflects the status of the Project at the time of evaluation.

**Table 2. Evaluation Approach for the Final Evaluation of the Project**

Activity	Coverage
The preparation of draft and final TORs for the evaluation	Prepared by the Evaluation Manager in close consultation with relevant stakeholders, including ILO Offices in Yangon and Regional Office in Bangkok, ILO EVAL, and the Government.
Recruitment of an Independent Evaluator and mission briefing	ILO ROAP recruited the consultant and the Evaluation manager provided a mission briefing over skype call.
Document review	The Evaluator Consultant reviewed document provided by the Project through the Evaluation Manager as well as directly. The documents included Project Proposal (project design document), progress report, financial data containing project expenditure, list of training and other capacity development activities, extracted sets of tables based on survey results (labour force, child labour and school-to-work transition).
Fieldwork to Yangon and Nay Pyi Taw for consultation and discussions with stakeholders and collecting additional document and data generated by the Project	Based on available documents and briefing sessions at ILO Yangon, the Evaluator submitted an Inception Report to the Evaluation Manager. The evaluator conducted key informant and focus group discussions with ILO Yangon Office staff; project staff; project related government officials at MOLES, DOL, DS&T, Ministry of Education and the Department of Human Resources and Education Planning, CSO, DOP; United Nations Population Fund (UNFPA) CTA; an Economist at the World Bank Office in Nay Pyi Taw; and workers' representatives.
A Stakeholders' Workshop in Nay Pyi Taw on 6 November 2015	Conducted a stakeholder workshop in Nay Pyi Taw with the participation of 24 officials
Post-Workshop discussion and additional data collection, clarification and verification	The evaluator reached out to project management and staff for additional documents, data and clarifications on 10 – 20 November 2015. He conducted skype discussion with Regional Statistician based at ILO-ROAP, Bangkok and Senior Child Labour Specialist based at ILO-IPEC Geneva and electronic email exchange with Senior Statistician at ILO Statistics Department Geneva. The Evaluator provided mission debriefing to the Evaluation Manager on
Draft Report	The Evaluator submitted the draft final independent evaluation report to the Evaluation Manager on 30 November 2015.
Final Evaluation Report.	31 December 2015.

## IV. FINDINGS AND EVALUATION ASSESSMENTS

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### 1. Relevance and Strategic Fit

As stated earlier, Myanmar conducted its last LFS 25 years ago, and the survey had limited scope and available data were of little relevance to the changing political and social context in the country. The need for a new survey emerged in 2012 and at the request of the Government ILO responded to the request to support LFS 2013-2014 with its regular budget supplementary account. All stakeholders recognized the Project to be highly relevant for Myanmar, both for formulating evidence-based policies and meeting international statistical reporting commitments to international community, including ASEAN.

***The evaluation finds that the Project was highly relevant and a good strategic fit for Myanmar.*** With timely, credible and reliable labour and employment statistics, the country would be in a better position to formulate an effective comprehensive employment policy, particularly by addressing the needs of youth and female workforce along with human resource planning. The Project outcomes have potential for formulating evidence-based labour and social policies. Furthermore, with subsequent follow up of the LFSs, Myanmar would be able to monitor the implementation and performance of these policies and make adjustments as and when needed more efficiently.

The Government has identified eight priority areas based on a review of country's labour laws and the results from the Project would serve sound basis for developing, implementing, and completing action plans in these areas. The priority areas include:

- Industrial peace;
- Registration and placement for jobseekers, both within the country and overseas;
- Conducting vocational education and training courses for workers based on market demand;
- Collection of labour and employment statistics and their use in research on labour market issues;
- Ensuring legitimate rights of workers;
- Occupational safety and health of workers;
- Implementation of social security schemes; and
- Measures on labour migration (protection of migrant workers).

The primary beneficiary of the Project would be MOLES but other government agencies would also equally gain from reliable statistics for respective sectoral employment policies by putting appropriate mechanisms and data collection systems for monitoring progress and taking appropriate and timely corrective measures.

At the time of evaluation, evaluator notes that there is a strong interest in accessing and using labour and employment statistics coming out of the LFS from all stakeholders. However, at this stage, the Project's contribution to Government policies and plans on labour and employment is speculative, and based on MOLES's commitment to the Project, the likelihood of statistical contribution in policies and plans continue to remain high.

***Direct beneficiaries of the project comprise government agencies, employers and their organizations, workers and their organizations, and ILO.*** The project formulation team had consulted with key stakeholders including employers and workers' associations, and their feedback helped to improve and final project design. The initial choice of implementing the Project through CSO and DOL was appropriate based on their core mandate at the time. However, evaluation did not come across an evidence of satisfactory institutional analysis of these two agencies, in particular. Nevertheless, project design at that time of formulation to strengthen national agencies remained valid. ***The Project has direct alignment to three strategic focus in Myanmar's country programme.*** These are: (i) ratification of the Labour Statistics Convention C160 of 1985 and the Labour Statistics Recommendation R170 of 1985, (ii) decent work agenda, and (iii) elimination of child labour, particularly of worst forms in

workplaces. The timely availability of credible and reliable labour and employment statistics will promote ILO's other core agendas, including fundamental principles and rights of workers, with increased focus on elimination of force labour. The Project also fits in the ILO's framework, its link to programme and budget outcomes, especially number 1 and indicator 1.3 on labour market information.

## 2. Validity of Project Design

The ILO-ROAP, in consultation with MOLES and CSO, undertook the responsibility for Project's technical design. This was an invaluable opportunity to help Myanmar in generating internationally comparable and reliable labour and employment statistics. During the consultation meetings, the issues surrounding youth, particularly young women and child labour emerged. Since this was the first opportunity, project design also incorporated modules on child labour and school-to-work transition in a standard labour force survey.

The school-to-work transition module aimed to help Myanmar in assessing the reasons associated with better understanding of transition of young people from school or training to work. The survey component remained valid to help the country develop policy priority on youth skills and employment, particularly for young women. Likewise, status of child labour in Myanmar remained largely undocumented, but anecdotal evidence suggested it to be highly prevalent. At the time of project design, 40% of children never enrolled in schools and only 25-35% completed the 5-year primary schooling. ILO expected that child labour survey would help Myanmar to prepare and implement a National Plan of Action or Road Map to eliminate child labour. While the Government also had had set a target to eliminate child labour of all forms, including forced labour. These actions required credible data and hence its inclusion in the project design remained justified.

**Overall, evaluation considers that the project design remained valid.** However, it also notes following shortcomings in the design document:

- **Given the low capacity of both CSO and DOL, the original project period of 18 months proved unrealistic.** Even at the time of evaluation, institutional capacity remained weak. It would have been desirable to allocate first 6 months primarily for capacity development. A group of LFS-CL-STWT enumerators and supervisors (technically they are DOL staff) interviewed by the Evaluator did not have even basic understanding of the labour statistics concepts and survey work before they received short training under the Project and conducted data collection.<sup>16</sup>
- **The Project document did not identify any risks and assumptions associated with project implementation.** In particular, low implementation capacity in both institutions including any conflict of interest along with proper mitigation measures deserved clarity in the project document.
- **The logical framework lacked clear markers on the timelines for each outcome, output and activities.** The Project document would have addressed these limitations by presenting the logical framework in a conventional tabular format, comprising among other things timeline for achieving targets, means of verification, data sources, and assumptions and risks.
- **A time bound implementation plan in the project document could have helped in minimizing implementation delays.** The presentation of logical framework for the Project in a tabular form with clear time lines and risks and assumptions.
- **The project would have benefitted from a clear dissemination plan.** While document clearly stated, "The Project will create and disseminate knowledge and build capacity among stakeholders about the collection, analysis and dissemination

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<sup>16</sup> There was no evidence to support that the Project engaged best enumerators. On the contrary, most of them were not familiar with conducting surveys. This may have partially contributed to non-sampling errors in the survey. According to one of the training resource person, at various occasions even the DOL survey project coordinators missed the capacity building training organized by ILO, citing that they had an urgent meeting ordered by the Minister.

of labour statistics”, further details on the dissemination plan would have been useful.

- Since the project had only 18 months duration, ***a priori identification of required consultants’ inputs with clear TORs would have helped project implementation.***
- The Project document stated preparation of progress reports at the conclusion of achievement of major outputs or objectives. However, it lacked clarity in the contents of such reports.
- ***It also did not stipulate a quality assurance framework,*** which should have been a standard requirement to ensure accuracy and credibility of data as well as ILO’s own reputation.

### 3. Effectiveness

The Project commenced with a development objective (referred as development outcome) of increased capacity of Myanmar to produce comprehensive, up-to-date, gender responsive, and internationally comparable labour market data through regular labour force surveys, as well as using data for informed policy formulation and monitoring. As stated earlier, the development outcome of the Project depended on three immediate outcomes comprising:

- Improved labour market information system in Myanmar through a comprehensive National Labour Force, Child Labour and School-to-Work Transition Survey 2013-2014;
- Enhanced capacity of tripartite constituents and relevant government agencies to formulate, implement, monitor and evaluate policies, programmes and projects for the country’s decent work agenda through improved labour market information; and
- The framework for regular data collection of labour statistics developed with regular budget allocation from national budgeting.

The first outcome depended on the achievement of a set of 4 outputs and 20 activities, second on two outputs and 7 activities, and the third on two outputs and eight activities (Annex 7). The project document identified indicators at the immediate outcome and output levels. An assessment of the logical framework shows that of the Project outcome statements are clear and supported by SMART indicators. Furthermore, the list of activities are clear and concise. However, as stated under validity of design, the logical framework did not spell out timelines for the attainments of corresponding outcomes, output and activities.

Evaluation noted that activities listed in Table 3 largely revolved around getting the survey instrument right. ***The final questionnaire turned to be quite extensive with 168 questions and depending on the number of members in the households, respondents spent anywhere from one and half to three hours in completing one set of questionnaire*** depending on their level of understanding and the number of household members. According to the field enumerators and supervisors, respondents’ fatigue appeared on several occasions and at times respondents tended to be vague as well. Rightly so, they wanted to get on with completing the surveys.

The project training events did not have pre- and post-training assessments and hence it is difficult to assess the effectiveness of training. However, evaluation contends that ***a single training on the contents of quite exhaustive and complex questionnaire may not have been adequate.*** While administering the surveys, enumerators experienced difficulties, including finding households in remote areas, poor road and transport conditions leading to motorcycle accidents and in some cases had dog bites. Since all enumerators and supervisors were DOL staff, they received allowances for food (about USD 1 per day). The community residents or leaders arranged lodging arrangements for them when needed. Often the field workers preferred to return to their home bases, whenever practical. The

Project mobilized 15 coordinators, 35 field supervisors and 206 enumerators for completing targeted nearly 24,000 household questionnaires.

One of the key objective of the Project has been capacity development of staff in MOLES, DOL, CSO and other government agencies. A series of capacity development activities undertaken by the Project appears in Table 3. Project data shows that six government staff participated in study tour to ILO Training Centre, Turin and seven to the Philippines. All other capacity development activities took place mostly in Nay Pyi Taw and some in Yangon. Most of the training participants comprised junior officers (below the rank of Director) and support staff. Staff from MOLES, DOL, DOP, MOE, DHREP, and CSO availed training opportunities.

**Table 3: List of Capacity Development Activities Undertaken**

Activity	Activity Dates	No of Participants	
		Senior (Director and Above)	Other Staff Below Director
<b>Study Tours</b>			
Study Tour to ITC Turin	31 March – 4 April 2014	1	2
Study Tour t ITC Turn	7 – 11 April 2014	1	2
Study Tour to Philippine Statistics, Manila	3 – 9 August 2014	1	6
<b>Training</b>			
National Training Workshop, NPT	16 – 20 June 2014		35
Technical Consultation Meeting, NPT	4 – 5 September 2014		23
Training for Pilot Study, NPT	22 – 25 September 2014	1	54
Interviewer Training, Mandalay	17 – 22 November 2014		137
Interviewer Training, NPT	24 – 29 November 2014		136
Special Training for Supervisors, NPT	13 – 15 December 2014		69
National Training Workshop on Tabulation Plan and Report Writing, NPT	9 – 13 February 2015	1	20
Training on SPSS Statistics and Data Validation, NPT	13 – 24 July 2015		13
<b>Field Visit</b>			
Field Visit for Pilot Study	29 September – 18 October 2014	2	27
Field Visit	6 January – 8 March 2015	1	4
<b>Consultation Meetings</b>			
Questionnaire with Employees, Yangon	3 June 2014		6
Questionnaire with Employers, Yangon	4 June 2014		8
Questionnaire with Employees and Employers, Yangon	7 November 2014		16
Tabulation Plan with Employees	24 June 2015		6
Tabulation Plan with Employers	25 June 2015		3

Tabulation Plan with UN agencies, Researchers and Research Institutes,	25 June 2015	2	19
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#### Technical Committee Meetings, NPT

First Meeting	30-31 July 2013	1	8
Second Meeting	19 September 2013	1	7
Third Meeting	28 October 2013	1	6
Fourth Meeting	5 March 2014	1	11
Fifth Meeting	24 April 2014	1	12
Sixth Meeting	10 July 2014		11
Seventh Meeting	4-5 September 2014		23
<b>Steering Committee Meeting</b>	29 December 2014	10	26

Note: NPT = Nay Pyi Taw; Source: DOL, Nay Pyi Taw

The interviewer's and field supervisor's training lasted for 6 days and 3 days, respectively and field supervisors attended in enumerators' training. The Project also imparted a national training workshop on data tabulation plan and report writing. The training workshop provided an opportunity to seek advice from relevant stakeholders (employers, workers, and government agencies) in finalizing that table formats for data presentation. Likewise, the final survey questionnaire included inputs from the consultations with the employees and employers. The feedback from stakeholders resulted in topical areas for questionnaire design outlined in Table 4.

**Table 4: List of Suggested Topics for Inclusion in the Labour Force, Child Labour and School to Work transition Survey**

• Disability	• Hours of work and underemployment in the last 7 days
• Labour migration	• Wage and earnings
• Literacy and education	• Unemployment and job search in the last 7 days
• Training with the last 12 months (Outside the general education system)	• Not in the labour force in the last 7 days
• Mismatch between training and job	
• Identification of current activities for all persons aged 5 years and above	• Identification of employment and main characteristics in the last 12 months
• Characteristics of the main job/activity in the last 7 days, Informal employment, Informal sector, Seasonality, Labour organization, Contract status, Collective bargaining, Forced and compulsory labour, and Social security	• Occupational injuries in the last 12 months
• Employed persons: characteristics of secondary activity	• Participation in the production of goods for use by own household for all persons aged 5 and above
	• Unpaid domestic worker (household chores)

Source: ILO Project Office, Nay Pyi Taw.

***At the time of this evaluation, the project development outcome remains unachieved due to partial achievement of immediate outcomes and outputs.*** The last column in Annex 7 summarizes the status of the Project at the time of evaluation based on available data, reports and consultations during the fieldwork in Yangon and Nay Pyi Taw. The Project devoted most of 2014 to organizing training, workshops and meetings leading to development of the final survey questionnaire. Data collection, data entry and cleaning, data verification took first half of 2015 and the project team had generated major tables to be

included in three reports – one each on labour force, child labour and school-to-work transition. There are 64, 37 and 41 tables generated for labour force, child labour and school-to-work transition, respectively. A list of tables generated by the Project based on survey data appears in Annex 8, which broadly demonstrates coverage of the LFS-CL-STWT survey.

***The evaluation notes that the Project has not released the survey data because the reliability of sampling frame and results are undergoing independent verification.*** Three key differences pertain to large deviations in estimates for the population, unemployment rate and migration data. ILO has engaged a consultant to assess the quality of results, including validity of sampling frame. The Project expects the final report of the consultant by 15 December 2015. Ideally, the engagement of the consultant should have taken place prior to final evaluation.

At least four factors have contributed to the limited achievements of intended outcomes and outputs of the Project. First, the CTA joined about eight months later than originally planned (in February 2014 instead of July 2013). Apparently, the delay in CTA's deployment related to late release from his employer. Had ILO taken advance action for the recruitment of CTA with an equally qualified alternate candidate this delay could have been avoided or minimized by taking on board an alternate candidate, keeping in mind 18 months life of the Project.

Second, initial project design had envisaged CSO to lead the survey. However, limited capacity of CSO along with another large survey responsibility did not institute a sense of ownership in CSO to lead the project work. In fact, in a meeting with the Evaluator, a group of senior CSO staff expressed lack of knowledge about their agency's responsibility to conduct the survey as per the project document. This may elude to lack of adequate communication within the organization. Due to continued delays, the Project, with ILO's consent, decided to transfer the survey responsibility from CSO to DOL, with an agreement that CSO would undertake data entry and data cleaning tasks. The evaluation notes that data entry task followed single entry, but a double entry system would have minimized human error in completing the task.

Third, the absorptive and implementation capacity of both CSO and DOL proved weak. MOLES had conducted the last LFS in 1990 and DOL had hardly not many qualified staff to take leadership of the Project. While the Project planned to produce a 'capacity need assessment' report as an output under the first outcome, it did not materialize. DOL mobilized its staff as enumerators and field supervisors who had no prior experience in conducting surveys. They received limited training from the Project, but based on a discussion with some of them they iterated that they had limited capacity to handle the work.

