



Mother and daughter who received tailoring skills training.

Interim Performance Evaluation

Myanmar Program on the Elimination of Child Labor (My-PEC) Project

Final Report

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QED Evaluation Partner



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DISCLAIMER

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TABLE OF CONTENTS

ACKNOWLEDGEMENTS.....	iii
TABLE OF CONTENTS.....	iv
TABLES AND FIGURES.....	v
LIST OF ACRONYMS	vi
EXECUTIVE SUMMARY	1
I. CONTEXT AND PROJECT DESCRIPTION.....	8
1.1. Context.....	8
1.2. Project Description.....	9
II. EVALUATION PURPOSE AND METHODOLOGY	14
2.1. Evaluation Purpose.....	14
2.2. Methodology.....	15
III. FINDINGS.....	19
3.1. Relevance	19
3.2. Effectiveness of Strategies and Interventions	20
3.3. Efficiency.....	35
3.4. Sustainability.....	38
IV. CONCLUSIONS.....	43
4.1. Relevance	43
4.2. Effectiveness of Strategies and Interventions	43
4.3. Efficiency.....	44
4.4. Sustainability.....	45
V. LESSON LEARNED AND GOOD PRACTICES.....	46
5.1. Lesson Learned.....	46
5.2. Good Practices	47
VI. RECOMMENDATIONS	50
ANNEXES	55
Annex A: Terms of Reference	55
Annex B: Master List of Interview Questions	68
Annex C: Evaluation Team Biographical Summaries	69
Annex D: List of Documents Reviewed.....	81
Annex F: Analysis of Project Performance	84

TABLES AND FIGURES

Table 1: My-PEC Project Objectives.....	10
Table 2: Qualitative Sample Size and Sample Characteristics.....	16
Table 3: Summary Analysis of Project Performance.....	21
Table 4: Allocation of Resources by Intermediate Objective.....	36

LIST OF ACRONYMS

AFFM	Agriculture and Farmers Federation of Myanmar
ASEAN	Association of Southeast Asian Nations
AVSI	Association of Volunteers in International Service
C138	ILO Convention No. 138 on Minimum Age for Admission to Employment
C182	ILO Convention No. 182 on Prohibition and Immediate Action for the Elimination of the Worst Forms of Child Labor
CL	Child Labor
CLMS	Child Labor Monitoring System
CMEP	Comprehensive Monitoring and Evaluation Plan
CPMS	Child Protection Monitoring System
CSO	Central Statistical Organization
CTUM	Confederation of Trade Unions of Myanmar
DBMS	Direct Beneficiary Monitoring System
DSW	Department of Social Welfare
FGLLID	Factories and General Labor Laws Inspection Department
FPRW	Fundamental Principle and Rights at Work
FTUM	Federation of Trade Unions of Myanmar
GAD	General Administration Department
GIP	Garment and Industry Project
GORUM	Government of the Republic of the Union of Myanmar
H4SS	Hope for Shinning Stars
IA	Implementing Agencies
ILAB	International Labor Affairs Bureau
ILO	International Labour Organization
INGO	International Non-Governmental Organization
IO	Intermediate Objective
IPEC	ILO's International Programme for the Elimination of Child Labour
ITC	ILO's International Training Center
JCSDO	Jeepyah Civil Society Development Organization
KAP	Knowledge, Attitude, Practice
LFS	Labor Force Survey
M&E	Monitoring and Evaluation
MCDF	Mon Cetana Development Foundation
MGMA	Strengthening Employers Organizations in Myanmar Project

MICS	Myanmar Industries Craft and Services
MNCLEC	Myanmar National Child Labour Eradication Committee
MNEC	Mon National Education Committee
MOA	Ministry of Agriculture
MOE	Ministry of Education
MOI	Ministry of Information
MOLIP	Ministry of Labour, Immigration, and Population
MSME	Micro, Small and Medium Sized Enterprises Project
MWEA	Myanmar Women Entrepreneurs Association
My-PEC	Myanmar Program on the Elimination of Child Labor
NAP	National Action Plan
NFE	Non Formal Education
NGO	Non-Governmental Organization
NYEA	National Youth Ethnic Alliance
OCFT	USDOL's Office of Child Labor, Forced Labor, and Human Trafficking
OSH	Occupational Safety and Health
RMO	Ratana Metta Organization
SCREAM	ILO's Supporting Children's Rights through Education, Arts, and Media
SIYB	Start and Improve Your Business
SO	Sub-outcome
SSS	Swan Saung Shin Women Development Organization
TEO	Township Education Office
TOT	Training of Trainers
TPR	Technical Progress Report
TVET	Technical Vocational and Education Training
TWGCL	Technical Working Group – Child Labor
UMFCCI	Union of Myanmar Federations of Chambers of Commerce and Industry
UNICEF	United Nations Children's Fund
USDOL	United States Department of Labor
VSLG	Village Savings and Loan Group
WDACL	World Day Against Child Labor
WFCL	Worst Forms of Child Labor
WV	World Vision

EXECUTIVE SUMMARY

On December 31, 2013, the United States Department of Labor's (USDOL) Bureau of International Labor Affairs (ILAB) awarded the International Labour Organization (ILO) a cooperative agreement grant worth USD 5 million to implement the Myanmar Program on the Elimination of Child Labor Project (*My-PEC*). The original end date for the project was December 31, 2017. However, in November 2014, the ILO received a grant modification that added USD 250,000 to conduct a full analysis of the Myanmar legal framework as it pertains to labor-related issues. USDOL provided another grant modification in August 2017 that added USD 1 million and extended the end of project date to June 30, 2019. Additionally, in March 2019, the ILO received a six month no-cost extension that extended the end date to December 31, 2019. A cost extension that added USD 1.5 million was then approved by USDOL in November 2019, bringing the total value of the project to USD 7,750,000 and extending the end of project date to December 31, 2021.

My-PEC is a first generation child labor (CL) project. When My-PEC started to implement activities in 2014, the government had a limited understanding of CL and no experience implementing such projects. At that time, the ILO was one of the few organizations operating in Myanmar with the credentials to implement a CL project.

