



FINAL EVALUATION

LIFT funded
ILO Project:
Development of
Internal and
International
Labour
Migration
Governance
(DIILM)

Jenna Holliday
August 2021

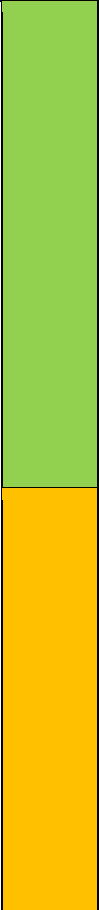
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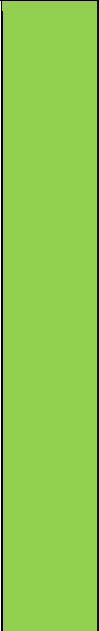
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Visual Dashboard of Key Evaluation Findings

Dimension	Score	Summary
Relevance		<p>The project was relevant to the context of migration governance in Myanmar, which was out of date and not effective in protecting migrants before, during or after migration. In addition, the focus on establishing labour protection for domestic workers was highly relevant to an unregulated and informal sector. For the beneficiaries themselves the project was relevant in seeking to formalise the work and improve conditions and wages for domestic workers; to increase directly accessible and reliable information for aspirant migrant workers to improve their migration experience or to ensure that they know where to turn should they have a negative experience. The focus on return and reintegration was relevant in terms of its need but relevance would have been higher had the design taken into account how little was being done on this and the level of understanding amongst stakeholders. The project also sought to address the skills recognition and development in Myanmar with the intention that returning migrants could build on their skills. The project was relevant to the Government who, at the time the project started, had identified the need to work on migration. Unfortunately, this commitment did not realise itself in practice. It was also highly relevant to LIFT, in particular in the second Phase, which contributed results to each of the Decent Work Labour Mobility outcomes.</p>
Validity of Design		<p>Phase 1 was sound on paper but assumptions made it aspirational in the context meaning that the intended results on return and reintegration were always going to be difficult to achieve. Similarly, the Government's commitment to policy was arguably greater than their commitment to legislative changes. The design of Phase 2 was much more realistic and based on sound assumptions, addressing the application of policy as well as the development of it, which ultimately contributed to a theory of change that sees a multifaceted approach as key to policy change.</p>

Effectiveness		<p>The project was ultimately effective in moving the dial on labour migration governance in Myanmar. It was successful in building the understanding, capacity, systems and skills for more evidence based and consultative development and implementation of migration governance. It influenced a change in government attitude on consultation and work with civil society, trade unions and labour organisations. It strengthened the complaints mechanism system which provides a good feedback loop on policy successes and otherwise. It brought the issue of domestic worker rights to the table. It increased public acceptance of the contribution of migrant workers including through effective use of the media. And it established sustainable service infrastructure to support migrant workers. The project was particularly effective in its response to COVID-19.</p> <p>Through its work, the project built the capacity of stakeholders and strengthened the resilience of beneficiaries. Whilst there were operational challenges, the technical and contextual expertise of the project's team and their passion to drive forward policy change, ensured that the project left legacy of knowledge and capacity on why and how to strengthen the rights of migrant workers in Myanmar.</p>
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COVID-19		<p>The project's COVID-19 response was seen as efficient, responsive and effective. Having already been established in 2019, the MCs and GIFTS were able to immediately respond to the situation of returnee migrants providing direct support to 141,716 people (44% women). Support to returning migrant workers was provided by way of care packages which included masks, hand sanitizers, soap, sanitary pads, water etc. The ILO and MCs also supported the provision of such care packages to migrants in quarantine facilities in communities of origin. In addition, the project provided frontline service providers with PPE and set up a workshop for workers dismissed from factories to make masks and hand gel. The project also responded to an urgent request from the Building Resilient Communities Foundation/Shan State Refugee Committee to provide food assistance to 6,000 IDPs/cross border migrants in border camps who were unable to earn money due to restricted cross-border movement.</p>
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Efficiency		<p>The project was largely delivered on time and on budget. Some initial delays could have been mitigated by a longer inception period and more core staff. Some delays related to MOLIP engagement which was difficult to control from the project's side. COVID and the coup both impacted the delivery of face-to-face activities. While the policy activities were not completed, value for money should be considered more broadly in terms of the work done to increase capacity, understanding and movement on labour migration. Service provision (through COVID and not) was value for money calculated at around \$2.2 to \$2.9 per person.</p>
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Gender equality and inclusion		<p>The project addressed gender and inclusion inherently through its focus on both the rights of migrants and the labour rights of domestic workers. In particular, the work on domestic workers challenged gendered norms about the value of such feminised work. In supporting women representatives of civil society and labour organisations to influence policy, the project not only provided empowerment opportunities to these women, but influenced the discussion on gender in the policy discussions, moving the conversation away from seeing women migrants as inherently vulnerable. The project activities themselves took a gender responsive approach, being directed to men and women, disaggregating participation data by gender and ultimately influencing the MOLIP to address discriminatory hiring practices in the course of improving gender representation in the labour attach training.</p>
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Sustainability and scalability		<p>There are many factors that restricted the project's ability to maximize on sustainability and scalability; it has however left a positive legacy and demonstrated multiple models of working. The highly scalable Migrant Centers have been transferred to regional ILO programmes – whilst this is not in itself sustainable, there is evidence that donors will continue to want to support such service provision. The policy work, whilst currently suspended, still contributed to strengthening comprehensive and cohesive governance systems. Increased capacity of stakeholders, and improved information available to migrants will leave a legacy of knowledge that will no doubt continue to influence policy and practice.</p>
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OVERALL		<p>This project benefited from a strong technical team, who brought with them the right contextual knowledge, and a passion for changing the landscape on migrants' rights which translated into a committed and hard-working project.</p>
		<p>The project was effective in influencing the policy agenda, pushing migrant worker and domestic worker rights to the fore (including taking the conversation on domestic work from zero to draft policy) and bringing solid evidence to policy advocacy on skills recognition and social protection for informal workers.</p> <p>The project successfully strengthened and demonstrated a holistic and systemic approach to policy making: collating evidence, encouraging consultation, gaining public buy in and providing technical support – working with policy makers, influencers and levers to create a sustainable level of change to the policy agenda. Through this approach, the project also started important discussions, including around formal/informal work in relation to social security; and skills recognition for migrant workers.</p> <p>The project leaves behind a new infrastructure of non-government service delivery for migrants, which has proved critical in COVID-19 and will no doubt prove even more so in the post-coup era.</p> <p>Ultimately, while this policy drive project was unable to oversee the adoption of the policies worked on – it is leaving a systemic legacy that could still lead to change.</p>

	9-10: Compliance at a high level
	7-8: Compliance good with indications of high-level effort
	5-6: Compliance satisfactory
	3-4: Compliance not satisfactory but indications of good effort
	1-2: Compliance not satisfactory

Acknowledgements

I would like to thank all of the UNOPS LIFT staff who made this final evaluation possible. In particular, my thanks go to Thet Hnin for her deep knowledge of the project, and for coordinating the evaluation. Gratitude is also extended to the ILO team for arranging all of the interviews, being responsive to requests and providing all information and access requested of them.

It is important to note the timing this evaluation, which commenced in May 2021 as the country and region were heading into a third wave of COVID-19 and three months after the military coup. As a result, the evaluation was conducted on an entirely virtual basis. Staff of LIFT and the ILO continued to provide all the support I needed despite both teams and many stakeholders facing increasing logistical, connectivity and security challenges.

I would also like to thank all of the stakeholders who took the time to talk to me over the course of the virtual mission. These included representatives from the organisations running the Migrant Centers, training partners, civil society organisations, international organisations and donors. Their perspectives contributed greatly to the overall findings and recommendations that are reflected in this report.

Finally, I accept responsibility for any errors in this report – whether factual or interpretive.

Jenna Holliday
(August 2021)

Acronyms and Abbreviations

CBO	Community Based Organisation
CSO	Civil Society Organisation
CTUM	Confederation of Trade Unions of Myanmar
DIILM	Development of Internal and International Labour Migration Governance
FE	Final Evaluation
FMO	Fund Management Office
GIFTS	Giving Information, Training and Services
ILO	International Labour Organization
IOM	International Organization for Migration
LIFT	Livelihoods and Food Security Fund
MC	Migrant Center
M&E	Monitoring and Evaluation
MOLIP	Ministry of Labour, Immigration and Population
MTR	Mid Term Review
NPA	National Plan of Action on Labour Migration Management
ToC	Theory of Change
UNOPS	United Nations Office for Project Services
US\$	United States Dollars

Project Summary Data

Project Evaluated	Development of Internal and International Labour Migration Governance (DIILM)
Implementing Partners	ILO
Project duration	Phase I: February 2016 – December 2018 (35 months) Phase II: January 2019 – June 2020 (18 months) NCE: July 2020 – December 2020 (6 months) NCE: January 2021 – June 2021 (6 months) Total: February 2016 – June 2021 (5 years, 5 months)
Project budget	Phase I: US \$1,999,754 Phase II: US \$1,999,998 Cost ext: US \$329,999.12 Total: US \$4,329,751.12
Contract amendments	January 2019 – Costed extension June 2020 – Costed extension (COVID) July 2020 – No cost extension January 2021 – No cost extension

1. Background

1.1. Background to LIFT in Myanmar

The Livelihoods and Food Security (LIFT) Fund is a multi-donor fund established in 2009 to address food insecurity and income poverty in Myanmar. LIFT 2019-2023 is funded by nine donors – the UK, the European Union, Switzerland, Australia, the United States of America, Canada, New Zealand, Norway and Ireland. The United Nations Office for Project Services (UNOPS) is the Fund Manager for LIFT, administrating the funds and providing monitoring and oversight services. The overall goal of the LIFT Fund is to achieve a sustained reduction in the number of people living in hunger and poverty in Myanmar. LIFT strengthens the resilience and livelihoods of poor and vulnerable populations through interventions to raise income, decrease vulnerability, improve nutrition and support pro-poor policy development.

LIFT generally supports projects that are carried out by implementing partners (IPs) under grant agreements. LIFT-supported projects are generally subject to mid-term reviews and final evaluations which are managed by the LIFT Fund Management Office (FMO).

1.2. Background to the ILO DIILM Project

The first phase of the project had a timeline of February 2016 to December 2018. The one high level outcome was that **“Labour Migration is safer and more beneficial, and better contributes to development”**. In order to contribute to this higher-level outcome, the project was designed around four policy outcomes.

- **Policy Outcome One:** Key legislation and policies on international labour migration are adopted in line with relevant international labour standards, the ILO Multi-literal Framework and in consultation with all relevant stakeholders.
- **Policy Outcome Two:** National and regional policies are adopted in consultation with all relevant stakeholders to combat abusive recruitment processes for internal migrants and for the promotion of decent work for domestic workers.
- **Policy Outcome Three:** Policies to encourage and enable successful reintegration for returned migrants are endorsed.
- **Policy Outcome Four:** The ILO contributes to a migration knowledge platform in Myanmar.

The second phase of the project ran from January 2019 until the end of the project in June 2021. The second phase took the opportunity of re-designing the outcome logic. Specifically, the higher-level outcome was reformulated to be, **“Myanmar’s labour migration and decent work governance frameworks ensure the migration experience is more beneficial for women and men migrants, and better contributes to the development of the country”**. The project continued to be designed around four policy outcomes but three of these were revised to better suit the project as it was being implemented:

- **Policy Outcome One:** Key international labour migration legislation and policies are adopted in line with relevant international labour standards, the ILO Multi-lateral framework and in consultation with all relevant stakeholders.