Fourth, while the technical backstopping provided by both ILO ROAP (Statistics) and ILO Headquarters Statistics Department was timely and useful in implementing the Project, the project and ILO technical units should have sorted out potential methodological inconsistencies including use of appropriate sampling frame, sample weights and any changes in implementation arrangements at an early stage of the Project. An advance action, including preponing fielding of a consultant for methodological validation, prior to final evaluation would have helped the Project in releasing data for wider dissemination and use in policy and programmes. Nevertheless, technical backstopping by three ILO-IPEC, ILO ROAP and ILO Statistics were useful, particularly due to the involvement of same ILO staff in the implementation of the 18<sup>th</sup> and 19<sup>th</sup> ICLS resolutions on labour force and child labour statistics.

The ILO Statistics Department input occurred during implementation through two missions and electronic media (e-mails and skype calls). The first mission contributed to a national training for stakeholder representatives on the basic concepts and topics covered in LFS and the second focussed on observation during the pilot test of the survey questionnaire. Inputs in electronic form occurred in between the two missions. The Project has had regular consultation with ILO Liaison Office in Yangon, and it accommodated their data requirements in the final questionnaire to the possible extent.

***The project design should have clearly stated a need for independent verification of the survey methodology and results,*** particularly because the survey under the Project was first

of its kind and done after 25 years. The project CTA submitted support from ILO Statistics Department to release survey results. After the initial review, the Department determined that data release at that time was premature without proper independent validation. ILO ROAP also supported this conclusion and hence proposed a number of potential consultants to undertake the task with an aim to validate population and unemployment rate estimates, methodological differences between the survey and Census estimates as well as extent of measurement error, if any. ILO ROAP had additional concerns pertaining to sampling frame and actual field organization for data collection. These concerns were valid and hence required independent validation for the accuracy and credibility of estimates. However, the Project lost several months in getting an external consultant, which delayed the release of results. According to ILO ROAP, the Project had a provision for a Sampling Consultant but not deployed because CTA was confident that he had adequate knowledge and experience in this area. This may be true, but an external pair of eyes could have strengthened the initial step.

The Project has lagged behind in generating envisaged outputs and outcomes, including preparation and publication of reports on labour force, child labour and school-to-work transition. The Evaluator reviewed initial drafts/outlines of the child labour and school-to-transition reports prepared by external consultants. The project management has not reviewed these drafts yet as these lack final data. Both reports are in crude forms and the one on child labour contains only dummy tables without data. MOLES had designated the DOL Director to prepare the labour force report but it is yet to commence. Delay in data release is holding back the completion, review and finalization of these three reports.

At the time of evaluation, the Project had shared survey findings within DOL and MOLES, but the use of project outputs including data by government, nongovernment and private agencies is awaiting release of dataset and the three key planned reports. The stakeholders have learned that the MOLES will release datasets by the end of 2015. The evaluation notes that **further delay in releasing dataset will reduce utility of the project outputs**. For example, the Ministry of Education is going ahead with a plan to prepare human resource development strategy for 2016-2030 by mid-January 2016. If they cannot use LFS data in formulating the strategy and associated policies, it will be a missed opportunity for the utility of data collected and investment made by ILO.

**Due to poor working conditions in the country, there is a steady flow of young population to different countries.** An informal estimate suggests that at least 3 to 4 million people are living and working in neighbouring Thailand alone. The migrants are often young population 16 to 30 years old. Even in the formal sector in Myanmar, wages are low and only limited employment benefits. For example, a factory supervisor with 20 to 30 years of experience on the job gets about USD 108 per month as salary and leave entitlement include 6 days casual, 30 days medical and 10 days annual leave per year.

**Overall, the project effectiveness has been less than desirable or only somewhat satisfactory** as discussed above. At the time of evaluation, the Project had generated survey data tables (one set each for labour force, child labour and school-to-work transition). The Project does not have time leeway for completing other crucial tasks, including generating reports in satisfactory form, dissemination and analysis of results, and preparation of a master survey plan for the future. The institutional capacity of CSO and DOL continues to remain low. The commitment to conduct annual LFS exists in DOL but there are questions surrounding the availability of government resources which may have direct impact on size and scope of the future LFS. Despite of these, successful completion of the first LFS, child labour and school-to-work transition survey is a significant achievement for Myanmar after 25 years.

#### 4. Efficiency in Resources Used

**The Project took longer than originally envisaged for the reasons outlined above under effectiveness section.** Despite of the 12 months extension granted to the Project, costs remain under control. Table 5 shows due to extension of the project duration funds originally allocated under each budget headings required readjustments. Most importantly,

by the end of December 2015, the CTA input would be 22.5 person-months as against planned 15 months. Two areas substantially affected due to budget readjustment included reduction in the engagement of consultants and less funds available for subcontracting to the national institutions. ILO could have deployed short-term consultants in the initial start-up phase at least until CTA came on board. Had the project document clearly identified the consultants' needs with TORs, the start-up delays could have reduced. Project records show that in the first 7.5 months of the Project, only three technical committee meetings took place. According to ILO ROAP view that reducing resources allocated to the consultants and to national institutions was counterproductive for providing support to an ambitious programme with weak implementation partners. Although ILO ROAP advised ILO Yangon Office to use the consultants, the project would not have had sufficient fund to support maintaining CTA position for an extended period. Nevertheless, it adversely affected project implementation and delivery of outputs and outcomes.

**Table 5: Project Budget, Revised Allocation and Expenditure (As of 1 November 2015)**

IRIS BL	Description of Project Component	Cost Budgeted	Revised Allocation	Total Expenditure	Allocation Balance	Deviation %
512100	International Staff	329,235	540,207	516,295	23,912	56.8
531515	International and National Consultants	100,000	30,028	28,310	1,718	-71.7
521100	Mission and Monitoring (ILO staff)	60,000	56,151	56,151	0	-6.4
518115	National Staff	32,949	41,287	38,459	2,828	16.7
531115	Subcontracts (direct support to national institutions)	612,080	418,846	414,818	4,028	-32.2
581300	Training & Meetings	70,000	113,100	81,717	31,383	16.7
539114	Reports and Printing (Project Reports)	30,000	24,000	0	24,000	-100.0
544100	Administrative/Miscellaneous Costs	50,000	39,063	26,931	12,132	-46.1
	Total	1,284,264	1,262,682	1,162,681	100,001	-9.5

Source: ILO Liaison Office, Yangon.

**The Project also encountered considerable delays in formalizing the service contract with DOL.** The ILO Liaison Office and DOL signed a statistical service agreement (USD 411,603) with MOLES on 5 December 2014, although DOL continued to collaborate with ILO's CTA and the National Programme Officer. The delay was largely associated with the project implementation arrangements since originally CSO was to implement surveys. The evaluation recognizes DOL's commitment to the Project even in the absence of a service contract. The financial records indicated a difference of USD 3,215 in the amount committed and contract amount for the service contract.

MOLES entered into subcontract arrangements with DOP (USD 21,860) and with CSO (USD 13,708). The first subcontract was for availing sampling frame and the second one for data entry and associated training. According to DOL, CSO did not complete the agreed tasks and hence DOL payment accounted for about 75% of contract value. An example cited included that CSO was responsible for data entry programming but they could not do it. Similarly, DOP was supposed to update the list of households. However, when time came for updating they were busy in making national identity cards. Therefore, DOL had to update the list of households. However, DOP supplied a list of census households, enumerator area (EA) map and Ward/village-track map of sample EAs. The cost of supplying these records was 2,210,400 kyats (about 10% of subcontract value) which DOP availed from DOL.

***The project fund reallocation did not adequately recognize the importance of data and report dissemination*** (no funds allocated). ILO could have considered revisiting the project deliverables in the light of delayed start up and low capacity in the implementing agencies. The Project managed to exchange technical knowledge with an economist the World Bank local office and the UNFPA CTA at DOP. The evaluation did not find any evidence in support of leveraging additional funds for Project or follow up activities.

***At the end of the project life, that is December 2015, the LFS-CL-STWT survey data and initial draft reports are likely to be available but other outputs and outcomes will remain unaccomplished.*** For better resource efficiency, proactive role of CSO could have helped implementation of project activities more efficiently. As an alternative, ILO could have engaged a private national or regional firm to undertake the surveys, data entry and reports delivery within a stipulated timeframe with ILO and DOL serving in oversight capacity. This would have overcome any perceived or actual conflict of interest in undertaking surveys by an implementing agency. Furthermore, it would have contributed to enhanced capacity of CSO and served as an incentive for DOL staff through learning by doing arrangements with the contracted firm.

## 5. Effectiveness of Management Arrangements

The ILO staff, comprising a CTA, a National Programme Officer and a driver/office assistant, currently share a room with the secretariat of the Employment Opportunities Sector Working Group, chaired by MOLES and co-chaired by the Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ) and ILO in the MOLES building in Nay Pyi Taw. They work closely on a day-to-day basis with the DOL Director and her three officers located in another room in the same building. The DOL Director and CTA meet with the Permanent Secretary, MOLES (concurrently serving as the Director General, DOL) briefs him periodically and appraise him on the progress of the Project. The Permanent Secretary reports to his Union Minister and keeps him informed about the status of the Project and survey results on a periodic basis. For practical purpose, the Project team follow advice from

The Government has established a 15-member Steering Committee (SC) comprising very senior officials to provide strategic directions to the Project (Annex 8). The SC's mandate is to:

- Provide guidance for conducting LFS-CL-STWT survey in 2014-2015;
- Coordinate and negotiate the processes of the survey conducting with respective departments;
- Coordinate with DOL's labour exchange offices in Nay Pyi Taw Council, State and Region, District and Township to ensure smooth conduct of the survey;
- Supervise the Technical Working Group Committee's functioning in guiding survey processes; and
- To monitor and analyze the processes of the survey conducting.

The Project also has a 14-member Technical Working Group (TWG) Committee comprising mostly Director and Assistant Director level government representatives (Annex 9). Key responsibilities of the TWG Committee has mandate to

- Provide a sampling frame, sample size and questionnaire modules for the survey;
- Establish processes of implementing survey in the States and Regions;
- Select, assign and train the qualified enumerators;

- Coordinate and supervise the processes of the survey implementation with the households in Nay Pyi Taw Council, States and Regions;
- Provide support in the data collection and verification;
- Analyze the statistical data obtained from the survey and prepare report;
- Present the progress report of the survey;
- Negotiate survey expenditure with the Financial Committee; and
- Negotiate the survey costs with CTA and implement the detailed service contract.

Since the inception of the Project, SC has met only once on 24 December 2014, while the TWG Committee has met seven times between September 2013 and 15 June 2015. While the project document does not clearly state the working modalities of the Steering Committee and TWG Committee, one would have expected that the Steering Committee would have had met more frequently to support the Project.<sup>17</sup> A review of selected TWG Committee minutes indicates that the Project had an active initial phase with all stakeholders taking interest in the survey design and its modus operandi. However, some of the tasks expected of TWG Committee such as supervision of surveys implementation, analysis of survey data, and presentation of progress reports proved unrealistic. Over time, the number of TWG Committee members present in scheduled meetings had declined and largely concentrated around representation from DOL, CSO, DOP and DHREP. Furthermore, DOL maintains the minutes of TWG and SC only in Myanmar language and translation is available only when requested. It should have been a standard practice for the Project to record at least the decision points in English for ensuring active follow-up in the subsequent meetings.

***The evaluation finds that the project management arrangement was inadequate for several reasons.*** First, the CTA undertook most of the technical tasks, which short-term consultants could have provided effective support at critical stages. Second, while the DOL Director served as a technical counterpart to the CTA, he/she could not give full attention to the Project due to other commitments and had to rely on support staff. Third, the ILO National Project Officer was a former CSO staff and she should have taken more active technical role. Often she had to take up nontechnical duties. An additional administrative staff in the ILO team could have helped her to focus more on technical responsibilities. Fourth, a clear specification of DOL's team in the project document would have helped to strengthen institutional set up for project implementation. Fifth, as stated earlier, it took nearly 18 months for signing a service agreement to between ILO Liaison Office and MOLES. Nevertheless, although DOL started to work with ILO team in Nay Pyi Taw well before that. Despite of all these challenges, the Project managed to complete the LFS-CL-STWT survey, complete data entry and generate basic tables in the first half of 2015.

Looking back at the quality control arrangements, the project team could have analyzed the pilot test to assess quality issues in the questionnaire; this was done only once the whole field activities were completed, i.e. too late to be of any use. The team could have also analyzed the households listing and seen quickly that there were differences between census lists. There is a view that appropriate corrective action early on could have helped in ensuring the quality of data.

Major shifts in implementation arrangement involved implementation and administration of the survey by DOL with support from the ILO team and CSO's role limited to data entry task, in addition to their seats in TWG and Steering Committees. The changes in the roles of CSO and DOL did, however, helped to move survey work. As stated earlier, the survey ownership rests with DOL and not CSO, contrary to what the project document had envisaged.

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<sup>17</sup> The minutes of the Steering Committee meeting was not available in English.

According to DOL, CSO was to provide technical support for data management programming but two assigned staff had no background in programming.

Several agencies had their staff attend training opportunities offered by the Project. The DOL Director and her three officers are in a better position at present than before, particularly in survey monitoring, data verification and extraction of tables for the report. Other agency staff expressed mixed views because post-training opportunities for them remained limited. During the conduct of the survey, all relevant agencies facilitated the data collection process.

The project document summarized monitoring and evaluation in one paragraph, but evaluation found that it was inadequate. The document stated that the implementing partners would discuss and agree on relevant monitoring and evaluation tasks, and CSO would prepare progress reports at the completion of major outputs or objectives, and such report shared with the Steering Committee and ILO will submit the financial report of the project commitments and expenditure. Due to prolonged delay in project implementation and changes in the roles of CSO, no progress report has been prepared either by DOL or by CSO. A clear framework for monitoring and gathering data for future use including evaluation would have been useful. The evaluation is not aware of any progress report shared with the Steering Committee since the Committee has met only once prior to the commencement of the survey.

The evaluator came across only one Technical Cooperation Progress Report prepared by CTA for ILO, which covered progress since CTA's deployment in February 2014 to June 2015. The Project should have prepared progress reports every six month so that ILO Liaison Office in Yangon and ILO ROAP could have addressed emerging challenges on time. ILO Liaison Office in Yangon is not aware of clear reporting requirements for the RBSA funded projects. This may be of ILO's interest to clarify monitoring, reporting and evaluating requirements in RBSA policy as well as management guidance.

***The Project completed the survey work at the end of April 2015 and it has generated draft final tables for three topical areas of labour force, child labour and school-to-work transition.*** ILO is conducting validation of methodology and survey findings at the time of this draft evaluation report. The contents of the three sets of draft tables appear detailed (Annex 10), disaggregated by sex wherever possible and it presents different facets of labour market in Myanmar. However, disaggregation by sex for child labour and school-to-work transition in generated tables are limited. Aside from generating basic survey tables, additional data analysis had not commenced at the time of evaluation.

***While the Project has raised awareness about the labour market information through the conduct of the survey, the institutional capacity remains weak.*** As mentioned earlier, three officers and one Director at DOL are comfortable in organizing and conducting LFS and processing survey data. The number of stable staff needs to increase and staff's analytical capacity needs further enhancement. CSO has an ongoing USD1.2 million Project supported by the Japan Fund for Poverty Reduction and administered by the Asian Development Bank<sup>18</sup>, which focuses on strengthening national statistical system. Likewise, the national population census survey received support from UNFPA. The World Bank is supporting IHLCA III and has relied on the private sector for data collection, tabulation and analysis.

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<sup>18</sup> <http://www.adb.org/sites/default/files/project-document/76904/46485-001-mya-tar.pdf>

## 6. Gender Issues

The Project has presented the draft survey tables disaggregated by gender, wherever possible. These tables are quite comprehensive and cover several dimensions of labour situation in Myanmar. ***The survey database is rich and DOL should be able to generate statistics for each townships disaggregated by gender and the findings could be valuable data source for local level planning.*** The table formats are compatible with international standards. Based on the detailed data collected by the survey, the Evaluation concludes that the survey database will provide adequate evidence to support informed policies and programmes, particularly aimed at youth, including young women. With a systematic tracking system, through follow up LFS, DOL and other government and nongovernment agencies should be in a position to ascertain progress in gender results. DOL may consider expanding tables for child labour and school-to-work transition by gender as well so that an insight into gender disparities (if any) learnt.

The Project mobilized 15 coordinators, 35 supervisors and 208 enumerators to complete approximately 24,000 household surveys in 14 States/Regions/union territories. Of the total 258 individuals, females accounted for 82% while male staffing representation was 18%. Likewise, female representation comprise 77% of the enumerators, 89% supervisors and 67% coordinators. The core team of (four DOL staff comprises three female staff (a Director and two officers). The ILO Team of three staff in Nay Pyi Taw includes a female National Programme Officer. Likewise, half of the TWG members are females. Overall, the Project has a good gender balance.

## 7. Impact

***A single most impact of the Project has been greater awareness about the LFS-CL-STWT survey.*** All relevant stakeholders the independent evaluator met and discussed with have a high degree of expectation in terms of policy relevant data from the survey findings. For example, the Ministry of Education is currently developing their 2016-2030 strategic education plan and are anxious to use the survey data, if available on time. Substantial interest in survey data from all stakeholders is understandable as it would be the only source of credible information on labour market situation after the 1990 LFS.

Since the dataset and survey findings are awaiting release, the evaluation is not definite about the impact due to the Project. Its impact will become clearer only after data and findings become public and their relevance judged by respective stakeholder groups, both in public and private sectors. However, ***evaluation concludes that potential impact will be substantial if the Government formulated evidence based comprehensive labour and employment policy as soon as possible.*** The Project's impact can be well beyond MOLES and DOL. However, this effort to analyse and use data need requires mainstreaming in the Government's economic and social development agenda.