The project's objective aims to *establish a comprehensive, inclusive and efficient multi-stakeholder response to reducing child labor in Myanmar*. To support the project objective, the project design includes five main outcomes or intermediate objectives (IO) consisting of (1) expanded knowledge base on CL in Myanmar, (2) increased awareness and knowledge about CL, (3) improved legal and institutional environment contributing to the elimination of CL, (4) improved capacity of national and local stakeholders to coordinate, network and advocate for the elimination of CL, and (5) reduced CL in pilot target areas.

Evaluation Purpose

This evaluation represents the second interim evaluation of My-PEC. The first interim evaluation was conducted in May 2016. The purpose of this second interim evaluation is to: (1) review the ongoing progress and performance of the project including the extent to which intermediate objectives have been achieved and outputs delivered, (2) examine the likelihood of the project achieving its objectives and targets, (3) provide recommendations for the remaining period of the project, and (4) identify emerging, potential smart practices and sustainability opportunities.

Methodology

The evaluation team used a qualitative evaluation methodology and followed the principles described in the Terms of Reference (TOR). The evaluation team consisted of two international evaluators who conducted fieldwork in Myanmar from October 21 to November 8, 2019. The evaluators developed guides and protocols based on evaluation questions developed by USDOL and ILO, to guide desk review, conduct key informant

interviews and focus group discussions. The evaluation team used a purposeful, non-random sampling methodology to select direct and indirect beneficiaries to interview in three townships where the project is implemented: Labutta, Dagon Seik Kan, and Ye.

The evaluators conducted 38 key informant interviews and 17 focus group discussions. In total, the evaluators interviewed 216 individuals. Qualitative data was analyzed using a matrix analysis to categorize, triangulate, synthesize, and summarize the raw data captured from the interview notes. The data analysis was driven by the evaluation questions in the TOR.

Findings and Conclusions

Relevance. The project's CL awareness raising, advocacy, and policy capacity building interventions meet the needs and priorities of the Myanmar government and other key stakeholders involved with the prevention, reduction, and eventual elimination of CL. The project is especially relevant for several reasons. It supports the implementation of ILO Convention 182 on the Worst Forms of Child Labor (WFCL), the amendments to the Factories Act and the Shops and Establishments Act, which established the minimum working age of 14 years. It also supports the Child Rights Law, especially the chapter on WFCL and minimum working age.

Effectiveness of Strategies and Interventions. The project has been effective at achieving the intermediate objectives. The project has achieved or exceeded nearly all of its output and outcome indicators. The project also achieved the overall development objective indicator, which is the creation of the National Action Plan (NAP). Regarding IO 5, reduction in CL in the three pilot areas, the project has been able to reduce CL from 44 percent (baseline) to 15.6 percent while it reduced hazardous CL from 21 percent (baseline) to 10 percent¹.

The interventions designed to increase CL awareness raising and advocacy have been highly effective at reaching large audiences and working with the Government of the Republic of the Union of Myanmar on amending legal frameworks. CL awareness at the national level and in the target communities in the three pilot areas has increased. On the other hand, the establishment and strengthening of CL enforcement mechanisms have been less effective. Although the project has engaged the Factories and General Labor Laws Inspection Department (FGLLID) and the Department of Social Welfare (DSW) in discussions regarding child labor monitoring and supported a child labor monitoring system study, CL enforcement mechanisms require more attention.

The direct CL interventions implemented in the three pilot areas have also been relatively effective. Non-formal education (NFE) classes and livelihood training have had tangible positive impacts on children and their parents, respectively. The village savings and loan group (VSLG) activities have helped increase income for some households according to

¹ October 2019 Technical Progress Report

members interviewed. However, when members are expected to contribute money as savings (i.e. Dagon Seik Kan Township), poor households are not able to participate because they lack extra money to make the savings contributions. The technical and vocational education and training classes, while appreciated by youth, have not resulted in employment for the majority of youth. In addition, these CL interventions will be difficult to sustain at this stage.

The project has effectively provided educational and livelihood interventions to girls and boys equally in the three pilot areas. The project also provided educational opportunities to disabled children in the pilot areas. However, the project does not have a specific gender and diversity sensitive programming strategy.

The project has effectively addressed changes and constraints in the social, political, and cultural environment. These constraints included changes in key government personnel after the general elections in 2015, government hierarchical bureaucracy and highly centralized decision-making, and entrenched attitudes about CL and its acceptance in target communities. After the elections, the project effectively equipped new government stakeholders, especially the Ministry of Labour, Immigration, and Population (MOLIP), with knowledge and information to assist them perform CL-related functions. The project also used the knowledge, attitude, and practice (KAP) survey to inform its awareness raising activities and direct CL interventions.

The project collaborated effectively with its implementing partners, government counterparts, social partners, international agencies, and an array of national and international non-governmental organizations. The major challenges the project faced in its efforts to collaborate included coordination between the eight implementing partners, government bureaucracy, and communication with the social partners.

Efficiency. The project has been implemented in an efficient manner. The planned amount of financial and human resources have been adequate to produce the planned outputs and outcomes. The project's staffing structure is appropriate to achieve the outputs and outcomes. The fact that there has been virtually no staff turnover since the project started to implement activities contributes to efficiency.

Although the project has operated in an efficient manner, several factors have created inefficiencies. These include managing and coordinating eight different implementing partners, government bureaucracy, migration of beneficiaries outside the pilot communities to find employment and centralized decision-making causing delays, turnover and changes in representatives who attend TWGCL meetings.

Sustainability. Several of the project's strategies and interventions increase the likelihood of sustaining key outputs and outcomes. These include the NAP, research studies, the CL module in the national Labour Force Survey (LFS), CL policy and law revisions, and increased CL awareness. However, the project does not have a sustainability strategy and implementation plan, which would be useful in helping the project sustain key outputs and outcomes once the project ends.

The project has made important progress in creating ownership and building capacity to sustain outputs and outcomes. For example, the TWGCL members demonstrate strong ownership of and commitment to implementing the NAP. The project has made less progress in linking stakeholders to alternative resources that would facilitate sustainability. While the NAP exists, there are no approved ministry budgets to implement the plan at this stage. Plus, coordination between the various government ministries to implement the NAP will be a challenge. The implementing partners do not have the resources to continue to implement CL interventions in the pilot communities nor have other organizations been identified to continue to implement CL interventions once the project ends.

