

# ILO EVALUATION

- Evaluation Title: **Vision Zero Fund - Myanmar - Midterm evaluation**
- ILO TC/SYMBOL: **MMR/16/51/MUL**
- Type of Evaluation : **Independent midterm evaluation**
- Country : **Myanmar**
- Date of the evaluation: **27 May 2019 until 18 August 2019 (Field mission dates: 10 – 21 June 2019)**
- Name of consultant(s): **Dr. Theo van der Loop, International Consultant**
- ILO Administrative Office: **ILO-Yangon**
- ILO Technical Backstopping Office: **LABADMIN/OSH, Geneva**
- Date project period: **January 2018 to April 2020**
- Donor: country and budget US\$ **Vision Zero Fund (VZF) – a G7 Multi-Donor Trust Fund**
- Evaluation Manager: **Mr. Phu Huynh, Employment Specialist of the Decent Work Technical Support Team (DWT) Bangkok, and Ms. Pamornrat Pringsulaka, Regional Evaluation Officer (REO) at ILO Regional Office for Asia and the Pacific (ROAP) Bangkok**

***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 Office***

## Table of Contents

<b>List of Tables</b> .....	<b>iii</b>
<b>List of Abbreviations</b> .....	<b>iv</b>
<b>Executive Summary</b> .....	<b>vi</b>
<b>1 Introduction</b> .....	<b>1</b>
1.1 Background and Context of the VZF-OSH project .....	1
1.2 Purpose, Scope and Clients of the Evaluation .....	5
<b>2 Methodology of the Evaluation</b> .....	<b>6</b>
2.1 Conceptual Framework: Data Collection Worksheet.....	6
2.2 Methodology, Work Plan and Key Deliverables.....	6
<b>3 Overall Findings</b> .....	<b>5</b>
3.1 Relevance .....	5
3.2 Validity of Design .....	7
3.3 Effectiveness.....	10
3.4 Efficiency.....	14
3.5 Impact .....	17
3.6 Sustainability.....	20
<b>4 Conclusion and Recommendations</b> .....	<b>22</b>
4.1 Conclusions .....	22
4.2 Recommendations .....	26
<b>5 Lessons Learned and Good Practices</b> .....	<b>29</b>
5.1 Lessons Learned .....	29
5.2 Good Practices .....	32

## List of Annexes

<b>Annex 1</b> Terms of Reference (TOR).....	<b>41</b>
<b>Annex 2</b> Inception Report.....	<b>42</b>
<b>Annex 3</b> Mission Schedule and List of Stakeholders interviewed.....	<b>43</b>
<b>Annex 4</b> Data Collection Worksheet .....	<b>47</b>
<b>Annex 5</b> Theories of Change .....	<b>50</b>
<b>Annex 6</b> Selection of Documents Consulted.....	<b>52</b>

## List of Tables

<b>1</b>	Objectives and Outputs as given in the revised LogFrame of 20 November 2018 .....	<b>3</b>
<b>2</b>	Budget and Expenditures until June 2019 by Budget categories .....	<b>19</b>

## List of Abbreviations

ACTEMP	(ILO) Bureau on Employers' Activities
ACTRAV	(ILO) Bureau on Workers' Activities
ADB	Asian Development Bank
AFFM-IUF	Agriculture & Farmer Federation of Myanmar (Food Allied Workers)
AMH	Aung Myin Hmu (Industry Solutions for Safe Employment)
ASEAN	Association of South East Asian Nations
CPO	Country Programme Outcome
CSO	Civil Society Organization
CTUM	Confederation of Trade Unions Myanmar
DoA	Department of Agriculture
DWCP	Decent Work Country Programme
DWT	ILO Decent Work Technical Support Team for Southeast Asia
EBA	Everything but Arms
EII	Employment Injury Insurance
EO	Employers' Organisation
EU	European Union
FGD	Focused Group Discussion
FGLLID	Factories and General Labour Laws Inspection Department
GAP	Good Agricultural Practices
GAP-OSH	Global Action for Prevention on OSH (ILO Flagship Programme)
GIP	Garment Industry Project of ILO
GoM	Government of Myanmar
H&M	Hennes & Mauritz
ILO	International Labour Organization
ILS	International Labour Standard
ITC	(ILO) International Training Centre in Turin
LABADMIN/OSH	ILO Labour Administration, Labour Inspection and Occupational Safety and Health Branch
M&E	Monitoring and Evaluation
MICS	Myanmar Industries, Crafts and Services Trade Union Federation
MGMA	Myanmar Garment Manufacturers Association
MMK	Myanmar Kyat
MoHS	Ministry of Health and Sports
MoLIP	Ministry of Labour, Immigration and Population
NGO	Non-Governmental Organization
NPC	National Project Coordinator
NTDF	National Tripartite Dialogue Forum
OECD	Organization for Economic Cooperation and Development
OSH	Occupational Safety and Health
PARDEV	ILO Partnerships and Field Support Department
PCC	Project Consultative Committee
PRODOC	Project Document
RBM	Results-Based Management
ROAP	(ILO) Regional Office for Asia and the Pacific
SCORE	Sustaining Competitive & Responsible Enterprises

SDG	Sustainable Development Goals
SME	Small and Medium-sized Enterprises
SSB	Social Security Board
SMART	Specific, Measurable, Achievable, Realistic and Time-bound goals
ToC	Theory of Change
ToR	Terms of Reference
TOT/ToA	Training of Trainers/Training of Assessors
TVET	Technical and Vocational Education and Training
UMFCCI	Union of Myanmar Federation of Chambers of Commerce and Industry
UN	United Nations
UNDAF	United Nations Development Assistance Framework
VZF	Vision Zero Fund
WO	Workers' Organisation

# Executive Summary

## **Background and description of the project**

The present Evaluation Report is mandated by the Terms of Reference (ToR) for the Independent Mid-Term Evaluation (MTE) of the project entitled “Occupational Safety and Health (OSH) in Myanmar supply chains; A Vision Zero Fund (VZF) project - Implementation Phase (Phase II)” (see Annex 1). The Government of Myanmar is engaged in a Reform Process which intends to create the required conditions for improving the safety and health of workers. The GoM has adopted in recent years several new policies and regulations in this area including the OSH Law in early 2019. The VZF-OSH project in Myanmar is a 28-months project, implemented from January 2018 to April 2020. Including Phase I, which ran from May to December 2017, it concerns a 36-months project with a total approved budget of US\$1.7 million. It is funded through VZF, a G7 multi-donor trust fund, and is implemented by the ILO. The Mandate of the VZF-Global initiative is “preventing and reducing workplace-related deaths and serious injuries by strengthening public frameworks and establishing sustainable business practices”. The Vision Zero Fund is rooted in the concept that injuries, accidents and diseases at the work place are preventable and that consequently the primary objective of public and private action is to ensure that adequate prevention mechanisms are in place. In Myanmar, VZF is working on two Global Supply Chains (GSC): the garment supply chain and a supply chain in agriculture, which were identified during the inception phase. The objectives of the project are aligned to those of VZF-Global, and the project in particular aims to reduce the number of work-related fatalities and accidents and occupational diseases, and support access to mechanisms to adequately compensate victims and their families in the Garment and Ginger value chains.

## **Objective, Scope and Methodology of the Evaluation**

The Mid-Term Evaluation (MTE) aims to:

- 1) Review and assess progress and achievements of the project against its planned objectives and outputs by using six OECD/DAC evaluation criteria: Relevance, Validity of design, Effectiveness, Efficiency, Impact and Sustainability.
- 2) Recommend modifications for project improvements.
- 3) Contribute towards organizational learning and promoting accountability to the ILO, national key stakeholders and the donor.
- 4) Document lessons learned and emerging good practices.
- 5) The findings of the MTE will contribute to the design of the next phase of the project.

The MTE covers the project as a whole from the start of Phase II, namely since January 2018 until June 2019. The MTE also covers the entire geographical coverage of the project, with field visits specifically in Yangon, Naypyidaw and Shan State (namely Taunggyi and Aung Ban). The evaluation integrates gender dimensions, disability inclusion and other non-discrimination issues as cross-cutting concerns throughout the methodology, deliverables, and final report of the evaluation. The clients and users of the independent evaluation include the project staff, ILO management at the country, regional and headquarters levels, the donor i.e. the VZF Multi-Donor Trust Fund, ILO tripartite constituents, and the partners of the project. The results of the MTE will also guide the project management in planning and implementation of the second half of the project phase.

The *Data Collection Worksheet* in Annex 4 identifies 21 Evaluation Questions divided over the six Evaluation Criteria mentioned above. The *Methodology* for the MTE consist of a mix of qualitative and quantitative data collected, including interviews with key stakeholders and Focus Group

Discussions at national level and with field visits to Shan State, as well as observations, critical reflection and triangulation of information acquired.

### **Findings**

The findings are presented in this section according to the six Evaluation Criteria distinguished throughout this report, followed by the overarching conclusion. The **Relevance** of the project for the people and for the country of Myanmar has been very high from the beginning as OSH standards in these and other sectors left much to be desired both in terms of awareness among workers, employers and some government staff, as well as in terms of implementation of these standards. All stakeholders also stressed that the relevance is still as valid as when the project started especially now that the OSH Law has just been passed by the Parliament. The project is aligned with several broader national policies and programmes of the Government of Myanmar (GoM), and contributes to the Myanmar DWCP 2018–2021. Furthermore, it is aligned with the UNDAF 2018-2021, and with SDG-8, target 8.8. Concerning gender equality, non-discrimination and disability inclusion, the project has shown to be much less flexible and responsive to such concerns, and there are no explicit elements in the design to address them.

The **Validity of Design** is generally satisfactory, with a project design which was assessed to be logical and coherent, and which was laid down in and monitored through the Log Frame and the Implementation Plan. However, the Performance Plan has not been updated, and the Assumptions need to be broadened, while the Risk Analysis is solid but needs to include the risk of the EU's potential withdrawal of EBA. The project has involved the right stakeholders in the different project activities but especially the Ministry of Labour, Immigration and Population (MOLIP) and its Factories and General Labour Laws Inspection Department (FGLLID) as the primary partner has expressed its preference to be involved in *all* activities especially also if other ministries are involved. Of the social partners most contacts are with the Myanmar Garment Manufacturers Association (MGMA), partly through the ACTEMP expert, and with the Confederation of Trade Unions Myanmar (CTUM). Two issues of concern on the validity of the design include the fact that the activities are relatively diverse and that there was too little explicit attention for gender.

In terms of **Effectiveness**, the project has made substantial progress towards achieving its planned objectives, and Section 3.3 lists a series of notable achievements. The project in close cooperation with the ILO Liaison Office in Yangon has been particularly effective in establishing consultative institutional structures such as the PCC of the ILO OSH Portfolio and the NTFD. Coordination between donors has also been pursued somewhat, especially with the Embassy of Denmark, but this could be broadened. Some of the success factors responsible for that progress include: the preparations made in the Inception Phase, the commitment towards OSH on the side of the tripartite partners, the fact that OSH-issues are relatively uncontroversial, and the early recruitment of key staff combined with a high degree of staff continuity and having one NPO located in South Shan State for the ginger value chain. A number of constraints were also identified, including delays in start-up following inception, a general lack of qualified trainers in Myanmar, and price volatility of agricultural products. The stakeholders have all clearly been involved in the implementation of their *respective* project components, and both at FGLLID and at SSB a certain sense of ownership of the project could be assessed by the MTE, although especially FGLLID could itself be more pro-active. The key stakeholders and beneficiaries interviewed during this MTE are clearly satisfied with the quality of knowledge tools, technical advice, training and other activities delivered by the project.

With respect to **Efficiency**, it was found that the resources have been used in a relatively efficient manner and that they have in general been allocated strategically. However, the budget allocation is a bit skewed toward costs for the Project Team (almost half of the expenditures), which is large for a project of USD 1.7 million. Special circumstances can in good part account for this. As a result, only just over one-third of the budget is dedicated to actual activities (including consultants). Generally spending is very much on track. The project has received adequate support from different stakeholders, such as from ILO-DWT Bangkok, the VZF Secretariat and the LABADMIN/OSH Branch both in ILO Geneva. The project in close cooperation with ILO Liaison Office in Yangon was successful in leveraging partnerships with a series of other ILO projects through the ILO OSH Portfolio institutionalised through the tripartite PCC chaired by FGLLID. The newly passed OSH Law constitutes a new opportunity for the project that needs to be taken up with priority. The project management processes and arrangements have generally worked quite well in delivering project outputs and results in particular due to some of the success factors explained in the above.

With respect to **Impact**, good progress has been made with respect to several specific institutions and structures but at the same time it was found that a lot still remains to be done. Achievements with long-term effects include: the different types of Capacity Building on OSH; partnership building with FGLLID and SSB and also, although to a lesser extent, with Workers' and Employers' Organisations (WO/EO); and the work on Employment Injury Insurance (EII) with the SSB. Generally, the project's knowledge and experience have been effectively transferred to the national partners. While the project did not explicitly include gender issues, by default women did definitely benefit because the workers in garment factories are mostly women, and the staff of some ministries have a majority of women. The intervention did indeed make a difference to SDG 8 especially by enhancing awareness on OSH and by improving certain OSH conditions.

The issue of whether the project should pursue any new sectors to enhance its impact is a multi-faceted question with widely diverging stakeholder viewpoints. Firstly, it will depend on whether a new Phase will be approved by the VZF Steering Committee beyond April 2020. Subsequently, it depends on the volume of funding and the duration of such a follow-up phase: With a similar budget and duration as the current project, adding an additional sector does not seem feasible, *unless* one of the existing sectors is abandoned. Some stakeholders prefer to abandon the Garment Sector since so many other partners/donors are already engaged in this sector, while other want to continue with this sector for varying reasons. The Construction Sector is mentioned most as a priority sector, especially also by FGLLID, because of the relatively many accidents. Interestingly, the three workers' organisations are completely divided on this issue. Regarding the ginger value chain there is more or less consensus on maintaining the geographical focus on South Shan State, even if another agricultural product would be added besides ginger, for example a 'native' crop such as soy-bean. There are pros and cons for both choices (maintaining garments and/or expanding to construction), but as FGLLID has underlined their explicit preference on different occasions (including very recently at the Stakeholder Workshop) this needs to be taken with priority and considered very carefully.

In order to consolidate the achievement and **Sustainability** of OSH outcomes, the project is recommended to focus on the sustaining of the sense of ownership developed by MOLIP, both at FGLLID and at SSB, by involving them in the design and the development of a possible follow-up phase, by engaging FGLLID in all components of the project, by intensifying the involvement



of the main social partners (EO/WO), especially UMFCCI and CTUM, and by support to the OSH Training Centre. The project does not yet have an exit strategy but the PRODOC (2018: 42-43) specifies that a sustainability plan will be developed mid-way following the mid-term review. Following the request for project extension made by the Myanmar tripartite constituents, a second phase might well follow beyond April 2020. The MTE recommends that this plan should include a high-level 'Sustainability Workshop'. Since gender equality has not been an explicit target, there will at best be an accidental impact of the interventions on gender equality. This needs to be made explicit soonest, and it would be best to have an expert consultant draft a Gender Action Plan. The intervention did make a sustainable contribution to SDG 8/Target 8.8.

The **Overarching Conclusion** of the MTE is that the project certainly remains highly relevant for Myanmar as well as for the donor countries and other international frameworks (including SDGs) especially also now that the OSH Law has just been passed by the Parliament, that its design was logical and coherent but could benefit from more explicit attention for gender, and that a series of notable achievements were made especially with the FGLLID, the SSB and with stakeholders in Shan State. Consultative structures were established (PCC, NTDF, donor coordination), and several partnerships were forged. The project's budget allocation is a bit skewed toward costs for the Project Team, while spending is on track. The project management processes and arrangements have generally worked quite well in delivering project outputs in particular also due to early staff recruitment and continuity. Concerning the gender dimension, it must be underlined that the project should step up its efforts in the next phase. Several achievements have a longer-term impact, e.g. capacity building, the building of partnerships, and the work on EII. The issue of whether the project should pursue any new sectors to enhance its impact is broadly discussed and advised upon (see Recommendations). In terms of sustainability, the project should work now on an exit plan and include a high-level 'Sustainability Workshop'.

### Recommendations

- 1) **Continue activities on OSH as it is no less relevant now than it was at the inception of the Myanmar VZF-OSH project**, in fact, in view of the recent passing of the OSH Law support to the tripartite partners to draft the rules and regulations for this law **is even more urgent** in order not to lose the momentum created by the passing of the law and the imminent start of the OSH Training Centre.
- 2) **Make the linkages between the VZF-Global and Country Levels more explicit** in terms of Objectives, Theory of Change, Log Frame, etc., and specifically for VZF-Myanmar update the Performance Plan and broaden the Assumptions.
- 3) **Pay much more explicit attention to Gender Equality**, and possibly also to non-discrimination and disability inclusion. **Develop a Gender Action Plan** in cooperation with the Gender Expert in DWT-Bangkok and in Geneva. Include explicit gender activities in future (revised) Log Frames, include specific **budget lines** for issues related to gender equality, and monitor much more closely the activities in terms of sex-disaggregated data. Partner in this respect with UNWOMEN and also for example liaise with the new CTUM's Women Centre in Hlaing Tharyar.
- 4) **Enhance further the beginning sense of ownership at MOLIP/FGLLID in the coming period**, by involving them in *all* components of the project including those with other Ministries, by involving them closely in the design and the development of a potential follow-up phase beyond April 2020 and by jointly developing a **Consolidated Work Plan** whereby the PCC should also be closely involved (including all ILO OSH Portfolio projects). This would also induce a more pro-active role of the FGLLID.