In terms of capacity of the government and social partners, evaluation views that the ***Project is a good beginning and it has contributed to building some capacity in DOL and sensitized other agencies through TWG Committee.*** At DOL, it has a credible team of a Director General, Director and three officer level staff who should be able to initiate and conduct next LFS, with some technical support from an external development partner.

The project impact will be substantial if the Government releases the database to the public so that academic and non-academic interest groups can undertake detailed analysis. For this to happen, the Project would have to create a use-friendly platform so that users can extract required data efficiently. Furthermore, the follow-up LFS annually first, and quarterly and monthly thereafter coupled with will adequate analysis will strengthen labour market information system.

## 8. Sustainability

The importance of a timely, reliable and credible LFS-CL-STWT survey data and results is the actual first step in establishing a functioning LMI system. The results at best would provide baseline scenario based on which the relevant government agencies can track progress through regular reliable and credible follow-up LFSs and separate child labour and school-to-work transition surveys. However, the sustainability of project benefits will depend on following five key factors:

- ***MOLES need to disseminate survey findings widely across the country with active participation of public and private sectors.*** A general awareness about the utility of survey contents and results is crucial to promote demand for credible and reliable database so that interested groups can understand and use the results for formulating policies, plans and programmes to benefit wider population. For this to materialize, the Project needs to come up with a credible dissemination plan so that MOLES and DOL staff can disseminate the results and promote use of labour statistics, including those relevant to child labour and youth employment, particularly of young women.
- ***MOLES and DOL need to promote extensive use of survey data and results*** by availing it to public on open data platform so that interested groups can do further analysis, research and formulate evidence-based policies and programmes. Database need not be restricted to sole use of government agencies and extended to private sector and social partners alike having stake in socioeconomic development of Myanmar.
- ***The Government needs to institute LFS as a regular government activity and resource this activity from internal resources.*** MOLES has taken initiative to conduct LFS annually from 2016 onwards with its own resources. This is a welcome proactive initiative and it will help all interest groups to monitor progress over the 2015 baseline. After a couple of years, the LFS efforts need to expand to generate quarterly and monthly updates so that seasonality in labour market conditions are better reflected and the system is able to provide timely information for employers, employees, and those in the labour market. While the Government would finance regular LFS, the agencies would need technical assistance at least for a couple of years so that the labour market information is well institutionalized up and running without any major obstacles.
- ***There is a need to overcome institutional barrier in data sharing and for the Government to create a conducive environment for evidence based policy formulation.*** While the DOL/MOLES conduct LFS, the utility of the project output is well beyond MOLES's boundaries. Issues pertaining to labour, employment and social security spans across all key sectors of Myanmar's economy.
- The role and responsibility of CSO need to expand well beyond their involvement in the current Project, the subject of this evaluation. Over a medium term, CSO

capacity need requires strengthening so that they are able to provide technical leadership in conducting LFS and other associated surveys.

## V. CONCLUSIONS AND RECOMMENDATIONS

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### A. Conclusions

The successful completion of the LFS-CL-STWT survey in 2015 (subject to independent validation of methodology and results by an external consultant) with the support from ILO is a major achievement for Myanmar after the 1990 LFS survey, which was dated and not quite relevant in the rapidly changing socioeconomic and political context of the country. In the past, the Government's policies and programmes relied on limited information available from the 1990 LFS and other small size issue focussed sample surveys. The survey undertaken under the Project, however, reflects labour market conditions at one point in time and it does not reflect seasonality in employment. Hence, the results interpretation requires due caution.

The evaluation concludes that the Project has been highly relevant and was a good fit for Myanmar. The project design, however, was overambitious for the envisaged implementation period. Adequate institutional analysis and clarity in the roles and responsibility of CSO and MOLES/DOL based on institutional strength could have helped.

The evaluation finds that the Project was somewhat effective due to weak institutional capacity, delay in coordination of implementation activities, partial achievement of outcomes and outputs. At the time of evaluation, the survey dataset was awaiting methodology and data validation by another consultant. The capacity in both CSO and MOLES/DOL continues to remain weak, although DOL has a core team of four staff. It is less likely that DOL or CSO will be able to undertake follow up annual LFS as planned in accordance with international labour statistics standards without external technical support.

The resource use in the Project is somewhat efficient based on the available evidence at the time of evaluation. This is largely due to delayed fielding of CTA, non-engagement of short-term consultants during the initial phase when CTA's deployment got delayed and substantial time lost in validating the final methodology and data. The Project should have accomplished the validation exercise latest by August 2015 since data entry and the tables were ready during mid-2015. This would have helped in early release of dataset, reports, and allowed time for ILO team to help institutional strengthening through dissemination and use of data for informed decision-making. According to the project staff, the delay in recruiting and fielding the consultant for validation work was largely associated with availability of "right" consultant. Again, the Project could have addressed this constraint with prior pro-active measure by engaging a sampling consultant early on, and the Project could have used an alternate candidate at the later stage when preferred consultant was not available when needed.

The evaluation assesses that the management arrangements for the Project is somewhat satisfactory. Technical backstopping from both ILO-ROAP and ILO-Statistics Department had been useful for project implementation. It received good support from ILO Liaison Office in Yangon. The management arrangements between the Project and CSO initially proved complicated which led to delays in signing of service contract between ILO Liaison Office and MOLES. DOL on behalf of MOLES as an implementation partner appears to have accomplished financial management prudently. Although, letting DOL run the entire survey incurred some risks, including potential conflict of interest as demonstrated by it engaging its own staff to collect data during the survey. The staff engaged in the survey even at the time of evaluation expressed reservations in their capability to conduct interviews confidently.

The survey has collected adequate data for gender disaggregated analysis for a better understanding in gender disparities if any across State/Region/Township, income group, employment type and hours

worked. The derived tables from the survey data for child labour and school-to-work transition requires additional work.

The final evaluation does not have adequate evidence to assess Project's impact. However, it concludes that potential impact is multidimensional and can be substantial if the Project released the final dataset and results sooner than later and demonstrated how survey data and results would help policy formulation. The sustainability of the Project benefits will depend on: (i) the timely actions taken about the timely release of data, d (ii) the conduct of regular labour force, child labour and school-to-work transition surveys initially on an annual basis and then after producing quarterly and monthly updates and efficient institutional set-up for undertaking regular LFS, with well-defined separate role of CSO and DOL.

## B. Recommendations

Completing the LFS-CL-STWT survey in Myanmar has been a valuable experience for both ILO and the Government. The final project evaluation provides a set of five recommendations requiring actions from both ILO and the Government. The recommendations based on evidence collected by the Evaluator during the course of evaluation stem from multiple sources.

1. ***ILO should extend the closing date of the Project to 31 March 2016 at no additional cost. This will facilitate delivery of four key outputs.*** First, ILO and the Government would have final validated dataset (after validated by an external consultant undertaking this task) for their internal use and dissemination. Second, ILO and the Government can complete and disseminate the unfinished three reports on labour force, child labour, and school-to-work transition, respectively. Third, ILO and the Government can disseminate findings and the reports to wider stakeholders, including public, private and social organizations. Fourth, ILO can organize an interactive training workshop on the use of survey data for strategy, policy and programme formulation, including those pertaining to MOLES and other Ministries. The Evaluator is aware that ILO may approve another follow-up project in 2016 but the extension is needed for both completing the unfinished work as well as for a smooth transition when a new project materializes.

The Project will have an unused balance of at least USD 100,000 at the end of December 2015 and ILO could utilize it for above four activities so that envisaged outcomes and outputs are substantially accomplished. ILO-ROAP and ILO Liaison Office Yangon will have to chalk out a joint strategy on the best modality of engaging additional expertise, including the identification and deployment of relevant consultants/ILO staff/Myanmar based academic staff.

2. ***Before the current closing date of 31 December 2015,*** the Project should:
  - a. Prepare and share with MOLES a comprehensive data and report dissemination road map. The road map should cover agenda and activities, technical materials, designation of responsibilities, and list of key stakeholders at key locations throughout Myanmar.
  - b. Share relevant final dataset with the two consultants writing the child labour and school-to-work transition reports available in final draft by incorporating gender disaggregation for review and approval by ILO Liaison Office and ILO-ROAP.
  - c. Prepare and share draft reports of labour force, child labour and school-to-work transition survey with key stakeholders in TWG Committee for their review, comments and revise the reports by incorporating relevant comments.
  - d. Prepare a technical paper for conducting follow-up annual LFS with supporting field manual if required. It should detail sampling frame, sample selection and sample

size, revised survey instrument, and analytical framework for comparative analysis to demonstrate progress over 2015 or otherwise.

3. ***The Government should take a lead in strengthening CSO in both technical and managerial roles.*** Technical roles among other things may include sampling design, survey design, data collection, data management and preparation of technical reports. Managerial roles may include mobilization of finalization and human resources for conducting surveys (including labour force) of national importance in partnership with relevant line Ministries/Departments. For this to happen, the Government need to play a key coordination role and harmonize survey methodologies, data collection and data use in a consistent manner. At present, the Government budget allocation and staff resources to CSO is inadequate for undertaking major large-scale surveys. There is also a need to assess private sector capacity for undertaking training and surveys so that the Government can formulate a win-win proposition for both private and public sector actors.
4. ***The Government, with technical support from a development partner, should plan follow-up labour market survey capturing seasonality and hence two at least two points in a year reflecting high and low economic activity seasons.*** In doing so, the length of questionnaire should be rationalized based on priority needs for policy decisions and with an aim to reduce burden on survey respondents. Child labour and school-to-work transition surveys should be undertaken once in three years but capturing labour market seasonality as well. Furthermore, CSO must play an active role in technical design as well as conduct of the survey.
5. ***ILO should explore feasibility of providing technical assistance*** from its own or external resources so that the Government can undertake to start with LFS annually, child labour survey and school-to-work transition survey every 3 years. These follow-up surveys would be credible only if CSO, MOLES and Ministry of Education work together as equal partners rather than the subcontractors within a project.

## VI. LESSONS AND GOOD PRACTICES

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The evaluation identifies five lessons and one good practice presented in the next pages of this report. Key lessons and good practice from the Project are:

1. Countries with no labour force survey for several years need a longer project duration so that the projects can make adequate social preparation and develop minimum technical and managerial capacity in implementing agencies. There is a need to devote at least six months in social preparation and required initial capacity development in implementing arrangements.
2. In a technical assistance project, it is important to have a clear understanding and agreement on the roles and responsibilities of implementing partners and detailed job description or terms of reference is required of any short- or long-term engagement. Project funding linked to consistency in implementation arrangements delivers better results.
3. A clear project implementation plan should accompany project design document. One of the key objective of technical assistance is to strengthen capacity of national institutions and thus the project must ensure that there is a clear pathway for technology (knowledge) transfer.
4. Any project irrespective of its size or coverage need to go through a proper quality assessment prior to approval.

5. Labour market surveys need to take into account respondents' background, focused on priority data needs and institutional capacity.
6. In a country with no labour force survey for 25 years, national commitment supported by technical assistance from external development partner can deliver a new survey. This requires lot of perseverance and mutual trust among the stakeholders.

# ILO Lesson Learned Template

**Project Title:** Improving Labour Market Data Sources in Myanmar through Support to the National Labour Force and School-to-Work Transition Survey

**Project TC/SYMBOL:** MMR/12/01/RBS

**Name of Evaluator:** Ganesh P. Rauniyar

**Date:** 14/12/2015

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

LL Element	Text
<b>Brief description of lesson learned (link to specific action or task)</b>	<p><b>Countries with no labour force survey for several years need a longer project duration so that the projects can make adequate social preparation and develop minimum technical and managerial capacity in implementing agencies.</b></p> <p>Ministry of Labour of Myanmar did their last labour force survey way back in 1990. Not until 2014, the country had its last Census of Population and Dwelling in 1983. This was the first of its kind attempt to conduct a labour force, child labour and school-to-work transition survey (all combined in one) with ILO's technical and financial support. Original project duration was 18 months. This would have been feasible in a country with a well-established labour statistics system. Nearly eight months delay in mobilizing the Chief Technical Advisor (CTA) did not help either. Eventually, ILO extended the Project by another 12 months. The Project should have undertaken an in-depth institutional analysis of the implementing partners and based on that designed the Project to be implemented over 30-36 months. This does not mean that the CTA should have been there for the entire duration. The Project should have focused on building technical and managerial capacity of the implementing partners.</p>
<b>Context and any related preconditions</b>	At the design formulation stage, ILO was the only credible agency to support and implement the Project. ILO ROAP (Statistics) took lead role in putting together the Project Proposal (project document) in consultation with different agencies based in Nay Pyi Taw.
<b>Targeted users / Beneficiaries</b>	Central Statistical Organization (CSO), Ministry of Labour, Employment and Social Security (MOLES), Ministry of Education, and the Department of Population (DOP)
<b>Challenges /negative lessons - Causal factors</b>	Low capacity in implementing agencies, nearly eight month delay in mobilizing CTA, weak coordination mechanism between CSO and MOLES, inexperienced field workers had to be trained from basics of term and survey contents, weak linkages with other agencies.
<b>Success / Positive Issues - Causal factors</b>	The Project's good working relationship with MOLES, dedicated DOL staff who did not mind working longer hours and even over weekends when needed, willingness to learn new skills, ILO RBSA fund availability.
<b>ILO Administrative Issues (staff, resources, design, implementation)</b>	Delay in mobilizing the CTA, No terms of reference for the budgeted consultants.

# ILO Lesson Learned Template

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

LL Element	Text
<b>Brief description of lesson learned (link to specific action or task)</b>	<p><b>In a technical assistance project, it is important to have a clear understanding and agreement on the roles and responsibilities of implementing partners and detailed job description or terms of reference is required of any short- or long-term engagement.</b></p> <p>It took almost 18 months for the ILO Liaison Office to sign service contract with MOLES, largely due to different positions taken by MOLES/DOL and CSO, which led to changes in implementation arrangements. Originally, CSO was to conduct the survey and provide technical support and MOLES/DOL to provide policy guidance, but later on MOLES/DOL took over survey responsibility because it realized that CSO had another commitment and had inadequate capacity. While concrete evidence does not exist, but anecdotal evidence based on some key informants suggests that MOLES/DOL may not have been willing to share resources with other agencies on a fair basis.</p> <p>The Project had allocated funds for engaging short-term consultants but the Project Document did not have TORs for consultants. The project document did not provide clear guidance on the use of consultancy budget. Had the need analysis done adequately at the formulation stage, the Project could have avoided this shortcoming and capitalized on short-term consultant inputs. Consultant engagement at the beginning of the Project in light of delayed mobilization of CTA. It was unrealistic to expect the Project staff to come up with TORs given that the original implementation period was only 18 months.</p>
<b>Context and any related preconditions</b>	The ILO ROAP designed the Project in consultation with the ILO Liaison Office and concerned government agencies.
<b>Targeted users / Beneficiaries</b>	Project management, ILO Liaison Office, ILO ROAP, MOLES/DOL, CSO, and DOP, ILO's Decent Work Programme, ILO Geneva (Statistics and Programmes),
<b>Challenges /negative lessons - Causal factors</b>	Lack of TORs for consultants, delay in mobilizing CTA, low development project managerial skills in government agencies, not using national consultants
<b>Success / Positive Issues - Causal factors</b>	MOLES leadership under the Permanent Secretary (concurrently DOL Director General), committed and cooperative DOL staff
<b>ILO Administrative Issues (staff, resources, design, implementation)</b>	Limited due diligence for institutional capacity assessment, non-engagement of budgeted consultants

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

LL Element	Text
<b>Brief description of lesson learned (link to specific action or task)</b>	<p><b>Any project irrespective of its size or coverage need to go through a proper quality assessment prior to approval.</b></p> <p>The project could have benefitted from an in-depth review of the project proposal and the review should have ascertained the scope of the project keeping in mind the country context and institutional capacity. It was important for the project document to identify key risks and assumptions as well as risk mitigation measures, which could have shortened implementation delays.</p>
<b>Context and any related preconditions</b>	<p>The ILO ROAP designed the Project in consultation with the ILO Liaison Office and concerned government agencies. However, the project document may not have gone through proper quality assurance because funding relied on support from regular budget supplementary account.</p>
<b>Targeted users / Beneficiaries</b>	<p>ILO Liaison Office, ILO ROAP, ILO-IPEC</p>
<b>Challenges /negative lessons - Causal factors</b>	<p>Lack of clarity in implementation and reporting arrangements.</p>
<b>Success / Positive Issues - Causal factors</b>	<p>DOL staff engagement and MOLES's commitment</p>
<b>ILO Administrative Issues (staff, resources, design, implementation)</b>	<p>Overambitious project design, reporting requirement for RBSA projects not clearly understood, weak quality assurance at entry (design stage)</p>

## ILO Lesson Learned Template

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**Name of Evaluator:** Ganesh P. Rauniyar

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

LL Element	Text
<b>Brief description of lesson learned (link to specific action or task)</b>	<p><b>A clear project implementation plan should accompany project design document.</b></p> <p>The project documents often lack detailed implementation plan. Upon approval of the project document, having an implementation plan with required information avoids confusion in roles and responsibilities. For this project, project document could have been richer by having an implementation plan, which outlined roles and responsibilities, TORs, project management and fund disbursement mechanism, results dissemination road map, and required analytical work. The initial quality of the two papers under preparation lacked expectation and hence indicated significant work needed. However, looming project end date of 31 December 2015 meant that these some of the project outputs would remain incomplete. While the Evaluator obtained an implementation plan, it was undated and did not reflect part of project design document.</p>
<b>Context and any related preconditions</b>	ILO ROAP designed the Project in consultation with ILO Liaison Office in Yangon and concerned government officials. Assumptions and risks identification could have helped in implementation.
<b>Targeted users / Beneficiaries</b>	Project management, ILO Decent Work Programme, ILO ROAP, ILO Liaison Office Yangon, Government agencies, employers and employees' associations, Members of TWG Committee
<b>Challenges /negative lessons - Causal factors</b>	Lack of details in project document on implementation action plan
<b>Success / Positive Issues - Causal factors</b>	ILO and MOLES committed to complete the project within the approved budget.
<b>ILO Administrative Issues (staff, resources, design, implementation)</b>	The implementation process was not clear in the project document. It did not specify assumptions and risks. It also did not have results dissemination road map.