The outputs and outcomes that are most likely to be sustained include the NAP, TWGCL, Myanmar National Child Labour Eradication Committee (MNCLEC) policy and law revisions, research studies, CL module in the LFS, CL awareness, some VSLGs, and social skills, self-confidence, and numeracy abilities that children acquired from NFE classes. The outputs and outcomes least likely to be sustained include CL awareness raising campaigns, CL trainings, community level CL interventions such as NFE, TVET, and livelihood skills trainings, and OSH campaigns.

Lessons Learned and Good Practices

Lessons Learned

- Many poor households do not have the resources to participate in VSLGs that require periodic contributions (savings). Thus, it may be more appropriate to structure the VSLGs in ways that do not require the savings component. This could include lending groups or associations where income from interest on the loans could be used to cover costs (as opposed to contribution).
- VSLG loan amounts are modest and inadequate to start or grow a business. The loan amounts available to members in the pilot areas range from USD 30 to USD 90. These amounts are relatively small and inadequate to start a new business or grow an existing business.
- NFE requires well-defined and communicated pathways for reintegration into formal school or entry into TVET. The formal education pathway should consist of concrete steps the children would need to take to gain skills to be able to re-enter formal school. The TVET pathway requires concrete skills necessary for starting a business or acquiring jobs as well as linkages to employment.
- Despite participation in NFE, most children will continue to work because of the economic needs of their families. Therefore, it is critical to make working conditions as safe as possible. This can be primarily achieved by educating children, parents, community leaders, and employers about age appropriate work and working hours.
- It is important that beneficiary households understand that data collection activities are a critical part of the project that supports the CL interventions. Implementing partners

responsible for the direct CL interventions provide donations. However, partners responsible for the direct beneficiary monitoring system (DBMS) do not provide donations. Since households do not receive donations from these partners, some are reluctant to participate in DBMS data collection activities.

- There should be well-defined criteria to select and distinguish beneficiary households from those households not chosen as beneficiaries. At the center of this issue is the project's definition of CL for children between 5 and 11 years. The definition for this age group states CL is engagement in any economy, including household chores, more than one hour per day or more than six hours per week, which nearly all households in the target communities meet.

Good Practices

- **The development of the NAP by a group of multi-sector stakeholders through a highly participative process.** The project worked closely with FGLLID to establish the TWGCL and then provided technical and financial support to the TWGCL to develop the NAP. The process was highly participative and it created ownership and commitment among TWGCL members.
- **The involvement of members of parliament.** Their inclusion led to better understanding of CL issues and strengthened support to pass CL-related laws, including the Child Rights Law. The investment in awareness among members of parliament is expected to help the implementation of the NAP and ratification of Convention 138 on minimum working age.
- **Including CL questions in Labour Force Survey as a regular and sustainable source of data on CL in Myanmar.** The project worked closely with the MOLIP and the Central Statistical Organization (CSO) to incorporate CL questions in the LFS. Incorporating CL questions in the LFS means that every time the LFS is conducted, up-dated information on CL will be available to decision-makers.
- **A phased approach that facilitated learning and increased effectiveness.** The phased approach consisted of micro-pilot in Panambon, Ye Township, during the research phase and two subsequent pilot phases. The phased approach used to implement CL interventions allowed the project to learn and make important adjustments, which has helped increase effectiveness.
- **The incorporation of life skills in NFE,** using ILO's Supporting Children's Rights through Education, Arts, and Media (SCREAM) and 3-Rs (rights, responsibilities, and representation) kit to increase learning. The incorporation of life skills, SCREAM, and 3-Rs helped make NFE classes engaging and fun, which in turn increased motivation and learning.

Recommendations

For ILO

1. The project should conduct a study to identify effective CL intervention models and approaches along with lessons learned from the three pilot areas. These could be used as the NAP is implemented in priority regions and states.
2. The project should make a transition from implementing CL interventions in the three pilot areas to helping the government implement the NAP. This should include rolling out effective and appropriate CL models and approaches to priority regions and states.
3. The project should work with its key stakeholders in a participatory manner to develop a sustainability plan that provides a clear roadmap to sustainability during the project's remaining life.
4. The project should strengthen relationships with local government agencies that have some responsibility for CL.
5. The project should develop a gender diversity sensitive strategy that can be incorporated into CL models and approaches to ensure activities go beyond gender equality in participation, and increase the effectiveness, relevance and sensitivities of the interventions for girls and boys as they are rolled out in the NAP.
6. The project should define and strengthen the educational and employment pathways between NFE and formal education and TVET and between TVET and employment and ensure that these are incorporated in the CL intervention models and lessons (Recommendation 1).
7. The project should expand CL training to key child protection actors who could replicate the training to their local NGO partners and target audiences.
8. The project should review and adjust its indicator targets to be able to realistically achieve them during the extended period of performance.
9. The project should ensure that NFE classes are taught in the first language of the children who are participating in the classes.
10. The project should conduct regular meetings with its implementing partners every three to four months so partners can share information and learn from each other.
11. In future CL projects, the ILO should develop clear beneficiary selection criteria that distinguishes beneficiary households from non-beneficiary households. This would help avoid misunderstanding and resentment among non-beneficiary households.

12. The project should develop additional or different indicators to measure advocacy and networking among the multiple stakeholders under IO 4 that would better demonstrate whether or not the one-day CL fundamentals training contributed to improved advocacy and networking.
13. The project should work with the implementing partners to ensure that their personnel are provided with appropriate accident and health insurance.

I. CONTEXT AND PROJECT DESCRIPTION

1.1. Context²

Since general elections in 2010, which represented a transition from military rule to democracy, Myanmar has been experiencing far-reaching socio-economic and political change driven by the government's reform agenda, political activism, and civil society engagement.

This reform era, the opening up to trade and foreign investment, and economic integration into the Association of South East Asian Nations (ASEAN) provide significant opportunities to address child labor (CL). According to the 2015 Labour Force Survey (LFS), about 10.5 percent (11.3 percent of boys, 9.8 percent of girls) of children in Myanmar work; 9.3 percent (10 percent of boys, 8.5 percent of girls) are considered to be working in CL; and, 5.1 percent (5.6 percent of boys, 4.6 percent of girls) in hazardous CL.³ However, it should be noted that the LFS does not collect data for the informal sector, where CL is most prevalent.