- 5) **Continue to closely involve the key social partners and explore further capacity building for the different trade unions on OSH matters.** Consider maintaining not only an ILO-ACTEMP expert at the ILO Liaison Office in Yangon, but also an ACTRAV expert.
- 6) **Maintain attention for the complementarity among donor and other development partner interventions in the OSH area** in order to avoid overlap and gaps, in particular, through the successful ILO OSH Portfolio and the PCC, but also through promoting the setting-up of a Local Consultative Group (LCG) on OSH.
- 7) **Monitor expenditures closely as they are skewed towards the project team** albeit for the clear reasons of the need for an international CTA/STO and the need for two NPOs as the two selected sectors are so diverse and geographically differently concentrated.
- 8) **Find alternatives in the Ginger Value Chain activities for the important inputs by Winrock International** as their project was recently completed: Cooperation can be considered for example with UNIDO, GIZ, ACDI-VOCA, HELVETAS (works with private-sector companies) and other projects partners. Consider also involving the pool of local expertise and experience that is constituted by the 16 former Winrock staff members who jointly formed a local Shareholder Company in August 2018 based in South Shan State.
- 9) **Closely consider a change in Value Chains as was proposed by FGLLID, by gradually abandoning the garments sector and moving into the Construction Sector**, where work accidents and injuries are relatively widespread. Work on the Ginger Value Chain is generally recommended to be continued, although some stakeholders propose to add a second agricultural product (in particular the native crops of Soybean or Corn), while also many farmers operate on a multi-crop basis. However, care should be taken that this does not lead to an even larger project team as a result of employing an NPO for each value chain; the share in the budget of 'activities' needs to be maintained if not increased. If the project manages to acquire *substantially more funding*, then three sectors might well be possible.
- 10) **Develop an exit plan or a 'Sustainability plan' and organize a high-level 'Sustainability Workshop'** chaired by the Minister of MOLIP some four months *before* the end of the project in April 2020.

### **Lessons Learned and Good Practices**

Lastly, from the experience gained by evaluating the VZF OSH Programme in Myanmar in the present report two Lessons Learned (LL) and two Good Practices (GP) have been compiled as follows:

- LL1: *The Inception Phase of the Myanmar VZF-OSH project was positive in that solid assessments were made of the value chains considered for inclusion in the project, but negative in the sense that an inception phase which is separate from the project itself leads to many delays in the interim period especially related to the approval procedures of the PRODOC.*
- LL2: *The volatility of the prices for agricultural products makes it difficult to properly plan project components.*
- GP1: *The early recruitment of key members of the Project Team in combination with substantial staff continuity is a Good Practice benefiting the project greatly, as is the fact that the NPO responsible for the ginger value chain activities is located in South Shan State itself.*
- GP2: *The ILO OSH Portfolio spearheaded by the PCC is a Good Practice to be followed elsewhere which has worked out well for the VZF project.*

# 1 Introduction

The present Evaluation Report is mandated by the Terms of Reference (ToR) for the Independent Mid-Term Evaluation (MTE) of the project entitled “Occupational Safety and Health (OSH) in Myanmar supply chains; A Vision Zero Fund (VZF) project - Implementation Phase (Phase II)” (see Annex 1). In the present report we will firstly summarize the background and context of the VZF-OSH project (1.1), followed by the purpose, scope and clients of the Evaluation (1.2). In Chapter 2 the methodology used by the MTE will be explained. The actual evaluation exercise consists of the findings following the analysis of the Evaluation Criteria and Evaluation Questions in Chapter 3. The findings are further summarized in the Concluding Section 4.1, while the Recommendations are the subject of Section 4.2. The final Chapter 5 presents several Lessons Learned and Good Practices.

## 1.1 Background and Context of the VZF-OSH project

### *Context*

Myanmar’s economy has opened after decades of isolation, but challenges remain to achieve a sustained pace of investment and growth. After estimates of 7.7 per cent and 8 per cent annual growth for 2017 and 2018 respectively signalled an ever growing economic miracle in Myanmar, more recent estimates were somewhat less optimistic with 6.2% for 2018 and 6.6% for 2019.<sup>1</sup> Natural disasters (for example, Cyclone Komen) and decreasing commodity prices have negatively impacted Myanmar’s prospects for growth. Investors are committed to Myanmar-based projects though the lag between commitment and actual implementation is growing due to uncertainties in the Government’s plans for economic reforms.<sup>2</sup> There is a need to consolidate Myanmar’s legal and regulatory frameworks in order to provide stability to the investment climate as well as to improve compliance and enforcement of current regulations.

Despite remarkable improvements and immense potential, the country remains one of the poorest nations in Southeast Asia. Although Myanmar ranks in the “medium human development” category of the Human Development Index (0.556), it is the lowest ranked of the ASEAN Member States. Poverty continues to fall from 32.1 per cent to 19.4 per cent in the 10 years up to 2015.<sup>3</sup> However vulnerability to poverty continues to be high, with a substantial proportion of the population living just above the poverty line. At the same time, consumption patterns between rich and poor in Myanmar continue to widen, with a shrinking share of expenditure going to the bottom 20 per cent.

High growth potential derives partly from the progressive reintegration of Myanmar in the global economy, and the integration of a number of companies operating in Myanmar in global supply chains (GSCs). Particularly after 2012, Myanmar engaged in a reform process towards a democratic and more inclusive political system. This process entailed the progressive lifting of

<sup>1</sup> Asian Development Bank: Asian Development Outlook respectively of 2017 and of 2019.

<sup>2</sup> World Bank: Myanmar Economic Monitor (Oct. 2017).

<sup>3</sup> World Bank: An Analysis of Poverty in Myanmar 2017

commercial sanctions, which, in return allowed the country to experience higher economic growth in recent years. Myanmar's exports are diversifying, particularly around manufactured products with good immediate prospects for garments and food processing. While fuels, gas and mining are still significant in Myanmar's exports along with agricultural exports, manufacturing, particularly apparel, is gaining ground. Investment commitments from international and domestic investors have remained relatively strong for manufacturing businesses with relatively low capital costs such as garments and food processing, which further strengthens the export capacity of these sectors. Garments alone now account for about 60% of manufacturing exports. On the other hand, the risk posed currently by the EU's potential withdrawal of the Generalised System of Preferences (GSP) related to Everything But Arms (EBA) for Myanmar exports would hit the garment exports hard.

The Government of Myanmar is engaged in a Reform Process which intends to create the required conditions for improving the safety and health of workers. The GoM has adopted in recent years several new policies and regulations in this area:

#### **Project background**

The 'Occupational Safety and Health (OSH) in Myanmar supply chains: A Vision Zero Fund (VZF) project - Implementation Phase (Phase II)' is a 28-months project, implemented from January 2018 to April 2020. Including Phase I, which ran from May to December 2017, it concerns thus a 36-months project with a total approved budget of US\$1.7 million. It is funded through VZF, a G7 multi-donor trust fund, and is implemented by the ILO.

The Mandate of the VZF-Global initiative is "preventing and reducing workplace-related deaths and serious injuries by strengthening public frameworks and establishing sustainable business practices" (viz. Leader's Declaration, G7 Summit, Elmau, Germany, 7-8 June 2015). The Vision Zero Fund is rooted in the concept that injuries, accidents and diseases at the work place are preventable and that consequently the primary objective of public and private action is to ensure that adequate prevention mechanisms are in place. VZF-Global is implemented by the ILO from the LABADMIN/OSH Branch in Geneva in 6 countries: Ethiopia, Madagascar, Myanmar, Lao and Colombia/Mexico/Honduras (regional project on coffee). One more country is scheduled to be included in the near future: Tunisia. The Donors of the VZF-Global Trust Fund are Germany, EU, France, UK/DFID, USDOL, Sweden, Norway and one private company, i.e. Siemens, and the total budget for all countries is USD 15.3 Million.

The VZF project in Myanmar initially started in 2017. The project follows a two-phase approach, namely an inception phase (completed before 31 December 2017) and a subsequent implementation phase. In Myanmar, VZF is working on two Global Supply Chains (GSC): the garment supply chain and a supply chain in agriculture, which were identified during the inception phase. The garment sector in Myanmar was selected by the project based on a donor request. However, despite the pre-selection of the sector, a comprehensive assessment of the sector was nevertheless conducted in line with the ILO-EU adapted methodology during the inception phase

#### **Myanmar: Legislation relevant to OSH:**

- ✓ Workmen's Compensation Act 1923
- ✓ Factories Act 1951
- ✓ Social Security law 2012
- ✓ Electricity law 2014
- ✓ Boiler law 2015
- ✓ Mine Law 2015
- ✓ Shops and Establishments Law 2016
- ✓ Pesticide Law 2016
- ✓ OSH Law 2019

in order to identify the drivers and constraints for OSH improvement in the supply chain. Current conditions are favourable for garments to drive more export growth and revenue in Myanmar. In regard to the agriculture supply chain, the project conducted a value chain selection process in July-August 2017. The project initially considered seven agricultural commodities and the likelihood of project impact and replicability by focusing on main agriculturally-diverse areas, such as Shan State. The project eventually selected ginger based on an established ILO supply chain selection tool that incorporates various criteria.

### **Objectives and strategies of the project**

The VZF objectives in Myanmar are aligned to those of VZF-Global, and the project in particular aims to:

1. Reduce the number of work-related fatalities and accidents and occupational diseases;
2. Support access to mechanisms to adequately compensate victims and their families in the Garment and Ginger value chains.

In order to do so, the project implements innovative intervention models that can effectively impact the number and nature of work-related accidents, injuries and diseases in the selected value chains and support government, and worker's and employers' organizations in strengthening their functions as OSH service providers. Following the updated Log-Frame (dated 20 November 2018) the project strategy aims to achieve three main objectives corresponding to three different levels (workplace, sectoral and system) and their seven outputs (see Table 1 below).

**Table 1: Objectives and Outputs as given in the revised LogFrame of 20 November 2018.**

Immediate Objectives (IO)	Outputs	Sector
<b>Workplace level:</b>		
<b>IO-1:</b> Sustainable safe and healthy working conditions and practices at industry and enterprise level in ginger and garment value chains are reinforced	1.1. Increased capacity of ginger farmers and traders to effectively identify and control hazards at farms and trading hubs is achieved in targeted townships.	Ginger only
	1.2. Increased knowledge on OSH hazards and OSH management strategies is made available to factory owners and workers in targeted ginger processing, and garment and textile companies	G + G
<b>Sectoral level:</b>		
<b>IO-2:</b> More workers in the two targeted value chains have access to improved prevention, protection and compensation from OSH risk factors through strengthened enforcement capacity and access to prevention services and compensation	2.1. Enhanced capacity of government functions in charge of enforcement mechanisms (OSH boiler and electrical inspection and OSH awareness raising) to communicate and inspect compliance is achieved in the garment and textile value chain.	Garment only
	2.2. Mechanisms introduced by SSB to enable easy access to compensation in case of workplace accidents and diseases as well as social security systems are piloted for workers in targeted value chains.	G + G
	2.3. Improved coordination mechanisms between OSH prevention, promotion, protection and compensation functions are rolled-out in targeted value chains.	G + G
<b>System level:</b>		
<b>IO-3:</b> Policy makers apply improved knowledge and tools to prevent and reduce workplace-related deaths, injuries and diseases	3.1. Evidence on workers' safety and health and measures available for prevention, protection and compensation in the ginger and garment and textile value chains is disseminated to policy makers	G + G
	3.2. Lessons learned on OSH improvement in the ginger and garment and textile value chains are widely disseminated	G + G

The original Log Frame of the PRODOC (March 2018) contained 8 outputs and under each of these eight outputs a series of *Activities* were identified amounting in total to 38 such activities, while the revised Log Frame has 7 outputs and 39 activities.

### ***Stakeholders of the Project***

- Ministry of Labour, Immigration and Population: Factories and General Labour Laws Inspection Department (FGLLID) and Social Security Board (SSB).
- Ministry of Agriculture, Livestock and Irrigation: Department of Agriculture.
- Ministry of Commerce: Department of Consumer Affairs.
- Ministry of Health and Sports: Occupational and Environmental Health Division.
- Ministry of Industry: Directorate of Industrial Supervision and Inspection, Industrial Supervision Department, Boiler Inspection Department and Electrical Inspection Department.
- Workers' Organisations: Confederation of Trade Unions of Myanmar (CTUM), Myanmar Industries Crafts and Services Unions Federation (MICS), and Agriculture and Farmers Federation of Myanmar – Food Allied Workers (AFFM-IUF).
- Employers' Organisation: Myanmar Garment Manufacturers Association (MGMA) and Union of Myanmar Federation of Chambers of Commerce and Industry (UMFCCI).
- Partners: Winrock International, Aung Myin Hmu (AMH, Industry Solutions for Safe Employment), H&M/SIDA.
- Others: Denmark Embassy, USAID, SMART Myanmar (EU), UNIDO and GIZ.

### ***Institutional and management arrangements***

This project is implemented in the framework of the VZF initiative administered by the ILO's LABADMIN/OSH Branch, GOVERNANCE Department in Geneva. At the national level, the project aligns with the DWCP's priority area three on social protection and OSH. During the project's inception phase, VZF Myanmar helped to establish an ILO OSH Project Portfolio with its own tripartite Project Consultative Committee (PCC) chaired by the Factories and General Labour Laws Inspection Department (FGLLID), which serves as platform for information sharing, input gathering, and partnership building. The PCC ensures continuing engagement and ownership by national stakeholders and dialogue on the approaches to be taken.

The project is managed by a Senior Technical Officer (STO) who directly supervises a team of four project staff: two national officers (NO) in charge of supporting the STO in the everyday implementation of the technical and logistical aspects of the project in each value chain – ginger and garments and textiles; one administrative and finance assistant in charge of the operational support to the STO and NOs; and one driver. All project staff are based at the ILO Yangon office, except for one National Officer in charge of implementing the activities in the ginger value chain, who is based in Taunggyi, Shan State.

The STO is directly supervised by the Liaison Officer of the ILO Office in Yangon and is technically reviewed by the Vision Zero Fund Global Manager, LABADMIN/OSH Branch in Geneva. In its daily work, the project team receives strategic support from the VZF Secretariat, and technical support from the relevant Decent Work Team technical specialists based in Bangkok as well as other relevant specialists based in the LABADMIN/OSH Branch of the GOVERNANCE Department in ILO Geneva.



## 1.2 Purpose, Scope and Clients of the Evaluation

### *Purpose of the Evaluation*

The project has reached the mid-point of its implementation, and ILO policy calls for a mid-term evaluation of the project given its budget size and duration. The VZF project in Myanmar is also part of the Global VZF programme but was only partly included in the internal evaluation of the global programme conducted previously due to the later commencement of the Myanmar project component.<sup>4</sup> Moreover, the MTE is critical as its findings and lessons will help shape the design of the next phase of the Myanmar project (beyond May 2020).

More in particular, the MTE aims to:

- 1) Review and assess progress and achievements of the project against its planned objectives and outputs by using OECD/DAC evaluation criteria: Relevance, Validity of design, Effectiveness, Efficiency, Impact and Sustainability.
- 2) Recommend modifications for project improvements.
- 3) Contribute towards organizational learning and promoting accountability to the ILO, national key stakeholders and the donor.
- 4) Document lessons learned and emerging good practices.
- 5) The findings of the MTE will contribute to the design of the next phase of the project.

### *Scope of the Evaluation*

The MTE covers the project as a whole from the start of Phase II, namely **since January 2018** until **June 2019**. The MTE also covers the entire geographical coverage of the project, with field visits specifically in Yangon, Naypyidaw and Shan State (namely Taunggyi and Aung Ban). The evaluation gives specific attention to how the intervention is relevant to the ILO's programme and policy frameworks at the national and global levels, SDGs, UNDAF and national sustainable development strategy (or its equivalent) or other relevant national development frameworks, including any relevant sectoral policies and programme. The evaluation also focuses on the potential for sustainability beyond the end of the project.

### *Cross-cutting concerns*

The evaluation integrates gender dimensions, disability inclusion and other non-discrimination issues as cross-cutting concerns throughout the methodology, deliverables, and final report of the evaluation. Moreover, the evaluation has reviewed data and information that is disaggregated by sex and gender and assessed the relevance and effectiveness of gender-related strategies and outcomes to improve lives of women and men.