# ILO Lesson Learned Template

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

LL Element	Text
<b>Brief description of lesson learned (link to specific action or task)</b>	<p><b>Labour market surveys need to take into account respondents' background, focused on priority data needs and institutional capacity.</b></p> <p>For Myanmar, the survey was too complex, long and time consuming. Respondent households had to spend anywhere from one and half-hour to three hours and forego their work and social commitments. The institutional capacity in implementing partners was weak and CSO lacked ownership due to communication gap. Since the survey took place after a gap of 25 years, it would have been better to split it into three parts – labour force, child labour and school-to-work transition.</p>
<b>Context and any related preconditions</b>	<p>The project design tried to capture too many things in one go, and it assumed that CSO and OOL would have adequate capacity with technical support from ILO.</p>
<b>Targeted users / Beneficiaries</b>	<p>ILO project design teams, MOLES, CSO</p>
<b>Challenges /negative lessons - Causal factors</b>	<p>Overambitious project design in the light of duration of the Project and weak institutional capacity for delivering outputs and outcome.</p>
<b>Success / Positive Issues - Causal factors</b>	<p>In the absence of ownership from CSO, MOLES took over the responsibility and mobilized its workforce to complete the surveys. Although this may have to do with access to ILO resources.</p>
<b>ILO Administrative Issues (staff, resources, design, implementation)</b>	<p>Less rigorous institutional assessment of implementing partners and short project implementation duration.</p>

## ILO Emerging Good Practice Template

**Project Title:** Improving Labour Market Data Sources in Myanmar through Support to the National Labour Force and School-to-Work Transition Survey

**Project TC/SYMBOL:** MMR/12/01/RBS

**Name of Evaluator:** Ganesh P. Rauniyar

**Date:** 14/12/2015

The following emerging good practice has been identified during the course of the evaluation. Further text can be found in the full evaluation report.

GP Element	Text
<b>Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.)</b>	<p>In a country with no labour force survey for 25 years, national commitment supported by technical assistance from external development partner can deliver a new survey. This requires lot of perseverance and mutual trust among the stakeholders. Myanmar achieved this largely due to commitment by current MOLES Permanent Secretary who concurrently holds the Director General position of the Department of Labour. His commitment precipitated through the system and resulted in other senior and junior staff alike to remain fully committed to completing the survey. Although the Project did not get a CTA for nearly 8 months, the Government and ILO continued engaged through dialogue and meetings.</p> <p>While the service agreement between ILO Liaison Office Yangon signed the service agreement with MOLES after 18 months of project approval, MOLES and DOL continued to collaborate with ILO team in Nay Pyi Taw. The difficulties that arose in implementation arrangement due to a combination of communication gap between CSO and MOLES. Finally, MOLES sorted out with an agreement that MOLES would mobilize DOL staff to complete the LFS-CL-STWT survey and CSO would undertake data entry job. DOL handled funds for service contract prudently. The project completed survey and data entry, provided training to staff from MOLES, Ministry of Education, DOP, CSO, and Department of Science and Technology at different stages of project implementation. The TWG Committee met seven times and supported project activities.</p>
<b>Relevant conditions and Context: limitations or advice in terms of applicability and replicability</b>	<p>ILO can replicate and implement its project under similar conditions where LFS has not been undertaken for an extended period in other countries as well. However, the project duration would have to be much longer than in countries with established statistical system. The requirements include committed national leadership, demand rather than supply driven, clear project document with a detailed implementation plan and technical advice from specialized agency like ILO.</p>
<b>Establish a clear cause-effect relationship</b>	<p>The Project provides reasonably sound and detailed baseline data for labour market information, child labour and school-to-work transition.</p>
<b>Indicate measurable impact and targeted beneficiaries</b>	<p>Some institutional capacity building within DOL and CSO, greater awareness of LFS-CL-STWT Survey and longstanding interest in data and results by all concerned, including the Asian Development Bank for duly reflecting in national accounts.</p>
<b>Potential for replication and by whom</b>	<p>High potential in newly emerging economies having less reliable labour market information system.</p>
<b>Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO's Strategic Programme Framework)</b>	<p>Elimination of child labour (ILO-IPEC), Decent Work Agenda, human resource planning in Myanmar, elimination of force labour in workplace</p>
<b>Other documents or relevant comments</b>	<p>The Project has strong potential to be influential, reliable and credible labour market data source, if the Project releases findings and extensively disseminated without further delay.</p>

## LIST OF INTERNATIONAL LABOUR ORGANIZATION PROJECTS IN MYANMAR

Name of the Project	Project Period and Donor(s)	Brief Description
1. Prevent the recruitment and use of children by armed forces/groups in Myanmar as an entry point for durable peace	1 August 2015 - 31 January 2017 (United Nations Peace Building Fund)	The project will support the implementation of the Joint Action Plan to end and prevent the recruitment and use of children by the Tatmadaw, to identify, verify and discharge underage recruits still associated with the Tatmadaw as well as support their reintegration back into their communities.
2. <i>Towards a Mutual Recognition of Skills in CLM (Cambodia, Lao People's Democratic Republic and Myanmar) Countries for AEC 2015 and Beyond (Regional Project)</i>	1 July - 31 December 2015 (Government of Korea)	The project aims to promote the mobility of skilled labour through the Mutually Recognized Skills Framework (MRS) to accelerate the economic integration of the CLM countries (Cambodia, Lao People's Democratic Republic and Myanmar) for the AEC 2015 and beyond.
3. Supporting the Improvement of the Legal and Institutional Framework on Occupational Safety and Health in Myanmar (Regional Project)	1 July 2015 - 31 December 2017 (Government of Korea)	This project aims to contribute to better, safer and healthier working conditions in Myanmar.
4. Supporting the Implementation of Sustainable Social Protection Floors for Workers and their Families in ASEAN (Regional Project)	1 July 2015 - 31 December 2017 (Government of Korea)	This project aims to build a better social protection system for ASEAN countries by securing income, increasing access to social services, and enhancing the employability of female and male workers, with a specific focus on two countries: Cambodia and Myanmar.
5. Shan State, Myanmar – Peace, Reconciliation & Development through Community Empowerment	15 March 2015 - 15 March 2019 (European Union)	Ceasefire and peace process efforts as part of the reforms since 2011 have presented new opportunities to work with communities and conflict parties to make a measurable contribution to peace at the local level in areas of Myanmar affected by conflict.
6. Scaling Up: Skills For Trade & Economic Diversification (STED) Myanmar (Regional Project)	1 January 2015 - 31 December 2016 (Swedish International Development Agency and ILO-Japan Social Security Net Fund)	The “Scaling up: Skills for Trade and Economic Diversification (STED) Myanmar” Project aims to improve the outcomes of Myanmar’s skill trainings and link them to the country’s export growth for more and better jobs in the selected export sectors (Tourism and Agriculture).
7. Promotion of Fundamental Principles and Rights at Work as tools for Peace in Myanmar	1 August 2014 - 31 January 2016 (European Union)	The Action aims to support the consolidation of the peace process through a holistic approach which will seek to address past, and prevent future, human rights abuses through the operation and extension of the Forced Labour Complaints Mechanism, the enhanced respect for International Labour Standards and national law and the promotion of the application of national and international

labour standards in SEZs.

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| 8.  | Supporting Tourism in Myanmar through Business Management Training   | 15 January 2014 - 15 June 2017 (Switzerland SECO)                           | The project will create in-country capacity for the roll-out of entrepreneurship and business skills training and provision of related support services for entrepreneurs in the tourism sector who in turn are expected to contribute to job creation and the improvement of working conditions among SME workers.  |
| 9.  | Responsible Industry Development in the Garment and Fisheries Sectors in Myanmar   | 1 August 2014 - 31 May 2016 (Denmark)                                       | Through its tripartite constituency and its other on-going initiatives, the ILO project Responsible Industry Development in the garment and fisheries sectors will work through value chain assessments, on the regulatory framework, on helping improve the capacity of the private sector and on enhancing public/private dialogue.  |
| 10. | Support to build a national social protection in Myanmar   | 1 August 2014 - 28 February 2016 (ILO Regular Budget Supplementary Account) | The ILO's work on social protection in Myanmar follows a two-dimensional extension strategy which aims at establishing a nationally defined social protection floor for all (horizontal dimension) and progressively ensuring higher levels of social security to as many people as possible (vertical dimension).   |
| 11. | Developing the capacity of Employer organizations in Myanmar to promote Decent Work principles and sustainable enterprises | 1 January 2014 - 30 August 2016 (ILO Regular Budget Supplementary Account)  | Through this project, the ILO aims at developing the capacity of the central, selected sectorial (representing tourism and garment sectors) and regional organizations of business and employers in Myanmar.   |
| 12. | Myanmar Program on the Elimination of Child Labor  | 31 December 2013 - 1 January 2018 (US Department of Labor)                  | Through this programme, the ILO aims to establish a comprehensive, inclusive and efficient multi-stakeholder response to reducing child labor in Myanmar.  |
| 13. | Entrepreneurship Development and Small & Medium Enterprise (SME) support in Myanmar  | 1 December 2013 - 30 June 2017 (Royal Norwegian Government)                 | In preparation for entrepreneurship and business skills training, and the provision of related support services, the ILO will aim to build in-country capacity through its project on Entrepreneurship Development and SME support in Myanmar. This project will aim to address key underlying constraints for the development of a business management training service market. |
| 14. | Reinforcing capacities of the Government and social partners to build a Garment Sector industry development strategy       | 1 December 2013 - 31 December 2015 (Switzerland)                            | This project aims to promote decent work by reinforcing capacities of the Government and social partners and creating the conditions to define a Garment Sector industry development strategy respectful of Labour Standards and that addresses social and labour issues allowing the sound and inclusive development of the sector.   |
| 15. | Building an evidence base on human trafficking in vulnerable sectors in Myanmar  | 1 November 2013 - 31 December 2015 (USAID)                                  | The activities under the project aims at expanding the knowledge and evidence on the nature and magnitude of human trafficking in the country.   |
| 16. | Promoting Freedom of Association in Myanmar  | 1 October 2013 - 30 January 2016 (Royal Norwegian Government)               | To support Myanmar in its democratic transition, the project Promoting Freedom of Association and Social Dialogue in Myanmar was launched in October 2013. The project aims to improve democratic governance through improved labour market policies and strengthened institutions and actors.   |
| 17. | Eradication of all forms of forced labour in Myanmar   | 1 August 2013 - 28 February 2015 (European Union)                           | This project aims to provide support to the Myanmar Strategic Action Plan for the elimination of forced labour by 2015 with a focus on the continued application of the ILO complaints mechanism including specific action required to sustain discharge of underage recruits including those designated as deserters.   |

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|---|---|---|
| 18. Raising awareness: Forced Labour features through images in Myanmar   | 31 December 2013 - 30 November 2015 (Netherlands)                         | The project aims at eliminating all forms of forced labour through awareness-raising on forced labour issues, reinforcing the ILO's complaints mechanism and promoting community empowerment. Through the project a media development strategy will be developed, involving a series of short films, radio program and billboard advertising campaign.  |
| 19. Improving Labour Market Data Sources in Myanmar through support to the National Labour Force, Child Labour and School-to-Work Transition Survey | 1 July 2013 - 31 December 2015 (ILO Regular Budget Supplementary Account) | The Project plans to rapidly enhance the labour statistics system and statistical capacity of Myanmar to collect reliable, sex-disaggregated labour market statistics through labour force surveys, by providing support to its first ever comprehensive LFS since 1990. The survey will include components on child labour and on youth, both policy priorities in Myanmar, using, respectively, the ILO child labour and school-to-work transition methodologies. |
| 20. The Tripartite Action to Protect the Rights of Migrant Workers within and from the Greater Mekong Sub-region                                    | 1 April 2013 - 31 December 2015 (AusAid)                                  | The project aims to strengthen the formulation and implementation of recruitment and labour protection policies and practices, to ensure safer migration resulting in decent work. The project engages the tripartite constituents in all of its objectives – strengthening policy and legislation, building capacity of stakeholders and providing services to migrant workers.  |

Source: [http://www.ilo.org/yangon/whatwedo/projects/WCMS\\_419960/lang--en/index.htm](http://www.ilo.org/yangon/whatwedo/projects/WCMS_419960/lang--en/index.htm) (accessed on 16 November 2015)

**TERMS OF REFERENCE FOR FINAL INDEPENDENT EVALUATION****Improving Labour Market Data Sources in Myanmar through Support to the National Labour Force and School-to-Work Transition Survey (MMR/12/01/RBS)****Total budget: USD 1,284,264****Project duration: June 2013 – December 2015****Administrative unit: ILO Liaison Office Yangon****Technical unit: STATISTICS Department****Evaluation date and field work: October to December 2015 with field mission in November****Evaluation Manager: Markus Ruck****I. Background and Justification****Evaluation background**

The project is coming to an end at the end of December 2015, thus the final independent evaluation is required as per ILO evaluation policy. The purposes of the final evaluation are both for accountability to the donor and for organizational learning within the ILO. The final evaluation aims to assess the extent to which the project objectives have been achieved, and to identify possible lessons learnt and good practices. The evaluation will apply key evaluation criteria of relevance, validity of design, effectiveness, efficiency, sustainability, impact, and gender equality.

The independent final evaluation will be conducted by an independent evaluator and will be managed by evaluation manager who is based at ILO Decent Work team in New Delhi.

The evaluation manager will prepare TORs and will subsequently finalize it in a consultative process involving key stakeholders of the programme. The evaluation will comply with UNEG Norms and Standards and the ethical safeguards will be followed.

**Project background**

The First and only once labour force survey in Myanmar was conducted in 1990 by the Ministry of Labour, Employment and Social Security (MOLES) of the Republic of the Union of Myanmar. Since then, only scant projections of labour statistics indicators from this survey were and are still used, complemented with estimates from other surveys such as the Integrated Household Living Conditions Assessment (IHLCA of 2004-05 and 2009-10). Under this background, any available information on labour is currently simply inadequate for policy-makers to formulate evidence-based labour and social policies and efficiently monitor their implementation.

The country has no comprehensive employment policy and has only recently started discussions on its decent work agenda. While reviewing a number of its labour laws the Ministry of labour, employment and social security identified key employment related priority areas to implement, covering issues such as: (1) industrial peace, (2) registration and placement for job seekers both inland and overseas, (3) conducting vocational training courses for workers, (4) research for labour affairs and collection of labour and employment statistics, (5) ensuring legitimate rights of workers, (6) safety and health, (7) implementation of social security schemes, (8) measures on labour migration (protection of migrant workers), etc. The ministry lacks however appropriate information on basically all these priority areas, and has yet to put in place appropriate mechanisms and data collection systems to monitor its progress in these areas.

A particular challenge and policy priority is on youth skills and employment, particularly for young women. There is indeed a demonstrated link between youth unemployment and social exclusion. ILO would therefore like to assess the reasons why the transitions of young people from school or training to work are, today, a long and difficult process, through its school-to-work transition survey (SWTS).

The information on child labour in Myanmar is not properly documented, but reports and anecdotal evidences indicate that child labor is widespread in the country. Despite a compulsory education law,

almost 40 percent of children never enrol in school, and only 25 to 35 percent complete the 5-year primary school course.

ILO has been working closely with the respective governments to prepare and implement a National Plan of Action or Road Map to eliminate child labor, and it is reported that the government of Myanmar, in consultation with the ILO, has set the target date of 2015 for the elimination of all forms of forced labor in Myanmar – forced child labor is a subset of that goal.

Against this background ILO has decided to implement a project entitled “Improving Labour Market Data Sources in Myanmar through support to the national Labour Force, Child Labour and School-to-Work Transition Survey”.

This Labour Force, Child Labour and School-to-Work Transition Survey (LF-CL-SWTS) 2014-15 is the second Labour Force Survey and first survey of its kind in Myanmar. Working in close collaboration with Central Statistical Organisation, Department of Population the LFS is being carried out by the Department of Labour under the Ministry of Labour, Employment and Social Security. The LFS 2014-15 aims to provide estimates on characteristics of the National labour force including child labour and school to work transition. The survey focuses on: employed and unemployed populations; major occupations and industries; and employment conditions such as earnings, working hours, under-employment, and informal employment and production of goods for household use. These data will provide valuable inputs to assessing the country’s current decent work situation as well as contributing to on-going policy discussions on future priorities for the country’s decent work agenda.