These rates for CL in the formal sector are slightly lower than Cambodia, Vietnam, and Nepal but higher than Bangladesh and India. Children aged 15-17 are most likely to be engaged in economic activity, when compared to younger children, and a higher percentage of children from rural areas (11.4 percent) are working, compared to urban areas (8.1 percent). Among the children who are working, 60.5 percent work in agriculture, forestry and fishing, with another 12 percent in manufacturing and 11.1 percent in wholesale and retail and motor vehicles repair and maintenance. While about 77 percent of all children (5-17 years old) are attending school in Myanmar, only 47 percent of children aged 15-17 attend school, and only 0.3 percent of children in that same age group work and attend school.⁴

The International Labour Organization (ILO) has close to a decade of direct experience in Myanmar supporting the elimination of forced labor including the verification, discharge and reintegration of underage recruits to armed forces – experience that has offered deep insights into the root causes of CL. It should be noted, however, that in its annual CL report, *Findings on the Worst Forms of Child Labor*, USDOL assessed Myanmar as making no advancement in efforts to eliminate the worst forms of child labor because government officials were complicit in the use of forced child labor, specifically forcible recruitment of children into the national armed forces. Yet, the report acknowledges that Myanmar made some progress in addressing CL including the *Supplementary Understanding* with the ILO to

² The description of the project's context was taken largely from the project document and the comprehensive monitoring and evaluation plan (CMEP).

³ The Myanmar Labour Force, Child Labour and School-to-Work Transition Survey 2015 (LFCL-SWTS 2015), March 2015.

⁴ *ibid*

continue the forced labor complaint mechanism through 2018, a commitment to the elimination of six grave violations against children, including the recruitment and use of children as soldiers, and establishment of a mechanism to coordinate efforts to address child labor.^{5 6}

Poverty and household vulnerability, indebtedness, pervasive land governance issues, and low agricultural productivity are important factors that contribute to both forced labor and CL.⁷

Weakness in the education sector is another important factor. Low enrollment and completion rates in both primary and secondary levels are associated with the relative high costs of schooling, including the common practice of levying informal fees, and poor quality of education.⁸ Finally, the fact that CL is simply not seen as a violation of a child's rights or of labor rights is an attitude prevalent in Myanmar society.

In March 2011, the government initiated a broad civil rights and governance reform agenda. The government has taken steps to recognize and apply core labor standards such as freedom of association. Efforts are also underway to reform the education sector through a comprehensive reform process. In addition, the government signed an agreement with the United States to boost the capacity of government officials and civil society to jointly identify cases of forced labor, illegal recruitment of child soldiers, and sex trafficking. The government signed another agreement with the United States in July 2012 to address the eradication of forced labor accompanied by a set of action plans, including one to eliminate CL.

1.2. Project Description

On December 31, 2013, the United States Department of Labor's (USDOL) Bureau of International Labor Affairs (ILAB) awarded the ILO a cooperative agreement grant worth USD five million to implement the *Myanmar Program on the Elimination of Child Labor Project (My-PEC)*. The original end date for the project was December 31, 2017.

In November 2014, the ILO received a grant modification that added USD 250,000 to conduct a full analysis of the Myanmar legal framework as it pertains to labor-related issues. USDOL provided another grant modification in August 2017 that added USD 1 million and extended the end of project date to June 30, 2019. In March 2019, the ILO received a six month no-cost

⁵ <https://www.dol.gov/agencies/ilab/resources/reports/child-labor/burma>

⁶ <https://www.dol.gov/agencies/ilab/resources/reports/child-labor/burma>

⁷ UNICEF (2012) Situation Analysis of Children in Myanmar, and The Office of Gordon and Sarah Brown, Education in Burma: Guaranteeing hope of a better future, 2012.

⁸ Myanmar has one of the lowest average schooling years in the world (4 years). McKinsey, Myanmar's Moment: Unique Opportunities, Major Challenges, 2013.

extension that extended the end date to December 31, 2019. At the time of the evaluation, USDOL was in the process of considering a request from ILO to provide another cost extension that would add USD 1.5 million bringing the total value of the project to USD 7,750,000 and extend the end of project date to December 31, 2021.⁹

The project objective aims to *establish a comprehensive, inclusive and efficient multi-stakeholder response to reducing child labor in Myanmar*. To support the project objective, the project design includes five main outcomes or intermediate objectives consisting of (1) expanded knowledge base on CL in Myanmar, (2) increased awareness and knowledge about CL, (3) improved legal and institutional environment contributing to the elimination of CL, (4) improved capacity of national and local stakeholders to coordinate, network and advocate for the elimination of CL, and (5) reduced CL in pilot target areas.

Table 1 shows the project's objective, intermediate objectives (IO) and corresponding sub-outcomes (SO). The complete set of IOs, SOs, and outputs appear in the project theory of change diagram listed in Annex A.

Table 1: My-PEC Project Objectives

Project Objective and Outcomes
Project Objective: A comprehensive, inclusive and efficient multi-stakeholder response to reduce child labor in Myanmar in place
IO 1: Expanded knowledge base on child labor in Myanmar <i>SO 1.1. Knowledge on child labor generated by the project widely disseminated</i>
IO 2: Increased awareness and knowledge about child labor <i>SO 2.1. Widespread awareness-raising strategy implemented</i>
IO 3: Improved legal and institutional environment contributing to the elimination of child labor <i>SO 3.1. Improved legislations compliant with international standards in place</i> <i>SO 3.2. Enhanced national and local government capacity to address child labor</i>
IO 4: Improved capacity of national and local stakeholders to coordinate, network and advocate for the elimination of child labor <i>SO 4.1. Institutional framework for coordination and advocacy among multiple stakeholders on the elimination of child labor functioning</i>
IO 5: Reduced child labor in pilot target communities <i>SO 5.1. Child laborers and children at risk of child labor with increased participation in quality education</i> <i>SO 5.2. Children above minimum age for employment with increased access to safe work</i> <i>SO 5.3. Target households have reduced economic vulnerability to child labor</i>

⁹ The evaluation team learned that the cost extension was approved during the review of the evaluation report.

It is important to note that My-PEC is the first CL project in Myanmar. Prior to My-PEC, government officials had limited, and in some cases, no understanding of CL and virtually no experience implementing CL prevention projects. The project started from ground zero to generate knowledge about CL, create awareness and build capacity among government and many non-government organizations, improve legal and policy frameworks, and implement CL pilot activities. It was within this context that the project started to implement activities in 2014.