### *Clients of the Evaluation*

The clients and users of the independent evaluation include the project staff, ILO management at the country, regional and headquarters levels, the donor i.e. the VZF Multi-Donor Trust Fund, ILO tripartite constituents, and the partners of the project. The results of the MTE will also guide the project management in planning and implementation of the second half of the project phase.

---

<sup>4</sup> The final evaluation of the Myanmar project, however, will be done as a cluster evaluation with all other components of global VZF programme.

## 2 Methodology of the Evaluation

### 2.1 Conceptual Framework: Data Collection Worksheet

#### *Evaluation Criteria*

The present Independent Mid-Term Evaluation of the VZF Myanmar project is based upon the ILO's evaluation policy and procedures. The ILO adheres to the United Nations system's evaluation norms and standards as well as to the OECD/DAC Evaluation Quality Standards. The ILO uses a conceptual framework that is consistent with Results-Based Management (RBM) and which addresses the following six Evaluation Criteria as specified in the ToR (see Annex 1):

- |                        |                    |
|------------------------|--------------------|
| 1) Relevance,          | 4) Efficiency      |
| 2) Validity of Design, | 5) Impact, and     |
| 3) Effectiveness,      | 6) Sustainability. |

#### *Data Collection Worksheet*

The Data Collection Worksheet as it has been developed in the Inception Report (included in Annex 2) is provided here in Annex 4. It describes the way that the chosen data collection methods, data sources, sampling and indicators will support the evaluation questions. It includes in particular the Evaluation Questions and Criteria/Indicators, the Sources of Data, the specific Methods used and the Stakeholder Interviews. For each of the six Evaluation Criteria a series of Evaluation Questions (in total 21) were formulated (see Annex 4 and Chapter 3).

### 2.2 Methodology, Work Plan and Key Deliverables

#### *Methodology*

ILO's Policy Guidelines for Evaluation (3rd edition, 2017) provide the basic framework for the evaluation methodology.<sup>5</sup> The evaluation has been carried out according to ILO standard policies and procedures and complies with the United Nations Evaluation Group (UNEG) norms and standards and the OECD/DAC evaluation quality standards.

The methodology includes:

- **Desk review** of relevant documents including, but not limited to, the project document, work plans, project monitoring plans, progress reports, Government documents, policy frameworks, DWCP, UNDAF, draft regulations or laws that relate to the influencing agenda aspects of the project in regard to OSH, workshop and mission reports, and other documents/materials/publications that were produced through the project or by relevant stakeholders (see Annex 6).
- **Interviews** with the Project team in Myanmar, relevant officials of ILO-Yangon, key staff of other related ILO projects and ILO staff responsible for technical backstopping of the project in DWT-Bangkok and Geneva. An indicative list of persons to interview had been prepared by the Project in consultation with the evaluation manager (see Annex 3).

---

<sup>5</sup> See: [https://www.ilo.org/eval/Evaluationpolicy/WCMS\\_571339/lang--en/index.htm](https://www.ilo.org/eval/Evaluationpolicy/WCMS_571339/lang--en/index.htm).



- **Field visits:** interviews/meetings with representatives of key stakeholders including tripartite constituents, the donor, implementing partners, direct beneficiaries and the PCC (see Annex 3). A stakeholder workshop in Yangon has been conducted to present preliminary findings to key stakeholders on the last day of the mission (21 June 2019).

The methodology includes multiple methods, with analysis of both quantitative and qualitative data as well as MTE's observations and was able to capture the intervention's contributions to the achievement of expected and unexpected outcomes. The methodology ensures the involvement of key stakeholders in the implementation as well as in the dissemination processes (e.g. stakeholder workshop, debriefing of project manager, etc.).

The methodology also includes the examination of the intervention's *Theory of Change*, specifically in the light of the logical connect between levels of results and their alignment with ILO's strategic objectives and outcomes at the global and national levels, as well as with the relevant SDGs and related targets (see Annex 5).

The data and information were collected, presented and analysed with appropriate *Gender disaggregation*. Gender concerns were addressed in accordance with ILO Evaluation Guidance Note 4: "Considering gender in the monitoring and evaluation of projects".

A plan for a *critical reflection process* and for quality communication and reporting of evaluation outcomes, was developed as follows:

- The weekend during the mission period (15-16 June 2019) was used to critically reflect on the interview notes so far, to peruse the newly received documents and to prepare the first draft of the PowerPoint presentation.
- The Project team was requested to peruse the PowerPoint presentation after it had been completed by the evaluator on 20 June 2019, and they provided appropriate suggestions for corrections.
- The key stakeholders attended the stakeholder workshop on the morning of Friday 21 June 2019 at the ILO Liaison Office in Yangon where the evaluator presented the preliminary findings through a PowerPoint after which a lively discussion followed.
- A debriefing with the ILO Liaison Officer and the Project team was held on Thursday 20 June.

### **Limitation**

The total number of 'Main Activities' identified in the Implementation Plan (IP) and in the Updated LogFrame is no less than 39 while the IP further specifies between 1 and 8 sub-activities for each of the 39 main activities, indicating that it has been challenging, to say the least, for the MTE to evaluate all those (sub-)activities. This was mitigated by focusing in principle on those activities that were underlined by the different stakeholders during the interviews and adjusted with the study of the project documents.

### **Key Deliverables**

The following key outputs will be delivered:

- **Deliverable 1: Final Inception Report by 10 June 2019**

- **Deliverable 2: Stakeholder Workshop/Presentation of preliminary findings on 21 June 2019**
- **Deliverable 3: Draft Evaluation Report on 4 July 2019**
- **Deliverable 4: Final Evaluation Report with Evaluation Summary (in ILO Template)**

The evaluator will incorporate two rounds of comments received from the ILO and other key stakeholders into the final report, and he will provide a **Matrix** with the comments and the explanations why comments were or were not taken into account. The report should not be more than 35 pages (excluding annexes).

### **Management Arrangements and Quality Assurance**

The evaluation manager is responsible for the overall coordination and management of this evaluation. The manager of this evaluation is Mr. Phu Huynh, Employment Specialist of the Decent Work Technical Support Team (DWT) Bangkok. However, after 12 June 2019 the duties of the project evaluation manager were taken over by Ms. Pamornrat Pringsulaka, Regional Evaluation Officer (REO) at ILO Regional Office for Asia and the Pacific (ROAP) Bangkok. Generally, she has also provided support and has overseen the evaluation process and quality of the report. The final evaluation report will be approved by the ILO Evaluation Office.

The evaluation has been conducted by an international consultant, who was assisted by a local interpreter during the field visits and the Stakeholder Workshop. The international consultant leads the evaluation and has the final responsibility for the above described deliverables. The international consultant reports to the evaluation manager.

The Project team is handling all contractual arrangements with the evaluator and provide logistic and administrative support to the evaluator throughout the evaluation, and in particular during the field visits. The Project team has provided all the project and non-project documents to be reviewed and ensure they are up-to-date. The project team had also prepared an indicative list of stakeholders/partners/beneficiaries to be interviewed and a detailed programme of the evaluation mission (see Annex 3).

### **Work Plan**

It is foreseen that this evaluation will fall between May and August 2019. The field mission to Myanmar took place from 10-21 June 2019 (excluding travel dates).

The Work Plan of the ToR has been further detailed and is hereby proposed as follows:

Tasks	Key deliverable date	Inputs (person work days)
<b>Preparatory phase</b>		
• Desk review of project documentation	May 27-31	
• Skype briefing with evaluation manager and the Project team	May 27-31	5
• Prepare and submit inception report	June 3	
<b>Conducting evaluation</b>		

<ul style="list-style-type: none"> <li>Conduct field mission to Myanmar, including 3 site visits (Yangon, Naypyidaw and Shan State)</li> </ul>	All field mission and evaluation activities completed by June 21	10
<ul style="list-style-type: none"> <li>Interview meetings with the project team, ILO specialists and other relevant officials, tripartite constituents, donor, project partners and target groups</li> </ul>		
<ul style="list-style-type: none"> <li>Skype interviews with relevant ILO officials from the LABADMIN/OSH and DWT-Bangkok</li> </ul>		
<ul style="list-style-type: none"> <li>Present findings at stakeholder workshop</li> </ul>		
<ul style="list-style-type: none"> <li>Debrief meeting with ILO Yangon</li> </ul>		
<b>Development of evaluation report</b>		
<ul style="list-style-type: none"> <li>Analysis of data based on desk review, fieldwork and interviews with stakeholders</li> </ul>	1st draft submitted:	8
<ul style="list-style-type: none"> <li>Draft and submit evaluation report (1st draft)</li> </ul>	<u>July 4</u>	
<b>Revision of evaluation report</b>		
<ul style="list-style-type: none"> <li>Majority of Comments provided by key stakeholders (deadline)</li> </ul>	<u>July 24</u>	
<ul style="list-style-type: none"> <li>Comments provided by STO</li> </ul>	<u>August 5</u> (by COB in Myanmar)	
<ul style="list-style-type: none"> <li>Revisions based on consolidated comments and submission of 2nd draft report</li> </ul>	2nd draft submitted:	2
	<u>9 August</u>	
<b>Total</b>		<b>25</b>

## 3 Overall Findings

The Independent Mid-Term Evaluation (MTE) of the project entitled “Occupational Safety and Health (OSH) in Myanmar supply chains; A Vision Zero Fund (VZF) project - Implementation Phase (Phase II)” is based on the OECD/DAC evaluation criteria, and in the previous chapter six Evaluation Criteria have been identified which will be discussed in depth in the present chapter (Sections 3.1 – 3.6). These criteria have been investigated with the help of the 21 Evaluation Questions identified in Section 2.1 and in particular in Annex 4, and these questions are summarized below in bold.

### 3.1 Relevance

#### **1) How well does the project address the beneficiary and stakeholder needs that were identified?**

The project has addressed the identified beneficiary and stakeholder needs in particular in relation to Occupational Safety and Health (OSH) *standards* in a very appropriate way in the two selected value chains (Garment and Ginger):

- ✓ Garments alone now account for employment for some 550,000 workers and about 60% of manufacturing exports.
- ✓ The Ginger value chain includes about 15,000 smallholder households and provides seasonal employment to over 18,000 workers; the ginger production in South Shan State accounts for 84% of the national production.

Therefore, the overall relevance of the project has been very high from the beginning as OSH standards in these and other sectors left much to be desired both in terms of awareness among workers, employers and certain government staff, as well as in terms of implementation of these standards. All stakeholders interviewed during this MTE have also indicated explicitly that the focus on OSH is very relevant for Myanmar at this stage, especially to improve working conditions for workers as well as to enhance compliance with standards of export products. All stakeholders also stressed that the relevance is still as valid as when the project started especially now that the OSH Law has just been adopted (March 2019).

The Internal Evaluation of VZF-Global and Myanmar of the Inception/Start-up Phase concluded also that the selection of value chains was done through a very good methodology and tool:

“The ILO/EC methodology and tool being used by the Fund proved to be successful to assess the drivers and obstacles for improving OSH in specific value chains. It is an important instrument for providing a tailor-made response to the beneficiaries. The methodology targets hazards, risks and vulnerabilities and identifies entry points for improving OSH at different tiers of the chain. A participatory process is established with local and national stakeholders for the design of specific interventions.” (ILO 2019: 26).

#### **2) To what extent has the project allowed for the contribution to the implementation of broader national policies and programmes of the country, ILO and the United Nations?**

The project is aligned with broader national policies and programmes of the Government of Myanmar (GoM), in particular with the Myanmar Sustainable Development Plan 2018–2030 through the direct contribution to Goal 3 on Job Creation and Private Sector Led Growth. Specifically, it supports:

- Action Plan 3.1.1 (“Revise and develop education and training in the agriculture, aquaculture and food sectors, responding to the evolving needs of farmers and the rural private sector”) through the provision of OSH training to ginger farmers, traders, and processors that aims to enhance productivity and promote decent work in the industry;
- Action Plan 3.2.5 (“3.2.5. Support the emergence of inclusive business and trade associations, representative employers’ organisations and trade unions”) by supporting the creation of farmers groups; and
- Action Plan 3.4.1. (“Strengthen priority, pro-job creation export value chains and build linkages with foreign companies and buyers, aligned with the National Export Strategy”) by promoting knowledge sharing and a business case for OSH in the garment sector benefitting locally-owned factories that want to join the global value chain.

The project is also aligned with the 12 Points Economic policy of the Union of Myanmar, in particular with its third point “Fostering the human capital that will be needed for the emergence of a modern developed economy...”.

In relation to the Myanmar-ILO Decent Work Country Programme (DWCP) 2018–2021 the project contributes to Priority 3: ‘Social protection coverage is extended especially for vulnerable workers and populations.’ Outcome 3.3 sets the ambitious target set by the tripartite constituents that “by 2021, an integrated and unified OSH system is in place and implemented”. Project activities aim to strengthen critical OSH functions that support the development of an OSH system in Myanmar.

The ILO, through a century of work on OSH, identified *ten necessary conditions* for achieving concrete reductions in the incidence of work-related fatal and non-fatal injuries and illnesses at national level. The set of inter-connected conditions, which is at the core of the ILO Global Action for Prevention on OSH (OSH-GAP) flagship programme (recently rebranded as "Safety and Health for All"), is as follows whereby it is to be noted that the Project in particular contributes to conditions 2, 6 and 7.

**Myanmar: Legislation relevant to OSH:**

1. Legal, regulatory and adjudicative frameworks that address and integrate OSH, including core OSH laws and technical regulations
2. **Enforcement of and compliance with OSH in workplaces, including public, private and nongovernmental initiatives that operate independently or in concert**
3. Employer and worker competencies that are necessary to improve OSH enterprise levels
4. Social dialogue that supports OSH
5. Public and private financial resources for investment in OSH
6. **Occupational health services delivered and financed by public and private health systems**
7. **Compensation and employment injury insurance programs that support prevention of OSH fatalities, injuries and illnesses**
8. OSH professionals, institutions and networks
9. OSH indicators and implementation of effective mechanisms for OSH data collection
10. Demand for safety and health of workers and workplace

In addition, the project is a direct contribution to Outcome 7 of the Programme and Budget 2018-2019 “Promoting safe work and workplace compliance including in global supply chains”. In particular, the project will work towards the realization of indicator 7.1. under this Outcome: “Number of member States that have developed or revised policies, programmes or legal frameworks or strengthened institutions, systems or mechanisms to improve occupational safety and health”.

The project contributes also to several other UN initiatives. The project aligns with the draft United Nations Development Assistance Framework (UNDAF 2018-2021) through areas “People” and “Prosperity”. On “People” the project contributes to Priority 1.4 on the strengthening of the social security and compensation system. On “Prosperity”, the project supports Priority 2.1 on decent work and inclusive growth through the promotion of Good Agricultural Practices (GAP) and organic farming and its related OSH control points in the ginger value chain, which has already attracted the interest of a French, a Dutch and a German buyer.

The project is also a direct contribution to the realization of Sustainable Development Goal SDG-8: “Promote sustained, inclusive and sustainable economic growth, full and productive employment and decent work for all”, with a specific focus on Target 8.8: “Protect labour rights and promote safe and secure working environments for all workers.”

The project is furthermore aligned to the policies of a number of donor countries through the VZF-Global Strategy for OSH, notably of the Group of Seven (G7) countries, subsequently endorsed by the Group of 20 (G20), and more in particular of the contributors to the VZF Multi Donor Trust Fund: Germany, EU, France, UK/DFID, USDOL, Sweden, Norway as well as one private company (i.e. Siemens).

**3) To what extent did the project, within its overall scope, remain flexible and responsive to concerns with regard to gender equality and non-discrimination?**

The project has shown to be much less flexible and responsive to concerns with respect to Gender equality, non-discrimination and the inclusion of people with disabilities. Although for example 90% of workers in the garment sector are women, there are no explicit elements in the design to address their special concerns.

## 3.2 Validity of Design

**4) To what extent is the project design logical and coherent? Are outputs sufficient and adequate to achieve the objectives and is the project design based on valid assumptions?**

The project design (objectives, outcomes, outputs and activities) is logical and coherent. Although the three *Outcomes* are in some documents (e.g. PRODOC 2018:3) confusingly called *Immediate Objectives*, they do correspond clearly to the three Levels identified in the original Theory of Change of the PRODOC: Workplace, Sectoral and System level (see Annex 5 and Table 1 in Section 1.1 above).

The seven Outputs are generally sufficient and adequate to achieve the objectives. The broader arrangements for Monitoring and Evaluation (M&E) include in particular:

1. The **Log Frame** with the seven Outputs, and for each output it identifies activities (in total 39), indicators and targets.
2. The **Implementation Plan** (a Gantt-chart) indicates the activities for each month of the project-years for the Ginger and Garment Value Chains separately as well as combined.
3. The **Performance Plan** with targets and milestones was included in the PRODOC but has since then not been updated (yet) to the revised Log Frame of November 2018.