- **Policy Outcome Two (revised):** National and regional policies *or mechanisms* are adopted in consultation with all relevant stakeholders to promote decent work for migrants, including those working in the informal sectors.
- **Policy Outcome Three (revised):** Policies are strengthened to protect and promote fundamental aspects of *decent work for internal, international and returned migrants, including social protection coverage, increased recognition of skills and more effective labour disputes settlement mechanisms*.
- **Policy Outcome Four (revised):** Greater *policy coherence* is achieved.

2. Objectives and Methodology

2.1. Objectives of the Final Evaluation

The overall objective of the final evaluation (FE) is to provide an independent assessment of the project results that will contribute to organizational learning and knowledge sharing. The evaluation will identify good practices and lessons learned of operational and technical relevance for future project design, and provide specific recommendations for the ILO and the LIFT Decent Work and Labour Mobility programme.

The specific objectives of the FE are as follows:

1. Objectively assess the project's results in relation to the following evaluation criteria:

Relevance:

- The extent to which the project and its components are suited to (1) the priorities and needs of the target beneficiaries; and (2) LIFT's policies and objectives.

Effectiveness:

- Progress towards impact: To what extent has the project attained its expected results and targets, based on the project's Theory of Change (ToC) and updated measurement framework; and to what extent has it helped target beneficiaries to become more resilient and sustainably improve their livelihood and vulnerability status?
- Strengthening CSO and local institutional capacity: To what extent has LIFT contributed to strengthening the capacity of civil society, government, and other stakeholders to achieve impact, at the local, regional and national levels?
- Contributing to systems change: To what extent has the project contributed to strengthening policy and systems change in Myanmar and how has it leveraged its work at project and programme to support this at national level?
- Programme synergies: To what extent has the LIFT strategy been implemented in an integrated manner and tapped into synergies and complementarities across themes, geographies, actors and other ongoing investments and development interventions?
- Operational effectiveness: To what extent was the project substantive and financial planning, management and monitoring adequate?

Efficiency:

- To what extent did the project deliver value for money, in terms of costs and major benefits?

Gender and inclusion:

- To what extent did the project design and implementation consider gender related differences in the roles, responsibilities and needs of the target beneficiaries and enable greater women's empowerment and contribute to furthering equity and empowerment for traditionally excluded and voiceless groups-women, people with disabilities and minorities.

Sustainability and scalability:

- To what extent was the project financially, socially and environmentally sustainable, in particular are the benefits of the project likely to continue after donor funding has been withdrawn and to what extent have the projects identified and established sustainable and scalable models or approaches for achieving policy and programme outcomes after LIFT support ends.

Validity of design:

- Are the intervention design, strategies, outputs and assumptions sound to achieve the planned immediate objectives and the development objective?

COVID-19

- How far was the project impacted by the COVID-19 pandemic and what strategies have been taken by the project to remain relevant to the communities and other stakeholders?
2. Address specific questions related to process: How is the project working? Are adequate systems and processes in place? Are the relevant stakeholders adequately engaged in the projects? Is the technical approach appropriate?
 3. Distil lessons and good practices, as well as identify barriers to effective implementation, in order to provide practical recommendations for future programming. These lessons and good practices should aim to be of value for the ILO project but also to LIFT and other key stakeholders. Generic lessons should be avoided in favor of more in-depth and contextually-specific learning.
 4. Obtain a management response from the ILO regarding actions to be taken in relation to the evaluation recommendations.

The detailed evaluation questions were as follows:

1. Relevance: To what extent were the project and its components suited to (1) the priorities and needs of the target beneficiaries; and (2) LIFT's policies and objectives.
 - How relevant and/or appropriate are the DIILM project's objectives, intervention theory and strategies to the needs of the target beneficiaries as outlined in LIFT as well as the broader regional and socio-economic context?
 - Does the project align with Government priorities?

- Is the project design relevant to the priorities identified in the LIFT Strategy for 2015-2018 and 2019-2023??

2. Effectiveness

- a. Progress towards impact: To what extent has the project attained its expected results and targets, based on the project's Theory of Change (ToC) and updated measurement framework; and to what extent has it helped target beneficiaries to become more resilient and sustainably improve their livelihood and vulnerability status?
 - To what extent has the project been effective in achieving its intended purpose and project level outcomes?
 - What were the most effective approaches to achieve the project's outcomes?
 - To what extent has the project contributed to increasing the resilience of migrant workers and migrant sending households? What are the contributing factors?
 - Are there any positive or negative unintended consequences of the project's interventions?
 - Which activities should be considered good practices and replicated in future projects?
- b. Strengthening CSO and local institutional capacity: To what extent has LIFT contributed to strengthening the capacity of civil society, government, and other stakeholders to achieve impact, at the local, regional and national levels?
 - To what extent has the project built the capacity of CSOs/local MRC partners?
 - To what extent has the project built the capacity of stakeholders on coordination and implementation of the National Plan of Action
- c. Contributing to policy and systems change: To what extent has the project contributed to strengthening policy and systems change in Myanmar and how has it leveraged its work at project and programme to support this at national level?
 - To what extent has the project contributed to improving labour-related policies?
- d. Programme synergies: To what extent has the LIFT strategy been implemented in an integrated manner and tapped into synergies and complementarities across themes, geographies, actors and other ongoing investments and development interventions?
 - Has any contribution been made to improved results or synergies with other projects in the LIFT Migration programme (e.g., BBC Media Action)?
 - Has the project been successful in obtaining and maintaining the support and cooperation of key stakeholders, particularly among civil society and government stakeholders?
- e. Operational effectiveness: To what extent was the project substantive and financial planning, management and monitoring adequate?

- How effective was the management of the project – were adequate systems in place? (Including strategic design and implementation, monitoring and evaluation, financial management, etc.)
 - To what extent does the project's monitoring and evaluation of the project provide adequate data to determine its effectiveness, particularly of the outcomes of interventions?
 - Were the stakeholders accurately identified to ensure effective results?
 - Was the technical approach appropriate and effectively executed?
3. Efficiency: To what extent did the project deliver value for money, in terms of costs and major benefits.
- To what extent has the project been implemented on budget and on-time? Were there any significant delays?
 - To what extent has the project delivered value for money?
 - Which project activities represented the greatest value for money?
 - Have the project resources (financial, human, implementation period, etc.) been allocated strategically to achieve optimal outcomes?
 - What are the factors that contribute to and hinder the efficiency of project?
 - What issues need to be taken into account to achieve more efficiency for future projects of a similar type?
4. Gender equality and inclusion: To what extent did the project design and implementation consider gender related differences in the roles, responsibilities and needs of the target beneficiaries and enable greater women's empowerment and contribute to furthering equity and empowerment for traditionally excluded and voiceless groups-women, people with disabilities and minorities.
- Has the project promoted gender equality, inclusion and women's empowerment in the project design, activities and management?
 - To what extent has the project considered gender differences in the needs, opportunities and constraints of beneficiaries?
 - To what extent has the project's activities recognized the difference and addressed the needs of marginalized sub-groups of beneficiaries (e.g., under0-gae girls, migrants, IDPs, ethnic minorities, religious minorities, LGBTQI, etc.)?
 - To what extent has the project contributed to furthering equity and empowerment for traditionally excluded and voiceless groups mentioned above?
 - Has the project challenged any restrictive gender norms through its activities?
5. Sustainability and scalability: To what extent was the project financially, socially and environmentally sustainable, in particular are the benefits of the project likely to continue after donor funding has been withdrawn and to what extent have the projects identified and established sustainable and scalable models or approaches for achieving policy and programme outcomes after LIFT support ends.

- Has an effective sustainability plan and/or exit strategy been developed and implemented?
- Are there indications that the project's activities and results are likely to be sustained beyond the project timeframe?
- To what extent have the project's engaged with and strengthened the capacities of local staff and stakeholders so that they can continue to work effectively on the issue of migration and decent work after the projects are completed?
- What could be improved to achieve greater sustainability for similar projects in the future?

6. Validity of design:

- Are the intervention design, strategies, outputs and assumptions sound to achieve the planned immediate objectives and the development objective?

7. COVID-19

- How far was the project impacted by the COVID-19 pandemic and what strategies have been taken by the project to remain relevant to the communities and other stakeholders?

The Consultant reviewed these evaluation questions and developed checklists to guide discussions with key stakeholders.

The terms of reference (*Task Note*) for this FE are provided at **Annex 1**.

2.2. Methodology

The FE was undertaken between 10 May 2021 and 31 July 2021 by the Evaluator. Due to COVID-19 and the military coup the FE was undertaken on a virtual basis. It focused on desk reviews, individual interviews and content analysis. The use of focus group or group discussions was not practicable per se, albeit that the evaluator was able to meet two beneficiaries of training on the same call. The Evaluator was supported by UNOPS LIFT staff in connecting with the ILO and the ILO team provided support in arranging the times for the meetings, connecting with the stakeholders and providing project documents for the desk review. The Evaluator was provided with an independent interpreter to provide interpretation support when necessary.

An Inception Report was shared with LIFT and the ILO for their approval, detailing the proposed methodology and evaluation questions. The Evaluator used the detailed evaluation questions to create lists of questions for the interviews and to analyse the documents for the desk review. Findings were triangulated between the interviews and analysis as the evaluation moved forward. Initial findings, recommendations and conclusions were presented to representatives of the ILO, LIFT and donors at a debriefing session on 30 June 2021 to provide an opportunity for discussion and validation and to add missing information and correct misconceptions. The data was then used to establish a score against the evaluation questions which was then averaged to create a score for each evaluation criteria and finally the overall project (see *Dashboard*).

The primary data tools and sources were as follows:

Desk Study

- Key project documents (including the project proposals, TOC, MEAL plan, annual and semi-annual progress reports, progress reports, risk matrix, work plans, field visit reports, mid-term report etc.);
- Implementation reports (including summary of MCs delivery, expenditure reports, monitoring reports, policy changes; field visits);
- Context relevant research on labour migration in Myanmar over the project period.

30 key informant interviews through 19 virtual meetings with project stakeholders

- ILO DIILM Project team;
- ILO Regional staff;
- LIFT team;
- Representative of parliamentarians;
- Private sector partners;
- Partners running Migrant Centers;
- Members of the Working Group on Domestic Work;
- Beneficiaries of domestic worker training;
- Domestic worker skill training partners;
- Partners in COVID-19 response;
- Advocacy partners;
- Key national and international organisations working in the sector in Myanmar.

Content analysis of Project outputs including briefs; advocacy; data and statistics; legal analyses; updates; and research.

2.3. Limitations of the Final Evaluation

The key limitation was the inability of the Evaluator to travel to Myanmar due to COVID-19 and the military coup. In particular this meant that it was not possible to meet with the Department of Labour or other key government partners that were central to this largely policy focused project. It was also not possible to visit any Migrant Centers or training facilities. It also meant that it was not possible to speak to beneficiaries of the Migrant Centers, which may have been available to the Evaluator through an in-person visit. The Evaluator was, however, able to speak to two beneficiaries of the domestic worker training. Whilst the Evaluator was unable to meet representatives of the relevant ministries (in particular the Ministry of Labour, Immigration and Population) a meeting was set up with a former parliamentarian. The Evaluator is grateful to the ILO for their efforts in arranging these meetings and allowing the Evaluator to access a diverse range of voices. In the absence of any meaningful engagement with a representative of MOLIP, however, it was difficult to assess the extent to which the project's policy work had influenced their agenda or change their approach to labour migration governance and/or the labour rights of domestic workers.

It should be noted that the use of private virtual meetings in and of itself is not necessarily a limitation. The majority of the calls with partners and stakeholders were likely much easier to secure logistically, caused less disruption to the partner and provided good quality data. It is noted, however, that the

impact of the coup should be taken into account in relation to the quality of the data collected from stakeholders who, given the challenges many of them are facing, may not have been able to devote the same level of focus or attention to the interviews as they would previously.