The project was designed to be implemented in two phases. The first phase was planned for 2014 and 2015 and aimed to expand the knowledge base through research. The second phase, which was planned to begin after the baseline survey was conducted in 2015, focused on delivery of interventions. In this way, the interventions would be informed by the findings of the various studies and research efforts from the first phase.

The interventions are divided into those that focus on the national level and those that focus on the community level. The national level interventions aim to strengthen the CL enabling environment and include research, awareness and advocacy, capacity building and legislation.¹⁰ The community level interventions include direct services such as non-formal education, vocational training, savings and loan associations, and income generation activities.

As described in the first interim evaluation, key stakeholders became impatient during the first phase because they did not believe the project was taking concrete actions to address CL. They recommended that the project should implement CL services at about the same time as the research activities and other national level interventions for the following reasons:

- Research oftentimes takes longer than planned.
- Rapid participatory assessments and community consultations can provide sufficient knowledge to start service delivery.
- The time gap between research and service provision confuses the target population and creates expectations that may hamper future implementation.
- Service provision generates knowledge, which is often better than structured research.¹¹

The project addressed these concerns by establishing a micro-pilot project in Panambon, Ye Township, Mon State, which started direct CL service delivery in September 2015. The

¹⁰ IO 1 focused primarily on CL research.

¹¹ My-PEC External Independent Interim Evaluation, May 2016.

services consisted of school supplies, village savings and loan groups, and livelihood training. The livelihood training consisted of micro-financing for the parents of child laborers to produce products such as soaps and shampoos. Information from the micro-pilot was used to inform the project's national level interventions such as research projects, awareness raising, legislative frameworks, and capacity building, as well as education and livelihood direct service pilots in other municipalities and communities.

At the time of this evaluation, the CL pilot interventions were being implemented in three areas. The areas were chosen based on a set of selection criteria listed in the project document. These include a high prevalence of children engaged in CL, low levels of educational attainment and achievement, high food insecurity, and a mix of rural, urban, and ethnic minority areas. Based on these criteria, Labutta Township in Ayeyarwady Region was chosen as the rural pilot area; Dagon Seik Kan Township in Yangon was chosen as the urban area; and Ye Township in Mon State was chosen as the ethnic minority area.



For the time period December 31, 2013 to December 31, 2019, the project targeted 3,600 children including 2,160 at high risk of entering CL and 1,440 whom are engaged in CL. The 3,600 children belong to 1,000 households where the project is targeting livelihood interventions.

The project is implemented and monitored by eight different organizations. In Labutta Township, Hope for Shinning Stars (H4SS) is implementing the non-formal education (NFE) and technical and vocational education training (TVET) components. Association of

Volunteers in International Service (AVSI) implemented the livelihoods component in the first pilot phase. Swan Saung Shin Women Development Organization (SSS) is implementing the direct beneficiary monitoring system (DBMS).

In Dagon Seik Kan Township, World Vision (WV) is implementing all direct services including NFE, TVET, livelihoods training, occupational safety and health (OSH) awareness campaigns. Ratana Metta Organization (RMO) is responsible for DBMS. In Ye Township, the Mon National Education Committee (MNEC) is implementing NFE while the Mon Cetana Development Foundation (MCDF) implements the livelihoods component. The Jeepyah Civil Society Development Organization (JCSDO) implements the DBMS.

In addition to the DBMS, SSS and JCSDO have also carried out OSH awareness campaigns in Labutta Township and Ye Township, respectively. The project's trade union partners, Agriculture and Farmers Federation of Myanmar (AFFM), Myanmar Industries Craft and Services (MICS), and Confederation of Trade Unions of Myanmar (CTUM), conducted OSH awareness activities in the three pilot areas.

II. EVALUATION PURPOSE AND METHODOLOGY

2.1. Evaluation Purpose

It should be noted that this evaluation represents the second interim evaluation of My-PEC. The first interim evaluation was conducted in May 2016.¹² The purposes of this second interim evaluation are the following.

1. Review the ongoing progress and performance of the project including the extent to which intermediate objectives have been achieved and outputs delivered.
2. Examine the likelihood of the project achieving its objectives and targets.
3. Provide recommendations for the remaining period of the project and the possibility of extension until December 31, 2021 that will improve delivery and sustainability of outputs and objectives.
4. Identify emerging potential smart practices and sustainability opportunities.

This evaluation provides key stakeholders with information to assess and revise work plans, strategies, objectives, partnership arrangements and resources as needed. It identifies the potential effect on mainstreaming policy and strategies and suggests possible ways forward for the future. The evaluation also intends to contribute to the process of evidence-based decision making in planning and assist stakeholders to learn from the implementation experience.

The evaluation focuses on project achievements and strategies, and their contribution to the overall national efforts to improve knowledge, legislation and practices to address CL, and promote efforts at local level, to reduce CL. The evaluation focuses on all activities implemented since the start of the project up to the time of the evaluation field visit.

USDOL and ILO developed a set of questions to guide the evaluation. The questions address key issues in (1) relevance; (2) effectiveness of strategies and interventions; (3) efficiency; and (4) sustainability. The evaluation questions appear in the Terms of Reference (TOR) in Annex A. The evaluation will also focus on lessons learned, emerging good practices and potential models that can be applied in the next phase of the project.

¹² My-PEC External Independent Interim Evaluation, May 2016.

2.2. Methodology

The evaluation team used a qualitative evaluation methodology and followed the principles described in the TOR. These include the triangulation of data collection, inclusion of parents' and children's voices using child-sensitive approaches that follow the ILO-IPEC guidelines on research with children on the worst forms of child labor (WFCL) and UNICEF principles for ethical reporting on children, and gender and cultural sensitivity.¹³

The evaluation team's approach to help ensure gender and cultural sensitivity included interviewing young children in the presence of teachers or parents when available, interviewing women involved in enterprise development activities in their homes and in the presence of their spouses when requested, and adhering to cultural protocols when interviewing formal and informal community leaders.

The evaluation team used interpreters to interpret interviews. Interpreters fluent in Burmese and English interpreted interviews with national government and social partner representatives. They also interpreted interviews with local government and community members in Labutta and Dagon Seik Kan Townships. An interpreter fluent in Mon and English interpreted interviews with local government and community members in Ye Township.