These M&E arrangements are solid, well-established and monitored satisfactorily, except for the Performance Plan.

The Assumptions on which the project design is based as included in the LogFrame are in itself valid, but are mostly limited to the commitment and capacities of the various project partners; several suggestions to broaden these assumptions can be formulated as follows:

- a) The EU decides to continue with the GSP on EBA for Myanmar;
- b) Economic, social and political stability is maintained (e.g. some parts of the GoM adhere at times more towards a 'Look East Policy');
- c) Lessons learned are implemented;
- d) The proposed OSH Training Centre will indeed start operations in August 2019;
- e) The drafting of the rules and regulations for the OSH Law will move ahead steadily.

The Risk Analysis of the PRODOC (2018: 41) is solid but needs to include the risk of the EU's potential withdrawal of the GSP on EBA for Myanmar exports.

The project is different from many other ILO projects in the sense that it is embedded in the VZF-Global programme implemented in multiple countries, but it takes a special place because Myanmar was the first country pilot programme to be approved in 2016, and thus pioneered several elements of the programme including the alignment to the global outcomes and outputs and the Theory of Change (ToC). This led the Internal Evaluation of VZF-Global and Myanmar of the Inception/Start-up Phase to conclude: "The lessons learned in Myanmar were crucial for the formulation and preparation of interventions in other countries" (ILO 2019: 24).

The alignment of VZF Myanmar's Immediate Objectives (IO) and Outputs to the overall 'Framework for Action' of VZF-Global is clear although the three Outcomes are reversed in order; Global Outcome 1 corresponds to Myanmar's ILO-3, etc. (cf. PRODOC 2018: 38-41). The outputs do also to a certain degree correspond to the Global outputs, although of course Output 1.3 has later been removed and redistributed over 1.1 and 1.2. On the whole, the linkages between the global and country levels could be made more explicit.

VZF Myanmar developed its own ToC when the global programme did not yet have one (attached here as Annex 5A). VZF Global has started to develop its own ToC as part of its new strategy and the latest draft (June 2019) is included here in Annex 5B. This new strategy puts emphasis on the so-called **Model of Shared Responsibility** which consists of four critical components:

- i. Facilitating industry-wide, systemic approaches that involve key public and private stakeholders;



- ii. Gaining visibility of the full scope and complexity of OSH challenges in each industry's entire supply chain;
- iii. Assessing the real costs and commitments required to address the most serious risks and problems; and
- iv. Facilitating cooperative approaches based on an equitable sharing of responsibility for action among the key stakeholders.

Although the Myanmar project does indeed ex-post contribute to each of these components, it would be more important for the new project document to take this model into account and align objectives and outputs from the outset.

**5) To what extent does the project design engage the right stakeholders and have an appropriate strategy to achieve its goals?**

The project design identified a series of stakeholders for engagement into the project activities and these have been listed in Section 1.1 above. The PRODOC (2018: Annex 2) makes an analysis of the OSH functions and/or service provisions for each of the main stakeholders and identifies the issues and gaps thereby. They are clearly the right stakeholders to be included in the project activities.

During the interviews by the MTE there was a request from MOLIP/FGLLID as the primary partner of the project to include other ministries, like DoA, MoHS, Mol and MoC, not without informing them explicitly, or even better to include such ministries with the mediation of MOLIP. Regarding the involvement of employers' organisations, contacts seem to be more with the MGMA, while it would be important to also build up relations with the overarching UMFCCI, also in view of the latter's dynamic leadership, for example voiced at the recent ILC in Geneva. In this respect it is important that there is a representative in Myanmar of ILO's Bureau on Employers' Activities (ACTEMP) who is partly based in the building where both MGMA and UMFCCI are located (the imminent departure of the ACTEMP representative in August 2019 is therefore not ideal). With respect to the workers' organisations, it was found that the official ILO counterpart CTUM is the forerunner also in the OSH area with a clear overall view of the sector, while MICS is also involved in selected issues (workshops and training). The AFFM-IUF has only attended a few VZF workshops, and is more concerned with specific worker related issues in the ginger sector only (e.g. the widespread use of chemicals and specific work-related health issues); they are the only WO operating in this sector in contrast to for example CTUM (although they have a local office in Aung Ban). The workers' organisations see it as a disadvantage that there is a representative from ACTEMP in Yangon, but not of ILO's Bureau on Workers' Activities (ACTRAV): "So, we are always a step behind."

The project has as we saw in the above an appropriate strategy to achieve its goals, although there are two issues here. Firstly, the programme is rather diverse with work on two completely different value chains with a series of very different actors (e.g. workers, producers, middlemen, buyers/trading houses, local governments, NGOs, etc.) and with additional activities on Employment Injury insurance (EII), trainings on boiler safety and Industrial Hygiene Training; this diversity weighs on the project team and it is therefore important that there actually is one NPO for each of the two value chains as they are so different. Secondly, there is too little attention for



gender. Although the PRODOC (2018: 28) briefly touches upon this subject and states: “All project activities will be implemented with due consideration of gender equality and migrant status. Female workers in the two targeted sectors are exposed to role-specific risks, particularly in a female-dominated garment sector...”, nevertheless this has subsequently not been followed through since there is no reference to concerns of Gender equality in the LogFrame, nor in the Implementation Plan or Performance Plan, and no specific targets or indicators were identified to capture it.

### 3.3 Effectiveness

**6) What progress has the project made towards achieving its planned objectives, and in particular how effective has it been in establishing consultative institutional structures that support the achievement of OSH outcomes? What are the reasons/factors behind that progress? What are the main constraints, problems and areas in need of further attention?**

The progress that the project has made since the start in January 2018 until today towards achieving its planned objectives is substantial and the following achievements are particularly notable:

- ❖ Publication in 2018 of the detailed assessments done in 2017 of the Garment and Ginger Value Chains that served as the basis to design intervention models.
- ❖ Training of 459 Ginger farmers in the 7 target townships on OSH in collaboration with Winrock International, leading one farmer group to state “Through the training they became aware of the hazards at the work place, and they know more now about what to do to make it more safe and healthy, and how to do it”.
- ❖ ToT on OSH of 32 staff of the Department of Agriculture (DoA) of South Shan State.
- ❖ Awareness Workshops for 95 Input Retailers in South Shan State jointly organized with DoA on the safe use of agrochemicals.
- ❖ The formation of 6 Ginger farmers groups through VZF’s Coop Training in collaboration with Winrock International that reached 375 participants in the target townships.
- ❖ OSH Risk Assessment in six export-oriented garment factories in Yangon and two local textile factories in Mandalay based on data from private compliance schemes from H&M and EU-SMART Myanmar and primary observations.
- ❖ Workshop on Effective Communication on OSH and social security for 30 participants from workers’ and employers’ organisations (WO/EO) in collaboration with the ILO Youth4OSH project.
- ❖ Support FGLLID in organizing Safe Day celebrations and an OSH Event, in collaboration with ILO’s SafeYouth@Work project, to discuss the implementation of the recently adopted OSH Law, as well as in sponsoring the participation of two delegates in the OSH World Congress in Singapore in September 2017 and two more delegates to the ASEAN OSHNET Coordinating Board Meeting (CBM) in Yogyakarta, Indonesia in March 2019.
- ❖ Completion of a Business Process Review (which consisted of 34 meetings with ILO Consultants) of SSB procedures, and the reduction of steps in claiming Employment Injury Insurance (EII), an area touched by very few development partners. A pilot project has started in two of SSB’s 78 Sub-Offices to implement these innovations, and in the one in Hlaing Tharyar they are already processing 42 cases of employment injury claims

through the pilot procedures; these cases concern in majority women since the majority of the workers in that Township are women working in the garment sector (significantly, the garment sector is the largest contributor to the social security system).

- ❖ Stakeholders Workshop on EII which brought international experts from Germany and Malaysia.
- ❖ Trainings on boiler safety for 21 inspectors from the Boiler Inspection Department (Ministry of Industry), while training on electrical inspection was scheduled for mid 2019.
- ❖ Facilitation of an Industrial Hygiene Training on Work Environment Measurement in collaboration with the ILO Korea Partnership for 28 staff from MoHS, FGLLID and SSB, and support to MoHS on occupational health and the ongoing development of 31 OSH standards in cooperation with MOLIP.

The project in close cooperation with the ILO Liaison Office in Yangon has been particularly effective in establishing consultative institutional structures that support the achievement of OSH outcomes. The main such structure has been the tripartite Project Consultative Committee (PCC), which is chaired by the FGLLID with members from various ministries, WO and EO. The PCC covers a varying number of OSH-related projects brought together under the ILO OSH Portfolio. According to the ToR of the PCC this portfolio consists of two parts; firstly, the Projects under the PCC are VZF, ILO-Korea Partnership on OSH, SafeYouth@Work and Youth4OSH. Secondly, the other ILO projects under the OSH Portfolio have alternative advisory arrangements: Labour Market Governance, the bipartite ILO Garment Industry Project (ILO-GIP), Myanmar Program on the Elimination of Child Labour, and Entrepreneurship Development and SME Support (SCORE). The newest project in the portfolio is the ILO-Japan Cooperation programme implemented from Bangkok.

The PCC has been effective from July 2017 and was scheduled to meet at least three times per year which was more or less followed. The Fourth Meeting was held in November 2018, and the Fifth one in May 2019 was piggybacking on the OSH Forum (and thus was not a formal PCC meeting per se). The sixth one is scheduled for the end of August 2019. Importantly, the PCC can make recommendations to the NTDF (see below), as well as in future to the OSH Council (once established under the OSH Law which is not expected in 2019).

The NTDF was constituted in 2015 and serves as an independent consultative tripartite body on labour-related topics at the national level. It is chaired by the Union Minister of MOLIP with 9 representatives each from MOLIP, WO and EO. It is intended to meet at least quarterly. It had been running relatively well, including discussions on the current DWCP. However, it received a set-back when it was temporarily halted earlier in 2019 due to disagreements on the draft Labour Organization Law and the Dispute Settlement Law, especially between the Ministry and the workers' organisations.

Concerning coordination between donors, the ILO has made important efforts to liaise with the other major organisation working on OSH, i.e. the Embassy of Denmark, with which regular meetings are held. It might be good, though, to expand such meetings to arrive at a sort of a Donor Local Consultative Group on OSH to enhance coordination further (including for example EU-SMART, SIDA/H&M, Japan, Korea, USAID, UNIDO and GIZ).

Some of the reasons behind the progress discussed in the above, in other words the 'success factors', include:

- ❖ The time and funding allocated to an 'inception phase' in May-December 2017 when for example the Assessment studies were done for the Garment and Ginger Value Chains; the fact that the project was able to build on the achievements of this phase has helped a lot (although there is also a drawback, see below under constraints).
- ❖ The commitment towards issues of OSH on the side of the tripartite partners.
- ❖ The fact that OSH-issues are quite straightforward and relatively uncontroversial.
- ❖ The early recruitment of key staff combined with a high degree of staff continuity; for example, the STO started already in May 2017 during the inception phase and well before the project itself started in January 2018.
- ❖ Having one staff member with an office located in Taunggyi, South Shan State, itself working on the Ginger Value Chain has enhanced the work there.
- ❖ The embedding of the project within the OSH Project Portfolio and in its tripartite PCC has enhanced both coordination between projects and among tripartite constituents; in fact, being the largest project in the portfolio, the VZF Project Manager was designated ILO lead in this process by the Liaison Office.
- ❖ The platform for higher-level tripartite dialogue offered by the NTDF.

Some of the main constraints include:

- ❖ The Inception Phase, being a more or less separate phase, led to a substantial delay in the arrival of the actual funding namely as late as April 2018. This was the result of the fact that the PRODOC was based on the achievements in the inception phase (ending in December 2017), and then the whole approval and negotiating process of the PRODOC had to be gone through especially at HQ in Geneva.
- ❖ A general lack of qualified collaborators and trainers with international experience in Myanmar, for example on boiler and electrical inspections, but also on OSH training. Finding boilers with the desired tonnage for practical trainings is also challenging (as owners need to shut down the boiler).
- ❖ The EU's potential withdrawal of EBA Preferences for Myanmar exports has made foreign investors somewhat more reluctant.
- ❖ The price of Ginger has gone up to exceptional levels due to external factors (e.g. flooding in India) making it difficult for farmers to sell for exports, and this has set back certain project components; the real constraint here is the volatility of the price, and the difficulty to plan for it.
- ❖ As we saw in the above, participation of TUs in tripartite forums had been suspended for a couple of months in early 2019 as a result of disagreement with the government on the draft Labour Organization law and the Dispute Settlement Law. The trade unions are of the view that the government has been unresponsive to their concerns. This has affected the organization of tripartite events like the PCC and other workshops.
- ❖ Tripartism is still developing (e.g. the OSH standards workshop conducted by MoHS had no attendance from unions, while employers' representatives did not attend regularly).

- ❖ As a result of recent volatility, limitations have been placed on the access of international staff to selected project areas in Shan State (Pinlong and Namsang townships).

**7) To what extent have stakeholders been involved in the implementation and to what extent has national ownership been ensured?**

The stakeholders as identified in Section 1.1 above have all clearly been involved in the implementation of their respective project components. MOLIP and in particular FGLLID and SSB have been closely involved in the implementation of several project components. Specific institutional support to inspection and compensation mechanisms focuses on the FGLLID on labour inspection, the SSB on compensation, the Ministry of Industry on boiler and electrical safety, and the MoHS on occupational health. Selected EO and WO have been consulted during the course of the project, and both have participated in workshops and consultations, and one communications workshop was organized specifically for them on Effective Communication on OSH and Social Security targeting 20 participants from EO/WO.

Both at FGLLID and at SSB of MOLIP a certain sense of ownership of the project could be assessed by the MTE, although especially FGLLID could itself be more pro-active. Therefore, there is room to further enhance ownership in the coming period, for example, by involving them closely in the design and the development of a potential follow-up phase and by jointly developing a Consolidated Work Plan through the PCC (including all ILO OSH Portfolio projects).

Regarding ILO's International Labour Conventions Myanmar has not yet ratified the OSH related relevant Conventions, including:

- C155: Occupational Safety and Health Convention, 1981.
- C187: Promotional Framework for OSH, 2006.

On the whole Myanmar has ratified 24 out of the total of 189 Conventions, including only 3 of the 8 Fundamental and none of the 4 Governance Conventions. The last ratification dates back to 2016 (Maritime Labour Convention).

**8) Are stakeholders and beneficiaries satisfied with the quality of knowledge tools, technical advice, training and other activities delivered by the project?**

The key stakeholders and beneficiaries interviewed during this MTE are clearly satisfied with the quality of knowledge tools, technical advice, training and other activities delivered by the project; if anything, they would like to have more of it.

**9) Within its overall objectives and strategies, to what extent were the intervention results monitored and achieved (or not) in regard to issues of gender equality and non-discrimination?**

The intervention results were not so much monitored in regard to issues of gender equality and non-discrimination. For example, the minutes of the 4th PCC do not make a single reference to such concerns. This needs to be stepped up, and the Log Frame should be updated accordingly to reflect such concerns.

### 3.4 Efficiency

#### 10) Have project resources (including financial, technical, staff, time, and information) been used in an efficient manner? Has the project received adequate support from the relevant ILO units, the government and national partners?

Overall, it was found that the resources (including financial, technical, staff, time and information) have been used in a relatively efficient manner and the different project resources have in general been allocated strategically in the budget to achieve expected results. However, it must be said that the budget allocation is a bit skewed toward costs for the Project Team with almost half of the expenditures budgeted for that (see Table 2). For a project of USD 1.7 million it is not usual to have a relatively big team of 3 expert staff, an administrative/financial assistant and a driver, especially if it includes an international CTA/STO. Of course, there are special circumstances such as the need for an international team leader being able to liaise with the right government stakeholders and other donor organisations and projects, and to lead the diverse activities planned in the project which are relatively new areas for many of the Myanmar Stakeholders; in addition, a second NPO was required for the activities related to the Ginger Value Chain in Shan State. As a result, a relatively smaller part of the budget (almost one-third) is dedicated to actual activities, i.e. workshops, subcontracts, national and international consultants and trainings.

Table 2 also shows that the actual expenditures have followed closely the budgeted amounts, and therefore there are only minor differences between the columns 2 and 3 in the table. In terms of actual expenditures until now (June 2019), of the total budget of USD 1.7 million, just over USD 1 million or about **64%** has been spent. In other words, just over USD 600,000 or one-third is still to be spent until April 2020 and the delivery rate is thus *quite balanced* with the remaining duration of the project (35%, or 10 out of 28 months).