The findings of the evaluation are largely based on the Evaluator's assessment of project research and related documentation, and the views and opinions of the limited stakeholders met during the evaluation (listed above).

3. Project Headlines & Results

3.1. Phase 1 Headlines

- ▶ Supported the re-drafting of the Overseas Employment Law;
- ▶ Strengthened the network of CSOs and labour organisations;
- ▶ Facilitated CSO and labour organisation contribution to the National Plan of Action (2018-2023);
- ▶ Increased awareness of the domestic worker labour rights;
- ▶ Improved complaints management system;
- ▶ Contributed credible research on policy coherence;
- ▶ International Migrants Day event and events for International Domestic workers day

3.2. Phase 2 Headlines

- ▶ Facilitated an environment in which an evidence-based draft Law on the Protection of Domestic Workers was developed out of a multi-stakeholder consultative process;
- ▶ Demonstrated that training of domestic workers is viable;
- ▶ Established effective (non-government) migrant services;
- ▶ Secured buy-in on extending social protection to internal migrants in the informal sector;
- ▶ Provided swift and effective COVID-19 response;
- ▶ Raised public awareness of migrant worker rights through International Domestic Workers Day and International Migrants Day events.

3.3. Phase 1 Project Results

The following table includes the results for Phase 1 followed by the results for Phase 2 at output level. Results at outcome level are discussed throughout this FE. h

Outcomes/Outputs	Indicator	Result/(Target)
Higher Level Outcome: Myanmar's labour migration governance framework enables women and men to migrate safely, and migration to better contribute to development of Myanmar	Extent to which policy and legislation is developed or adapted in coordination across Ministries to: a) make recruitment procedures more transparent and well regulated; b) reduce the costs of migration borne by workers and increase the financial benefits (LIFT PO1)	Results discussed in narrative of FE

	c) increase the social protection of migrants (LIFT PO2) d) facilitate return and reintegration and access to services e) provide better redress mechanisms,	
Policy Outcome One: Key legislation and policies on international labour migration are adopted in line with relevant international labour standards, the ILO Multi-literal Framework and in consultation with all relevant stakeholders.	1.1 Extent to which Law Relating to Overseas Employment and Rules and Regulations that are adopted are in line with ILS and ILO Multilateral Framework 1.2 Extent to which other national development policies include migration in their strategy and are developed in coordination	Results discussed in narrative of FE
O1.1 Policy relevant evidence generated regarding international migration through social dialogue(LIFT Pr 8)	O1.1.1 Number of background papers and policy briefs published on international migration policies and laws and disseminated to stakeholders (LIFT Pr 8.2)	5/(5)
	O1.1.2 Number of consultations held on development of policies and legislation (LIFT Pr 8.1)	35/(28)
	O1.1.3 Number of Media pieces about international migration generated from projects activities	20/(20) media pieces
O1.2 Relevant laws and policies are revised in line with international standards, and in consultation with stakeholders	O1.2.1 Number of laws and policies revised in line with ILS and ILO Multi lateral Framework and with ILO input	3/(5) laws or policies
	O1.2.2 Number of different Ministries and types of actors participating in consultations (LIFT Pr7.2)	23/(18) Ministries
	O1.2.3 Number of policies or directives institutionalising Complaints Mechanism and providing guidelines	1/(3) policy or directive
	O1.2.4 Number of articles in legislation or policies which relate to the provision of social protection of migrants	8: 4 Policies, 1 principles, 1 MOU and 2 Recommendations / (2) articles
	O1.2.5 Number of policies or legislation regulating recruitment	No data
	O1.2.6 Number of policy oriented events organised (LIFT Pr 8.1)	7/(8) policy oriented events
O1.3 Capacity of government and social partners to develop evidence-based policies on international labour migration increased.	O1.3.1 Number of participants and types of groups trained at capacity building events on labour migration governance	2008 people: 996-W, 1012-M/(1500: 50% women)
	O1.3.2 Number of MoPs raising issues related to migration in Parliament as a result of ILO interventions	9/(12) Parliamentarian (7 women)

	O1.3.3 Number of written recommendations papers provided by Labour organizations and civil society groups to development of policy	6/(6) written recommendations
	O1.3.4 Number of officials trained in data collection	Not started/(30)
O1.4 Migration is included in different policy areas, through multi-stakeholder and multi-level mechanisms	O1.4.1 Number of policy briefs developed on the intersection of migration and other national policies	5 – 1 published, 4 drafted/(5 – 2 published, 3 drafted)
	O1.4.2 Number of consultations on policy briefs with relevant stakeholders	30/(18) consultations
	O1.4.3 Number and type of group participating in consultations	57 orgs representing 5 sectors/(50 orgs representing 5 sectors)
	O1.4.4 Number of inter-ministerial meetings on migration held.	3/(5) meeting
	O1.4.5 Number and type of groups participating in inter-ministerial consultations.	56 orgs representing 8 sectors / (40 orgs representing 8 sectors)
Policy Outcome Two: National and regional policies are adopted in consultation with all relevant stakeholders to combat abusive recruitment processes for internal migrants and for the promotion of decent work for domestic workers.	<p>National and regional policies provide migrants with:</p> <ul style="list-style-type: none"> - Labour cards; - Access to essential services; and - Access to justice in the place of destination <p>Domestic work is included in the labour laws and/or specific policy provides for equal protection of domestic workers as of other workers, particularly minimum wage, hours of work, overtime pay, time off.</p>	Results discussed in narrative of FE
O2.1 Development of national level and regional policies that address the major barriers to internal migrants' safety	O2.1.1 Number of consultations and working group meetings held on internal migration policy development (LIFT Pr 8.1)	13/(21) meetings
	O2.1.2 Number of working papers published with proposed policies to govern internal migration (LIFT Pr 8.2)	No data/(1)
	O2.1.3 Number of national and regional policies developed that address the major barriers to internal migrants' safety	2/(3) policies
	O2.1.4 Number of activities/events coordinated between stakeholders in destination and stakeholders in origin	No data/(3 activities)
O2.2 National policy to improve the working conditions and protection of	O2.2.1 Number of position papers developed by different sectors on domestic workers protection	3 published 6 drafted/(3 published, 5 drafted)

rights of domestic workers is developed	O2.2.2 Number of workshops on legislative frameworks for domestic workers.	21/(10) workshops
	O2.2.3 Number of mentions of C189 and or rights of domestic workers in media in Myanmar	27/(8) references
	O2.2.4 Number of workshops and advocacy events held at national and regional level to support policy development on labour protection for domestic workers (LIFT Pr 8.1)	11/(9) events
O2.3 Data collection on internal labour migration improved, including on domestic workers and informal sector employment.	O2.3.1 Number of Labour exchange offices and Ward Administrations trained on collection of data on internal migration including domestic workers and informal sector employment	No data/(30 people)
	O2.3.2 % of data available on internal migrants and domestic workers in each target area which is Gender disaggregated	No data/(80%)
Policy Outcome Three: Policies to encourage and enable successful reintegration for returned migrants are endorsed.	<p>Policies protecting the rights of returned migrants:</p> <ul style="list-style-type: none"> - To identity documentational (including National Scrutiny Card, house registration); - Access to financial institutions, access to employment services; - To education and vocation services for themselves and their children. 	Results discussed in narrative of FE
O3.1 Policies that contribute to an enabling environment for the return and reintegration of migrants are developed	O3.1.1 Number of regions holding consultations on needs of returning migrants	8/(12) regional consultations
	O3.1.2 Number of consultations at national level on reintegration policy development for internal migrants	No data/(5 consultations)
	O3.1.3 Number of policies relating to return and reintegration developed	No data/(4 policies)
	O3.1.4 Number of services reporting an increased number of returned migrant clients	No data/(4 services)
O3.2 Improved labour migration data collection on return and reintegration, especially data that will allow gender analysis.	O3.2.1 Number of relevant service providers trained on data collection on return and reintegration	No data/(300 people)
	O3.2.2 Data collection systems are established	1/(1)
Policy Outcome Four: The ILO contributes to a migration knowledge platform in Myanmar.	ILO collects and shares relevant, useful information on Myanmar;	Results discussed in narrative of FE

	More discussions and debates are generated about the rights of migrant workers.	
O4.1 Dialogue and events on migration and development issues increase knowledge and awareness among policymakers and the public.	O4.1.1 Number of discussion platforms on migration and development	6/(5) platforms
	O4.1.2 Number of public events held	10/(8) public events

3.4. Phase 2 Project Results

Outcome/Output	Indicator	Result/(Target)
Higher Level Outcome: Myanmar's labour migration and decent work governance frameworks ensure the migration experience is more beneficial for women and men migrants, and better contributes to the development of the country.		Results discussed in narrative of FE
Policy Outcome One: Key international labour migration legislation and policies are adopted in line with relevant international labour standards, the ILO Multi-lateral framework and in consultation with all relevant stakeholders.		Results discussed in narrative of FE
O1.1. OE Law, rules and regulations are completed in line with ILO standards, in particular C181 on Private Employment Agencies, the ILO Multilateral Framework on Labour Migration and, General principles and operational guidelines for fair recruitment	O1.1.1. Number of work-sector specific consultations or workshops and Number of sectors reached (fishery, construction, mining and domestic workers)	5/(8)
	O1.1.2 Number of stakeholder consultations or workshops by constituents	5/(6)
	O1.1.3 Existence of Rules and Regulations for the Law on Oversea Employment	No data
	O1.1.4 National Consultations (government ministries, UAGO, Union Parliament, CSOs/LOs, NGOs, international organizations, workers, private sectors)	3/(3)
	O1.1.5 Number of Coordination meetings with relevant agencies for implementing NPA	9/(12)
	O1.1.6 Percentage of NPA work plan implemented for the relevant year	25%/(35%)
	O1.1.7 Number of 2-days trainings to LEO staffs Number of participants in Trainings	2/(4)
	O1.1.8 Extent of learning and knowledge acquired through study trip	No data
Policy Outcome Two (revised): National and regional policies or mechanisms are adopted in consultation with all relevant stakeholders to promote decent work for migrants, including those working in the informal sectors.		Results discussed in narrative of FE
O2.1. National, regional (sub-national) and international policies or mechanisms are	O2.1.1 Number of Civil society Working group meetings and meetings with Parliamentarians to develop a draft	26/(28)

developed in consultation with relevant stakeholders for the protection of decent work for domestic workers	National law for protection of domestic workers	
	O 2.1.2 Number of Meetings sharing the updates and taking inputs for development of legal protection to Domestic workers	14/(27)
	O 2.1.3 Draft Law on protection of domestic workers completed and submitted to Parliament	Draft law completed/(draft law submitted to parliament)
	O2.1.4 Number of articles of C189 and R201 reflected in the draft law	4/(no target data)
	O2.1.5 Number of Domestic workers trained completing five weeks License to Stir vocational Training	51/(80)
	O2.1.6 % of employed six months after completing LIFT supported vocational skills trainings	75%/(80%)
	O2.1.7 Number of Skills Standards for Domestic Workers adopted.	No data
	O2.1.8 Number of views of VDO clips for domestic workers on youtube	920/(300)
	O2.1.9 Number of activities empowering and organizing domestic workers	52/(50)
	O2.1.10 Number of domestic workers groups formed	4/(6)
	O2.1.11 Number of Advocacy events promoting Decent work of Domestic workers through ratification of C189 and national law	6/(6)
	O2.1.12 Number of Media coverage of domestic workers rights and legal protection	25/(35)
O2.2. Greater clarity of the policy needs for ensuring Decent work and safe migration for Artisanal and Small scale miners (ASM) and construction internal migrant workers is developed	O 2.2.1 Number of rapid assessments for vulnerable internal migrant workers completed	No data
	O 2.2.2 Number of consultations based on the rapid assessments' findings	
O2.3. Migrant Resource Centres are developed to provide information and services to potential and returned migrants and their families.	O2.3.1 Number of MRCs supported by the project, for internal and international labour migration	9/(9)
	O2.3.2 Number of beneficiaries using MRCs services (with gender breakdown)	44,901: 43% women/(35,000: 50% women)
	O2.3.3. Number of visits for monitoring and capacity building to MRCs	22/(18)
	Amount of money awarded to workers for redress of grievances and fulfillment of benefits claims	1,179.4m MMK/(1,200m MMK)