As noted previously, USDOL and ILO developed a list of evaluation questions that served as the basis for the evaluation. The questions were used to develop guides and protocols for the key informant interviews, focus group discussions, and document reviews. The master key of interview questions is listed in Annex B.

Evaluation fieldwork was conducted in Myanmar from October 21 to November 8, 2019. The evaluation team consisted of two international evaluators. Their biographies appear in Annex C.

The evaluation team conducted the first set of interviews with implementing partners in Yangon and the first round of key informant interviews (KII) and focus group discussions (FGD) in Labutta Township together to ensure consistent application of the interview instruments contributing to inter-rater reliability. The evaluators traveled together to Dagon Seik Kan Township where they conducted separate KIIs and FGDs with project beneficiaries and non-beneficiaries. The evaluators traveled to Ye Township where they conducted KIIs and FGDs together because there was only one interpreter available. After interviews, the team compared notes to further ensure consistency and reliability.

The following methods were employed to gather primary and secondary data.

¹³ <http://www.ilo.org/ipecinfo/product/viewProduct.do?productId=3026> and http://www.unicef.org/media/media_tools_guidelines.html

Document Reviews: The evaluation team read numerous project documents and other reference publications. These documents included the project document; comprehensive monitoring and evaluation plan (CMEP); knowledge, attitude, and practices (KAP) survey report; technical progress reports (TPR); project modification approvals; and other supporting project materials obtained during the fieldwork component. Annex D shows a complete list of documents that were reviewed.

Key Informant Interviews and Focus Group Discussions: The evaluation team conducted key informant interviews with project staff, implementing partners, government counterparts, and other key stakeholders involved in the project. The evaluation team used a purposeful, non-random sampling methodology to select direct and indirect beneficiaries to interview in a project community in the three pilot townships: Labutta, Dagon Seik Kan, and Ye. The sample strata included formal and informal community leaders, village development committees, teachers, former and current child laborers, and parents. The evaluators conducted focus group discussion with children, youth, parents, community leaders, and teachers.

Table 2 summarizes the stakeholder groups interviewed, the interviewing methodology, the sample size, and characteristics of the sample. The team conducted 38 KIIs with 26 females and 244 males. Most of the KIIs were with the national and local government officials, social partners, My-PEC staff, implementing agencies, and other stakeholders including international organizations working on child labor issues in Myanmar, other ILO projects, and USG officials. The team also conducted 17 FGDs with 966 females and 7070 males. The primary participants in the FGDs were My-PEC beneficiaries in the three pilot communities (children, parents, teachers and community leaders). In total, the evaluators interviewed 2166 individuals.

Table 2: Qualitative Sample Size and Sample Characteristics

Stakeholder Group	Sample Size			Sample Characteristics
	Female	Male	Total	
National Government (KII)	3	3	6	Representatives from FGLLID, DSW
Local Government (KII)	3	3	6	Representatives FGLLID, TEO
Social Partners (KII)	1	4	5	Representatives from CTUM, MICS, UMFCCL, AFFM
Project Staff (KII)	2	2	4	Project director, M&E officer,
Implementing Partners (KII)	88	44	122	Representatives from World Vision, H4SS, MNEC, MCDF, SSS, RMO, JCSDO, and PhotDoc Association
Children and Youth (FGD)	466	377	83	Children participating in formal education, NFE, and TVET activities
Parents (FGD)	333	12	5	Parents of children and youth participating in project activities

Teachers (FGD)	88	1	99	Formal and NFE teachers involved in project interventions
Community Leaders (FGD)	9	20	29	Representatives of village development committees and local authorities
UN Agencies, NGOs	2	33	55	UNICEF, Save the Children, MyME
US Government	3	0	3	USDOL, US Embassy Myanmar
ILO	4	55	99	Representatives from ILO
TOTAL	122	9494	216216	

Sixty percent of those interviewed were children and parents (39 percent and 21 percent, respectively). Nearly 577 percent of the interviewees were females, which can be explained by the fact that about 76 percent of parents and teachers interviewed were women. A complete list of individuals interviewed appears in Annex E.

Data Analysis. Qualitative data were analyzed using a matrix analysis to categorize, triangulate, synthesize, and summarize the raw data captured from the interview notes. The results of the data analysis provided tangible blocks of information, which the evaluators used to write the evaluation report. The data analysis was driven by the evaluation questions in the TOR. The wealth and variety of information collected allowed for high-level reinforcement and synthesis across sources to obtain a cross-cutting and comprehensive analysis of the evaluation questions.

Limitations. Several important limitations could affect the evaluation findings. The most significant limitation was the time allotted to conduct fieldwork. The evaluators had three weeks to conduct interviews with project staff, implementing partners, government officials, representatives of the social partners, community leaders, children and youth beneficiaries, and other stakeholders. This was not enough time to visit all the communities where the project is being implemented and interview all key stakeholders involved with the project. For interviews on livelihoods training, the evaluation team found it difficult to access male beneficiaries so findings are primarily based on the female perspective. This limits the findings about male participation in the My-PEC livelihoods components. Furthermore, the government did not give permission to the evaluators to visit pilot villages in Ye Township, and therefore the children, parents, teachers, and community leaders had to travel to Ye to be interviewed. Despite these limitations, the evaluators were able to interview key community stakeholders where the project has been implemented in Labutta, Dagon Seik Kan, and Ye Townships.

Myanmar's bureaucratic processes also limited access to government officials familiar with the My-PEC project. Evaluators were not able to interview some of the local government officials due to missing letters of introduction in the pilot communities. The Ministry of Education officials were also not available at the designated meeting time in Nay Pyi Taw. In addition, the evaluators discovered that staff turnover led to limited knowledge about My-PEC among newly appointed government officers. While these challenges limit the amount of information and input from the local and national government officials in the overall

evaluation, the evaluators were able to ascertain important and relevant information from the labor ministry, trade unions, employers, and key international agencies.

It should also be noted that key ILO staff who provide important support to My-PEC were unavailable for interviews. These include the Fundamental Principles and Rights at Work (FPRW) specialist based at the ILO regional office in Bangkok and the My-PEC project officer based at ILO headquarters in Geneva.