**Table 2: Budget and Expenditures until June 2019 by Budget categories.**

Budget Categories	Budget - %	Expenditures until June 2019
Project Staff	49.6%	53.8%
Workshops, Sub-contracts, Training, ITC	13.6%	10.3%
Consultants (National and International)	18.2%	21.5%
Various office (incl. office rent, evaluation)	5.4%	3.0%
Programme Support Costs	11.3%	11.4%
Provision for cost increases	1.9%	--
<b>TOTAL (%)</b>	<b>100.0%</b>	<b>100,0%</b>
<b>TOTAL (Absolute) in USD</b>	<b>1,700,000</b>	<b>1,082,765</b>
<b>Un-spent Balance in USD</b>		<b>617,235</b>

*Source: Re-calculations by author based on data received from the Project team in Mid-June 2019.*

On the question whether the project has received adequate support from the different stakeholders the answer is affirmative. The project has received technical support from the regional OSH Specialist in ILO-DWT Bangkok, while the OSH Specialist of the ILO-Korea project also based in Bangkok did collaborate with the project on joint activities such as the industrial

hygiene training. The project also received strategic support from the VZF Secretariat in Geneva, and technical support from other relevant specialists based in the LABADMIN/OSH Branch in ILO Geneva. Furthermore, the project has received adequate support from the Government, in particular from MOLIP and its departments, but also from MoA, MoI, MoHS and others. The social partners (WO & EO) have participated in specific activities, while CSOs and other national partners provided their support when consulted.

Concerning the relation with the VZF MDTF, the VZF-Myanmar project was conceptualised in 2017 when the trust fund contained un-earmarked funding from only 4 donors: Germany (majority of funding), Norway, Sweden and Siemens. The Steering Committee of the Trust Fund was involved in the approval of the PRODOC and its budget, but after that the budget was decentralized providing for a more or less independent decision-making by the Project Team under supervision from the ILO Liaison Office in Yangon and ROAP in Bangkok.

**11) To what extent did the project leverage partnerships (with other ILO projects, constituents, national institutions and other UN and development agencies) to enhance the project's relevance and effectiveness and to promote transformative dynamics on OSH? Should the project engage deeper with key stakeholders (e.g. FGLLID) in light of the enactment of the OSH Law?**

The project in close cooperation with ILO Liaison Office in Yangon was quite successful in leveraging partnerships with a series of other ILO projects through the ILO OSH Portfolio institutionalised through the tripartite PCC chaired by FGLLID which turned out quite effective; especially since some projects are closing while others are being started this platform provided the opportunity for continuous monitoring, coordination and cooperation.

On the other hand, there was not much cooperation with other UN organisations as they are generally not so much focused on OSH, with the clear exception of UNIDO which started its activities especially in ginger and tea sectors, and somewhat in avocado, in late 2018; it focuses on capacity building, e.g. for testing and for certification, and aims to establish a link with tourism. UNIDO and VZF are looking into a possibly intensified cooperation on the ginger value chain in South Shan State and beyond. Regarding this ginger value chain, the cooperation had been very intensive during 2018 with the 'Value Chains for Rural Development' project implemented by Winrock International and funded by USAID, but unfortunately this project has come to end recently. USAID will continue a bit differently: geographically more spread-out and with a different provider, i.e. ACIDI-VOCA, and USAID welcomes joint work between them and VZF-Myanmar. Another project with which cooperation is being explored in South Shan State is the GIZ project on Sustainable Agricultural Development and Food Safety which has a base in Taunggyi, but focuses not so much on OSH but on product quality and food safety in a range of agricultural products.

Other partnerships have been built also on the garment value chain with the H&M/SIDA Garment project, and with EU's SMART Myanmar, "SMEs for Environmental Accountability, Responsibility and Transparency", which supports garment production 'Made in Myanmar' to increase international competitiveness of SMEs. Concerning institutional support to the FGLLID especially training of inspectors, the Embassy of Denmark has also played an important role for many years



now, and monthly meetings with the ILO Liaison office are an important venue to cooperation and to coordinate activities. Lastly, Aung Myin Hmu (AMH), meaning 'success', is a CARE project dealing with Industry Solutions for Safe Employment, and focuses on skills development, including the development of competency standards for OSH.

The OSH Law had been in the making for a number of years and the enactment was therefore not as such included in the project; now that it has been passed by the Parliament (but not yet signed by the president), it constitutes a new component for the project that needs to be taken up with priority. In light of this recent approval, the project should indeed engage deeper with key stakeholders, in particular with FGLLID and the social partners (EOWO), to draft the rules and regulations required for the draft law to be enacted in a phased manner in the coming years.

When the project started in January 2018, there was already an established partnership between FGLLID and the Embassy of Denmark on training of inspectors, and this was at times made quite explicit by the Embassy; now that the coordination between this embassy and ILO has much more evolved, it is important to maintain this good cooperation. Furthermore, closer involvement of the FGLLID is advised when the project is working with other technical ministries (e.g. DoA, MoHS and MoI) as FGLLID would like to liaise with those ministries in light of its expanded mandate under the new OSH Law and bring in their specific expertise on OSH which the other more technical ministries are lacking.

## **12) How well have project management processes and arrangements worked in delivering project outputs and results?**

The project management processes and arrangements have worked quite well in delivering project outputs and results in particular due to some of the success factors explained in the above, including especially early staff recruitment and continuity of staff, staff located in South Shan State itself, and the PCC liaising with the main stakeholders as well as with a series of related ILO projects.

The project's 'Communication and Visibility Strategy' aimed to ensure the visibility of the VZF project, to build the awareness of stakeholders on project activities, and to establish effective information channels. Despite the lack of a dedicated communications officer this has been managed satisfactorily, and in large part this was made possible by the support from:

- ILO's Yangon Liaison Office,
- VZF Secretariat as the strategy is fully integrated within the one of VZF-Global,
- ILO's Department of Communications (DCOMM) in Geneva, and
- Selected partners (e.g. Winrock had a communications specialist).

There is, however, some room for improvement as FGLLID indicated that communication had not been as comprehensive as in some other ILO projects (e.g. SafeYouth@Work) and, for example, they came to learn about the work on the ginger value chain only one month ago, and this was also mentioned by CTUM. This may partly be attributed to different staff members attending different meetings and/or to the fact that FGLLID has since the adoption of the OSH Law in March 2019 an enhanced interest in agriculture; the fact is that the project has for example shown the 'Ginger Video' at the PCC meeting in June 2018 where all key stakeholders were present, and

likewise a ginger stakeholder event was discussed at the PCC meeting in February 2018. In any case, the lesson learned is that communication needs to be intensified in particular with respect to FGLLID.

The project follows the VZF initiative's progress reporting cycle:

- Annual narrative progress reports against the indicators defined in the logical framework which are integrated into the VZF-Global's Progress Reports (the first one deals with the year 2018, and dates from March 2019); and
- Final narrative report against the indicators defined in the logical framework to be submitted no later than four months after the present project end date.

The project is providing the following financial reports to the VZF Steering Committee:

- An annual consolidated financial statement with respect to the contributions received and disbursed by the VZF MDTF. The statement includes a summary financial status on each approved activity and details of all in-kind contributions received as per ILO standard financial reporting; and
- A final financial statement for each completed country project will be provided within four months of the completion of each country project.

**13) To what extent did the project budget factor-in the benefits and costs of specific activities, outputs and outcomes to address gender equality and non-discrimination?**

The project did not factor-in such benefits or costs, and there were no resources specifically dedicated to outputs aimed at mainstreaming gender and at women specific actions. In addition, there were no activities identified in the LogFrame specifically directed at women or non-discrimination.

### 3.5 Impact

**14) What are the intervention's long-term effects in regard to strengthening the institutions and structures to promote transformative dynamics on OSH?**

With respect to the project's long-term effects in regard to strengthening the institutions and structures to promote transformative dynamics on OSH, good progress has been made with respect to several specific institutions and structures but at the same time it was found that a lot still remains to be done. In particular, the MTE would like to underline the following long-term effects which were achieved through the project's activities:

- The different types of Capacity Building provided by the project on OSH has lasting effects, particularly:
  - ToT for 32 staff of the DoA of Shan State, and this may well result in rolling-out this OSH training to other townships and communities in the South Shan State.
  - Training to Ginger farmers and the formation of 6 Ginger farmers groups.
  - Communication on OSH and social security for participants from WO/EO, and, for example CTUM has an OSH Committee and UMFCCI recently recruited an OSH expert.



- Trainings on boiler (and electrical) safety for inspectors of the Ministry of Industry.
- Industrial Hygiene Training for MoHS, FGLLID and SSB.
- Partnership building has advanced substantially with FGLLID and SSB, while continuous efforts will remain needed to maintain and deepen the relations built-up with WO and EO; Some other partnerships were built up, for example with MGMA, ILO GIP/H&M/SIDA, EU's SMART Myanmar, Aung Min Hmu (AMH) and Winrock International.
  - However, the reality is also that certain partnerships just end with projects, such as, for example, is now the case with Winrock International in South Shan State.
- Streamlining and simplifying the Complaint mechanism for Employment Injury Insurance (EII) through the SSB;
- The project made clear contributions to the development of the policy framework on OSH (e.g. support to the OSH Law);
- The support to the formation of the OSH Training Centre under the FGLLID which is expected to start in August 2019. This is a new component of the project (it was not as such in the PRODOC), and the building for the Centre has been completed with the help of funding by Japan through mediation of VZF at the G20 meeting in 2017. Significantly, CTUM and UMFCCI have each pledged Myanmar Kyat (MMK) 1 million (USD 662) for this centre, while it was not (yet) budgeted by the government in this fiscal year (up to March 2020). The current development of the Business Plan for the Training Centre was funded by VZF-Global.

Generally, the project's knowledge and experience have been effectively transferred to the national partners, partly depending on the capacity to follow up on project results, which differs among the various national partners and stakeholders.

**15) What are the intervention's effects in reducing (or exacerbating) gender inequalities and gender-based discrimination?**

As we have seen in the above, the project did not identify explicit gender outcomes, outputs, activities or indicators, not in the Log Frame, nor in the Implementation and Performance Plans. Nevertheless, women did benefit by default from the project somewhat more than men because the workers in garment factories are for about 90 % women, and among the ginger farmers met by the MTE there were also at least some women. In addition, in some ministries, e.g. in the Department of Agriculture, the majority of staff are women, and 60 of the 66 FGLLID Field Inspectors are women. Data on the number of women participants in the project's training activities were not provided by the project, so that needs to be monitored more closely in the future.

**16) Has the intervention made a difference to specific SDGs and broader national development efforts?**

The intervention did indeed make a difference to SDG 8 and in particular to Target 8.8, especially to the part that indicates to "...promote safe and secure working environments for all workers" as awareness on OSH has increased and in particular cases OSH conditions themselves have also

improved; in addition, social security has improved through the work with SSB on the reduction of steps to claim employment injury insurance (EII) which went down from 56 steps to 31 steps, and preparations are on the way to reduce this further through ICT technological innovations.

It also made a difference to broader national development efforts especially through OSH awareness raising and trainings of selected partners to prepare for the drafting of rules and regulations required for the landmark OSH Law of March 2019. It is important to maintain such a clear OSH focus in the coming years and keep the momentum of the OSH Law going as it were.

#### **17) Should the project pursue any new sectors in order to expand its impact?**

This concerns a multi-faceted question with multi-stakeholder (contrasting) viewpoints:

- ❖ It will depend first and foremost on whether a new Phase will be approved by the VZF Steering Committee beyond April 2020.
- ❖ Subsequently, it depends on the volume of funding and the duration of such a follow-up phase: With a similar budget and duration as the current project, adding an additional sector does not seem at all feasible, *unless* one of the existing sectors is abandoned.
- ❖ This is the more important as the next phase of the project will witness enhanced demands from MOLIP/FGLLID for support on the priority development of the rules and regulations for the OSH Law and on the capacity development of the OSH Training Centre, two brand-new project components! In addition, SSB would like to roll out the new SOP for EII to all their 78 sub-offices, Mol would like to enhance the training of boiler and electrical inspectors, MoHS prefers more emphasis on Health in OSH, etc.
- ❖ A question asked pertinently by a few stakeholders (including the FGLLID) is whether the project should at all continue with the Garment Sector since so many other partners/donors are already engaged in this sector. The argument in favour of continuing with the garments value chain is that now experience has been built up around OSH issues in this sector providing a basis on which can be built further in a possible next phase, instead of abandoning it mid-way as it were. In addition, a few other stakeholders have advised to stay with and go *deeper* into the existing project Value Chains (garment and ginger), and in particular the MICS underlines that employment in the garment sector is so large. In addition, it is also important to note that the garment sector is largely formalized, which provides specific opportunities to VZF to work directly with the relevant institutions such as the FGLLID and the SSB. This is not the case in the ginger or construction sectors, where workers are not covered by social security nor inspected systematically by the FGLLID. The largely formal nature of the garment sector and informal nature of the agriculture sector therefore provided unique opportunities for VZF to test approaches, methodologies and tools in different settings, and explore opportunities for their replication and scale in the current project phase; whether that is really needed to continue in the next phase for both sectors is a matter of judgment which differs widely among the stakeholders.
- ❖ Other stakeholders, including FGLLID, have specifically recommend moving into a new sector, especially '*Construction*' was mentioned often since it is particularly

relevant for OSH in view of the relatively many accidents, and FGLLID added “The Construction Sector needs a lot of improvement; it is of great concern to us”. However, the Construction Value Chain is completely different from the other VC’s with a structure characterized by multiple chains of subcontracting and informal labour arrangements. The workers organisations are divided on this topic as the CTUM proposes to include Construction, while MICS indicated that construction workers are mainly informal and therefore it is difficult for a trade union to work with them; the focus of MICS is on the formal sector such garments. The third WO, AFFM, has its focus on agriculture.

- ❖ A different question on Construction is in how far it is part of a *Global* Supply Chain, but indications are that there are linkages with international companies, and this would have to be investigated, whereby the expertise of Siemens may be of help.
- ❖ There is more or less consensus on maintaining the geographical focus on South Shan State, even if another agricultural product would be added besides ginger; several stakeholders mentioned the ‘native’ crops of soy-bean or corn.

In sum, supposing a new phase is approved and it will be similar in size and duration as the present one, than a choice needs to be made to maintain garments, or to move to the construction value chain; as indicated in the above maintaining both as well as ginger is not feasible. There are pros and cons for both choices, but as FGLLID has underlined their explicit preference on different occasions (including at the Stakeholder Workshop) this needs to be taken with priority and considered very carefully.

### 3.6 Sustainability

#### 18) What can the project do better to consolidate the achievement and sustainability of OSH outcomes?

In order to consolidate the achievement and sustainability of OSH outcomes, the project is recommended to focus on:

- ❖ The engagement of FGLLID in all components of the project including those with other Ministries (DoA, MoHS, Mol, etc.).
- ❖ The sustaining of the sense of ownership developed by MOLIP, both at FGLLID and at SSB, by involving them in the design and the development of a possible follow-up phase.
- ❖ The close involvement of the main social partners (EO/WO), especially UMFCFI and CTUM, in this process.
- ❖ The continuous support to the OSH Training Centre.
- ❖ The further engagement with FGLLID and the main social partners in order to facilitate and enhance the drafting of the necessary rules and regulations for the OSH Law to be enacted ultimately in phases (2023 and 2028).

#### 19) How effective and realistic is the exit strategy of the project?

The project does not yet have an exit strategy but the PRODOC (2018: 42-43) specifies that a ‘Sustainability Plan’ will be “... developed half-way through the project with inputs from the mid-term review.” Following the request for project extension made in June 2019 in Berlin to the

German donor by all the Myanmar tripartite constituents in the Delegation headed by the FGLLID Director General (funded by VZF), a second phase might well follow beyond April 2020. As a result, it may be more appropriate to frame such a plan less as a short-term exit strategy and more as a sustainability strategy to consolidate results in the coming years. The MTE recommends further that this plan should include a high-level 'Sustainability Workshop' chaired by the Union Minister of MOLIP and including all the relevant stakeholders to be organized some 4 to 5 months before the end of the project. Myanmar's VZF project has been the pioneering country within VZF-Global in several cases and it is also the first to define an exit plan; however, such a plan needs to be discussed in the framework of the VZF Global strategy.

**20) To what extent will the intervention have a sustainable impact on addressing gender equality in the world of work?**

As the majority of workers in the garment factories are women, and many women are also involved in the activities related to the ginger value chain, the long-term effects described above will apply to them as well. However, as gender equality has not been an explicit target and trainings did not have specifically gender-focused components according to the stakeholders interviewed, there will at best be an accidental impact of the interventions on gender equality. This needs to be made explicit soonest, and it would be best to have an expert consultant draft a Gender Action Plan in cooperation with the Gender Expert in ILO-ROAP, Bangkok, in the coming months as this is a major flaw in the project design. Thereby it could liaise with the new Women Centre of CTUM in Hlaing Tharyar.

**21) To what extent will the project have a long term, sustainable positive contribution to the SDG and broader national development priorities?**

As indicated above under Evaluation Question 16, the intervention did indeed make a sustainable contribution to SDG 8 and in particular to Target 8.8 raising awareness on OSH, improving some OSH conditions, and reducing the number of steps required to claim employment injury insurance (EII). It also made a difference to broader national development efforts especially through OSH awareness raising and trainings of selected partners to prepare for the drafting of rules and regulations required for the landmark OSH Law passed by the Parliament in March 2019.