	Number of beneficiaries who receive COVID 19 awareness and messages (NEW)	59,619/(25,000)
	Number of beneficiaries who receive emergency materials and services (NEW)	205,582/(63,200)
	Number of PPE set distributed to institutions for COVID 19 response and prevention (NEW)	1,117/(400)
	Number of beneficiaries who receive assistance for the purpose of income generation and self employment (NEW)	23/(25)
	Small-scale peer to peer vocational trainings (NEW)	2/(2)
	Number of TOT for MCs/CSOs on setting up MSME (NEW)	No data
Policy Outcome Three (revised): Policies are strengthened to protect and promote fundamental aspects of decent work for internal, international and returned migrants, including social protection coverage, increased recognition of skills and more effective labour disputes settlement mechanisms		Results discussed in narrative of FE
O3.1. National Labour legislation supports increased social protection coverage and skills recognition for internal and returned migrants particularly through revision in the social Security Law and Employment and Skills Development Law	O 3.1.1 Laws adopted with ILO input (Social Security Law, Employment and Skills Development law, Labour Dispute Settlement Rules	No data
	O 3.1.2 Existence of Operational Plan for Migrant Welfare Fund	1/(no data)
	O 3.1.3 Number of comments by ILO included in the revised version of the laws.	No data
	O 3.1.4 Number of study papers published	4/(3)
	O 3.1.5 Number of workshops, consultations held to discuss on draft legislation	7/(6)
	O 3.1.6 Number of consultations on return and reintegration and results of returned migrants	3/(no data)
O3.2. Labour and recruitment disputes are settled through more effective and timely systems for internal migrants and Myanmar migrants oversea	O 3.2.1 Number of decisions of Complaints mechanism translated and analysed	No data
	O 3.2.2 National Consultation on findings of analysis	No data
	O 3.2.3 Number of Training and Trainees successfully trained on complaints mechanism/workplace disputes settlement mechanism	5: 64 trainees/(3)
	O 3.2.4 Number of seminars organized by trainees	1/(12)
	O 3.2.5 Percentage of complaint cases resolved within 3 months	70%/(73%)
Policy Outcome Four (revised): Greater policy coherence is achieved.		Results discussed in narrative of FE
	O4.1.1. Migration debates are broadened by the project's inputs	74/(12)

O4.1. Migration debates are broadened by the project's inputs	O 4.1.2 Number of papers on policy coherence published.	4/(2)
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4. Findings

4.1. Relevance

4.1.1. Socio-economic context

Labour migration is a traditionally important livelihood strategy for people in Myanmar. According to the 2014 Population and Housing Census, there are more than 9 million internal migrants, equivalent to almost 20 per cent of the total population.¹ International migration is primarily to Thailand and Malaysia. Other destinations include China, Japan, India, Singapore, Republic of Korea and the Arab States. Migration takes both regular and irregular forms, both due to restrictions on regular migration, and the ease with which migrants have been able to cross borders (in particular with Thailand). Efforts to regularise migration have included establishing MOUs with countries of destination.

Internal and international migration is heavily gendered in terms of migration opportunities and consequence. Men are more likely than women to be recruited into fishing and construction work; whereas women overwhelmingly make up workers in the garment industry and domestic work. The rate of labour migration is roughly equal between men and women internally and internationally. IOM have reported that most migrants move during their 20s and those women tend to migrate at a slightly younger age.²

A LIFT study has supported research findings that social networks play a key role in the destination for internal migrants, with 67 of 75 interviewed migrants having friends or family in the location they moved to.³ High levels of irregular migration, coupled with a heavy reliance on social networks for information, can mean that aspirant migrants are highly vulnerable to misinformation, exploitative recruitment, forced labour and trafficking. Government labour exchange offices provide some information on migration; but the Overseas Employment Act does little to regulate the industry in terms of standardised, quality, protective pre-migration information, recruitment standards and other regulations. On return there is little to recognise or build upon the skills developed during migration. This means many returnees are unable to capitalise on their migration and often need to re-migrate in order to maximise their earning potential.

In particular, domestic work is a sector that exposes migrants to situations of forced labour and severe exploitation, not least because of its irregular and informal nature. Until 2019 aspirant migrants were banned from travelling overseas for domestic work. This ban created significant tension when set against the demand for migrant domestic workers in countries of destination (in particular Thailand and Singapore) resulting in completely unregulated recruitment of – primarily young women – migrants into domestic work. Being irregular migrant workers working and living in private accommodation, these domestic workers were even more vulnerable to violence, exploitation and

¹ Department of Population. 2015. *The 2014 Myanmar Population & Housing Census*. Ministry of Labour, Immigration and Population, Nay Pyi Taw, Myanmar.

² UNESCO, UNDP, IOM, UN-Habitat. 2018. *Overview of Internal Migration in Myanmar*, Bangkok: UNESCO.

³ Livelihood and Food Security Trust Fund (LIFT) (2014). *Formal Sector Internal Migration in Myanmar*.

forced labour. For those migrating internally into domestic work, the lack of labour law coverage of this sector has meant that workers have no claim to minimum wage, standardised hours of work, holiday, working or living conditions.

The labour force in Myanmar is significantly informal with 84 per cent of the workforce engaged informally, and 56 per cent of the working population engaged as either own-account workers or contributing family workers (of whom 61 per cent are women). Internal migrants, aspirant migrants and returnee migrants make up a significant proportion of these workers. Access to social security is limited for informal and migrant workers meaning that few benefit from healthcare or employment injury benefits.

4.1.2. Beneficiaries

The project was relevant to beneficiaries in four specific ways:

- For internally migrating domestic workers, this project was seeking to formalise their work, improve working conditions, provide access to better wages and prospects; and provide training and services to domestic workers
- For international migrants, this project was seeking to increase directly accessible information and support. This included improving availability of pre-migration information and referral to regular migration opportunities. It also included providing direct support on return. This included transport for deported migrants, but also access to legal advice and support for returning migrants with claims against their recruiter or employer.
- The project sought to address the lack of skills recognition and development in Myanmar with the intention that returning migrants could build on the skills and learning developed overseas;
- The project also sought to provide a roadmap to the government on how to provide access to social protection for informal workers.

4.1.3. Government stakeholders

Before the project, the Government did not readily or publicly discuss migration in terms of the strategic opportunities and benefits an actively regulated migration industry might bring. The Law on Overseas Employment was 17 years old and included little on regulation. As the project came about, the Government through the Ministry of Labour, Immigration and Population (MOLIP), had started the process of reviewing the Law Relating to Overseas Employment. While there were no substantive consultations, the MOLIP did request technical input from the ILO. It was in this period that the Government were interacting more with the idea of migration for development, leading to Goal 4 of the Myanmar Sustainable Development Plan (2018-2030) which referenced “harnessing expertise, financial resources and energies of migrants for the development of the country; promoting legal, affordable and secure migration; and protecting labour rights for all workers, including migrant workers”. The technical support available under this project, along with the support to civil society and labour organisations to engage in policy advocacy, was perfectly timed to meet the Government’s increasing commitment to labour migration. As it turned out, the commitment of the MOLIP was, in practice, quite limited. During Phase 2, the project shifted its gaze to parliamentarians who at the time were seeking technical support to push a more progressive legislative agenda. Working with parliamentarians proved very positive albeit that there is nothing to indicate that this model of approach would have been suitable for all policy advocacy.

4.1.4. LIFT

Phase I was written under LIFT's previous strategy which ran from 2014 to 2018. While this earlier strategy had no reference to migration per se, the Project was relevant to the overall Goal "To reduce by half the proportion of people in Myanmar living in poverty and reduce by half the proportion of people who suffer from hunger". It was also relevant to the outcome, "increased incomes of rural households".

More directly, Phase 1 of the Project showed high relevance to LIFT's Safe and Rewarding Labour Migration Programming 2016-2019 document, in particular in relation to the following:

- Supporting the Government of Myanmar to improve policies and governance on safe labour migration;
- Empowering civil society and media to support safe and rewarding migration for their constituencies and audience;
- Highlighting gender aspects of migration including addressing abuse and trafficking;
- Establishing a Migration Knowledge Partnership for Myanmar as a joint effort to drive the migration agenda.

Phase 2 of the Project was designed at the same time that LIFT were finalising their 2019-2023 LIFT Strategy, which included Decent Work and Labour Mobility as one of LIFT's core four programme areas. Phase 2's design was relevant to LIFT's purpose is to strengthen the resilience and sustainable livelihoods of poor and vulnerable groups in Myanmar, particularly women, internally displaced people, migrants, smallholder farmers, landless people, people with disabilities and those vulnerable to trafficking and forced labour.

The project aligns squarely with LIFT's outcomes at the policy, system and household level:

- By supporting the government to amend the Overseas Employment Law, supporting parliamentarians to propose the Law on Protection of Domestic Workers; and supporting amendments to the National Plan of Action on Labour Migration and the Myanmar Strategic Development Plan, the project aligned with LIFT Outcome DP-1: New and/or improved gender-responsive public sector policies, programmes, and expenditure on: Labour rights and social protection; Labour migration governance; Forced labour, child labour and anti-trafficking; Employment and skills development;
- By supporting the capacity of stakeholders to advocate for decent work and labour rights in policies, and to deliver accurate and reliable information on labour migration, the project aligned with LIFT Outcome DS-1: Enhanced capacity of stakeholders to support decent work (including reducing gender wage gap), labour mobility and anti-trafficking;
- By establishing non-government Migrant Centers, the project aligned with LIFT Outcome DH-1: Increased access to information, training and support services for women and men migrants and other vulnerable workers;
- Through its work to formalise the domestic worker sector, the project aligned with LIFT Outcome DH-2: Expanded opportunities for decent work, particularly for workers who are at a heightened risk of exploitation and abuse.

4.1.5. Conclusions on relevance

The substantive focus of the project was relevant to the context of internal and international migration at the time. The relevance of the key areas of focus were intending to directly benefit beneficiaries in a way that met their key and contemporaneous needs. The project also met the Government where

they were in terms of their engagement with labour migration – albeit that in practice, this engagement was not as substantive as first thought, which limited implementation. The project aligned squarely with LIFT’s strategy in Phase 2, addressing policy and systems change as well as creating direct impact at the household level.

4.2. Validity of design

In terms of the validity of design, Phase 1 is certainly sound on paper. The higher goal is that labour migration governance enables women and men to migrate safely and that migration better contributes to the development of Myanmar. The project then takes a policy outcome approach to achieving this higher goal. The policy goals are identified as (1) key legislation and policies on **international labour migration**; (2) national and regional policies to combat **abusive recruitment processes for internal migrants** and for the **promotion of decent work for domestic workers**; (3) policies to encourage and enable **successful reintegration for returned migrants**. The fourth outcome relates to contribution to a migration **knowledge platform**, which essentially provides a place to ensure that learning is captured and shared. Across the outcomes, the project takes the approach of generating evidence; facilitating social dialogues; building stakeholder capacity to engage in policy development and advocacy; and building public awareness and engagement. This strategic approach works by building momentum and demand around an issue at the same time as building the capacity to meet the demand. At the design stage, there were a couple of key assumptions that were misaligned. The first was the commitment of the Government. While the Government had certainly made it clear that migration was on the table – they ultimately only had limited capacity for policy work, much of which was taken up with the IOM led work on the National Plan of Action. More coordination with IOM at the design stage may have uncovered this and/or led to a design that managed expectations related to the policy work. In addition, the project design also levelled policy and legislation at a similar level, not identifying that the Government might be more ready to make a policy than to adopt a law. This was the situation as realised in practice, with the process of law making proving very slow and the commitment of the MOLIP intermittent. Another assumption made was around the focus on return and reintegration; this was a particularly undeveloped area in Myanmar and could have been the focus of an entire project on its own. A focus on sustainable reintegration of migrants requires there to be an acceptance of migration and the opportunities and benefits that it can bring. This acceptance by a government can then be converted into governance that harnesses that benefit; governance requiring data, commitment from multiple government departments and substantive coordination infrastructure. In the circumstances, this element was quite ambitious.