This evaluation is not a formal impact assessment. The findings for the evaluation were based on information collected from background documents, the project's monitoring and evaluation system, key informant interviews, and focus group discussions. The accuracy of the evaluation findings is predicated on the integrity of information provided to the evaluation team from these sources and the ability of the evaluation team to triangulate this information. Furthermore, the sample of beneficiaries was purposive based on selection criteria, which means the findings cannot be generalized to all beneficiaries.

III. FINDINGS

The findings address the questions in the TOR and are organized according to the following evaluation areas: relevance, effectiveness of strategies and interventions, efficiency, and sustainability.

3.1. Relevance

This section answers the first evaluation question:

- *Do the project's awareness raising, advocacy, and policy capacity building interventions meet the needs and priorities of the Myanmar government and other key stakeholders?*

3.1.1. Alignment with National Priorities and Needs

The evaluation team found that the project was aligned with existing national priorities and needs regarding CL. The project is relevant because it supports the Government of the Republic of the Union of Myanmar (GORUM) in its commitment to address the WFCL. In 2013, GORUM ratified ILO Convention 182 on the WFCL making CL, especially the worst forms, a priority for Myanmar. In addition to the ratification of Convention 182, GORUM amended the Factories Act and the Shops and Establishments Act in 2016 that set the minimum age of work at 14 years. GORUM also enacted the new Child Rights Law in July 2019, which states the minimum age of work is 14 years across all sectors and stipulates that children should not work in hazardous situations (WFCL). My-PEC provided technical and financial assistance to these amendments and the Child Rights Law. Finally, GORUM expressed intention during the evaluation to ratify ILO Convention 138 on minimum age for work.¹⁴ The project and its focus on CL has helped GORUM lay the foundation to ratify the minimum age convention.

GORUM also established the Myanmar National Child Labour Eradication Committee (MNCLEC) to address CL. MNCLEC, which is led by the vice president, is a 37-member committee formed by Notification No. 23/2018 dated 5 February 2018 issued by the Office of the President.¹⁵ According to key informants, the project played an instrumental role in establishing MNCLEC through its work with the Technical Work Group on Child Labor (TWGCL), which is described in more detail in Section 3.2.1.

The project conducted a knowledge, attitude, and practice (KAP) survey in 2015 that provided empirical evidence that CL is widespread in Myanmar and thus an important need deserving attention. The KAP survey identified the primary causes of CL to be household

¹⁴ The evaluation team learned during the review of the evaluation report that parliament approved the ratification of Convention 138 on December 3, 2019 and that ratification is moving forward.

¹⁵ <http://www.president-office.gov.mm/en/?q=briefing-room/news/2018/12/13/id-9171>

poverty, limited knowledge about CL, and a lack of services for poor children. The survey also found that many impoverished families do not value education and, at the same time, view CL as an antidote to household poverty and necessary for keeping children out of trouble when they have dropped out of school.¹⁶ The My-PEC interventions specifically address these causes of CL.

It should be noted that while My-PEC is generally aligned with CL priorities, none of the ministries the evaluation team met with identified child labor as a top priority for the government. For example, the Factories and General Labor Laws Inspection Department (FGLLID), which is the project's primary government counterpart, told the evaluators that while CL is an important labor issue, it is only a medium priority for FGLLID. According to FGLLID leadership, the top priorities include forced labor, freedom of association, migration, skills development, minimum wage, and occupational health and safety. The project makes the point that some of these priorities are the responsibility of other departments such as the Department of Labour (DOL).

3.2. Effectiveness of Strategies and Interventions

This section addresses the five evaluation questions related to effectiveness:

- *How effective has the project been in achieving the intermediate objectives (expanding the knowledge base and use of CL, increasing awareness and knowledge of stakeholders about CL, improving the legal and institutional environment contributing to the elimination of CL, improving the capacity of national and local stakeholders to coordinate and advocate for the elimination of CL)?*
- *How can the interventions under intermediate objectives 2 (awareness raising and advocacy), 3 (enforcement to reduce CL), and 5 (non-formal education/TVET, livelihoods, and OSH) be improved to increase effectiveness as well as their chances to be sustained once the project ends?¹⁷*
- *Has the project effectively applied gender and diversity sensitive programming to the needs of girls and boys and their vulnerability to all forms of CL?*
- *How effectively has the project addressed changes and constraints in the social, political, and cultural environment? How flexible has the planning and implementation process been in addressing these changes and constraints?*

¹⁶ Myanmar: Child labour knowledge, attitudes and practices (KAP) study in Yangon, Ayeyarwady Region and Mon State. International Labour Office, International Programme on the Elimination of Child Labour (IPEC) / Fundamental Principles and Rights at Work Branch (FUNDAMENTALS) - Geneva: ILO, 2015.

¹⁷ Note that this section examines the effectiveness of IOs 2, 3, and 5. The actual recommendations to improve the interventions appear in the recommendation section and sustainability is discussed in the sustainability section of this report.

- *What were, if any, the successes, challenges, and lessons learned in collaboration among key stakeholders as well as new or existing CL initiatives?*
 - *Among various key stakeholders (DOL, ILO, government of Myanmar, targeted communities, private sector, etc)*
 - *With any new or existing initiatives addressing CL issues in Myanmar*

3.2.1. Achievement of Intermediate Objectives' Indicator Targets

Table 3 provides a summary of the achievement of the project's IO level indicators. The complete project performance analysis of objectives, outcomes, and outputs appears in Annex F. Note that the analysis is based on information provided in the October 2019 technical progress report (TPR), which has not yet been approved by USDOL. Although USDOL and the ILO are in the process of reviewing and finalizing the TPR, USDOL expects all data in that report will be accurate and reliable.