The LFS 2014-15 is being jointly carried out through Department of Labour and Central Statistical Organisation and Department of Population with support from ROAP, STATISTICS, IPEC and DWT-Bangkok.

The project development Objective is to contribute to “Increased capacity of Myanmar to produce comprehensive, up-to date, gender responsive, and internationally comparable labour market data through regular labour force surveys, as well as using data for informed employment policy formulation and monitoring”.

The project has 3 Immediate Objectives as follows: -

- i. Improved labour market information system in Myanmar through a comprehensive national Labour Force, Child Labour and School-to-Work Transition Survey 2013-2014.
- ii. Enhanced capacity of tripartite constituents and relevant government agencies to formulate, implement, monitor and evaluate policies, programmes and projects for the decent work through improved labour market information.
- iii. A framework for regular data collection of labour statistics is developed with regular budget allocation from national budgeting.

### **Current Status**

The survey instruments have been prepared. Field work and data entry has been completed. The validation is almost complete. The tables have been generated based on the present data set. Two consultants have been hired for writing reports on Child Labour and School-to-Work Transition. They have been shared with relevant documents and draft tables. The data set will be finalised very soon and the final tables will be generated.

## **II. Purpose and Scope**

### **Purpose**

1. ILO considers evaluation as an integral part of the implementation of technical cooperation activities. Provisions are made in all projects in accordance with ILO evaluation policy and based on the nature of the project and the specific requirements agreed upon at the time of the project design and during the project as per established procedures.
2. The project document states that a final independent evaluation will be conducted at the end of the project implementation.
3. The overall purpose of the independent evaluation is to carry out an assessment of the outputs, outcomes and results of the initiative and how these have contributed to achieving its development and immediate objectives.

4. The main purposes of the final independent evaluation are:
  - a. Establish the relevance of the project design and implementation strategy;
  - b. Determine the implementation efficiency of the project;
  - c. Assess the extent to which the project has achieved its stated objectives at outcome and impact level and to identify the supporting factors and constraints that have led to this achievement or lack of achievement.
  - d. Identify unintended changes, both positive and negative at outcome and impact levels, in addition to the expected results;
  - e. Assess the relevance of the sustainability strategy, its progress and its potential for achievement, identifying the processes that are to be continued by stakeholders;
  - f. Identify lessons learned and potential good practice, especially regarding models of interventions that can be applied further;
  - g. Provide recommendations to project stakeholders to support the completion, expansion or further development of initiatives that were supported by the project.
  
5. The final evaluation should provide the ILO and its implementing partners with information to assess 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.

### Scope

6. The final evaluation will focus on the above mentioned project, its achievements and its contribution to the overall national efforts to support strengthening of labour market information systems. The evaluation should focus on all the activities that have been implemented since the start of the project to the release of the Labor Force Survey results.
  
7. The evaluation should look at the project as a whole, including issues of initial project design, implementation, lessons learnt, replicability and recommendations for current and future programmes.
8. The evaluation should also look at actual implementation mechanisms in line with initially planned implementation mechanisms from the institutional set-up to the implementation plan and budget expenditure.

The analytical scope should include identifying levels of achievement of 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 ILO and its implementing partners to learn from the on-going experience.

### Clients

The clients of the evaluation are the ILO Office in Yangon, the Regional Office for Asia and the Pacific, the ILO Department of Statistics, the ILO International Programme on the Elimination of Child Labour, the ILO Decent Work Team for South-Asia and the Pacific, as well as the Central Statistical Organization, and the Ministry of Labour.

### III. Suggested Aspects to be Addressed

The evaluation should be carried out in adherence with the ILO policy guidelines for results-based evaluation available at [http://www.ilo.org/eval/Evaluationguidance/WCMS\\_168289/lang--en/index.htm](http://www.ilo.org/eval/Evaluationguidance/WCMS_168289/lang--en/index.htm).

9. The ILO adheres to the United Nations system evaluation norms and standards as well as to the OECD/DAC Evaluation Quality Standards.
  
10. Gender concerns should be addressed in accordance with ILO Guidance note 4: “Considering gender in the monitoring and evaluation of projects”

[http://www.ilo.org/eval/Evaluationguidance/WCMS\\_165986/lang--en/index.htm](http://www.ilo.org/eval/Evaluationguidance/WCMS_165986/lang--en/index.htm) All data should be sex-disaggregated and different needs of women and men and of marginalized groups targeted by the programme should be considered throughout the evaluation process.

11. UNEG and OECD/DAC evaluation criteria need to be addressed are the following:

- Validity of design
- Achievement (Implementation and Effectiveness) of Objectives
- Relevance of the project
- Efficiency of resource use
- Sustainability
- impact

Other possible cross-cutting is gender and ILO International labour standard.

### **Suggested evaluation framework**

#### **1) Validity of design**

- a. Was the project design adequate to meet the project objectives? In particular whether it is adequate to strengthening the capacities of the government and social partners as indicated in immediate objective 2.
- b. Were the planned project objectives, means of action and immediate objectives, relevant, coherent and realistic to the situation on the ground? Did it address gender needs and interests?
- c. Was the capacity of project's partners taken into account in the project's strategy and means of action?
- d. Which risks and assumptions were identified and managed? To what extent have they affected the project?
- e. What were the good practices and lessons learned noteworthy of documentation?

#### **2) Relevance and strategic fit**

- a. To what extent has the project contributed to Government of Myanmar policy and plan on labour and employment
- b. Was the project aligned and address the need of the direct recipients (Government and tripartite constituents)?
- c. How did the project align with and support other relevant areas of ILO's mandates in Myanmar?

#### **3) Effectiveness and Effectiveness of management arrangement**

- a. To what extent the project has achieved its objectives? Have the quantity and quality of the outputs produced been satisfactory? Did the benefits accrue taking into account those different needs of men and women?
- b. What have been major factors influencing the project achievement or non-achievement?
- c. Are the project partners using the outputs? Have they transformed outputs into outcomes?
- d. Has the project identified/strengthened skills in terms of promoting gender equality?
- e. Examine the extent that the project has adjusted/modified its strategy to respond to changing situation, if any on the ground or challenges faced? What, if any, alternative strategies would have been more effective in achieving the project's objectives?
- f. Were management capacities and arrangement adequate and did they facilitate good results and efficient delivery? Was there a clear understanding of the roles and responsibilities by all parties involved?
- g. Have the project implementation arrangements contributed to the enhanced capacity of the project's implementation partners?
- h. Did the project receive adequate political, technical and administrative support from its national partners, especially local governments at the project areas?
- i. How effectively did the project management and ILO monitor project performance and results?
  - Was a monitoring and evaluation system in place and how effective has it been?
  - Were appropriate means of verification for tracking progress, performance and achievement of indicator values defined?
  - Were relevant information and data systematically collected? Was reporting satisfactory? Was data disaggregated by sex (and by other characteristics, if relevant)?
  - Was information regularly analysed to feed into management decisions?

#### 4) Efficiency

- a. Have resources (funds, human resources, time etc.) been allocated strategically to achieve outputs and outcomes? Have they been used efficiently?
- b. The extent to which the project resources have been leveraged with others' related projects resources to maximize the impact, if any?
- c. Have Project funds and activities been delivered by ILO in a timely manner? What were the factors that have hindered timely delivery of project funds and the counter-measures that were put in place in lights of delayed delivery of project funds?

#### 4) Sustainability

- a. To what extent will the project's benefits continue after the project ended? What are the major factors which will have or will influence the continuity of the project's benefits?
- b. To what extent the project has built a sense of ownership and enhanced capacity of government and other relevant partners in LMI?
- c. To what extent the government of Myanmar contributes or likely to contribute budget to support the labour force survey or any labour statistics in future?

#### 5) Impact

- a. What have been the impacts of the project? What are the future likely impacts that can be causally linked to the project interventions?
- b. Has the Project successfully built or contributed or strengthened the capacity of the government and social partners in collecting/analysing labour market information systems?

### IV. Expected Outputs of Evaluation

12. The expected outputs to be delivered by the review team are:
  - Preparation of an inception report, including the workplan for the review
  - Interviews and consultations with relevant stakeholders including field visits, if necessary
  - Informal feedback meetings with stakeholders;
  - Stakeholder workshop facilitated by the review team, if necessary
  - Draft evaluation report, including an Executive Summary (following standard ILO format) of key findings, conclusions and recommendations (The report should be set-up in line with the ILO's 'Quality Checklists 4 and 5' for Evaluation Reports which will be downloaded from the link in the annex).
  - Final evaluation report incorporating feedback from ILO and implementing partners;
  - Stand-alone evaluation summary (standard ILO format)
13. The total length of the report should be a maximum of 40 pages for the main report, excluding annexes; additional annexes can provide background and details on specific components of the project evaluated.

The evaluation report should include

1. • Title page (standard ILO template)
2. • Table of contents
3. • Executive summary (standard ILO template)
4. • Acronyms
5. • Background and project description
6. • Purpose of evaluation
7. • Evaluation methodology and evaluation questions
8. • Project status and findings by outcome and overall
9. • Conclusions and recommendations
10. • Lessons learnt and potential good practices (please provide also template annex as per ILO guidelines on Evaluation lessons learnt and good practices) and models of intervention
- Annexes (list of interviews, overview of meetings, proceedings stakeholder meetings, other relevant information)

## V. Evaluation Methodology

14. The following is the proposed evaluation methodology. While the evaluation team can propose changes in the methodology, any such changes should be discussed with and approved by the Evaluation Manager.
15. The evaluation will be carried out using a desk review of appropriate materials, including the project documents, progress reports and other relevant materials from secondary sources.
16. The evaluator will interview the ILO, project team and regional backstopping officials through conference calls or face-to-face interviews early in the evaluation process, preferably during the desk review phase.
17. The evaluator will undertake field visits, when necessary. The evaluator will conduct interviews with project partners and implementing agencies.
18. One national stakeholders' workshop will be held in Naypyitaw/Yangon to present the draft report.
19. The evaluation will be carried out with the technical support of the ILO Yangon and with the logistical support of the LFS project team in Naypyitaw.
20. It is expected that the evaluator will work to the highest evaluation standards and codes of conduct and follow the UN evaluation standards and norms.

### Evaluation Timetable and Tentative Schedule

21. The total duration of the evaluation process including submission of the final report should be within two months from the end of the field mission.

22. The timetable is as follows:

Inception report	Evaluation interviews ILO non-project staff	Field mission	Draft report	Submission of final report
Three days after signing of contract	Early November	02-06 November 2015	By the end of November 2015	31 December 2015

### Time frame and responsibilities (Tentative)

Task	Responsible person	Time frame
Preparation of the TOR –draft	Evaluation Manager	Beginning of October
Preparation of list of stakeholders with E-mail addresses	Project Manager	Beginning of October
Sharing the TOR with all concerned for comments/inputs	Project Manager Evaluation Manager	First week of October
Finalization of the TOR	Evaluation Manager	Oct 15
Approval of the TOR	EVAL	
Selection of consultant and finalisation	Evaluation Manager/ Regional M&E Officer	20 October 2015
Draft mission itinerary for the evaluator and the list of key stakeholders to be	Project Manager	22 October 2015

interviewed		
Ex-col contract based on the TOR prepared/signed	ROAP	22 October 2015
Brief evaluators on ILO evaluation policy	Evaluation Manager	22 October 2015
Inception report submitted to Evaluation Manager	Evaluators	26 October 2015
Evaluation interviews ILO non-project staff	Evaluators	Early November
Evaluation Mission	Evaluators	02-06 November 2015
PPT Presentation of Evaluation and stakeholders workshop	Evaluators	7 November 2015
Draft report submitted to Evaluation Manager	Evaluators	25 November 2015
Sharing the draft report to all concerned for comments	Evaluation Manager	26 November 2015
Consolidated comments on the draft report, send to the evaluator	Evaluation Manager	7 December 2015
Finalisation of the report and submission to Evaluation Manager	Evaluator	10 December 2015
Review of the final report	Evaluation Manager/M&E officer	14 December 2015
Submission of the final report to EVAL	M&E Officer	31 December 2015
Approval of the final evaluation report	EVAL	
Follow up to recommendations	ILO Myanmar	

### Sources of Information and Consultations/Meetings

#### 23. Sources of Information

The following sources should be consulted: Survey instruments – Project document / questionnaire / field operations manual /scrutiny programme/ supervisor’s monitoring sheet / Progress report

#### 24. Consultations/meetings will be held with:

- Project management and staff
- ILO/HQ and regional backstopping and programme officials
- Implementing partner agencies
- Representatives of stakeholders (workers and employer organisations, development partners who were associated in consultation meetings).

### Final Report Submission Procedure

## VI. Resources and Management

### Resources

25. The resources required for this evaluation will be from regional office.

### Management

26. The evaluator will report to the Evaluation Manager, Mr. Markus Ruck, Senior Social Security Specialist. ILO project officials and the ILO Office in Yangon and Naypyitaw will provide administrative and logistical support during the evaluation mission.

## **Annex : All relevant ILO evaluation guidelines and standard templates**

Code of conduct form (To be signed by the evaluators)

[http://www.ilo.org/eval/Evaluationguidance/WCMS\\_206205/lang--en/index.htm](http://www.ilo.org/eval/Evaluationguidance/WCMS_206205/lang--en/index.htm)

Checklist No. 3 Writing the inception report

[http://www.ilo.org/eval/Evaluationguidance/WCMS\\_165972/lang--en/index.htm](http://www.ilo.org/eval/Evaluationguidance/WCMS_165972/lang--en/index.htm)

Checklist 5 Preparing the evaluation report

[http://www.ilo.org/eval/Evaluationguidance/WCMS\\_165967/lang--en/index.htm](http://www.ilo.org/eval/Evaluationguidance/WCMS_165967/lang--en/index.htm)

Checklist 6 Rating the quality of evaluation report

[http://www.ilo.org/eval/Evaluationguidance/WCMS\\_165968/lang--en/index.htm](http://www.ilo.org/eval/Evaluationguidance/WCMS_165968/lang--en/index.htm)

Template for lessons learnt and Emerging Good Practices

[http://www.ilo.org/eval/Evaluationguidance/WCMS\\_206158/lang--en/index.htm](http://www.ilo.org/eval/Evaluationguidance/WCMS_206158/lang--en/index.htm)

[http://www.ilo.org/eval/Evaluationguidance/WCMS\\_206159/lang--en/index.htm](http://www.ilo.org/eval/Evaluationguidance/WCMS_206159/lang--en/index.htm)

Guidance note 7 Stakeholders participation in the ILO evaluation

[http://www.ilo.org/eval/Evaluationguidance/WCMS\\_165986/lang--en/index.htm](http://www.ilo.org/eval/Evaluationguidance/WCMS_165986/lang--en/index.htm)

Guidance note 4 Integrating gender equality in M&E of projects

[http://www.ilo.org/eval/Evaluationguidance/WCMS\\_165986/lang--en/index.htm](http://www.ilo.org/eval/Evaluationguidance/WCMS_165986/lang--en/index.htm)

Template for evaluation title page

[http://www.ilo.org/eval/Evaluationguidance/WCMS\\_166357/lang--en/index.htm](http://www.ilo.org/eval/Evaluationguidance/WCMS_166357/lang--en/index.htm)

Template for evaluation summary:

<http://www.ilo.org/legacy/english/edmas/eval/template-summary-en.doc>

**Improving Labour Market Data Sources in Myanmar through Support to the  
National Labour Force and School-to-Work Transition Survey (MMR/12/01/RBS)**

**Inception Report for the Final Independent Evaluation**

**Ganesh P. Rauniyar**  
**Independent Consultant**

**3 November 2015**

## BACKGROUND

The International Labour Organization (ILO) provided US\$1,284,264 at the request of the Republic of the Union of Myanmar (hereafter referred as the Government) to support Improving Labour Market Data Sources in Myanmar through support to the national Labour Force and School-to-Work Transition Survey (MMR/12/01/RBS), hereafter referred as the Project. The Project aimed to enhance the labour statistics system and statistical capacity of Myanmar to collect reliable, sex-disaggregated labour market statistics through labour force surveys. The Project design envisaged survey components on child labour and on youth, both policy priorities in Myanmar. It planned to use ILO child labour and school-to-work transition methodology.<sup>19</sup> The Project was originally to end after 18 months on 31 December 2014. ILO extended the Project life by another 12 months, and will end on 31 December 2015. ILO commissioned this independent final evaluation as per ILO evaluation policy.

## PROJECT RATIONALE

ILO formulated the Project based a set of justifications outlined in the project document (footnote 1). Some of the key issues identified at the design stage included:

- The last labour force survey was outdated. The Ministry of Labour (MOL) conducted one in 1990. The Government can access and use only limited projections from this survey and complements the projection estimates with other data sources such as Integrated Household Living Conditions Assessment of 2004-2005 and 2009-2-10.
- At the time of project formulation, the national population Census was outdated (carried out in 1983) and of very little use for any labour and social policy formulations and monitoring their implementation.
- Myanmar did not have an employment policy and had just started discussion on decent work agenda. Political and demographic changes catalyzed by major economic transition and reforms called for employment related priority areas, including:
  - industrial peace,
  - registration and placement of job seekers,
  - vocational training for workers,
  - rights of workers,
  - occupational safety and health,
  - implementation of social security schemes,
  - protection of migrant workers,
  - youth skills and employment, youth unemployment and social exclusion, and
  - other forms of inequalities, including gender.
- The extent of child labour in Myanmar was largely undocumented. Nevertheless, despite of compulsory education, 40% of children never enrolled in schools and only 25-30% actually completed 5-year primary schooling. Extreme poverty was viewed as an overriding cause.
- Social protection interventions were scattered across several ministries and without any policy and raising questions on these interventions' sustainability.
- A need to harmonize labour market definitions and indicators.