Learning from the challenges of Phase 1, the project underwent a re-design. One of the key changes under Phase 2 was the introduction of a service delivery “mechanisms” element under Policy Outcome 2; the specific reference to addressing the abusive recruitment of internal migrants, and promoting decent work for domestic workers was also incorporated into an amended commitment to promoting decent work for migrants, including those working in the informal sectors. By incorporating a service delivery element, the project was able to close a key strategic feedback loop. The Migrant Centers not only met the needs of migrants on the ground, but they collected data and were able to feed back on who it was that was accessing the services and what they needed. With the Migrant Centers also able to process complaints, this also further strengthened the complaints system at a national level, which itself has the potential to be a feedback loop for policy makers.

Policy Outcome 3 lost the reference to only return and reintegration as was amended to focus on protecting and promoting fundamental aspects of decent work for internal, international and returned

migrants, including social protection coverage, increased recognition of skills and more effective labour disputes settlement mechanisms. These amendments certainly made the project make more sense in terms of the work that it was able to do; in particular by breaking down “reintegration” into two (of many) component parts, it was able to better focus on building the knowledge and capacity of stakeholders on some of the key infrastructural challenges facing labour mobility and the Myanmar labour market more generally, being social security and skills recognition.

In taking a wide, yet specific approach to the design of Phase 2, and in embedding service delivery into the design along with the pre-existing strategies, the design of Phase 2 was better able to impact the higher level and developmental outcomes.

The re-calibrated outcomes did, however, appear more conflated than the originals. The language of policy outcome 2 and 3 both refer to policies to promote decent work for migrants even though they were intended to cover different policy outcomes. Essentially, further rationalisation of the outcome statements could have benefited the logic.

4.3. Effectiveness

4.3.1. Progress towards impact

Phase 1

In Phase 1 the project successfully generated policy relevant evidence through papers, consultations and particularly through a strong media presence. The project contributed to the Myanmar Strategic Development Plan which resulted in references to social protection for migrants being integrated. The project also provided technical comments on the proposed revision of the Overseas Employment Law. Contributions to the 2nd National Plan of Action on Migration included institutionalising the complaints mechanisms; and technical inputs were provided to the MOLIP in their discussions on how to strengthen systems for regulation of recruitment. During phase 1 the project laid the ground work for consultative policy development and implementation through a series of trainings in five states and regions on labour migration governance, internal migration, domestic workers, and return and reintegration)

The project successfully put the issue of labour rights for domestic workers on the agenda through position papers, advocacy materials, workshops with stakeholders and good media coverage of the ILO’s Convention on Domestic Worker (No. 189). The project also established the Working Group on Legal Protection of Domestic Workers made up predominantly of women from civil society organisations and women’s networks.

The project worked with the MOLIP to improve the effectiveness of their complaints mechanism through a strengthened data system. It also provided a platform for dialogue on migration and development as well as supporting multiple public events including for International Domestic Worker Day and International Migrant Worker Day Event which reached thousands of people through distribution of materials at markets and stores across Yangon.

While there were many successes in the first phase, the project struggled to get going and meet targets at all levels of the project. The project identified that increased attention and funding for the migration sector and stakeholders had the impact of slowing down delivery with partners increasingly being invited to engage in competing and conflicting initiatives. The project also faced challenges specifically to achieve targets related to work that required the partnership of the Department of

Labour. The project also struggled to deliver outputs related to improving data collection (2.3 and 3.2). The project was unable to secure a technical consultant with the skills required to conduct the initial data mapping. The project team itself also expressed a lack of confidence around the intention of the data related outputs and ultimately the outputs were both dropped. Other targets were not met due to the ambitious nature of the project design making them difficult to achieve (as discussed in the Validity of Design section above). This was relevant to the work on return and reintegration under outcome 3, which whilst not meeting targets was able to generate the evidence necessary to understand what was needed to address sustainable reintegration of migrants to Myanmar. This outcome area primarily struggled because policies relating to return and reintegration of returned migrants for the most part needed to be developed and implemented at the State and Region level, with the need for regional Parliaments to take the initiative on supporting the development services to meet the needs of returning migrants. This made targeted consultation or advocacy a challenge. In addition, some issues, such as skills development, required consultation between the two levels of government to ensure coherent and comprehensive policies responding to the skills needs of migrants and to the accreditation of the skills acquired on return.

The project also faced changes in staff at MOLIP which meant that capacity development work was lost and needed to be repeated. Procedures for accessing policy makers were more complicated and time consuming than anticipated which further slowed policy development work. While the MOLIP had tables the Law on Overseas Employment for amendment, it was a challenge to maintain the priority on this in a space where migration was not top of the Government's agenda and several other labour laws were under review.

Phase 2

In 2019 the ban on migration for domestic work was lifted. While this is not wholly attributable to the project, it played a crucial part in applying evidence-based pressure on the Government to lift the ban. The project followed up on this development by being available and present in MOLIP's discussions on how to operationalise regular routes for domestic workers in particular to Singapore.

Similarly, the National Plan of Action was adopted in 2019. Again, while this was not itself a project outcome, it is clear that the NPA benefits from ILO technical inputs as well as the inputs from the civil society and labour organisations that the ILO successfully advocated that the Government should be included in the NPAS's Working Group.

Building on the success of Phase 1, a draft Law on Protection of Domestic Workers was developed with the benefit of the Working Group on the Legal Protection of Domestic Workers. Working group members attended consultations with parliamentarian representatives of the Amoytha Hluuaw Committee on Immigration, Local and Overseas Workers and the Parliamentarian Women and Peace Group. These consultations provided space in which law makers could discuss directly with civil society and labour organisations the realities of domestic work in Myanmar, why the law was needed and what it needed to do to protect domestic workers.

The work to strengthen the labour rights of domestic workers was backed up by the project developing and delivering vocation skills training for domestic workers. This training had the impact of demonstrating that vocational skills training for domestic workers was viable, as well as directly impacting the trainees by increasing their skills, confidence and knowledge of their rights. An online event and campaign raising the voices of domestic workers attracted thousands of viewers and further

contributed to advocacy to change the way that domestic workers and domestic work is seen in Myanmar.

Phase 2 also saw the project establishing six Migrant Centers (MCs) and three Giving Information, Training and Services (GIFTS) providing information, counselling, trainings, workshops and outreach services to aspirant migrants and returnees. These MCs were established to meet the specific strengths of the partners leading them, and the needs of the migrants accessing them. This resulted in the MCs being developed with specific and unique strengths. For example, the Confederation of Trade Unions Myanmar (CTUM) MC in North Dagon established itself as the go-to place for complaints related to the recruitment of migrants anywhere in Myanmar, successfully securing millions of Kyats in compensations for migrants. Conversely, the Foundation for Education and Development MC in Kaw Thauung took more of a sectoral and geographic focus working specifically on expanding services for deported migrants. In addition, the Future Light Centre MC in Bago has been successful in delivering outreach services for migrants who are going into factories.

The project generated strong policy evidence and technical support to strengthen social protection, skills recognition and disputes settlement mechanisms. A project paper on extension of social protection to internal migrants in the informal sector was picked up by the Director General for the Social Security Board who requested to explore next steps in extending social protection for internal and international migrants. Dr San San Aye, Director General of Department of Social Welfare also expressed an interest in starting a pilot extension of social protection to the informal sector.

Study papers and consultations also built the understanding of stakeholders on the situation of skills recognition and skills mismatch of returnees.

Capacity development on the Complaints Mechanism enabled the Department of Labour to generate more detailed information on complaints. This serves to benefit policy by establishing a feedback loop for policy makers on what is and isn't working in terms of protection of migrant workers.

Again, in Phase 2, the project established itself as a platform through which multiple dialogues on migration and development were hosted. The project also strengthened the reporting of migration in the media through the joint workshops on Media and Migration with BBC Media Action. Strong engagement with media further enhanced the public's perception of labour migration and domestic work, in particular through public International Migrants Day and Domestic Workers Day events.

Challenges included initial resistance from the Department of Labour around the idea of trade unions running MCs. Up until this project MCs were largely delivered in direct partnership with the Government (as Migrant Resource Centres). The response provided by the MCs to COVID-19, however, served to demonstrate to the Government the benefit that the trade unions and CSOs could bring to migrant services. COVID-19 itself interrupted face to face capacity development and training in Phase 2 (although the COVID-19 response itself was a success – see COVID-19 section later on this report). The early retirement of the Director General of MOLIP served to create further delays and interruptions to the policy development work. MOLIP continued to prioritise other work over the amendment to the Overseas Employment Law meaning that the project was unable to meet the target to of the amendment being adopted. Similarly, the project faced barriers in moving the Law on the Protection of Domestic Workers through to adoption; both because the MOLIP did not consider domestic work as part of their mandate and would not work on this law; and because the timing of

this work would mean that a new Parliament would need to sit and approve the new law before tabling for adoption (this may well have happened if not for the coup).

Ultimately, while the project proved itself to be incredibly effective in influencing the awareness of key labour migration issues and strengthening the capacity of law makers, civil society and labour organisations on the policy changes needed to protect migrant workers, it was not successful in seeing new and amended laws through to adoption.

Positive/negative unintended consequences

The project worked with a network of civil society and labour organisations in Phase 1 providing an informal space for network members to share information on the changing context, the needs of migrants, outcomes of different interventions and best practices. Through this network, the members identified the key service gaps facing migrants. This meant that at the point that Phase 2 was conceived the network partners had already identified key service needs and the progress from MC conception to service delivery was much more effective as a result.

A further positive consequence of the MCs was that when COVID-19 hit, these service providers were up and running in key migrant returning areas. This resulted in delivery of immediate and effective COVID-19 response. The success of the MCs COVID-19 response demonstrated to the government the benefits of non-government services, going some way to addressing tensions between government and non-government actors in the field.

Good practices for replication?

The civil society and labour organisation network was identified by partners as a good practice. This was an informal space in which network members could share freely and grow together. The network played a crucial role in the establishment of the MCs and in identifying a pursuing joint policy and advocacy priorities. They also organised the International Migrants Day and International Domestic Workers Day events.

The model approach to the MCs was another good practice. The approach to the MCs was to have a broad framework for MC service delivery but to allow each partner the scope to contextualise their service delivery to the geography, needs of beneficiaries; and the preferred information delivery format for the beneficiaries (in person, on the radio and online).

In pivoting to working with parliamentarians on the Law on the Protection of Domestic Workers, the project demonstrated a good practice for policy work. In these circumstances, the MOLIP had made it clear that they did not consider domestic work as within their mandate. The project was also facing difficulties moving forward with other work with MOLIP. By shifting to work with parliamentarians, the project found an effective entry point for legislative development that could also be leveraged further by generating public support.

The project comprehensively took a multifaceted approach to achieving its policy outcomes. These included the collation of evidence, building capacity of policy makers and stakeholders, generating public support, facilitating dialogues and providing technical support. This wide-ranging approach had the impact of working with the different levers of policy making, and gave the project scope to keep generating momentum when any one of these elements was going slow or not producing results. Activities such as strengthening the data system for the complaints mechanism, delivery of services

through MCs, and training of domestic workers served as further feedback loops demonstrating the benefit of some key policy points. Indeed, in particular, the training for domestic workers not only built the confidence, agency and voice of trainees, it also demonstrated the viability of vocational training in the domestic work sector, which in itself supported the growing momentum around the relevance and importance of domestic workers as workers with rights.