## 4 Conclusion and Recommendations

### 4.1 Conclusions

The **Relevance** of the project for the people and for the country of Myanmar has been very high from the beginning as OSH standards in these and other sectors left much to be desired both in terms of awareness among workers, employers and some government staff, as well as in terms of implementation of these standards. All stakeholders also stressed that the relevance is still as valid as when the project started especially now that the OSH Law has just been adopted. The project is aligned with broader national policies and programmes of the Government of Myanmar (GoM), in particular with the Myanmar Sustainable Development Plan 2018–2030 and the 12 Points Economic policy of the Union of Myanmar. The project also contributes to the Myanmar DWCP 2018–2021, to several of the ten conditions set by the ILO Global Action for Prevention on OSH (OSH-GAP) flagship programme, and to Outcome 7 of ILO's Programme and Budget 2018-2019. Furthermore, it is aligned with the UNDAF 2018-2021, and to SDG-8, target 8.8, and to the policies of several donor countries through the VZF-Global Strategy for OSH. Concerning gender equality, non-discrimination and disability inclusion, the project has shown to be much less flexible and responsive to such concerns, and there are no explicit elements in the design to address them.

The **Validity of Design** is generally satisfactory, with a project design (objectives, outcomes, outputs and activities) which was assessed to be logical and coherent, and which was laid down in and monitored through the Log Frame and the Implementation Plan. However, the Performance Plan has not been updated, and the Assumptions need to be broadened, while the Risk Analysis is solid but needs to include the risk of the EU's potential withdrawal of EBA. VZF-Myanmar, being the first country of VZF-Global, had to pioneer several elements such as the alignment to the global outcomes and outputs and the Theory of Change (ToC), which helped the other countries that came later. Nevertheless, the linkages between the global and country levels could be made more explicit. The project has involved the right stakeholders in the different project activities but especially MOLIP/FGLLID as the primary partner has expressed its preference to be involved in *all* activities especially also if other ministries are involved. Of the social partners most contacts are with the MGMA (EO), partly through the ACTEMP expert, and with CTUM (WO). Two issues of concern on the validity of the design include the fact that the activities are relatively diverse and that there was too little explicit attention for gender.

In terms of **Effectiveness**, the project has made substantial progress towards achieving its planned objectives, and Section 3.3 lists a series of notable achievements. The project in close cooperation with the ILO Liaison Office in Yangon has been particularly effective in establishing consultative institutional structures such as the PCC of the ILO OSH Portfolio and the NTFD. Coordination between donors has also been pursued somewhat, especially with the Embassy of Denmark, but it is recommended to broaden this to other donors/partners. Some of the success factors responsible for that progress include: the preparations made in the Inception Phase, the commitment towards OSH on the side of the tripartite partners, the fact that OSH-issues are relatively uncontroversial, and the early recruitment of key staff combined with a high degree of

staff continuity and having one NPO located in South Shan State for the ginger value chain. A number of constraints were also identified, including delays in start-up following inception, a general lack of qualified trainers in Myanmar, and price volatility of agricultural products.

The stakeholders have all clearly been involved in the implementation of their *respective* project components, and both at FGLLID and at SSB a certain sense of ownership of the project could be assessed by the MTE, although especially FGLLID could itself be more pro-active. Therefore, there is room to further enhance ownership in the coming period, especially by involving them closely in the design and the development of a potential follow-up phase and by jointly developing a Consolidated Work Plan through the PCC. Regarding ILO's International Labour Conventions Myanmar has not yet ratified the OSH related relevant Conventions (C155 and C187). The key stakeholders and beneficiaries interviewed during this MTE are clearly satisfied with the quality of knowledge tools, technical advice, training and other activities delivered by the project; if anything, they would like to have more of it. The intervention results were not so much monitored in regard to issues of gender equality as already discussed.

With respect to *Efficiency*, it was found that the resources (including financial, technical, staff, time and information) have been used in a relatively efficient manner and the different project resources have in general been allocated strategically in the budget to achieve expected results. However, the budget allocation is a bit skewed toward costs for the Project Team (almost half of the expenditures), which is large especially for a project of USD 1.7 million. Special circumstances can in good part account for this, such as the need for an international team leader and a second NPO was required for the activities related to the Ginger Value Chain in Shan State. As a result, only just over one-third of the budget is dedicated to actual activities (including consultants). The analysis has shown that the actual expenditures closely adhered to the pattern in the budget, and that spending is very much on track (just over one third of the funding is still available for 35% of the project duration).

The project has received adequate support from different stakeholders, such as from ILO-DWT Bangkok, the VZF Secretariat and the LABADMIN/OSH Branch both in ILO Geneva. The project in close cooperation with ILO Liaison Office in Yangon was successful in leveraging partnerships with a series of other ILO projects through the ILO OSH Portfolio institutionalised through the tripartite PCC chaired by FGLLID. Close cooperation was forged with Winrock International in Shan State. With UN organisations there was less cooperation as they are generally not so much focused on OSH, except UNIDO, with whom cooperation is being discussed, just as with GIZ. In the garment value chain partnerships were forged with ILO GIP (H&M/SIDA), EU SMART Myanmar, and with Aung Myin Hmu (AMH). Regular discussions were held with the Embassy of Denmark.

The OSH Law had been in the making for a number of years and the enactment was therefore not as such included in the project; now that it has been passed by the Parliament (but not yet signed by the president), it constitutes a new component for the project that needs to be taken up with priority. In light of this recent approval, the project should indeed engage deeper with key stakeholders, in particular with FGLLID and the social partners (EOWO), to draft the rules and regulations required for the draft law to be enacted in a phased manner in the coming years.



The project management processes and arrangements have worked quite well in delivering project outputs and results in particular due to some of the success factors explained in the above. The project's communication strategy was satisfactory, although crucial partners like FGLLID and CTUM claimed that they were not aware of the work on the ginger value chain while this had been presented extensively at PCC meetings. Progress and financial reporting follow the VZF reporting cycle mainly on an annual basis. The project did not have any specific budget-lines addressing issues of gender equality or non-discrimination.

With respect to *Impact*, good progress has been made with respect to several specific institutions and structures but at the same time it was found that a lot still remains to be done. Achievements with long-term effects include the different types of Capacity Building on OSH; partnership building has advanced substantially with FGLLID and SSB, while continuous efforts will remain needed to maintain and deepen the relations built-up with WO and EO; partnerships were built up as indicated in the above; and, the work on EII with the SSB has clear long-term effects. Generally, the project's knowledge and experience have been effectively transferred to the national partners, partly depending on the capacity to follow up on project results, which differs among the various national partners and stakeholders. While the project did not explicitly include gender issues, by default women did definitely benefit because the workers in garment factories are mostly women, and the staff of some ministries have a majority of women.

The intervention did indeed make a difference to SDG 8 and in particular to Target 8.8, especially by enhancing awareness on OSH and by improving certain OSH conditions, while at the same time enhancing social security. It also made a difference to broader national development efforts especially through OSH awareness raising and trainings of selected partners to prepare for the drafting of rules and regulations required for the landmark OSH Law of March 2019. It is important to maintain such a clear OSH focus in the coming years and keep the momentum of the OSH Law going as it were.

The issue of whether the project should pursue any new sectors to enhance its impact is a multi-faceted question with widely diverging stakeholder viewpoints. Firstly, it will depend on whether a new Phase will be approved by the VZF Steering Committee beyond April 2020. Subsequently, it depends on the volume of funding and the duration of such a follow-up phase: With a similar budget and duration as the current project, adding an additional sector does not seem feasible, *unless* one of the existing sectors is abandoned. Some stakeholders prefer to abandon the Garment Sector since so many other partners/donors are already engaged in this sector, while other want to continue with this sector for varying reasons. The Construction Sector is mentioned most as a priority sector, especially also by FGLLID, because of the relatively many accidents. Interestingly, the three workers' organisations are completely divided on this issue. Furthermore, it needs to be investigated first in how far construction is part of a *Global* Supply Chain. Regarding the ginger value chain there is more or less consensus on maintaining the geographical focus on South Shan State, even if another agricultural product would be added besides ginger, for example the 'native' crops of soy-bean or corn. In sum, supposing a new phase is approved and it will be similar in size and duration as the present one, than a choice needs to be made to maintain garments, or to move to the construction value chain; as indicated in the above

maintaining both as well as ginger is not feasible. There are pros and cons for both choices, but as FGLLID has underlined their explicit preference on different occasions (including at the Stakeholder Workshop) this needs to be taken with priority and considered very carefully.

In order to consolidate the achievement and *Sustainability* of OSH outcomes, the project is recommended to focus on the sustaining of the sense of ownership developed by MOLIP, both at FGLLID and at SSB, by involving them in the design and the development of a possible follow-up phase, by engaging FGLLID in all components of the project, by intensifying the involvement of the main social partners (EO/WO), especially UMFCFI and CTUM, and by support to the OSH Training Centre. Most importantly, for the coming years is the further engagement with FGLLID and the main social partners in order to facilitate and enhance the drafting of the necessary rules and regulations for the OSH Law to be enacted ultimately in phases.

The project does not yet have an exit strategy but the PRODOC (2018: 42-43) specifies that a 'Sustainability Plan' will be "... developed half-way through the project with inputs from the mid-term review." Following the request for project extension made in June 2019 in Dresden to the German donor by all the Myanmar tripartite constituents in the Delegation headed by the FGLLID Director General (funded by VZF), a second phase might well follow beyond April 2020. As a result, it may be more appropriate to frame such a plan less as a short-term exit strategy and more as a sustainability strategy to consolidate results in the coming years. The MTE recommends further that this plan should include a high-level 'Sustainability Workshop' chaired by the Union Minister of MOLIP and including all the relevant stakeholders to be organized some 4 to 5 months before the end of the project. Myanmar's VZF project has been the pioneering country within VZF-Global in several cases and it is also the first to define an exit plan; however, such a plan needs to be discussed in the framework of the VZF Global strategy.

Since gender equality has not been an explicit target, there will at best be an accidental impact of the interventions on gender equality. This needs to be made explicit soonest, and it would be best to have an expert consultant draft a Gender Action Plan (see further Recommendation-3 in the next section). The intervention did make a sustainable contribution to SDG 8/Target 8.8 (cf. above), and also made a difference to broader national development efforts especially through OSH awareness raising and trainings of selected partners to prepare for the drafting of rules and regulations required for the landmark OSH Law passed by the Parliament in March 2019.

The *Overarching Conclusion* of the MTE is that the project certainly remains highly relevant for Myanmar as well as for the donor countries and other international frameworks (including SDGs) especially also now that the OSH Law has just been passed by the Parliament, that its design was logical and coherent but could benefit from more explicit attention for gender, and that a series of notable achievements were made especially with the FGLLID, the SSB and with stakeholders in Shan State. Consultative structures were established (PCC, NTDF, donor coordination), and several partnerships were forged. The project's budget allocation is a bit skewed toward costs for the Project Team, while spending is on track. The project management processes and arrangements have generally worked quite well in delivering project outputs in particular also due to early staff recruitment and continuity. Concerning the gender dimension, it must be underlined that the project should step up its efforts in the next phase. Several



achievements have a longer-term impact, e.g. capacity building, the building of partnerships, and the work on EII. The issue of whether the project should pursue any new sectors to enhance its impact is broadly discussed and advised upon (see Recommendations). In terms of sustainability, the project should work now on an exit plan and include a high-level ‘Sustainability Workshop’.

## 4.2 Recommendations

The recommendations will be presented in this section according to the six Evaluation Criteria distinguished throughout this report.

### Relevance

1. **Continue activities on OSH as it is no less relevant now than it was at the inception of the Myanmar VZF-OSH project**, in fact, in view of the recent passing of the OSH Law support to the tripartite partners to draft the rules and regulations for this law **is even more urgent** in order not to lose the momentum created by the passing of the law and the imminent start of the OSH Training Centre.

Responsible Unit	Priority	Time Implication	Resource Implication
Project Team, MOLIP/FGLLID, SSB, Social Partners	High	From the middle of 2019	Part of ongoing investments.

### Validity of Design

2. **Make the linkages between the VZF-Global and Country Levels more explicit** in terms of Objectives, Theory of Change, Log Frame, etc., and specifically for VZF-Myanmar update the Performance Plan and broaden the Assumptions.

Responsible Unit	Priority	Time Implication	Resource Implication
Project Team, VZF-Global, DWT-ROAP, ILO-HQ	Medium	From the middle of 2019	Part of ongoing investments.

3. **Pay much more explicit attention to Gender Equality**, and possibly also to non-discrimination and disability inclusion. **Develop a Gender Action Plan** in cooperation with the Gender Expert in DWT-Bangkok and in Geneva. Include explicit gender activities in future (revised) Log Frames, include specific **budget lines** for issues related to gender equality, and monitor much more closely the activities in terms of sex-disaggregated data. Partner in this respect with UNWOMEN and also for example liaise with the new CTUM's Women Centre in Hlaing Tharyar.

Responsible Unit	Priority	Time Implication	Resource Implication
Project Team, DWT-ROAP, ILO-HQ, VZF-Global, and possibly UNWOMEN and a gender consultant	Very High	From the middle of 2019	Reallocate budget lines.

### Effectiveness

4. **Enhance further the beginning sense of ownership at MOLIP/FGLLID in the coming period**, by involving them in *all* components of the project including those with other Ministries, by involving them closely in the design and the development of a potential follow-up phase beyond April 2020 and by jointly developing a **Consolidated Work Plan** whereby the PCC should also be closely involved (including all ILO OSH Portfolio projects). This would also induce a more pro-active role of the FGLLID.

Responsible Unit	Priority	Time Implication	Resource Implication
Project Team, PCC MOLIP/FGLLID, other ministries	Medium	From the middle of 2019	Part of ongoing investments.

5. **Continue to closely involve the key social partners and explore further capacity building for the different trade unions on OSH matters**. Consider maintaining not only an ILO-ACTEMP expert at the ILO Liaison Office in Yangon, but also an ACTRAV expert.

Responsible Unit	Priority	Time Implication	Resource Implication
Project Team, Social Partners, ILO-ACTEMP expert, ILO Liaison Office, ILO HQ	Medium	From the middle of 2019	Budget from ILO HQ and/or ROAP.

6. **Maintain attention for the complementarity among donor and other development partner interventions in the OSH area** in order to avoid overlap and gaps, in particular, through the successful ILO OSH Portfolio and the PCC, but also through promoting the setting-up of a Local Consultative Group (LCG) on OSH.

Responsible Unit	Priority	Time Implication	Resource Implication
Project Team, ILO Liaison Office, PCC, NTDF, Other Donors and International Organizations	Medium	From the middle of 2019	Explore budgets from ILO Liaison Office, ILO ROAP and/or HQ.

### Efficiency

7. **Monitor expenditures closely as they are skewed towards the project team** albeit for the clear reasons of the need for an international CTA/STO and the need for two NPOs as the two selected sectors are so diverse and geographically differently concentrated.

Responsible Unit	Priority	Time Implication	Resource Implication
Project Team, ILO Liaison Office, PCC	Medium	Continuous	Part of ongoing investments.

8. **Find alternatives in the Ginger Value Chain activities for the important inputs by Winrock International** as their project was recently completed: Cooperation can be considered for example with UNIDO, GIZ, ACDI-VOCA, HELVETAS (works with private-sector companies) and other projects partners. Consider also involving the pool of local expertise and experience that is constituted by the 16 former Winrock staff members who jointly formed a local Shareholder Company in August 2018 based in South Shan State.

Responsible Unit	Priority	Time Implication	Resource Implication
Project Team, ILO Liaison Office, PCC, UNIDO, GIZ, ACDI-VOCA, HELVETAS, and the locally established Shareholder Company	Medium	From the middle of 2019	Part of ongoing investments.

### Impact

9. **Closely consider a change in Value Chains as was proposed by FGLLID, by gradually abandoning the garments sector and moving into the Construction Sector**, where work accidents and injuries are relatively widespread. Work on the Ginger Value Chain is generally recommended to be continued, although some stakeholders propose to add a second agricultural product (in particular the native crops of Soybean or Corn), while also many farmers operate on a multi-crop basis. However, care should be taken that this does not lead to an even larger project team as a result of employing an NPO for each value chain; the share in the budget of 'activities' needs to be maintained if not increased. If the project manages to acquire *substantially more funding*, then three sectors might well be possible.

Responsible Unit	Priority	Time Implication	Resource Implication
Project Team, ILO Liaison Office, PCC, MOLIP/FGLLID, Social Partners	Medium	2019 - 2020	Part of ongoing investments.

### Sustainability

10. **Develop an exit plan or a 'Sustainability plan' and organize a high-level 'Sustainability Workshop'** chaired by the Minister of MOLIP some four months *before* the end of the project in April 2020.