## PROJECT OBJECTIVES<sup>20</sup>

The Project's development objective is to produce comprehensive, up-to-date, gender responsive, and internationally comparable labour market data through regular labour force surveys as well as using data for informed employment policies and programmes promoting decent work. Three immediate project objectives are:

- (i) Improved labour market information system through a comprehensive national labour force, child labour and school-to-work transition survey 2013-2014.

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<sup>19</sup> Project Proposal on Improving Labour Market Data Sources through support to the national Labour Force Survey 2013-2014.

<sup>20</sup> Extracted from the project document (refer to footnote 1).

- (ii) Enhanced capacity of tripartite constituents and relevant government agencies to formulate, implement, monitor and evaluate policies, programmes and projects for the decent work through labour market information, and
- (iii) A framework for regular data collection of labour statistics is developed with regular budget support from national budgeting.

The above development and immediate objectives were to be achieved through 4 outputs and 20 activities (immediate objective i), two outputs and seven activities (immediate objective ii); and two outputs and nine activities (immediate objective iii).

## **INDEPENDENT EVALUATION**

The project evaluation will adhere to the Terms of Reference (TORs) for the final evaluation of the project. It will apply OECD-DAC evaluation principles, and UNEG Norms and Standards in the evaluation process. Overall, ILO Evaluation Policy will guide the evaluation by applying relevance and strategic fit, validity of design, effectiveness and effectiveness of management arrangements (implementation), efficiency, sustainability, impact, and gender issues. Key evaluation questions under each of the criteria are listed in the TORs for the evaluation. The evaluator declares no conflict of interest in the project of any kind, what so ever.

The evaluation aims to assess outputs, outcomes and results of the initiative their contribution to achieving development and immediate objectives. As stated in the TORs for the evaluation, the evaluation will focus on:

- Establishing the relevance of the project design and implementation strategy;
- Assessing the extent to which the project achieved its stated objectives at outcome and impact levels and identifying enabling and constraining factors associated with project performance;
- Identifying unintended changes, both positive and negative (if any) at outcome and impact levels, in addition to the expected results;
- Assessing the relevance of sustainability strategy, its progress and its potential for achievement;
- Identifying lessons and good practices that can be applied in similar context, both within Myanmar and other countries in the region; and
- Providing recommendations to the project stakeholders to support the completion, expansion or further development initiatives.

## **EVALUATION METHODOLOGY**

The evaluation will adopt a mixed-method approach using both qualitative and quantitative techniques. Availability of data, access to information, and cooperation of the stakeholders in the evaluation process will guide the choice of specific tool or technique. The qualitative method will largely involve mostly key informant interviews and selected focus group interviews with those directly involved in the design and implementation of the project. These would include but not limited to ILO Yangon based ILO management and staff, project staff based in Nay Pyi Taw, selected development partners of relevance to labour force survey (e.g. the World Bank and UNFPA), and senior officials of the Ministry of Labour, Employment and Social Security, Department of Labour, the Central Statistical Office, and Department of Planning. In addition, the evaluator will schedule and conduct skype interviews with technical backstopping ILO staff at the Regional Office for Asia and the Pacific, the ILO international programme on the Elimination of Child labour, and the ILO Decent Work Team for South Asia and the Pacific.

The analysis of quantitative data will rely on the review of questionnaires (listing and household), review of summary tables generated by the Project, and financial data obtained from the Project CTA and the Programme Officer at ILO Yangon.

The evaluation will involve four steps:

- Step 1: Document review, mission briefing from the Evaluation Manager and an inception report (commenced prior to the field mission and will continue for next two weeks, subject to availability of data and reports requested).

- Step 2: Field mission to Yangon and Nay Pyi Taw to conduct face-to-face interview with project stakeholders, including ILO Yangon; Project Staff; senior Government Officials at the Ministry of Labour, Employment and Social Security; development partners active in labour force survey and/or allied activities; and skype call to ILO ROAP, ILO Statistics, ILO-IPEC, and ILO-DTW. These activities will take place within 2<sup>nd</sup> week of November 2015.
- Step 3: A consultative workshop with ILO stakeholders and available members of the Project Steering Committee; and
- Step 4: Preparation and completion of the draft report for submission to the Evaluation Manager and finalization of report based on comments from concerned interest groups.

The Evaluator will undertake a review of available documents. He has received some of the documents and has requested additional materials from the Chief Technical Advisor (CTA) and the Programme Officer based in ILO Yangon. A detailed evaluation question matrix appears in Attachment 1 and evaluation time line in Attachment 2. The evaluation questions relate to those stated in TORs with relevant modifications to suit the project context.

In addition to the evaluation questions listed in ANNEX 1, the evaluation will also address additional questions and the evaluation report will appropriately reflect findings. These include:

1. How did ILO formulate the project and who were the key partners?
2. Did the project undertake an institutional capacity assessment of relevant agencies, including the Department of Labour?
3. Was the original 18 months project duration realistic? Did the country context required a longer project timeframe?
4. What contributed to delay in project implementation? Could anything had been done to mitigate the delays?
5. What are the key features of service agreement between ILO and the Department of Labour, representing the Government?
6. What are the key activities, carried out by the project in Myanmar?
7. Who are other active development partners in labour force related surveys and studies? How is ILO coordinating with these partners? Is there any collaboration? If so, is it effective?
8. How is the Government planning to use survey findings?
9. What are the key activities planned for November-December 2015?
10. What is the level of confidence in the Government and ILO that the benefits of the project could be sustained after ILO's support ends?
11. What are the measures in place to address capacity gaps in the Department of Labour and other relevant agencies?
12. Are there any government policies waiting for formulation based on the project findings? If so, what are these?
13. What is the data release protocol?
14. How the survey findings will benefit employers and employees?
15. What are other initiatives in place to strengthen national efforts on labour market information systems?
16. What are the areas the Department of Labour and other agencies needs external support from ILO and/or other development Partners?

## **ASSUMPTIONS**

The success of evaluation will largely depend on the availability of requested data, documents and reports (both published and unpublished) on time. In addition, the availability and inputs from key stakeholders for key informant interviews will strengthen the evaluation findings and their cross-validations.

## **EVALUATION REPORT TABLE OF CONTENTS**

Based on the TORs, the final evaluation report will comprise following structure and it will adopt ILO template for evaluation reports:

1. Executive Summary
2. Background and Project Description
3. Purpose of Evaluation
4. Evaluation Methods and Key Evaluation Questions
5. Project Status
6. Evaluation Findings:

Relevance and Strategic Fit, Validity of Project Design, Effectiveness and Effectiveness of Management Arrangements, Efficiency in Resource Use, Sustainability, Impact and Gender Issues.

7. Conclusions and Recommendations

The report will contain with a cover page, Lessons Learned and Potential Good Practices based on ILO EVAL templates. Other additional information will appear as annexes to the evaluation report. The evaluator will prepare draft report and submit it to the Evaluation Manager, who will circulate to relevant stakeholders for comments. The Evaluation Manager will consolidate all comments and provide to the Evaluator for preparing final evaluation report. After a review of the final evaluation report, the Evaluation Manager will forward it to ILO EVAL for final approval.

#### **DISSEMINATION AND USE OF EVALUATION FINDINGS**

The evaluator plans to organize a stakeholder workshop on 6 November 2015 to share emerging findings based on document review and fieldwork. This will provide an opportunity to ensure that the findings are on track based on available evidence. In addition, the evaluator will seek additional clarification and factual correction, if any.

The Evaluation Manager will share the draft evaluation report with ILO stakeholders based in Bangkok, Geneva, New Delhi, Geneva and Yangon. The findings and recommendations will form a basis for future involvement of ILO and other development partners in extending support to the Government in labour force, child labour and school-to-work as well as other social security programmes.

## ATTACHMENT 1: DATA COLLECTION PLAN WORKSHEET FOR THE INCEPTON REPORT

Evaluation Question	Indicator	Data Sources	Data Collection Method	Data Collection Responsibility	Frequency of Data Collection	Cost of Data Collection	Analysis Responsibility
<p style="text-align: center;"><b>1. Relevance and Strategic Fit</b></p> <p>a. To what extent has the project contributed to Government's policy and plan on labour and employment?</p> <p>b. Was the project aligned and address the need of the direct recipients (Government and tripartite constituents)?</p> <p>c. How did the project align with and support other relevant areas of ILO's mandates in Myanmar?</p>	<p>Changes in labour and employment policies;</p> <p>List of stakeholders in project formulation;</p>	<p>Project documents;</p> <p>Key informant interviews meeting notes;</p> <p>List of ILO projects and their relationship with the project evaluated;</p> <p>List of stakeholders in project formulation</p>	<p>Document review</p> <p>Key informant interviews at ILO Yangon and other relevant stakeholders at DOL, MOLES, project staff, and development partners;</p> <p>Interview with project team</p>	<p>Evaluator with logistic support from the project office</p>	Once	No direct cost	Evaluator
<p style="text-align: center;"><b>2. Validity of Design</b></p> <p>a. Was the project design adequate to meet the project objectives? In particular whether it is adequate to strengthening the capacities of the government and social partners as indicated in immediate objective 2.</p> <p>b. Were the planned project objectives, means of action and immediate objectives, relevant, coherent and realistic to the situation on the ground? Did it address gender needs and interests?</p> <p>c. Was the capacity of project's partners taken into account in the project's strategy and means of action?</p> <p>d. Which risks and assumptions were identified and managed? To what extent have they affected the project?</p> <p>e. What were the good practices and lessons learned noteworthy of documentation?</p>	<p>Country needs and priorities;</p> <p>Institutional capacity of project partner agencies;</p> <p>Key informant interviews, focus group discussion with DOL staff;</p> <p>Validity of project risks and assumptions;</p> <p>Adoption of ILO norms and standards in survey design</p>	<p>Project document, progress reports, other reports produced by the project and partner agencies, need analysis document, key informant interviews, Validation of risks and assumptions, input from ILO technical experts in survey design and implementation</p>	<p>Document review;</p> <p>Key informant interviews;</p> <p>Focal group discussions with data management staff at DOL;</p>	<p>Evaluator with support from project management</p>	Once	No direct cost	Evaluator

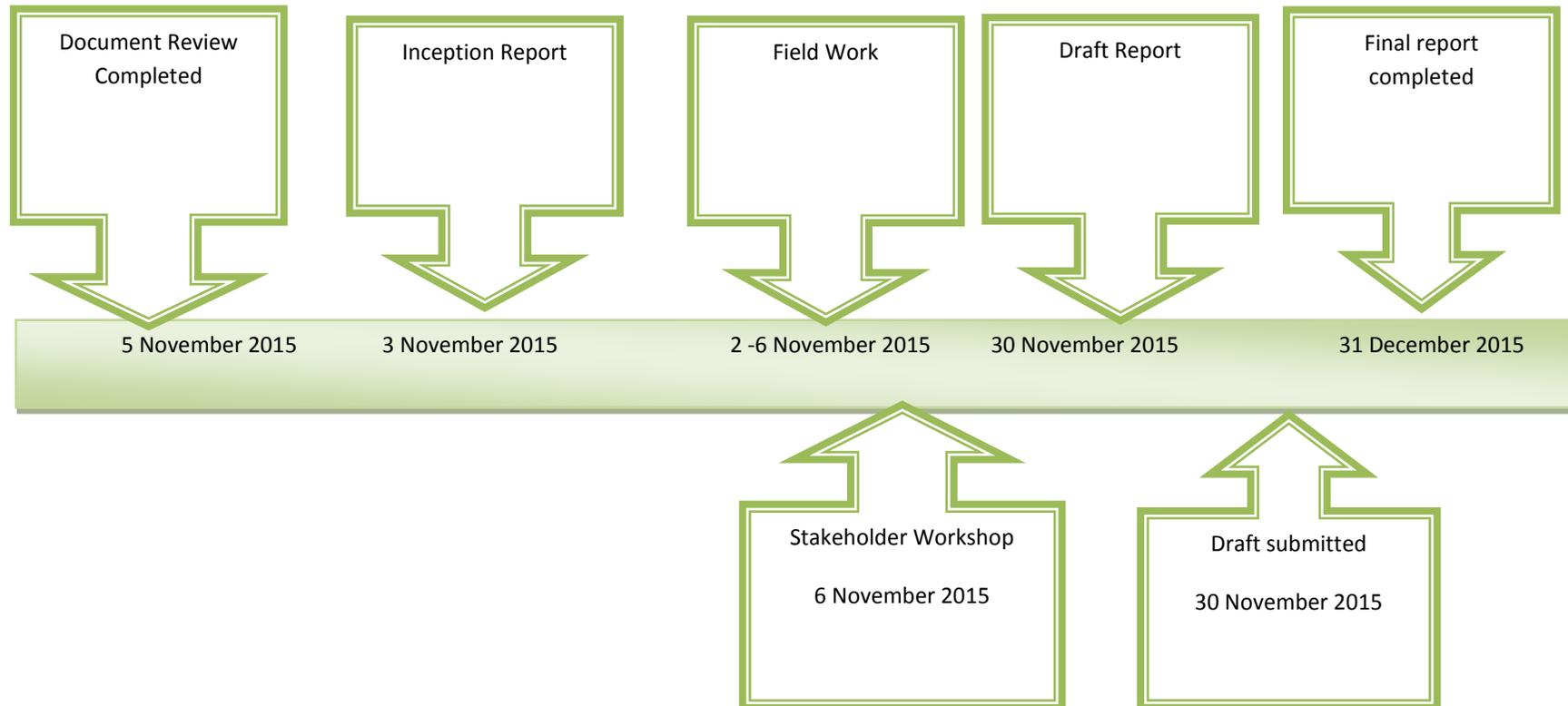
<p><b>3. Effectiveness and Effectiveness of Management Arrangement</b></p> <p>a. To what extent the project has achieved its objectives? Have the quantity and quality of the outputs produced been satisfactory? Did the benefits accrue taking into account those different needs of men and women?</p> <p>b. What have been major factors influencing the project achievement or non-achievement?</p> <p>c. Are the project partners using the outputs? Have they transformed outputs into outcomes?</p> <p>d. Has the project identified/strengthened skills in terms of promoting gender equality?</p> <p>e. Examine the extent that the project has adjusted/modified its strategy to respond to changing situation, if any on the ground or challenges faced? What, if any, alternative strategies would have been more effective in achieving the project's objectives?</p> <p>f. Were management capacities and arrangement adequate and did they facilitate good results and efficient delivery? Was there a clear understanding of the roles and responsibilities by all parties involved?</p> <p>g. Have the project implementation arrangements contributed to the enhanced capacity of the project's implementation partners?</p> <p>h. Did the project receive adequate political, technical and administrative support from its national partners, especially local governments at the project areas?</p> <p>i. How effectively did the project management and ILO monitor project performance and results?</p> <p>j. Was a monitoring and evaluation system in place and how effective has it been?</p> <p>k. Were appropriate means of verification for tracking progress, performance and achievement and indicator value defined?</p> <p>l. Were relevant information and data systematically collected? Was reporting satisfactory? Was data disaggregated by sex (and other characteristics, if relevant)?</p> <p>m. Was information regularly analyzed to feed into management decisions?</p>	<p>Achievement of outputs, development and immediate outcomes; Consistency and quality of survey data; An inventory of capacity building initiatives including training undertaken; Gender disaggregated database and summary tables; Evidence of changes in scope of work based on need assessment; The number and quality of staff at DOL in implementing the project; Quality of the terms of reference for service contract with DOL and other consultants; Knowledge of DOL staff about survey implementation and data management; Evidence of interagency collaboration and mutual ownership; Effectiveness of project management structure and supervision arrangements; Existence and adequacy of project monitoring, tracking and reporting system;</p>	<p>Project document, progress report, key informant interviews, survey data and list of other project outputs, project summary tables, need analysis report, mission meeting notes, terms of reference of service contract between ILO and DOL, job descriptions of project staff</p>	<p>Document review; Data tables review; Review of other project outputs in achieving outcomes; Focus group discussion; key informant interviews; stakeholder workshop records</p>	<p>Evaluator with support from project management</p>	<p>Once</p>	<p>A small cost for organizing stakeholder workshop</p>	<p>Evaluator  Project staff for noting discussion points</p>
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<p><b>4. Efficiency in Resource Use</b></p> <p>a. Have resources (funds, human resources, time etc.) been allocated strategically to achieve outputs and outcomes? Have they been used efficiently?</p> <p>b. The extent to which the project resources have been leveraged with others' related projects resources to maximize the impact, if any?</p> <p>c. Have Project funds and activities been delivered by ILO in a timely manner? What were the factors that have hindered timely delivery of project funds and the counter-measures that were put in place in lights of delayed delivery of project funds?</p>	<p>Resource allocation patterns; Time slippages; Reasons for delays, if any; Amount leveraged from other sources; Due diligence to avoid fiduciary risks; Evidence of fund reallocation with justification</p>	<p>Project expenditure data and disbursements; Project work programme and budgeting framework; Project progress report,</p>	<p>Review of resource allocation and expenditure pattern; Review of work programme, budget and progress report; Review of project financial records</p>	<p>Evaluator with support from ILO Yangon Programme Officer and project staff</p>	<p>Once</p>	<p>No additional cost</p>	<p>Evaluator</p>
<p><b>5. Sustainability</b></p> <p>a. To what extent will the project's benefits continue after the project ended? What are the major factors which will have or will influence the continuity of the project's benefits?</p> <p>b. To what extent will the project's benefits continue after the project ended? What are the major factors which will have or will influence the continuity of the project's benefits?</p> <p>c. To what extent the project has built a sense of ownership and enhanced capacity of government and other relevant partners in LMI?</p> <p>d. To what extent the government of Myanmar contributes or likely to contribute budget to support the labour force survey or any labour statistics in future?</p>	<p>Government's commitment to fund regular LF surveys; Stability of trained staff at DOL; Evidence of ownership of LF-CL-SW survey; Evidence of funds availability from other sources, if any; Recruitment and retention of qualified technical staff at DOL and other agencies using government's own resources;</p>	<p>Confirmation of the Government's commitment to conducting LF survey regularly;</p>	<p>Government budget records demonstrating allocation of resources for LF survey from internal resources;</p>	<p>Evaluator with support from project staff</p>	<p>Once</p>	<p>No additional cost</p>	<p>Evaluator</p>
<p><b>6. Impact</b></p> <p>a. What have been the impacts of the project? What are the future likely impacts that can be causally linked to the project interventions?</p> <p>b. Has the project successfully built or contributed or strengthened the capacity of the government and social partners in collecting/ analysing labour market information systems?</p>	<p>Evidence of linkages to government policies based on LF-CL-SWT Survey; Evidence of capacity in DOL and other agencies in conducting LF surveys; Evidence of analytical skills in DOL staff</p>	<p>Records of meeting notes</p>	<p>Key informant interviews, interviews with DOL SF survey core team</p>	<p>Evaluator with support from project staff</p>	<p>Once</p>	<p>No direct cost</p>	<p>Evaluator</p>
<p><b>7. Gender Issues</b></p> <p>Did the project collect and generate sex-disaggregated data?</p>	<p>Evidence of data tables by gender breakdown</p>	<p>Analytical survey report</p>	<p>Review of data tables</p>	<p>Evaluator and project staff</p>	<p>Once</p>	<p>No direct cost</p>	<p>Evaluator</p>