4.3.2. Capacity of stakeholders

The project worked to build the capacity of both policy makers, implementers and influencers with the intention of establishing a cooperative of stakeholders who could inform, implement and feedback on labour migration governance. Technical support to MOLIP included sending staff to ITC in Turin and delivering training to labour attaches. Capacity development was also provided to representatives of the General Administration Department and the Anti-Trafficking Police. Some of this capacity work was to engage the MOLIP and Anti-Trafficking Police in addressing coordination under the Law on Overseas Employment, in particular with the conflation between irregular migrants and victims of trafficking. Support to parliamentarians included building their understanding and technical capacity to legislate on labour rights for domestic workers. Technical support was also provided in the course of building a relationship with the Myanmar Overseas Employment Agencies Federation.

For civil society and labour organisations, the informal network provided a space for organisations to build each other's capacity through an open sharing and learning environment. The project also delivered direct training on labour migration, internal migration and domestic work to enable civil society and labour organisations to analyse migration policies, understand international standards, and advocate on the protection of migrant rights in policy development. This capacity building was cemented by the engagement of these organisations in the National Plan of Action Working Group and the Working Group for the Legal Protection of Domestic Workers, through which organisations had the opportunity to directly influence policy. The project further invested in small organisations including through the small domestic worker innovation grant.

4.3.3. Contributing to resilience

The project contributed to more resilient governance systems both by building the awareness and capacity of key policy makers on labour migration governance and also by strengthening social dialogue. This was seen through the project's advocacy to have civil society and labour organisations included in the Working Group for the National Plan of Action. It was also seen through the establishment of the Working Group on the Legal Protection of Domestic Workers. Both of these efforts placed representatives of civil society and labour organisations in the room with policy makers ensuring the policy makers were made aware of the reality of the situation for migrant workers on the ground. For the parliamentarians, this was identified as crucial to understanding the need for a law to protect the labour rights of domestic workers.

In addition to supporting civil society and labour organisations to engage in policy dialogue, the project also contributed to the resilience civil society and labour organisations themselves. The project's investment in civil society and labour organisations, through grants, capacity development, and facilitating space for networking combined in such organisations increasing their potential to influence policy and implement bigger projects for advocacy and service delivery. This is particularly so for those organisations that are running migrant centres that will receive continued funding from ILO projects. In addition, Building Resilient Communities Foundation expressed during this FE that the

support of the ILO has provided an illustration for other UN agencies of how UN funding of this organisation can benefit the communities on the border.

Crucially, the project contributed to more resilient migrants, by ensuring that they could access reliable and accurate information on how to access regular migration, how to navigate risk in migration and how to seek support if something went wrong. This in turn improved the experiences of the migrants at best, and at the least ensured that migrants were able to access support when facing problems.

4.3.4. Contributing to policy and systems change

The project did not ultimately meet its higher policy outcomes which were primarily focused on the Law on Overseas Employment and the Law on the Protection of Domestic Workers. It did however contribute to policy change. The project directly influenced the content of the National Plan of Action on Labour Migration and the Myanmar Strategic Development Plan. It also worked built an evidence and advocacy base for ultimate changes to the Law on Overseas Employment, the Law on the Protection of Domestic Workers and future policy changes on social protection for informal workers and skills recognition of returning workers. Through the work strengthening the complaints mechanism data system, the project further contributed to policy by creating a reliable feedback loop on the experiences of migrant workers that can inform policy. This was also a contribution to systems change.

The project's contribution to system change was largely through its multifaceted approach to policy work. This demonstrated a holistic, evidence based and consultative approach to policy making that can be replicated in Myanmar. Predominantly, a critical systemic shift was related to greater inclusion of civil society and labour organisations in the development and implementation of policy.

4.3.5. Programme synergies

The project worked well with the LIFT funded BBC Media Action project to improve the results of both projects. The ILO provided technical support to the BBC in their programming and campaigning, for example their tv discussion shows; and the BBC provided support to the ILO in terms of media access, for example for the ILO's online Domestic Workers Day campaign. In addition, joint activities included seven media and migration trainings which worked to improve the approach that the Media took to labour migration stories and the ability of government officials and CSOs to use media to disseminate information and report on migration. There was scope for further strengthening of this synergy by incorporating BBC at the design stage of ILO media/public and online campaigns; and having the ILO advise the BBC on the timing of their schedule to maximise advocacy/public awareness impact.

The project also worked closely with the National Democratic Institute (NDI). At the time, the NDI had a project supporting parliamentarians to strengthen the legislative process. Through this project NDI were working with a core group of MPs. The ILO recognised that there was an opportunity to work with the NDI on migration and labour rights for domestic workers. In Phase 1 NDI invited the project to provide a series of consultations on migration related issues at which interested parliamentarians attended. In phase 2 NDI and ILO worked in partnership with parliamentarians, civil society and labour organisations to work on the domestic worker law. This partnership ultimately involved the NDI facilitating the meetings with the parliamentarians, and the project setting the agenda, bringing

representatives from civil society and labour organisations, and providing the technical backstopping to improve the parliamentarian's ability to legislate in this space.

The project ensured regular coordination with the IOM, a significant actor in this space and the lead UN Agency working with the Government on the National Plan of Action. Coordination included regular meetings, discussion and agreement on the location of MCs, and participation in each other's activities. It is noted that, where the two agencies have signed a global MOU on cooperation, there is no fundamental cooperation agreement at the country level. There is space to do more to synergise the work of these two agencies, in particular at the design/inception stage of projects (the NPA was included in the design of both the ILO and IOM projects), to ensure synergies are realised, priorities are agreed and there is no competition for stakeholders' time and resources.

4.3.6. Operational effectiveness

The project experienced operational delays at the outset. While papers could be commissioned and trainings could be delivered, the project ultimately required an agreed approach with different stakeholders in order to move forward with policy development. This took time. In addition, there were difficulties securing some key technical support in the form of consultants, which slowed down some elements of project delivery. Consultant support was particularly required because the initial project team was quite small. The inception period was three months. This FE finds that a longer inception period might have provided more opportunity to contextualise the project plan, establish an agreed approach with partners and bring on more staff. Indeed, while the high-quality project team was identified by a wide range of stakeholders as key to the effectiveness of the project, it was not until the 2017 Mid-Term Review recommended hiring additional core staff that the project team was increased. The project team have identified this increase in team size as being a key factor in increasing their delivery and implementation.

The ILO reported some internal operational issues in particular, experiencing delays when crossing over to their IRIS system. Other internal ILO procedures also created delays, including the need for multiple quotes for procurement.

The project team's technical and contextual expertise also ensured operational effectiveness. In particular this was seen in the ability of the project to know when and how to pivot activities (e.g., supporting Shan IDP border camp in COVID).

In terms of M&E, the project struggled to achieve consistency in terms of the language of results and the results frameworks throughout the project. This was illustrated in this FE through the difficulties in identifying outcome level indicators and results. The project does demonstrate continuous improvement on this as the project moves on. The project provided capacity development on M&E and reporting to partners but some partners identified that more could have been done to build partner capacity on indicators and MEAL as well as financial reporting.

As for communications and visibility, this was identified as an area that could have been strengthened from the outset. The project actually achieved a great deal through its visibility and communications and, ultimately, benefited from part-time support from a comms colleague for this purpose. But the success of the project's public facing and media work makes it clear that more resources dedicated to communications could have contributed to greater impact in terms of raising awareness and influencing public opinion on key policy areas.

4.3.7. COVID-19

The project's COVID-19 response was seen as efficient, responsive and effective. Having already been established in 2019, the MCs and GIFTS were able to immediately respond to the situation of returnee migrants providing direct support to 141,716 people (44% women). Support to returning migrant workers was provided by way of care packages which included masks, hand sanitizers, soap, sanitary pads, water etc. The ILO and MCs also supported the provision of such care packages to migrants in quarantine facilities in communities of origin.

The project also responded to COVID-19 by supporting the provision of PPE to frontline service providers. In Yangon, the GIFTS service provider set up a workshop for workers dismissed from factories, teaching them how to make masks and hand gel, which became a way for these workers to make money during the pandemic.

The project also responded to an urgent request from the Building Resilient Communities Foundation/Shan State Refugee Committee to provide food assistance to 6,000 IDPs/cross border migrants in border camps who were unable to earn money due to restricted movement. The applicant had struggled to secure funding before speaking to the ILO, and made special mention of how important it was that the ILO team understood the critical need facing these communities of cross border migrants.

4.3.8. Conclusions on effectiveness

The project was ultimately effective in moving the dial on labour migration governance in Myanmar. It was successful in building the understanding, capacity, systems and skills for more evidence based and consultative development and implementation of migration governance. It influenced a change in some government attitude on consultation and work with civil society, trade unions and labour organisations. It strengthened the complaints mechanism system which provides a good feedback loop on policy successes and otherwise. It brought the issue of domestic worker rights to the table. It increased public acceptance of the contribution of migrant workers including through effective use of the media. And it established sustainable service infrastructure to support migrant workers. The project was particularly effective in its response to COVID-19.

Through its work, the project built the capacity of stakeholders and strengthened the resilience of beneficiaries. Whilst there were operational challenges. The technical and contextual expertise of the project's team and their passion to drive forward policy change, ensure that the project left legacy of knowledge and capacity on why and how to strengthen the rights of migrant workers in Myanmar.

4.4. Efficiency

The project was largely delivered on time and on budget but suffered a slow start and a slow down at the end. The initial operational delays could have been mitigated by a longer inception period and more core staff at the outset. The commitment of the MOLIP was not consistent which also caused delays. This was partly because the Law on Overseas Employment was not at the top of their priority list and also because they did not consider domestic work as within their mandate. Other relational issues caused delays with MOLIP who were not as keen to make legislative changes as their policy commitments seemed to indicate. The most significant delay to implementation was COVID-19 in 2020, which was followed in February 2021 by the military coup. These events together meant that the targets for training, capacity development, in person events and consultations were not met.

But further, it made it even harder – and post-coup impossible – to engage the government and parliamentarians on the policy work.

The total project budget totalled \$4,329,751.12 over five years and five months. This has not, therefore, been a particularly expensive project. And while policy activities were not completed at the higher level with newly adopted laws, value for money should be considered more broadly. In particular in terms of the work done to increase capacity, understanding and movement on labour migration. For the service provision element, value for money was calculated at around \$2.2 to \$2.9 per person (including COVID-19 service provision) which translates as good value for money.

4.5. Gender equality and inclusion

Migration itself is highly gendered. Gender influences the reasons why people migrate, the opportunities available to them and their experiences. The labour market itself is heavily gendered with the demand for men and women often following traditional gendered norms around women's work and men's work. For men this means that there is a high demand for work in the construction industry, fishing and work considered heavy. For women this includes domestic work, sex work, work in garment factories, and work that is considered reproductive, or that which supports the productive market, thus attracting less value. In the case of domestic work this also means that the work often does not attract labour protection. In raising the profile of domestic work, the project promoted the value of traditionally feminised work showing domestic workers as skilled workers, investing in their career progression, and raising awareness of the value that they bring.

Through the Working Group on the Legal Protection of Domestic Workers and the NPA Working Group, the project also provided space for women to use their voice to influence policy. This resulted in women being in the room with policy makers and being able to directly challenge the idea of women as an inherently vulnerable group. Instead, these organisations were able to talk about how gender can interact with labour migration to increase the risk facing women. For example, rather than protecting women migrant workers, the ban on migration into domestic work left those for whom domestic work was an option having to take irregular routes, use unregulated recruiters and ultimately face migration with much less protection than regular migrant routes.