Responsible Unit	Priority	Time Implication	Resource Implication
Project Team, ILO Liaison Office, PCC, MOLIP/FGLLID, Social Partners	Medium	Late 2019	Part of ongoing investments and/or re-allocate budget lines.

## 5 Lessons Learned and Good Practices

This chapter compiles two lessons learned (LL) and two good practices (GP) from the experience gained by evaluating the VZF-OSH project in the present report, namely:

### **Lessons learned**

*LL1: The Inception Phase of the Myanmar VZF-OSH project was positive in that solid assessments were made of the value chains considered for inclusion in the project, but negative in the sense that an inception phase which is separate from the project itself leads to many delays in the interim period especially related to the approval procedures of the PRODOC.*

*LL2: The volatility of the prices for agricultural products makes it difficult to properly plan project components.*

### **Good practices:**

*GP1: The early recruitment of key members of the Project Team in combination with substantial staff continuity is a Good Practice benefiting the project greatly, as is the fact that the NPO responsible for the ginger value chain activities is located in South Shan State itself.*

*GP2: The ILO OSH Portfolio spearheaded by the PCC is a Good Practice to be followed elsewhere which has worked out well for the VZF project.*

### 5.1 Lessons Learned

One of the purposes of evaluations in the ILO is to improve project or programme performance and promote organizational learning. Evaluations are expected to generate lessons that can be applied elsewhere to improve programme or project performance, outcome, or impact. The ILO/EVAL Templates are used below for the two identified Lessons Learned (LL).

**LL1: The Inception Phase of the Myanmar VZF-OSH project was positive in that solid assessments were made of the value chains considered for inclusion in the project, but negative in the sense that an inception phase which is separate from the project itself leads to many delays in the interim period especially related to the approval procedures of the PRODOC.**

## ILO Lesson Learned Template

**Project Title: Independent Mid-Term Evaluation of Occupational Safety and Health (OSH) in Myanmar supply chains; A Vision Zero Fund (VZF) project - Implementation Phase (Phase II)**

**Project TC/SYMBOL: MMR/16/51/MUL**

**Name of Evaluator: Theo van der Loop**

**Date: 3 August 2019**

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>	<i>The Inception Phase of the Myanmar VZF-OSH project was positive in that solid assessments were made of the value chains considered for inclusion in the project, but negative in the sense that an inception phase which is separate from the project itself leads to many delays in the interim period especially related to the approval procedures of the PRODOC.</i>
<b>Context and any related preconditions</b>	<i>The VZF project in Myanmar initially started in 2017. The project follows a two-phase approach, namely an inception phase (completed before 31 December 2017) and a subsequent implementation phase. In Myanmar, VZF is working on two Global Supply Chains (GSC): the garment supply chain and a supply chain in agriculture, which were identified during the inception phase. The garment sector in Myanmar was selected by the project based on a donor request. However, despite the pre-selection of the sector, a comprehensive assessment of the sector was nevertheless conducted in line with the ILO-EU adapted methodology during the inception phase in order to identify the drivers and constraints for OSH improvement in the supply chain. Current conditions are favourable for garments to drive more export growth and revenue in Myanmar. In regard to the agriculture supply chain, the project conducted a value chain selection process in July-August 2017. The project initially considered seven agricultural commodities and the likelihood of project impact and replicability by focusing on main agriculturally-diverse areas, such as Shan State. The project eventually selected ginger based on an established ILO supply chain selection tool that incorporates various criteria.</i>
<b>Targeted users / Beneficiaries</b>	<i>Project Team, ILO Liaison Office, ROAP, VZF-Global and HQ; Donors.</i>

<p><b>Challenges /negative lessons - Causal factors</b></p>	<p><i>The Inception Phase, being a more or less separate phase, led to a substantial delay in the arrival of the actual funding namely as late as April 2018. This was the result of the fact that the PRODOC was based on the achievements in the inception phase (ending in December 2017), and then the whole approval and negotiating process of the PRODOC had to be gone through especially at HQ in Geneva.</i></p>
<p><b>Success / Positive Issues - Causal factors</b></p>	<p><i>The time and funding allocated to an ‘inception phase’ in May-December 2017 when for example the Assessment studies were done for the Garment and Ginger Value Chains; the fact that the project was able to build on the achievements of this phase has helped a lot.</i> <i>The early recruitment of key staff combined with a high degree of staff continuity; for example, the STO started already in May 2017 during the inception phase and well before the project itself started in January 2018.</i></p>
<p><b>ILO Administrative Issues (staff, resources, design, implementation)</b></p>	<p><i>In designing a project and writing a PRODOC a balance needs to be found in an early preparatory set-up phase (inception) and possible delays to be incurred as a result of that.</i></p>

**LL2: The volatility of the prices for agricultural products makes it difficult to properly plan project components.**

## ILO Lesson Learned Template

**Project Title: Independent Mid-Term Evaluation of Occupational Safety and Health (OSH) in Myanmar supply chains; A Vision Zero Fund (VZF) project - Implementation Phase (Phase II)**

**Project TC/SYMBOL: MMR/16/51/MUL**

**Name of Evaluator: Theo van der Loop**

**Date: 3 August 2019**

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>	<i>The volatility of the prices for agricultural products makes it difficult to properly plan project components. For example, one group of ginger entrepreneurs in South Shan State build a complete cleaning and packaging plant for ginger but it is now unused as the price of ginger is much too high and international buyers are buying ginger in other countries.</i>
<b>Context and any related preconditions</b>	<i>The Outputs of the VZF-OSH project in Myanmar include specifically on the Ginger Value Chain:</i> <ul style="list-style-type: none"> <li>• 1.1. Increased capacity of ginger farmers and traders to effectively identify and control hazards at farms and trading hubs is achieved in targeted townships.</li> <li>• 1.2. Increased knowledge on OSH hazards and OSH management strategies is made available to factory owners and workers in targeted ginger processing, and garment and textile companies.</li> </ul>
<b>Targeted users / Beneficiaries</b>	<i>Project Team, Entrepreneurs in Shan State and their workers; ILO Liaison Office, ROAP, VZF-Global and HQ; Donors.</i>
<b>Challenges /negative lessons - Causal factors</b>	<i>The price of Ginger has gone up to exceptional levels due to external factors (e.g. flooding in India) making it difficult for farmers to sell for exports, and this has set back certain project components; the real constraint here is the volatility of the price, and the difficulty to plan for it.</i>
<b>Success / Positive Issues - Causal factors</b>	<i>Positive factor in itself is that entrepreneurs in Shan State are confident enough to invest substantially in such a plant.</i>
<b>ILO Administrative Issues (staff, resources, design, implementation)</b>	<i>None.</i>

## 5.2 Good Practices

ILO evaluation sees lessons learned and emerging good practices as part of a continuum, beginning with the objective of assessing what has been learned, and then identifying successful practices from those lessons which are worthy of replication. The ILO/EVAL Templates are used below. There are two Good Practices (GP) that emerged from the present evaluation that could well be replicated under certain conditions in other projects and/or countries.



**GP1: The early recruitment of key members of the Project Team in combination with substantial staff continuity is a Good Practice benefiting the project greatly, as is the fact that the NPO responsible for the ginger value chain activities is located in South Shan State itself.**

### ILO Emerging Good Practice Template

**Project Title: Independent Mid-Term Evaluation of Occupational Safety and Health (OSH) in Myanmar supply chains; A Vision Zero Fund (VZF) project - Implementation Phase (Phase II)**

**Project TC/SYMBOL: MMR/16/51/MUL**

**Name of Evaluator: Theo van der Loop**

**Date: 3 August 2019**

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>	<i>The early recruitment of key members of the Project Team in combination with substantial staff continuity is a Good Practice benefiting the project greatly, as is the fact that the NPO responsible for the ginger value chain activities is located in South Shan State itself.</i>
<b>Relevant conditions and Context: limitations or advice in terms of applicability and replicability</b>	<i>The early recruitment of key staff combined with a high degree of staff continuity; for example, the STO started already in May 2017 during the inception phase and well before the project itself started in January 2018. Having one staff member with an office located in Taunggyi, South Shan State, itself working on the Ginger Value Chain has enhanced the work there.</i>
<b>Establish a clear cause-effect relationship</b>	<i>Continuity of staff is crucial for a continuous progress in project implementation. Having a staff member located in Shan State itself enhances the involvement of the large range of partners there as well as enhances the formation of partnerships.</i>
<b>Indicate measurable impact and targeted beneficiaries</b>	<i>See above.</i>
<b>Potential for replication and by whom</b>	<i>Early staff recruitment should be targeted in most ILO projects. Replication of staff located in the region is very much dependent on the specific subject and activities of projects.</i>
<b>Upward links to higher ILO Goals (DWCPs, CPOs or ILO's Strategic Program Framework)</b>	<i>Enhanced programme management.</i>
<b>Other documents or relevant comments</b>	<i>See the MTE Report of the VZF-OSH Myanmar project, and the project's progress reports as well as the progress reports of VZF-Global.</i>

**GP2: The ILO OSH Portfolio spearheaded by the PCC is a Good Practice to be followed elsewhere which has worked out well for the VZF project.**

### ILO Emerging Good Practice Template

**Project Title: Independent Mid-Term Evaluation of Occupational Safety and Health (OSH) in Myanmar supply chains; A Vision Zero Fund (VZF) project - Implementation Phase (Phase II)**

**Project TC/SYMBOL: MMR/16/51/MUL**

**Name of Evaluator: Theo van der Loop**

**Date: 3 August 2019**

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>	<i>The project in close cooperation with the ILO Liaison Office in Yangon has been particularly effective in establishing consultative institutional structures that support the achievement of OSH outcomes. The main such structure has been the tripartite Project Consultative Committee (PCC), which is chaired by the Factories and General Labour Laws Inspection Department (FGLLID) with members from various ministries, workers' and employers' organisations. The PCC covers a varying number of OSH-related projects brought together under the ILO OSH Portfolio. According to the ToR of the PCC this portfolio consists of two parts; firstly, the Projects under the PCC are VZF, ILO-Korea Partnership on OSH, SafeYouth@Work and Youth4OSH. Secondly, the other ILO projects under the OSH Portfolio have alternative advisory arrangements: Labour Market Governance, the bipartite ILO Garment Industry Project (ILO-GIP), Myanmar Program on the Elimination of Child Labour, and Entrepreneurship Development and SME Support (SCORE). The newest project in the portfolio is the ILO-Japan Cooperation programme implemented from Bangkok.</i>
<b>Relevant conditions and Context: limitations or advice in terms of applicability and replicability</b>	<i>During the project's inception phase, VZF Myanmar helped to establish an ILO OSH Project Portfolio with its own tripartite Project Consultative Committee (PCC) chaired by the FGLLID, which serves as platform for information sharing, input gathering, and partnership building. The PCC ensures continuing engagement and ownership by national stakeholders and dialogue on the approaches to be taken.</i>
<b>Establish a clear cause-effect relationship</b>	<i>The embedding of the project within the OSH Project Portfolio and in its tripartite PCC has enhanced both coordination between projects and among tripartite constituents; in fact, being the largest project in the portfolio, the VZF Project Manager was designated ILO lead in this process by the Liaison Office.</i>
<b>Indicate measurable impact and targeted beneficiaries</b>	<i>See above.</i>

<p><b>Potential for replication and by whom</b></p>	<p><i>The project in close cooperation with ILO Liaison Office in Yangon was quite successful in leveraging partnerships with a series of other ILO projects through the ILO OSH Portfolio institutionalised through the tripartite PCC chaired by FGLLID which turned out quite effective; especially since some projects are closing while others are being started this platform provided the opportunity for continuous monitoring, coordination and cooperation..</i></p>
<p><b>Upward links to higher ILO Goals (DWCPs, CPOs or ILO’s Strategic Program Framework)</b></p>	<p><i>Enhanced programme management.</i></p>
<p><b>Other documents or relevant comments</b></p>	<p><i>See the MTE Report of the VZF-OSH Myanmar project, and the project’s progress reports as well as the progress reports of VZF-Global.</i></p>

# Annex 1 Terms of Reference (TOR)

*The final version of the ToR can be provided as a separate document.*

## Annex 2 Inception Report

*The final version of the Inception Report (dated 10 June 2019) can be provided as a separate document.*

## Annex 3 Mission Schedule and List of Stakeholders interviewed

This Annex includes:

- A) The Mission Schedule (including the skype calls)
- B) The list of persons and stakeholders prepared by the Project Team.

### A) The Mission Schedule including skype calls is as follows:

Date	Time	Topic	Participants	Status/Vene
<b>23 May-7 June</b>	---	<u>Skype calls with:</u> Mr. Phu Huynh, Evaluation Manager; Project Team VZF-OSH Myanmar; Mr. Jungho Choi, DWT – Bangkok; Mr. Ockert Dupper, Programme Manager VZF Geneva.	Theo	---
<b>9 June - Sunday</b>		Arrival Yangon Night stay in Yangon		C
<b>10 June- Mon</b>	9:00 – 11:00	Internal meeting	VZF team	C/ILO
	11:00 – 12:00	Meeting Mr. Rory Mungoven, Liaison Officer	Theo, Rory, Seik	C/ILO
	13:30 – 14:30	Meet Jonathan Bird, SME project	Theo, Mike, Jon	C/ILO
	14:30 – 15:30	Meet Selim Benaissa, My-Pec (child labour project)	Theo, Selim	TBC/ILO
	15:30 – 16:30	Meet Paolo Salvai, ACTEMP	Theo, Paolo	TBC/ILO
	16:30 – 17:30	Meet Alain Peyre, Consultant, UNIDO	Theo, Alain	TBC/ILO
		Night stay in Yangon		C
<b>11 June - Tues</b>	8:30 – 9:30	Meet Anne-Claire Degail, Senior Technical Manager, Winrock International	Anne-Claire, Theo	C/Winrock VCRD office, Yankin
	9:45 – 10:45	Meet Sue Tym, Aung Min Hmu	Theo, Sue	TBC/AMH office in Yankin
	11:30 – 12:30	Meet Nanna Sars-Schewitsch, Danish Embassy	Theo, Nanna	C/Nordic House (Danish Embassy)
	14:00 – 15:00	Meet Felix Ockborn, H&M	Theo, Felix	TBC/H&M office
	15:30 – 16:30	Meet Jacob Clere, SMART Myanmar	Theo, Jacob	TBC/SMART's office @ UMFCCL building
		Night stay in Yangon		C

<b>12 June - Wed</b>	8:00	Flight to Heho	Theo, translator	C
	9:15 – 12:00	Travel to Yawksaw		
	12:00 – 14:00	Meet U Ko Ko and members of Shwe Chin Sein Ginger Farmer Groups	Theo, Translator, K.M. Toke	TBC/Yawksaw
	14:00 - 14:30	Meet Ma Khine Nwe Oo, Local Field Assistant, Winrock and local DoA extension staff	Theo, translator, KMT	TBC/Yawksaw
	14:30 - 16:30	Travel and Night stay in Aung Ban	Theo, trans- lator, KMT	C/ Hotel SS is recommended
<b>13 June - Thur</b>	9:00 – 10:00	Meeting with Winn Naing, Monywa Trading House (and other traders supported by the project if time allows)	Theo, translator, KMT	TBC/Winn Naing's trading house
	10:30 – 12:00	Meeting Lin Lin Oo (Winrock LFA) and Ohn Mar Win and Su Su Lwin (Sein Lan Wai), and local DoA extension staff	Theo, translator, KMT	TBC/TBC
	lunch			
	13:00 – 14:00	Meet U Chan Thwe, Heho Potato	Theo, trans- lator, KMT	TBC/Heho Potato
	14:30 – 15:30	Meet Myo Thet, Green Eastern Agri	Theo, trans- lator, KMT	TBC/GEA
	15:30 – 16:30	Travel and night stay in Taunggyi		C
<b>14 June - Fri</b>	9:30 to 10:30	Meeting U Tin Oo Kyaing and Daw Thin Thin Lae, Department of Agriculture, Shan State	Theo, trans- lator, KMT	TBC
	11:00 – 12:00	Meeting with U Min Aung, Assistant Director and Khun Kyaw Htay, Staff Officer, Department of Consumers Affairs, Ministry of Commerce	Theo, translator, KMT	TBC
		Travel back to Yangon in the afternoon		TBC by Theo/translator
<b>17 June - Mon</b>	6:30	Flight to Naypyidaw	Theo, translator	TBC/Carol to book office car
	9:30 – 11:00	Meeting U Nyunt Win, Director General, Factories and General Labour Laws Inspection Department	Theo, translator	C/FGLLID office
	13:00 – 14:00	Meeting Daw Kay Khine Aye, Deputy Director, Occupational and Environmental Health Division	Theo, translator	C/Ministry of Health
	14:30 – 15:30	Meeting Daw Aye Aye Win, Director General, and Soe Moe Kyaw, Director, Directorate of Industrial Supervision and Inspection	Theo, translator	C/DISI office