## ATTACHMENT 2: EVALUATION TIMELINE

Evaluation: Ganesh P. Rauniyar

Date: 3 November 2015



## Improving Labour Market Data Sources through Support to the National Labour Force and School-to-Work Transition Survey (MMR/12/01/RBS)

### FIELD VISIT AGENDA (1- 7 NOVEMBER 2015)

TIME	AGENDA
<b>Day 1: Sunday, 1 November 2015</b>	
16:40	Arrival of International Consultant in Yangon
<b>Day 2: Monday, 2 November 2015</b>	
09:30 – 10:00	Meeting with ILO Yangon Liaison Officer, a.i.
10:00 – 11:30	Meeting with ILO Yangon Programme Officers and Chief Technical Advisor (CTA)
15:00 – 16:00	Departure from Yangon and arrival in Nay Pyi Taw (travelled with CTA)
<b>Day 3: Tuesday, 3 November 2015</b>	
09:30 – 10:30	Meeting with CTA and National Programme Officer at the Project Office
11:00 – 12:00	Meeting with the Permanent Secretary, Ministry of Labour, Employment and Security (MOLES) and Director General, Department of Labour (DOL) at MOLES
12:00 – 13:00	Meeting with the Director, Department of Labour and her Staff and discussion on data collection process, data cleaning and verification and production of tables for the survey report
13:00 – 18:00	Review of documents available from the Project Office and preparation of Inception Report (sent to Evaluation Manager)
<b>Day 4: Wednesday, 4 November 2015</b>	
10:00 – 11:00	Discussion with CTA
11:30 – 12:30	Meeting with an Official from the Department of Science and Technology to discuss utility of labour force survey data for school-to-work transition programme planning Meeting at Central Statistical Organization (CSO) Deputy Director General and senior CSO staff
13:00 – 15:00	CSO staff
<b>Day 5: Thursday, 5 November 2015</b>	
10:00 – 11:00	Meeting with World Bank Economist based in Nay Pyi Taw to familiarize with the survey and statistical works supported and undertaken by the World Bank
12:30 – 13:30	Meeting with Ministry of Education and Department of Human Resources and Educational Planning senior staff to discuss school-to-work transition issues and utility of labour force survey data and results
14:00 – 15:30	Meeting with the senior officials from the Department of Population and UNFPA Chief Technical Advisor to discuss population statistics and understand methodological issues adopted in the Census survey.
<b>Day 6: Friday, 6 November 2015</b>	
10:00 – 11:30	Meeting with Field Supervisors and Enumerators deployed by the Department of labour for Labour Force Survey to understand practical issues in data collection and data verification.
14:00 – 16:00	Stakeholder Workshop at MOLES participated by the MOLES Permanent Secretary, senior DOL staff and members of Technical Advisory Group for the Project
<b>Day 7: Saturday, 7 November 2015</b>	
07:50	Departure from Nay Pyi Taw for Yangon
10:25	Departure from Yangon for Manila via Singapore
22:45	Arrival at home base

## LIST OF PEOPLE MET

Name	Position	Organization
Piyamal Pichaiwongse	Liaison Officer a.i.	ILO Liaison Office, Yangon
Lourdes Kathleen Santos Macasil	Programme Officer	ILO Liaison Office, Yangon
Than Htut Lwin	Programme Assistant	ILO Liaison Office, Yangon
Debi Prasad Mondal	Chief Technical Advisor	Myanmar Labour Force and School-to-Work Transition Survey, Department of Labour, Nay Pyi Taw
Win Myint	National Programme Officer	Myanmar Labour Force and School-to-Work Transition Survey, Department of Labour, Nay Pyi Taw
U Myo Aung	Permanent Secretary,	Ministry of Labour, Employment and Social Security and Director General, Department of Labour, May Pyi Taw
Sandar Aye	Director	Department of Labour, Nay Pyi Taw
Kyaw Kaing Soe	Assistant Director	Manpower Statistics Division, Department of Labour
Saw Yu Yu Wai	Staff Officer	Manpower Statistics Division, Department of Labour
Thu Zar Khin	Staff Officer	Manpower Statistics Division, Department of Labour
Kyaw Htway	Workers' Representative	Workers' organization at Pgin Ma Na Sugar Mill
Thura	Workers' Representative	Workers' organization at Pgin Ma Na Sugar Mill
Han Tun Aung	Assistant Director	Technical and Vocational Department, Ministry of Science and Technology
Marlar Aung	Deputy Director General	Central Statistics Organization, Nay Pyi Taw
Khin Win Nyunt	Director	Central Statistics Organization, Nay Pyi Taw
Khin Moe Moe	Director	Central Statistics Organization, Nay Pyi Taw
Myint Myint Win	Deputy Director	Central Statistics Organization, Nay Pyi Taw
Nyein Nyein Maw	Deputy Director	Central Statistics Organization, Nay Pyi Taw
Thida Htwe	Assistant Director	Central Statistics Organization, Nay Pyi Taw
Cho Cho Myint	Assistant Director	Central Statistics Organization, Nay Pyi Taw
Min Ye Paing Hein	Economist	World Bank, Nay Pyi Taw
Aung Kyaw Thin	Deputy Director General	Department of Human Resources and Educational Planning
Ko Lay Win	Director, Planning & HRD	Department of Human Resources and Educational Planning
Mu Aung	Director, Planning & Statistics	Union Minister's Office, Ministry of Education
U Min Zaw Oo	Assistant Director, Statistics	Department of Human Resources and Educational Planning
U Nyi	Director	Department of Population (DOP)
Yin Yin Kying	Deputy Director	DOP
Fredrick Otieno Okwayo	Chief Technical Adviser	UNPFA/Department of Population, Nay Pyi Taw

**Improving Labour Market Data Sources in Myanmar through Support to the  
National Labour Force and School-to-Work Transition Survey 2014-2015**

**STAKEHOLDER WORKSHOP AGENDA (6 November 2015, 4.00 – 6:00 pm)**

Time	Topic
16:00 – 16:20	Opening speech by U Myo Aung, Permanent Secretary, Ministry of Labour, Employment and Social Security and Director General, Department of Labour
16:20 – 16:30	Welcome speech by Debi Prasad Mondal, Chief Technical Advisor (CTA), LFS Project
16:30 – 17:30	PowerPoint® Presentation by Independent Evaluation Team Leader/Consultant Ganesh Rauniyar <ul style="list-style-type: none"> <li>• Background</li> <li>• Objective of Evaluation</li> <li>• Evaluation Framework and Methodology</li> <li>• Emerging Findings</li> <li>• Tentative Recommendations</li> </ul>
17:35 – 18:00	Concluding remarks by Permanent Secretary, Questions and Answers and General Discussion

**LIST OF STAKEHOLDER WORKSHOP PARTICIPANTS**

**6 November 2015, Ministry of Labour, Employment and Social Security, Nay Pyi Taw**

Name	Position	Agency
U Myo Aung	Permanent Secretary	Ministry of Labour, Employment and Social Security (MOLES)
U Han Htun Aung	Director General Assistant Director	Department of Labour (DOL) Department of Technical and Vocational Education (DTVE)
U Han Win Aung	Assistant Director	DTVE
Daw Khin Moh	Director	Central Statistical Organization (CSO)
Daw Cho Myint	Assistant Director	CSO
U Min Zaw Oo	Assistant Director	CSO
Daw M Mu Myint	Accountant -1	Department of Human Resource and Education Planning (DHREP)
Daw Wai Thin	Staff Officer	DHREP
Daw Yin Kying	Deputy Director	Department of Population
Daw Khin New Oo	Deputy Director General	DOL
Daw Sander Aye	Director	DOL
U Kyaw Naing Soe	Assistant Director	DOL
Daw Win Myint	Staff Officer	DOL
Daw Saw YoY o Wai	Staff Officer	DOL
Daw Mya Htwe	Staff Officer	DOL
Daw Ah Pwint	Assistant Labour Officer	DOL
Daw Win Kyaw	Upper Divisional Clerk	DOL
Daw Aye Thwe	Upper Divisional Clerk	DOL
Daw Yu Swe	Upper Divisional Clerk	DOL
Daw Sow May Zin	Lower Divisional Clerk	DOL
Daw Nan Calaar Htain	Lower Divisional Clerk	DOL
Debi Prasad Mondal	Chief Technical Advisor	LFS Survey ILO NPT/DOL
Daw Win Myint	National Programme Officer	LFS Survey ILO NPT/DOL
Ganesh P Rauniyar	Team Leader/Independent Evaluation Consultant	Final Project Evaluation/ILO

## Project Targets and Achievements at Final Evaluation

**Development Objective:** Increased capacity of Myanmar to produce comprehensive, up-to date, gender responsive, and internationally comparable labour market data through regular labour force surveys, as well as using data for informed employment policy formulation and monitoring.

Project Outcome/Output/Activities	Indicator(s)	Status at Project Evaluation
<b>Immediate Outcome 1:</b> Improved labour market information system in Myanmar through a comprehensive National Labour Force, Child Labour and School-to-Work Transition Survey 2013-2014	Updated labour force, child labour and school-to-work transition sex-disaggregated indicators available to constituents and stakeholders in Myanmar, as well as to international organizations, with a particular focus on the situation of women, children and youth.	Data tabulation is complete and awaiting for methodological validation by an external consultant (expected to be completed by 15 December 2015; data table shared with the technical working group members.
<b>Output 1.1:</b> A comprehensive training on Labour Statistics and Labour Market Information is organized by ILO, in consultation with Myanmar CSO and MOL.	Outputs indicators: 1. Capacity needs assessment report, 2. LMIS training workshop, 3. LF-CL-SWT Survey instruments (concepts, questionnaires, manuals, and methodology), 4. LF-CL-SWT Survey data sets, 5. LF-CL-SWT Survey report	Training organized but capacity needs assessment report not available. Survey preparation completed and accomplished. Data collection task implemented and data set nearing finalization. Labour Force Survey report not available.
<b>Output 1.2:</b> F-CL-SWT Survey Preparations completed.		Reviewed initial draft of child labour and school-to-work transition survey report, but both require substantial work including interpretation and analysis.
<b>Output 1.3:</b> LF-CL-SWT Survey 2013-2014 data collection operations implemented.		Since reports are not available, dissemination work has not commenced. Output 4 is largely unaccomplished at evaluation. LMIS training workshop conducted by the project not accomplished.
<b>Output 1.4:</b> LF-CL-SWT Survey 2013-2014 report prepared and disseminated, including data from existing enterprise surveys, sex-disaggregated data as well as gender equality indicators, with the participation of tripartite partners.		
Activities:		
1.1.1 Prepare an assessment of Myanmar labour market information system and identify capacity needs in consultations with national stakeholders;		Not accomplished.
1.1.2 Prepare training contents (subjects to include are: National programme of labour statistics, Statistics on the size and structure of the economically active population, Statistics of income from employment, working time and labour cost, Measurement of informal employment and employment in the informal sector, Child labour statistics, Statistics on migrant workers, Statistical classifications: ISCED -97, ISCO-08, ICSE-93, ISIC (Rev.4), Mainstreaming gender in labour statistics, Decent Work indicators, Data analysis and dissemination, etc.);		Largely accomplished.
1.1.3 Conduct the general training course with CSO and MOL;		Accomplished.
1.1.4 Organize international training of CSO and MOL staff on		Accomplished.

	labour and child labour statistics.	
1.2.1	Prepare the LF-CL-SWT Survey institutional set-up (steering and technical committees?);	TWG and SC established. TWG met 7 times and SC only once.
1.2.2	Review and update labour statistics main concepts and definitions;	Accomplished.
1.2.3	Prepare the sampling design, draw the national sample;	Accomplished. Used DOP
1.2.4	Preparation and implementation of households listing;	sampling frame and household
1.2.5	Draft the LF-CLSWT Survey main tools (questionnaires, interviewers' and supervisors' instruction Manuals);	listing
1.2.6	Conduct and analyse the LF-CL-SWT Survey pilot survey;	Accomplished.
1.2.7	Finalise the survey methodology.	Not accomplished yet, Accomplished.
1.3.1	Recruit interviewers and organize the main survey training for supervisors and interviewers;	Mobilized DOL staff and trained.
1.3.2	Print the LF-CL-SWT Survey questionnaires and other instruments and manual;	Done.
1.3.3	Conduct the full-scale LF-SWT Survey field activities;	Completed.
1.3.4	Assess field activities and provide LF-CL-SWT Survey progress report.	Completed.
1.4.1	Preparation of the tabulation plan and sample weighting;	Completed.
1.4.2	Provide support to additional tabulation and analysis of existing enterprise surveys in the country for labour demand and skills data;	Not accomplished.
1.4.3	Preparation of a comprehensive LF-CL-SWT Survey report including data from enterprise surveys (methodology, survey description, etc, in consultation with international support), with sex-disaggregated data as well as gender equality indicators;	In process but not accomplished.
1.4.4	Organize a national stakeholders' validation of the LF-CL-SWT Survey results and critically evaluate the LF-CLSWT Survey process;	Not accomplished.
1.4.5	Publish and disseminate the LF-CL-SWT Survey results (organize a dissemination event).	Not accomplished yet, awaiting methodological validation
<b>Immediate Outcome 2:</b>	Enhanced capacity of tripartite constituents and relevant government agencies to formulate, implement, monitor and evaluate policies, programmes and projects for the country's decent work agenda through improved labour market information.	Not yet accomplished.
	1. Roadmap allowing for the national and international institutions to have at their disposal comprehensive, up-to date and internationally comparable labour market information to design and monitor policies and programmes promoting decent work adopted by the Government.	

<b>Output 2.1:</b> Use of statistics and analysis by policy makers and social partners improved	1. Number of national policy documents (such as the DWCP, the national employment policy, etc) with high reference to labour statistics (LFS-SWTS 2013-2014 data),	None so far.
<b>Output 2.2:</b> Knowledge of constituents and key stakeholders on labour market information improved, and the awareness on the importance of regular gathering of labour market data raised.	2. High media reference to labour market data (number of media references per year, ideally at least once per quarter),	General awareness among the TWG members and selected development partners exists but they have not seen the outputs or any other products generated by the Project.
	3. Number of trained women and men staff involved in the production and analysis of labour market data (sex disaggregated indicator),	One Director and three other DOL staff
	4. Reports in which labour market data is presented and analysed prepared and published.	No report published. Since data validation is not complete, analysis has not taken place.
2.1.1 Conduct meetings with key users to review current use of labour statistics;		Not accomplished.
2.1.2 Organize training workshops on methods of analysis for technical specialists in government agencies and for social partners;		Not accomplished.
2.1.3 Organize workshops for employers' organizations and trade unions to increase awareness about labour statistics produced by the labour force survey and show how they fit within a broader system of labour market information for employers and workers' organizations.		Not accomplished.
2.2.1 Prepare press releases and promotional materials of the LFC-SWTSurvey 2013-2014 results;		No press release yet due to data disputes with the 2014 Census results.
2.2.2 Prepare and organize media events to raise awareness about the use of statistics from the labour force survey and on child labour prevalence;		Not done yet.
2.2.3 Arrange individual executive meetings to explain the concepts and analysis of labour statistics and key indicators from the labour force survey;		Limited in scope and largely restricted to MOLES and DOL.
2.2.4 Organize targeted workshops for high-level policy makers and technical experts from key stakeholders' agencies (Ministry of Labour- MOL, Ministry of Finance and Revenue- MFR?, Ministry of National Planning and Economic Development, and other key government agencies), as well as for employers' and workers' organizations, to raise awareness, enhance capacity and improve knowledge about labour statistics and key indicators from the labour force survey.		Not accomplished.
<b>Immediate Outcome 3:</b> The framework for regular data collection of labour statistics is developed with regular budget allocation from national budgeting.	1. A master surveys plan including regular labour force surveys adopted by the government and funded.	Master survey plan has not been developed yet, but draft follow up annual LFS format has been prepared. MOLES seeking external funding for follow up surveys. Government's budget allocation for LFS is yet to materialize.
<b>Output 3.1:</b> Myanmar master survey plan is revised to include regular labour force surveys.	1. A technical proposal for regular LFS prepared and approved by the	Not aware of master survey plan and hence revision is not applicable.