Through facilitating the engagement of women representatives of civil society and labour organisations in policy dialogue, the project also observed the intersecting issues of gender, class and ethnicity influencing voice and agency. This generated useful lessons for programmers on achieving substantive inclusion rather than replacing one type of exclusion for another.

The project also faced some challenges with their work on gender. In particular, notwithstanding that the project made technical comments on the Law on Overseas Employment Law that addressed gender and the contribution of women migrants, very few of these were accepted in the latest draft. The project was, however, successful in strengthening the Government's complaint mechanism system to include the disaggregation of data by sex, age and are of origin. This will generate data that feeds back to policy makers on the realities of migrants along gendered, age and origin (ethnicity) lines. The project also worked with stakeholders to build their understanding of what gender-responsive policies look like. This has the potential of having positive impacts that reach further than this project.

In terms of its activities, the project ensured participation of women and men in all activities and where possible and committed to never hosting an all-male panel. All data on activity participation were disaggregated by sex. Through this the project was able to observe that while efforts were made to promote equality of access to MC services, more men than women made use of MC services, particularly in terms of case complaints.

The project was proactive in training women government representatives. A particular area of focus being the labour attaché training. Where prior to the project, the job of labour attaché was only available to women, the project successfully advocated for the inclusion of women in the training and for the government to allow women to apply for Labour Attaché positions (albeit that at the time of writing no women labour attaches had been hired).

The project did not deliver gender training to partners as a standalone activity. All project training did, however, incorporate gender. In particular, training sought to build stakeholders awareness of the gendered nature of migration in terms of the different barriers, opportunities, risks and challenges that face men and women throughout migration and on return.

At its core, the project's work on migrant rights was about the inclusion of migrants, both those migrating internally and overseas. This inherently included work with migrants in and from different ethnic areas.

In terms of disability, the ILO recognises that this was not addressed in the project. Migration itself is not accessible to physically disabled people and so policy and services tends to be blind to these issues. This is an area that could benefit from further attention.

4.6. Sustainability and scalability

There are many factors that restricted the project's ability to maximize on sustainability and scalability; it has however left a positive legacy and demonstrated multiple models of working.

The MCs model is a particularly scalable model, with local organisations providing migrant services that are contextually relevant. These are currently donor funded so not inherently sustainable, but at the time of writing, all operational Migrant Centers had been transferred to regional ILO programmes.

The ILO has also found funding to continue the domestic worker activities, in particular strengthening the network of domestic workers who were trained under the project.

The policy work, whilst currently suspended, was ultimately aimed at strengthening comprehensive and cohesive governance systems. The policy work specific to the project was, therefore, backed up by significant research and evidence-based policy analysis which will continue to be relevant and useful in the future. This was part of the thinking behind moving away from ad hoc policy development.

The capacity development provided to a broad range of stakeholders through trainings, policy consultations and advocacy campaigns contributed to the development of an ecosystem of actors aware of, and with capacity to, develop and implement human rights-based migration policy and legislation.

The project also contributed to a change in the availability and accessibility of reliable information on safe migration, circulated at community level, which will go on to influence more positive migration experiences.

5. Lessons Learned and Recommendations

5.1. Lessons learned

- Ultimately, a project focused on changes to Government policy and/or legislation needs to have support from and be a priority for the relevant government bodies. The work on the Law on Overseas Employment demonstrated how difficult policy work can be without this engagement.
- The project largely invested in the existing work of civil society and labour organisations – whether through the MCs, GIFTS or domestic worker training, the project allowed the organisations to expand their existing work rather than asking them to do something new. This came through successfully with the MCs that were able to provide migrant services but specific to the context including the sectors of work, geography and need of the migrants.
- Providing an informal networking space for civil society and labour organisations to meet, share and grow generated impact through greater coordination and agreed priorities for policy and advocacy. For many of these organisations who were not at the time registered, meeting at the ILO gave them credibility.
- At the outset, the project worked with partners on their understanding of what a gender-responsive policy looks like and what the negative outcomes of gender blind policies can be. This work can have policy benefits that reach far wider than the project.
- The multifaceted approach of this project demonstrated a model for influencing policy that work with all levers of policy change, including public attitude.
- The increased focus of donors, government (at strategic plan level) and stakeholders on one area (in this case migration) can mean workstream itself became quite saturated making it hard to be effective and get things done – this project’s pivot to work with parliamentarians on domestic work was a great demonstration of how to avoid the negative consequences of increased attention.
- Having a team with significant contextual and technical expertise can help a project to be able to identify and respond to changing needs, as demonstrated by this project in its work to address MOLIP’s discriminatory hiring practices and provide support to the IDP camps during COVID-19.
- Demonstrating a good practice can influence policy change. This was seen through the training of domestic workers, which demonstrated that domestic worker skills training was viable adding credibility to the advocacy for legislative protection of their labour rights.

5.2. Recommendations

5.2.1. ILO

- Build in stronger core team at the outset, including provision for training to partners and external communications.
- More strategic work at the outset of the project to build relationships and align approaches, could have led to more timely action on the policy advocacy.
- Check the assumptions and validity of the project design during inception – in this case, this could have led to more realistic targets being set, in particular on return and reintegration.
- More national level/programmatic coordination with IOM at the outset could be positive.
- The project produced some excellent publications, but very little on the project approach itself – would have been good to leave a legacy on the project's theory of change at the end of the term.
- It is understood that the project is preparing knowledge products on lessons learned from project activities related to domestic workers and the migrant centers. It is recommended that the ILO also produced a similar product on the achievements and lessons learned on policy advocacy.
- Going forward, recommend ILO recognise the benefit of having the technical and contextually aware CTA resource at country level.

5.2.2. LIFT

- Consider longer project periods (and/or longer inception period or built-in extension window) for projects focused on national level policy work.
- Learning from the good practice in this project, LIFT should continue to allow IPs to build in space in projects for flexibility, including for innovation and experimentation – like the ability to put out a call for expressions of interest for a small grant on domestic workers; or to respond to the call from the IDP camp.
- Encourage more integral partnership of LIFT funded projects – through facilitated annual meetings between partners starting from inception.
- Take forward the gender and inclusion questions raised in this project, to be addressed and answered in future projects, e.g., migration and disability; women's access and use of MCs.

Annexes

Annex 1: Task Note for Final Evaluation

[Note, this Task Note covered two evaluations, one of the ILO DIILM project and another LIFT project. The reference to the other project has been removed; but the number of days related to both evaluations]

Date: 26 April 2021

Task Note for Final evaluation of Migration Programme

Program Title: Safe and Rewarding migration program

Projects to be evaluated

Project I

Name: Development of Internal and International Migration Governance

Grant: R/1.9/002/2016

Project Budget: \$ 4,329,751

Project Period to be Reviewed: 1st February 2016 to 30 June 2021

Retainer Contract Evaluation Specialist: Ms. Jenna Holliday

1. Background

1.1. Evaluations of projects supported by LIFT

LIFT supports projects that are carried out by implementing partners (IPs) based upon grant support agreements. Since October 2014, according to LIFT operational guidelines, all LIFT supported projects (except some few cases) are subject to an independent mid-term and final evaluation managed by the LIFT Fund Management Office. Final evaluations are managed in collaboration with implementing partners and should assess the relevance, effectiveness, efficiency, and sustainability of the project, as well as particular technical issues specific to the project, and include recommendations for future project design.

Responsibility for management of the evaluation is assigned to the LIFT Senior Programme Officer (Migration), with further oversight provided by the LIFT Livelihoods and food security specialist (Rakhine). LIFT will bear the entire cost of the evaluation, including the fee of the Evaluation Consultant and any meetings, translation or other expenses incurred.

1.2. Background of the programme

Myanmar is the largest labour migration source country in the Greater Mekong Sub-region. Up to 10 per cent of Myanmar's population is migrating internationally (IOM, 2015) and almost 20 per cent of the population is migrating internally (Census, 2014). Labour migration is clearly an important livelihood strategy for rural households in Myanmar, and remittances can have a significant impact on reducing poverty. Results from macro-economic studies suggest that, on average, a 10 per cent increase in per capita official international remittances leads to a 3.5 per cent decline in the proportion of people living in poverty (Adams and Page 2005). In order to maximize the benefits of migration LIFT's migration programme aims to support safe and rewarding migration by:

1. Supporting the Government of Myanmar to improve policies and governance on safe labour migration
2. Collaborating with industries for a responsible and profitable rural to urban labour migration

approach

3. Empowering civil society and media to support safe and rewarding migration for their constituencies and audiences
4. Highlighting gender aspects of migration including addressing abuse and trafficking
5. Establishing a Migration Knowledge Partnership for Myanmar as a joint effort to drive the Migration agenda

LIFT's migration programme aims to achieve the following higher-level outcomes:

HLO 1: Migrants and their families are more resilient to shocks and stresses

HLO 2: Migrants and their families gain increased income from gainful employment opportunities

LIFT Programme Level Outcomes

- Migrants and their families adopt safe migration strategies and are less vulnerable to exploitation (trafficking, slavery, sex work)
- Migrants and their families benefit from support system if trafficked into slavery, sex work or other forms of exploitation
- Migrants use their newly gained skills and awareness on rights to gain fair employment

LIFT has worked to achieve its programme outcomes in part through the work of the ILO Development of Internal and International Migration Governance (DILIM) project.

Project I: ILO Development of Internal and International Migration Governance
Geographical Coverage: Nationwide

Phase I

HLO: Labour Migration is safer and more beneficial, and better contributes to the development

Policy Outcomes

- Key legislation and policies on international labour migration are adopted in line with international labour standards, the ILO Multi-literal Framework and its consultation with all relevant stakeholders.
- National and regional policies are adopted in consultation with all relevant stakeholders to combat abusive recruitment processes for internal migrants and for the promotion of decent work for domestic workers.
- Policies to encourage and enable successful reintegration for returned migrants are endorsed.
- The ILO contributes to a migration knowledge platform in Myanmar

Project Outputs

- Revision of laws and policies relating to overseas employment in line with international standards, particularly in relation to recruitment procedures, complaints mechanism, and welfare support mechanism.
- A National Plan of Action on International Labour Migration is revised and enforced annually and developed to cover subsequent years.
- Capacity Building of Constituents to Develop Evidence Based Policy
- Development of national level and regional policies that address the major issues of internal migrants.
- National policy to improve the working conditions and protection of rights of domestic workers developed.
- Improved internal labour migration data collection especially on domestic workers. Policies that contribute to an enabling environment for the return and reintegration of migrants (e.g. ID and household documents, on financial inclusion and access to services) are informed

- Improved labour migration data collection, especially data that will allow gender analysis.
- Contributes to a sustainable approach to addressing the development of Myanmar, with migration as one of the strategies closely interlinked with other policies and strategies, such as Rural Development and Poverty Reduction Strategy
- Increased coordination between Ministries with commitment to mainstreaming migration into development policies

Phase II:

HLO: Myanmar's labour migration and decent work governance frameworks ensure the migration experience is more beneficial for women and men migrants, and better contributes to the development of the country.

Policy Outcomes:

- Key international labour migration legislation and policies are adopted in line with relevant international labour standards, the ILO Multi-lateral framework and in consultation with all relevant stakeholders.
- National and regional policies or mechanisms are adopted in consultation with all relevant stakeholders to promote decent work for migrants, including those working in the informal sectors
- Policies are strengthened to protect and promote fundamental aspects of decent work for internal, international and returned migrants, including social protection coverage, increased recognition of skills and more effective labour disputes settlement mechanisms
- Greater policy coherence is achieved

Project outputs

- Development of OE law and Rules and Regulations in line with international standards
- National, regional (sub-national) and international policies or mechanisms are developed in consultation with relevant stakeholders for the protection of decent work for domestic workers.
- Policy needs for ensuring Decent work and safe migration for Artisanal and Small scale miners (ASM) and construction internal migrant workers are identified.
- Migrant Resource Centres are developed to provide information and services to potential and returned migrants and their families.
- National labour legislation supports increased social protection coverage and skills recognition for internal migrants particularly through revisions in the Social Security law and Employment and Skills Development Law.
- Labour and recruitment complaints and disputes are settled through more effective and timelier systems for internal migrants and Myanmar migrants overseas.
- The ILO contributes to migration knowledge platforms in Myanmar.