		Night stay in Naypyidaw		
<b>18 June – Tues</b>	9:30 – 11:00	Meeting U Maung Maung Aye, Social Security Board	Theo, translator	C/SSB office
	15:30 – 16:30	Meet Thet Hnin Aung, General secretary, Myanmar Industries Crafts and Services Trade Union Federation	Theo, translator	C/ILO office Naypyitaw
	17:50	Flight back to Yangon		UB 122 18JUN NPT-RGN 1750-1840.
<b>19 June – Wed</b>	9:00 – 10:00	Meet U Myint Kyaw and U Min Soe Han, Secretary General, Myanmar Garment Manufacturers Association	Theo	C/UMFCCI office
	10:30 – 11:30	Meet Dr. Zaw Win Aung, President CTUM, Ma Sandar Phyo, Social Protection focal point	Theo	C/TBC
	13:30 _ 14:30	Visit the SSB township office in Hlaing Tharyar and interact with Township Officer	Theo, translator	C/SSB township office
	16:00 – 17:00	Meet U Zarni Thwe, President Agriculture and Farmers Federation of Myanmar (AFFM-IUF)	Theo, translator	TBC/AFFM office
<b>20 June – Thurs</b>	8:30 – 9:30	Meet Catherine Vaillancourt-Laflamme, ILO-GIP	Theo, Catherine	C/ILO
	9:30-11:00	Debriefing Mariana and VZF team	Theo, VZF team	C/ILO office
	11:00-12:00	Debriefing Rory	Theo, VZF team, Rory	C/ILO office
	Lunch			
	14:00 – 15:00	Meeting with Matt Curtis, USAID	Theo	C/Fuji Cafe
	Afternoon	Prepare for workshop	Theo	
<b>21 June – Friday</b>	9:00 – 12:00	Results workshop with stakeholders	Theo, translator, Stakeholders	C/ILO office
	12:00-12:45	Next steps	Theo, Mariana	C/ILO office
	15.20	Theo leaves		C
<b>27 June – 2 July</b>	---	<u>Skype calls with:</u> Mr. Alain Peyre, UNIDO Yangon; Mr. Frank Giesel, GIZ Yangon/Taunggyi; Mr. Ockert Dupper, Programme Manager VZF Geneva.	Theo	---

**B) The indicative list of persons and stakeholders to interview prepared by the Project Team VZF OSH in Yangon is as follows:**

U/Daw/Dr +A2:E35	Name	Position	Department	Ministry/Company
Daw	Thin Thin Lae	Assistant Director	Ministry of Agriculture, Livestock and Irrigation	Ministry of Agriculture, Livestock and Irrigation
U	Winn Naing	Owner	Monywa Trading House	Aung Ban market
U	Ko Ko	Group Leader	Shwe Chin Sein Ginger FG	Yawksawk
U	Chan Thwe	Owner	Heho Potato	Aung Ban
U	Myo Thet	partner	Green Easter Agri	Aung Ban
U	Khun Kyaw Htay	Staff officer	Department of Consumers Affairs	Ministry of Commerce
U	Maung Maung Aye	Director General	Social Security Board	Ministry of Labour, Immigration & Population
U	U Nyunt Win	Director General	Factories and General Labour Laws Inspection Department	Ministry of Labour, Immigration & Population
Dr	Kay Khine Aye	Deputy Director	Occupational and Environmental Health Division	Ministry of Health and Sports
Daw	Daw Aye Aye Win	Director General	Directorate of Industrial Supervision and Inspection	Ministry of Industry
U	Soe Moe Kyaw	Director	Directorate of Industrial Supervision and Inspection	Ministry of Industry
Mrs	Anne Claire Degail	Senior Technical Manager	WINROCK International	WINROCK International
Mr.	Alain Peyres	Consultant	UNIDO	UNIDO
Daw	Khine Khine New	Secretary General	Myanmar Garment Manufactures Association	MGMA
Mr	Felix Ockborn	Sustainability Manager	H&M/Plus Trading Far East Ltd	H&M
Mrs	Sue Tym	Garment Sector Specialist	Aung Min Hmu	Aung Min Hmu
Mrs.	Nanna Sars Schewitsch	Counsellor	Labour Market Affairs	Embassy of Denmark
Mr	Jacob A. Clere	Team Leader	SMART Myanmar	SMART Myanmar
Mr	Rory Mungoven	Liaison Officer	ILO Liaison Office	ILO Liaison Office
Mrs	Catherine Vaillancourt-Lafan	Chief Technical Advisor	Garment Industry Project	ILO Liaison Office
Mr	Michel Jamar, Jonathan Bird	Chief Technical Advisor	SME Project (CTA and technical officer)	ILO Liaison Office
Mr	Selim Benaissa	Chief Technical Advisor	Child Labour Project	ILO Liaison Office
U	Maung Maung	President	Confederation of Trade Unions Myanmar	CTUM
U	Thet Hnin Aung	General Secretary	Myanmar Industries Crafts and Services Trade Union Federation	MICS
U	Zar Ni Thwe	President	Agriculture and Farmers Federation of Myanmar-IUF	AFFM-IUF
Mr	Nicholas Levintow	Chief Technical Advisor	<a href="mailto:SafeYouth@Work">SafeYouth@Work</a>	ILO Geneva
Mr	Ockerl Dupper	Programme Manager	VZF-Geneva	ILO
Mr	Francisco Santos O'Connor	Senior Specialist on Occupational Safety & Health	DWCT-Bangkok	ILO
Mr	Jungho Choi	Expert on Occupational Safety and Health, BANGKOK	ILO-Korea Partnership on OSH	ILO-Bangkok
Ms.	Marielle Goursat	Chief Technical Adviser	ILO-Luxembourg Programme on Social Health	ILO-Hanoi
Mr.	Sho Sudo	Chief Technical Adviser	ILO-Japan Cooperation programme	ILO-Bangkok

## Annex 4 Data Collection Worksheet

The Data Collection Worksheet as it has been developed in the Inception Report (see Annex 2) is as follows:

Evaluation Criteria and Questions	Sources of Data	Stakeholder Interviews	Specific Methods
<b>A. Relevance</b>			
1.1 How well does the project address the beneficiary and stakeholder needs that were identified?	Government Policies, DWCPs, PRODOC, VZF/Donors documents, SDGs	Project Team Tripartite stakeholders, VZF-Geneva, DWT-ROAP, HQ	Documents review; Stakeholder Interviews
1.2 To what extent has the project allowed for the contribution to the implementation of broader national policies and programmes of the country, ILO and the United Nations?	PRODOC, National Plans, P&B, DWCP, SDGs, UNDAF	Project team, Relevant Ministries, DWT-ROAP, HQ	Documents review & Interviews
1.3 To what extent did the project, within its overall scope, remain flexible and responsive to concerns with regard to gender equality and non-discrimination?	PRODOC, National policies, Progress Reports	Project team, Tripartite constituents, DWT-ROAP, HQ, VZF-Geneva	Documents review & Interviews
<b>B. Validity of Design</b>			
1.4 To what extent is the project design logical and coherent? Are outputs sufficient and adequate to achieve the objectives and is the project design based on valid assumptions?	PRODOC, Updated LogFrame, Progress Reports	Project Team, Tripartite stakeholders, VZF-Geneva, DWT-ROAP, HQ	Document review; Stakeholder Interviews
1.5 To what extent does the project design engage the right stakeholders and have an appropriate strategy to achieve its goals?	PRODOC, Updated LogFrame, Progress Reports	Project Team, Tripartite stakeholders, VZF-Geneva, DWT-ROAP, HQ	Document review; Stakeholder Interviews
<b>C. Effectiveness</b>			
1.6 What progress has the project made towards achieving its planned objectives, and in particular how effective has it been in establishing consultative institutional structures that support the achievement of OSH outcomes? What are the reasons/factors behind that progress? What are the main constraints, problems and areas in need of further attention?	PRODOC, Updated LogFrame, Progress Reports, Government & Partner Policies, OSH-Law, Project/VZF Website	Project Team, Tripartite stakeholders, VZF-Geneva, DWT-ROAP, HQ, OSH Profile Projects,	Documents review; Stakeholder Interviews

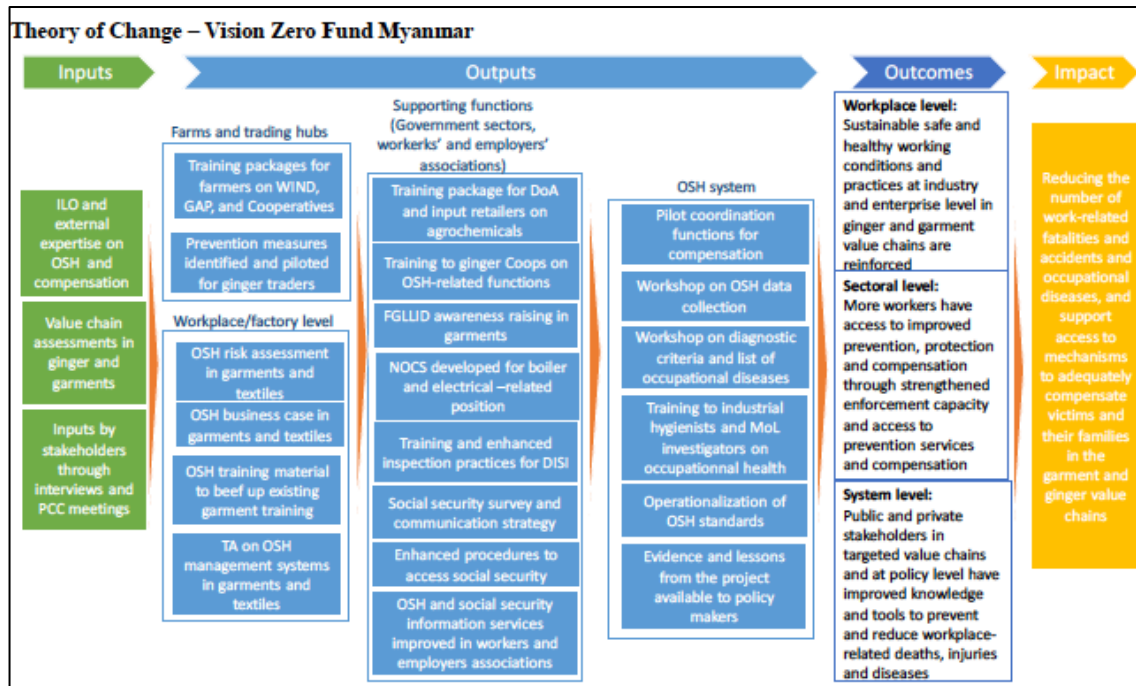
1.7 To what extent have stakeholders been involved in the implementation and to what extent has national ownership been ensured?	Progress Reports, Updated LogFrame, PCC Minutes	Project Team, Tripartite stakeholders, Other Ministries & Partners, VZF-Geneva, DWT-ROAP	Documents review & Interviews; MTE's Observations
1.8 Are stakeholders and beneficiaries satisfied with the quality of knowledge tools, technical advice, training and other activities delivered by the project?	Progress Reports, PCC Minutes	Project Team, Tripartite stakeholders, Other Ministries & Partners, VZF-Geneva, DWT-ROAP	Documents review & Interviews; MTE's Observations
1.9 Within its overall objectives and strategies, to what extent were the intervention results monitored and achieved (or not) in regard to issues of gender equality and non-discrimination?	Progress Reports, Updated LogFrame, PCC Minutes	Project team, Tripartite constituents, DWT-ROAP, HQ, OSH Portfolio VZF-Geneva	Document review; Stakeholder Interviews
<b>D. Efficiency</b>			
1.10 Have project resources (including financial, technical, staff, time, and information) been used in an efficient manner? Has the project received adequate support from the relevant ILO units, the government and national partners?	Financial Reports, Progress reports, PCC Minutes	Project team, Tripartite constituents, DWT-ROAP, VZF-Geneva	Review of Financial Reports; Stakeholder Interviews
1.11 To what extent did the project leverage partnerships (with other ILO projects, constituents, national institutions and other UN and development agencies) to enhance the project's relevance and effectiveness and to promote transformative dynamics on OSH? Should the project engage deeper with key stakeholders (e.g. FGLLID) in light of the enactment of the OSH Law?	OSH Portfolio Minutes, Progress Reports, OSH Law	Project team, Tripartite constituents, OSH Portfolio, DWT-ROAP, VZF-Geneva	Documents review & Interviews
1.12 How well have project management processes and arrangements worked in delivering project outputs and results?	PCC Minutes, Progress Reports	Project team, Tripartite constituents, DWT-ROAP, VZF-Geneva	Documents review & Interviews
1.13 To what extent did the project budget factor-in the benefits and costs of specific activities, outputs and outcomes to address gender equality and non-discrimination?	Financial Reports, Progress reports, PCC Minutes	Project team, Tripartite constituents, DWT-ROAP, VZF-Geneva	Review of Financial Reports; Stakeholder Interviews
<b>E. Impact</b>			
1.14 What are the intervention's long-term effects in regard to strengthening the	Progress Reports,	Project team, Tripartite	Documents review;

institutions and structures to promote transformative dynamics on OSH?	PCC Minutes	constituents, DWT-ROAP, VZF-Geneva	Stakeholder Interviews; MTE's Observations
1.15 What are the intervention's effects in reducing (or exacerbating) gender inequalities and gender-based discrimination?	Progress Reports	Project team, Tripartite constituents, DWT-ROAP, VZF-Geneva	Documents review & Interviews
1.16 Has the intervention made a difference to specific SDGs and broader national development efforts?	Progress Reports, National policies, SDG- reporting	Project team, Tripartite constituents, DWT-ROAP, VZF-Geneva	Documents review & Interviews
1.17 Should the project pursue any new sectors in order to expand its impact?	Progress Reports, PCC Minutes	Project team, Tripartite constituents, DWT-ROAP, VZF-Geneva, OSH Portfolio	Document review; Stakeholder Interviews
<b>F. Sustainability</b>			
1.18 What can the project do better to consolidate the achievement and sustainability of OSH outcomes?	Progress Reports, PCC Minutes	Project team, Tripartite constituents, DWT-ROAP, VZF-Geneva	Documents review; Stakeholder Interviews
1.19 How effective and realistic is the exit strategy of the project?	Progress Reports, PCC Minutes	Project team, Tripartite constituents, DWT-ROAP, VZF-Geneva	Documents review & Interviews
1.20 To what extent will the intervention have a sustainable impact on addressing gender equality in the world of work?	Progress Reports, PCC Minutes	Project team, Tripartite constituents, DWT-ROAP, VZF-Geneva	Documents review & Interviews
1.21 To what extent will the project have a long term, sustainable positive contribution to the SDG and broader national development priorities?	Progress Reports, PCC Minutes	Project team, Tripartite constituents, DWT-ROAP, VZF-Geneva	Document review; Stakeholder Interviews

# Annex 5 Theories of Change

This Annex includes two Theories of Change:

## A. The Theory of Change for VZF-Myanmar as it was developed in the PRODOC (2018: 25):







# Annex 6 Selection of Documents Consulted

## **List of documents consulted:**

- Terms of Reference for Independent Mid-Term Evaluation: See Annex 1.
- Inception Report for this MTE (see Annex 2).
- ILO (2018): Project Document (PRODOC) including Annexes.
- Original LogFrame (in PRODOC)
- Updated LogFrame (dated 20 November 2018)
- Implementation Plan
- Performance plan
- ILO's DWCP for Myanmar 2018-2021.
- VZF documents and donor agreements
- ILO (2019): Vision Zero Fund - Start-up Phase; Internal Evaluation of VZF-Global and Myanmar. May 2019.
- Vision Zero Fund Strategy 2017-2021: Shared Responsibility for Safer Supply Chains; Draft: for discussion at the Steering Committee meeting, Geneva, 24 June 2019.
- Annual Progress Reports.
- Financial overviews of expenditures.
- Minutes of the quarterly Project Coordination Committee (PCC)
- VZF Myanmar Communication and Visibility Strategy (2018).
- Government documents,
- Policy frameworks,
- OSH Law March 2019
- Any other draft regulations or laws that relate to the influencing agenda aspects of the project in regard to OSH
- UNDAF
- Workshop and mission reports,
- VZF Myanmar Website and VZF-Geneva Website, including:
  - [https://www.ilo.org/yangon/multimedia/WCMS\\_633299/lang--en/index.htm](https://www.ilo.org/yangon/multimedia/WCMS_633299/lang--en/index.htm)
  - [https://www.ilo.org/yangon/press/WCMS\\_621563/lang--en/index.htm](https://www.ilo.org/yangon/press/WCMS_621563/lang--en/index.htm)
  - [https://www.ilo.org/yangon/press/WCMS\\_705334/lang--en/index.htm](https://www.ilo.org/yangon/press/WCMS_705334/lang--en/index.htm)
  - <http://www.globalnewlightofmyanmar.com/eii-pilot-project-launched/>
  - <http://www.globalnewlightofmyanmar.com/eii-pilot-project-launched-in-mandalay/>
- Other documents/materials/publications that were produced through the project or by relevant stakeholders.