<p><b>Output 3.2:</b> A strategic work plan for Myanmar quarterly labour force surveys is prepared, including the required sampling frame, surveys tools, and tabulation plans (quarterly and annual).</p>	<p>Government, 2. A plan to allocate funds for regular LFS developed by the Government of Myanmar.</p>	<p>Government has not prepared any technical proposal for Government's approval. Too early for a strategic work plan for quarterly LFS surveys as initial thinking is on annual surveys. Government froze 2015 budget due to election, and hence commitment for 2016 yet to materialize.</p>
<p>3.1.1 Organize discussions on the future Myanmar LFS master sampling frame, in line with preparations for the 2014 population census;</p>	<p>Discussion is largely limited within MOLES and DOL.</p>	
<p>3.1.2 Provide assistance in updating the country's surveys master plan;</p>	<p>None at present.</p>	
<p>3.1.3 Organize a technical workshop to validate the sampling frame and surveys master plan; Provide advice in advocating for national funding of the surveys master plan.</p>	<p>No action taken so far.</p>	
<p>3.2.1 Provide support to prepare the needed methodology (sampling, questionnaire, tabulations, etc.) for a system of quarterly labour force surveys;</p>	<p>Technical guidance for annual LFS provided by CTA, quarterly LFS is premature at this stage.</p>	
<p>3.2.2 Advise the work plan and required resources for regular LFS as well as quarterly LFS reports;</p>	<p>Limited technical advice provided by CTA.</p>	
<p>3.2.3 Advise strategies for sustainable funding to the system of regular LFS;</p>	<p>No progress on this front.</p>	
<p>3.2.3 Organize a review and evaluation of the Project support to Myanmar labour statistics;</p>	<p>Only this final evaluation of the project.</p>	
<p>3.2.4 Organize a validation workshop on the system of regular LFS and way forward for its implementation.</p>	<p>Yet to be accomplished.</p>	

## LIST OF PROJECT STEERING COMMITTEE MEMBERS

Member	Department/Office	Ministry
Director General	Labour (DOL)	Labour, Employment and Social Security
Director General	General Administration (DGA)	Home Affairs
Director General	Central Statistical Organization (CSO)	National Planning and Economic Development
Director General	Planning (DOP)	National Planning and Economic Development
Director General	Foreign Economic Relations (DFER)	National Planning and Economic Development
Director General	Agricultural Planning	Agriculture and Irrigation
Director General	Education Planning and Training (renamed as Human Resource and Education Planning) (DHREP)	Education
Director General	Health Planning (DPL)	Health
Deputy Director General	Population (DOP)	Immigration and Population
Representative	Employers' organization	
Representative	Workers' organization	
Representative	Myanmar Maternal and Child Welfare Association	
Director	Labour (DOL)	Labour, Employment and Social Security

Source: DOL

## LIST OF TECHNICAL WORKING GROUP COMMITTEE MEMBERS

Member	Designation and Office
U saw Naing	Deputy Director General, DOL
Mr Debi Prasad Mandal	Project Chief Technical Advisor, ILO-Nay Pyi Taw
Statistician representative	Statistical Sector Working Group
Daw Win Myint	National Programme Officer, ILO-Nay Pyi Taw
Representative	GIZ
U Aung Htay Win	Director, DOL
Daw Mu Aung	Director, Human Resource and Education Planning (HREPD)
Daw Win Win Than	Deputy Director, CSO
Daw Yin Yin Kying	Deputy Director, DOP
U Han Htun Aung	Lecturer, Department of Technical and Vocational Education
Daw Myint Myint Win	Assistant Director, CSO
Daw Thi Thim Nwe	Assistant Director, DOP
U Min Zaw Oo	Staff Officer, HREPD
Daw Sandar Aye	Deputy Director (currently Director), DOL

Source: DOL

## LIST OF TABLES GENERATED BY LFS-CL-STWT SURVEY 2015

<b>Table No.</b>	<b>Contents of Data Tables</b>
<b>Labour Force Characteristics</b>	
1	No. of Enumerator Area (EA) Blocks, households and persons surveyed by State/Region/UT in Myanmar
2 - A	Percentage distribution of population by State/Region/UT
2 - B	Percentage distribution of population by age group
3	Percentage distribution of households by household size
4	Dependency ration by type of residency, sex and State/Region/UT <ul style="list-style-type: none"> <li>- Male headed households</li> <li>- Female headed households</li> <li>- All households</li> </ul>
5	Percentage distribution of households by type of materials used for wall of their dwelling unit
6	Percentage distribution of households by type of materials used for roof of their dwelling unit
7	Percentage distribution of households by size class of household land possessed <ul style="list-style-type: none"> <li>- By Area type – Urban/Rural/Urban+Rural</li> </ul>
8	Percentage distribution of households by gross area cultivated <ul style="list-style-type: none"> <li>- By Area type – Urban/Rural/Urban+Rural</li> </ul>
9	Percentage of households by source of their income
10	Percentage of households by their indebtedness
11	Percentage distribution of persons (of age 15 years and above) by marital status
12	Selected features of persons living abroad
13	Percentage distribution of persons living abroad by reason for going abroad
14	Percentage distribution of persons living abroad by country
15 – A	Percentage distribution of persons migrated from other townships during the reference period
15 - B	Percentage distribution of persons birth in other place
16	Percentage distribution of persons migrated within the country by reason of migration
17	Percentage of persons having disability for each type of disability
18	Percentage distribution of literate persons of age 5 years and above
19 – A	Percentage distribution of persons of age 5 years and above by highest level of general education completed by sex <ul style="list-style-type: none"> <li>- Male</li> <li>- Female</li> </ul>
19 - B	Percentage distribution of persons of age 5 years and above by highest level of general education completed Percentage distribution of persons of age 5 years and above with level of education above high school by field of study over age groups:
20 – A	<ul style="list-style-type: none"><li>- Male</li></ul>
20 – B	<ul style="list-style-type: none"><li>- Female</li></ul>
20 - C	<ul style="list-style-type: none"><li>- All</li></ul>
21	Percentage of persons of age 15 years and above receiving training outside the formal education system during the last year by age group
22	Percentage distribution of persons of age 15 years and above by labour force status over age-groups by <ul style="list-style-type: none"> <li>- Area type (Urban/Rural/Urban+Rural) for sex (Male/Female/All)</li> </ul>
23	Percentage distribution of employed persons of age 15 years and above by employment status over age-groups <ul style="list-style-type: none"> <li>- Main job</li> <li>- Secondary job</li> <li>- Pre-dominant job in last year</li> </ul>
24	Percentage distribution of employed persons of age 15 years and above by employment status <ul style="list-style-type: none"> <li>- Main job</li> <li>- Secondary job</li> <li>- Pre-dominant job in last year</li> </ul>
25	Percentage distribution of persons aged 15 years and above in employment as per current jobs in last year by occupation major group
26	Percentage distribution of persons aged 15 years and above in employment as per current job in last year by Industry Section

- 27 Percentage distribution of persons aged 15 years and above by labour force status over educational levels  
- By Area Type (Urban/Rural/Urban+Rural) for Sex (Male/Female/All)
- 28 Percentage distribution of persons aged 15 years and above receiving training outside the formal education system during the last year by subject of training (ISECD) and labour force status
- 29 Percentage distribution of persons aged 15 years and above receiving training outside the formal education system during the last year by employment status at main job
- 30 Percentage distribution of persons aged 15 years and above by decile class of population by monthly per capita consumer expenditure over labour force status  
- By Area Type (Urban/Rural/Urban+Rural)
- 31 Percentage distribution of persons aged 15 years and above by size class of household land possessed over labour force status  
- By Area type (Urban/Rural/Urban+Rural)
- 32 Percentage distribution of persons aged 15 years and above by ownership status of dwelling unit over labour force status  
By Area type (Urban/Rural/Urban+Rural)
- 33 Percentage distribution of persons aged 15 years and above in employment by type of the ownership of their workplace
- 34 Percentage distribution of employed persons aged 15 years and above by the size of their establishment
- 35 Percentage distribution of employed persons aged 15 years and above by the length of service in main job
- 36 Percentage distribution of employed persons aged 15 years and above by the type of their place of work
- 37 Percentage distribution of employed persons aged 15 years and above by registration of their workplace
- 38 Percentage distribution of employed persons aged 15 years and above by maintenance of accounts of their workplace
- 39 Percentage distribution of employed persons aged 15 years and above by employment sector and status  
- By Area type (Urban/Rural/Urban+Rural) for Sex (Male/Female/All)
- 40 Percentage distribution of employed persons aged 15 years and above by employment status  
- By type of employment (Formal/Informal)
- 41 Average hours worked per week per person of age 15 years or above taking into account main and other job(s) by employment status at main job
- 42 Average hours worked per week per person of age 15 years or above at main job and other jobs
- 43 Percentage distribution of persons of age 15 years and above by number of hours usually worked per week over age-groups  
- By Type of employment (Formal/Informal) for type of job (main and other jobs)
- 44 Percentage distribution of persons of age 15 years and above by number of hours usually worked per week
- 45 Percentage distribution of persons of age 15 years and above by underemployment
- 46 Percentage distribution of employed persons of age 15 years and above by the extent of their satisfaction with their main job
- 47 – A Percentage distribution of employed persons of age 15 years and above in underemployment by reason for changing employment situation
- 47 - B Percentage of persons by labour market attachment
- 48 Indicators of labour underutilization  
- By age group/State-Region
- 49 – A Percentage distribution of persons of age 15 years and above neither employed nor available for work by reason of not willing to work or available to work
- 49 - B Percentage distribution of persons of age 15 years and above without work, available for work but not actively seeking work by reason for not seeking work
- 50 – A Percentage distribution of employees aged 15 years and above by daily income received at main job
- 50 - B Percentage distribution of employees aged 15 years and above by monthly salary received at main job  
- By State/Region/UT  
- By Industry section
- 51 Percentage distribution of employees aged 15 years and above by their period of payment at main job
- 52 Percentage distribution of self-employed persons aged 15 years and above by monthly income received at main job
- 53 Break-up of average daily income of employees aged 15 years and above by Industry Section at main job
- 54 Percentage employees aged 15 years and above receiving any subsidized or free goods and services from employer by Industry Section
- 55 Percentage distribution of employees aged 15 years and above getting facility of social security at main job  
- Type of employment (Informal/Formal/All)
- 56 Percentage distribution of employees aged 15 years and above by type of job contract
- 57 Percentage distribution of employees aged 15 years and above by duration of job contract
- 58 Percentage distribution of employees aged 15 years and above by having limited job contract by reason
- 59 Membership of employed persons aged 15 years and above by Labour Organization  
- Type of Labour Organization (Workers/Employers)

- 60 Percentage distribution of employed persons aged 15 years and above by type of injury over occupational major groups
- 61 Percentage distribution of employed persons aged 15 years and above by type of injury over Industry Section
- 62 Percentage distribution of persons by activity to produce goods for household consumption during the last 30 days
- 63 Average monthly hours of production of good for household use per person during last 30 days
- 64 Percentage distribution of employed persons aged 15 years and above engaged in production of goods for household use in the last 30 days by Industry Section

**Child Labour Characteristics**

- 1 Number of Enumerator Area Blocks (EAs), households and children surveyed by State/Region/UT
- 2 Estimated number of children by age group
- 3 Percentage distribution of households by household characteristics with child over age-groups and working status of children
- 4 Percentage distribution of households by characteristics of the head of the households over age-groups and working status of children
- 5 Distribution of children by age-group separately for working children and all children
- 6 Percentage distribution of working children by status of living with parents
- 7 Percentage distribution of children migrated within the country by reason of migration
- 8 Literacy rate for children by age-group, sex and State/Region/UT
- 9 Percentage distribution of children by level of education
- 10 Percentage distribution of children by grade/level of education currently attending
- 11 Percentage distribution of currently attending children by reason of missing any school day during last 7 days
- 12 Percentage distribution of children leaving school by reason of leaving school
- 13 Percentage distribution of children never attended by reason
- 14 Percentage distribution of working children by status of employment
- 15 Percentage distribution of children on paid employment by social benefits at main job
- 16 Percentage distribution of working children by type of ownership of their workplace
- 17 Percentage distribution of working children by size of their enterprise
- 18 Percentage distribution of working children by length of service in current job
- 19 Percentage distribution of working children by their place of work
- 20 Percentage of working children by Industry Section
- 21 Percentage of working children by occupation group
- 22 Percentage distribution of working children by weekly hours worked
- 23 Percentage distribution of children on paid employment by daily income received at main job over type of residence, age-group and State/Region/UT
- 24 Percentage distribution of children on paid employment by their period of payment at main job over type of residence, age-group and State/Region/UT
- 25 Percentage distribution of children on paid employment by monthly income received at main job over type of residence, age-group and State/Region/UT
- 26 Percentage distribution of working children by type of injury due to the most serious work accident during the last one year over occupational major groups
- 27 Percentage distribution of working children by type of injury over Industry Sections
- 28 Percentage distribution of working children by hazards exposed at work over age-group, type of residence and State/Region/UT
- 29 Percentage distribution of working children by hazards exposed at work over Industry Section at current main job
- 30 Percentage distribution of working children by type of abuse at workplace
- 31 Percentage distribution of working children by usual work time during last 7 days
- 32 Percentage distribution of working children by weekly hours of household services performed
- 33 Percentage children performing household tasks during the last 7 days
- 34 Percentage of children by activities to produce goods for household consumption
- 35 Average monthly hours worked for production of goods for household use by children during the last 30 days
- 36 Percentage of children by working and school attendance status
- 37 Percentage of working children by type of work during the last 7 days

**School-to-Work Transition Characteristics**

**GLOBAL**

- 1 Number of Enumerator Area Blocks (EAs), households and youth surveyed by State/Region/UT
- 2 Estimated number of youth by age-group
- 3 Percentage distribution of youth by age-group
- 4 Percentage distribution of youth by marital status
- 5 Percentage distribution of youth by level of education
- 6 Percentage distribution of youth migrated between States, Regions and UT during the last 5 years
- 7 Percentage distribution of youth migrated within the country by reason
- 8 Percentage distribution of youth by level of education over labour force status
- 9 Percentage distribution of youth's education achievement by decile class of population by per capita monthly consumer expenditure
- 10 Percentage distribution of youth leaving school by reason

- 11 Distribution of NEET youth
- UNEMPLOYED**
- 12 Percentage distribution of unemployed youth by duration of job search
- 13 Percentage distribution of unemployed youth by type of work looking for
- 14 Percentage distribution of unemployed youth by decile class of population by average household monthly per capita consumption expenditure
- 15 Percentage of youth unemployed by strict and relaxed definition and discouragement
- 16 Percentage distribution of youth without work, available for work but not actively seeking work for reasons not seeking work
- 17 Percentage distribution of youth by method of searching job
- INACTIVE YOUTH**
- 18 Percentage distribution of inactive youth by reason for inactivity
- EMPLOYMENT**
- 19 Percentage distribution of youth population by status in employment
- 20 Percentage working youth by industry group
- 21 Percentage distribution of youth employment by aggregate industrial sector
- 22 Percentage distribution of youth in employment by occupation (ISCO-08)
- 23 Percentage distribution of youth on paid employment by access to benefits/entitlements
- 24 Average income of youth wage and salaried workers at main job during the reference period ..... by level of education
- 25 Average monthly income of young self-employed worker at main job during the last one year by level of education
- 26 Percentage distribution of youth employed by usual hours worked per week
- 27 Percentage distribution of employed youth who would like to change their work by reason
- 28 Percentage distribution of youth on temporary contract by reason
- 29 Percentage distribution of unemployed youth by duration of seeking job
- 30 Percentage distribution of employed youth by degree of their job satisfaction over type of residence, sex and level of educational attainment
- TRANSITION**
- 31 Percentage distribution of youth by stage of transition
- 32 Percentage distribution of youth by stage of transition over level of education
- 33 Percentage distribution of youth by stage of transition over decile class of population by average household monthly per capita consumption expenditure
- 34 Percentage distribution of youth who have not started their transition by sub-category
- 35 Percentage distribution of youth by transition group
- 36 Percentage distribution of "in transition" youth by sub-category over type of residence, decile class of population over per capita monthly consumer expenditure and level of educational attainment
- 37 Percentage distribution of transited youth by sub-category over type of residence, decile class of population over per capita monthly consumer expenditure and level of educational attainment
- 38 Percentage distribution of total employment and transited youth by sub-category over major occupation groups
- 39 Percentage distribution of transited youth by flow to stable and/or satisfactory employment
- 40 Percentage distribution of transited youth by the path of transition
- 41 Percentage distribution of transited youth by the classification of duration of transition