2. Evaluation objectives

The overall objective of the evaluation is to provide an independent assessment of the projects results that will contribute to organizational learning and knowledge sharing. The evaluation will identify good practices and lessons learned of operational and technical relevance for future project design, and provide specific recommendations for the ILO project and the LIFT Decent Work and Labour Mobility programme.

In addition, in line with the overall objectives of LIFT's refreshed MEAL Framework, the purpose of this evaluation is to produce robust information that will promote learning and knowledge sharing between LIFT's stakeholders both internally and externally. As a thematic evaluation it seeks to consolidate learning and evidence across multiple projects funded as part of LIFT's migration program. It will also address aspects that are considered relevant to LIFT's strategic evaluation questions.

Ultimately, documented learnings, promising and good practices will inform LIFT's ongoing and future programs on Decent Work and Labour Mobility Program as well as relevant policy agenda both at national and state/regional levels.

The overall objective of the evaluation is to examine the performance of the migration programme in terms of its relevance, effectiveness, efficiency, and sustainability and gender equality.

The specific objectives of the review include:

a) Assess the overall performance of the projects based on the DAC criteria of relevance, effectiveness, efficiency, impact, sustainability as well as gender and inclusion.

a) Based on evidence of the projects' performance, examine the projects overall contribution at strategic level towards the following aspects of LIFT's refreshed strategy 2019-2023: strengthening civil society capacity, gender and inclusion, effectiveness in improving livelihoods, resilience and responsiveness to risk.

b) Document key lessons, promising and good practices based on the evidence of projects performance, impact, gender and inclusion as well as contribution towards LIFT's strategic priorities.

1. Objectively assess the projects' results in relation to the following evaluation criteria:

- Relevance: The extent to which the projects and their components are suited to: (1) the priorities and needs of the target beneficiaries; and (2) LIFT's policies and objectives.

- Effectiveness: The extent to which the projects are attaining their expected results and targets, based on the project's Theory of Change (ToC) and updated measurement framework, the extent to which the projects have helped target beneficiaries to become more resilient and sustainably improve their livelihoods and vulnerability status and have contributed to strengthening the capacity of civil society, government and relevant stakeholders to achieve impact, at the local, regional and national levels.

- Efficiency: The extent to which the projects have delivered value for money, in terms of costs and major benefits.

- Sustainability: The extent to which the projects are financially, socially and environmentally sustainable, particularly focusing on whether the benefits of the projects are likely to continue after donor funding has been withdrawn and the extent to which the projects have identified and established sustainable and scalable models or approaches for achieving policy and programme outcomes after LIFT support ends.

- Gender equality and inclusion: The extent to which the project design and implementation has considered gender related differences in the roles, responsibilities and needs of the target beneficiaries and enabled greater women's empowerment and has contributed to furthering equity and empowerment for traditionally excluded and voiceless groups-women, people with disabilities and minorities.

2. Address specific questions related to process: How are the projects working? Are adequate systems and processes in place? Are the relevant stakeholders adequately engaged in the projects? Is the technical approach appropriate?

3. Distil lessons and good practices, as well as identify barriers to effective implementation, in order to provide practical recommendations for future programming. These lessons and good practices should aim to be of value for the ILO and AMH projects but also to LIFT and other key stakeholders. Generic lessons should be avoided in favor of more in-depth and contextually-specific learning.

4. Obtain a management response from ILO project and AMH project regarding actions to be taken in relation to the evaluation recommendations.

The primary end users of the evaluation's findings will be the management teams of ILO, AMH project partners and the LIFT Fund. Secondary parties making use of the results will include LIFT's donors and key stakeholders in Myanmar who have partnered with the project.

3. Final evaluation questions

This section provides more detail on the specific issues to be addressed under each criteria during the evaluation. During the preparation and inception period, the consultant and LIFT will further refine and prioritize these questions and develop a questionnaire/checklist to guide field consultations and data collection.

Relevance

- Relevance/Appropriateness of the projects' objectives, intervention theory and strategies to the needs of the target beneficiaries as outlined in LIFT as well as the broader regional and socio-economic Context
- Extent to which projects were aligned with Government as well as LIFT priorities

Effectiveness

- To what extent have the projects been effective in achieving their intended purpose and programme level outcomes? What are the most effective approaches to achieve the programmes outcomes?
- To what extent have the projects contributed to increasing the resilience of migrant workers and migrant sending households? What are the contributing factors?
- To what extent have the project activities contributed to the livelihood opportunities of people with migrant workers and their families?

Efficiency

- To what extent have the projects been implemented on budget and on-time? Were there any significant delays?
- To what extent have the projects activities delivered value for money?
- Which project activities represented the greatest value for money?
- Have the project resources (financial, human, implementation period, etc.) been allocated strategically to achieve optimal outcomes of the projects and LIFT's migration programme?
- What are the factors that contribute to and hinder the efficiency of the projects? What issues need to be taken into account to achieve more efficiency for future projects of a similar type?

Sustainability

- Has an effective sustainability plan and/or exit strategy been developed and implemented?
- Are there indications that the projects' activities and results are likely to be sustained beyond the project timeframe?
- To what extent have the projects engaged with and strengthened the capacities of local staff and stakeholders so that they can continue to work effectively on the issue of migration and decent work after the projects are completed?
- What could be improved to achieve greater sustainability for similar projects in the future?

Gender equality and inclusion

- Have the projects promoted gender equality and women's empowerment in the project activities and management?
- To what extent have the projects considered gender differences in the needs, opportunities and constraints of beneficiaries?
- To what extent have the projects' activities recognized the differences and addressed the needs of marginalized sub-groups of beneficiaries (e.g. under-age girls, migrants, IDPs, ethnic minorities, religious minorities, LGBTQI, etc.)?

- To what extent have the projects contributed to furthering equity and empowerment for traditionally excluded and voiceless groups mentioned above?
- Have the projects challenged any restrictive gender norms through its activities?

Approach and methodology

Although to be determined and refined by the consultant, the suggested methodological approach and data sources are as follows:

- Desk review of key project documents (e.g. project proposals, MEAL plan, annual and semi-annual progress reports, training reports, reflection workshop reports, baseline and end-line research, evaluations, field visit reports, knowledge products, etc.)
- Key informant interviews with project stakeholders (e.g. project staff, LIFT staff, LIFT migration partners, AMH project, ILO project, Other relevant stakeholders, Civil Society Organisations, Private sectors, etc.)
- Focus group discussions (as necessary and possible in the context) with beneficiaries of project activities (e.g. beneficiaries, project staff in CSO partners who received training, vocational skills trainers, etc.)

The consultant is free to suggest additional data collection methods deemed necessary to answer the evaluation questions. To enhance objectivity and credibility of the review, the consultant should clearly demarcate between sources of information, comments, opinions and interpretations.

Data collection during the evaluation must obtain the perspective of both women and men beneficiaries and stakeholders, as well as of marginalized groups. All data should be disaggregated to allow for a thorough gender analysis of the evaluation's findings. Gender equality has been identified as a key priority for the LIFT Strategy 2019-2023.

5. Scope and timing of the evaluation

The consultant will work for a total of 35 days between 10 May and 31 August 2021. The virtual field work for the final evaluation is expected to start by 7 June 2021. A draft final report must be submitted within 14 calendar days after the debriefing presentation. Due to the current restrictions on travel to Myanmar related to the COVID-19 pandemic and the coup, the entirety of the evaluation will be conducted remotely at the consultant's home.

Evaluation working days

Task	Estimated number of working days
Desk review <ul style="list-style-type: none"> • Review project documents and begin developing an evaluation plan, including the work plan and evaluation questions. 	6 days
Preliminary discussions <ul style="list-style-type: none"> • Conduct online meetings with AMH project, ILO and LIFT to confirm the evaluation design, methodology and logistics. • Design for evaluation 	2 days

Draft inception report <ul style="list-style-type: none"> Identify key issues of focus for the limited scope of field work (as agreed with LIFT, AMH team and ILO). Finalize the methodology, evaluation questions, data collection tools and work plan. Confirm the scheduling and logistical arrangements for data collection in collaboration with LIFT and respective IPs 	4 days
Remote interviews <ul style="list-style-type: none"> Conduct interviews with other relevant stakeholders. Conduct focus groups discussion with beneficiaries. 	10 days
Draft debriefing presentation <ul style="list-style-type: none"> Data analysis and preparation for virtual debriefing workshop. 	2 day
Debriefing and discussion <ul style="list-style-type: none"> Online debriefing with ILO, Aung Myin Mhu projects and LIFT. Collect initial feedback on the evaluation findings for drafting of the evaluation report. 	1 day
Draft evaluation report <ul style="list-style-type: none"> Analyze the data collected and draft evaluation report. 	7 days (to be submitted within 14 days after the virtual debriefing workshop)
Finalize evaluation report <ul style="list-style-type: none"> Revise and finalize the evaluation report based upon feedback from LIFT, ILO and AMH projects 	3 days (to be submitted within 7 days after feedback from LIFT and respective IPs)
Total	35 days

7. Key deliverables

- Submission of draft work plans with meetings scheduled by 21 May 2021.
- Inception reports providing the refined work plan with interview schedule, finalised evaluation questions, data collection tools by 31 May 2021
- PowerPoint presentations of the initial findings and recommendations for discussion with ILO and AMH projects and LIFT (as per work plan).
- Draft evaluation reports (14 days after the debriefing)
- Final evaluation report (7 days after LIFT, ILO and AMH projects provide feedback on the draft)

The evaluator will draft a short inception report after reviewing the available documents and holding an initial discussion with the project management staff. This report should provide a well-refined evaluation methodology and data collection tools (including the work plan, evaluation questions, data collection and analytical techniques, and interview and focus group discussion guidelines) and the schedule for interviews. Any substantial changes from the terms of reference for the evaluation will

need to be approved by the LIFT Senior Programme Officer.

The evaluator will give a debriefing presentation of the findings for discussion with ILO, AMH projects and LIFT. The PowerPoint presentation should highlight the key findings for each evaluation criteria, as well as provide lessons learned, good practices and recommendations for strengthening future interventions. The evaluator will draft the evaluation report taking into account the comments received.

The main output of the evaluation will be two reports assessing each of the projects' results, to be revised based on the written comments of LIFT, ILO and AMH projects. Each report in English should be no longer than 30 pages (excluding appendices) and will include a brief executive summary with the key findings.

Tentative plan for Desk review and developing workplace and evaluation tools

Activities	May 2021															
	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24	25
Desk Review	x	x	x	x	x			x								
Preliminary discussion and submission of work plan											x	x				
Total working days	1	1	1	1	1			1			1	1				

Activities	May 2021						June 2021									
	26	27	28	29	30	31										
Developing evaluation questions and tools, refining work plan based on feedback and submission of all inception report	x	x	x			x										
Total working days	1	1	1			1										

Activities	June 2021										July 2021									

	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24	25	26	27	28	29	30	31
Virtual interview meetings			x	x	x	x	x			x	x	x	x	x													
Preparation for debriefing																											
Debriefing workshop																											
Draft report (home based) and submission																											
Finalized report (home based) and submission																											
Total			1	1	1	1	1			1	1	1	1	1		1	1	1					1	1	1		1