Table 3: Summary Analysis of Project Performance

Objective	Outcome Indicators	Progress
Development Objective	National Plan of Action (NAP) on WFCL approved by National Technical Working Group and submitted to MOLIP	The NAP has been completed, approved and is awaiting an official launch. The NAP was developed by the TWGCL with important participation from its members including other ministries, the employers association, trade unions, international agencies, and local and international NGOs. Project stakeholders consider the NAP as one of the project's most important accomplishments. However, some international agencies and NGOs believe it will be a major challenge for various ministries to coordinate between themselves to implement the NAP.
Intermediate Objective 1	Number of quality research reports produced by the project made available to key stakeholders in a timely manner	<p>The project set a target of 11 research reports. To date, seven research reports on CL have been produced and disseminated. The four reports that have not been produced include the KAP endline survey, two studies on lessons learned and good practices, and the outcome-based study.</p> <p>The reports represent the first research reports of their kind in Myanmar. The reports have informed project interventions as well as its policy and advocacy efforts. However, although key stakeholders received the reports, they demonstrated limited understanding of the reports during interviews with the evaluators.</p>
Intermediate Objective 2	Percentage of stakeholders' groups who have sufficient awareness of the extent to which child labour interferes with or impedes education and negatively impacts	<p>The project set a target to increase awareness on CL among eight stakeholder groups from 38 percent (KAP baseline) to 50 percent by the end of the project. Since the KAP endline has not yet been conducted, the increase in awareness cannot be determined.</p> <p>The evaluation found that there is a strong perception that CL awareness increased among key stakeholders at the national and sub-national level and in target communities. However, many of</p>

Objective	Outcome Indicators	Progress
	on child laborers' future ¹⁸	the stakeholders interviewed were not able to define CL including permissible working ages, which suggests gaps in knowledge.
Intermediate Objective 3	<p>Number of laws and policies undergoing revision according to recommendations supported by the project</p> <p>Number of organizations that carry out child labor-related initiatives</p>	<p>The project set a target of two laws and policies revisions and reported achieving five. The achievements include amendments to the Factories Act and Shops and Establishments Act, passing the Child Rights Law and OSH law, and input to the pending TVET law.</p> <p>The project set a target of 10 organizations carrying out CL initiatives and reported an achievement of 18. The project has also been instrumental in supporting the draft list of hazardous work, which is one of the outputs under IO 3.</p>
Intermediate Objective 4	Number of inter-sectoral actions on CL under the leadership of TWGCL	<p>The TWGCL, which the project helped to establish and support with technical and financial assistance, led eight inter-sectoral actions on CL taken. This exceeds the target of seven actions on CL.</p> <p>The TWGCL has been an effective mechanism to coordinate and set the agenda for addressing CL in Myanmar. While TWGCL members opine that composition of the TWG is correct, participation of the same member representatives is inconsistent.</p> <p>The output indicators do not demonstrate whether or not training helped the participants coordinate and advocate for the elimination of CL. While actions taken by the TWGCL suggest that there is some degree of organization and documented approaches to help eliminate CL, the indicators do not necessarily contribute to improved coordination or advocacy without additional information about the quality of the training or the follow-up actions taken by participants.</p>
Intermediate Objective 5	<p>Percent of project beneficiary children engaged in CL</p> <p>Percent of project beneficiary children engaged in hazardous CL</p>	<p>The project's direct beneficiary monitoring system (DBMS) shows that the percent of children involved in CL was reduced from 44 percent at baseline to 15.6 percent while the percent of children engaged in hazardous work was reduced from 21 percent at baseline to 10.4 percent as reported in the October 2019 TPR.</p> <p>National and local government representatives, implementing partners, community leaders, parents, and teachers believe that the project's interventions have been effective at reducing CL. While they agree it is not possible to eliminate, they have noticed children working fewer hours since project activities started.</p>

In summary, the project has been effective at achieving the IOs. The project has achieved or exceeded nearly all of its outcome and output indicator targets. In fact, the project exceeded

¹⁸ The CMEP defines this indicator as the ratio of all stakeholders groups who are assessed by the KAP consultant as having "sufficient awareness of the extent to which child labor interferes with or impedes education and negatively impacts on child laborers future" to the total number of stakeholder groups (8).

some of its indicator targets, especially for outputs, by more than 300 percent. Such significant overachieving would suggest that the targets were set too low. The evaluators understand that when the indicator targets were established, there was very little information available on CL including the fact that the baseline survey had not yet been conducted. Furthermore, the ILO had not implemented a CL project in Myanmar previously and thus did not have institutional capacity on the ground. After nearly five years of implementation, the project has a more realistic idea of what is feasible in terms of achievements. The proposed two-year cost extension would provide an opportunity to review and reset indicator targets so they stretch or challenge the project.

Although My-PEC has achieved or exceeded most of its indicator targets, the project faces several challenges to achieve sustainable reductions in CL in Myanmar. These include the availability of resources to implement and monitor the NAP, which depends on parliament approving ministry budgets. While the research reports on CL are important resources to understanding CL and determining how to respond, many key stakeholders who were interviewed were unaware of the research and have not yet used it in meaningful ways.¹⁹ While the project has helped reduce CL in the target communities, it will be difficult to sustain these reductions once the project ends and resources are no longer available. This is addressed in more detail in the sustainability section.

3.2.2. Effectiveness of Key Interventions

This section examines the effectiveness of three project components related to (1) awareness raising and advocacy, (2) enforcement to reduce CL, and (3) CL services including non-formal education, TVET, livelihoods, and OSH.

Awareness Raising and Advocacy

The project conducts its CL awareness raising and advocacy activities at three levels, which include the general public, key stakeholders, and communities. The public awareness raising activities have been largely implemented annually as part of the World Day Against Child Labor (WDACL) events. CL awareness raising activities have included photo festivals in Yangon, photo exhibit for members of parliament, and interviews with television and radio stations and newspapers. For WDACL 2019, the project collaborated with PhotoDoc Association to organize CL photo exhibits at three strategic areas: Junction City Shopping Center, Yangon Central Railway Station, and Dala Ferry Terminal.

¹⁹ The project's research dissemination strategy included validation workshops with stakeholders, disseminating publications during TWGCL plenaries, workshops, meetings, and events such as WDACL, and communicating research results on the ILO website and in interviews with media. The lack of awareness among the interviewees can, in part, be explained by the fact that the people the evaluators interviewed did not attend the dissemination strategy events. Additionally, those who attended did not communicate the research disseminated at these events to the organizational staff who did not attend.

At the stakeholder level, approximately 130 organizations have participated in CL advocacy activities. These are essentially short events where project staff and its implementing partners presented CL laws, policies, legal framework, and CL research reports. The participating organizations included government, employers, trade unions, NGOs, and civil society organizations.

At the community level, the project organized 91 CL awareness raising events that reached about 10,600 persons. These events were carried out by project staff, implementing partners and other civil society organizations trained by the project. The CL awareness events consisted of skits, role plays, games, talks about CL, and activities such as drawing and painting.

While the evaluation team was able to verify the various CL awareness raising activities conducted for the public, key stakeholders, and communities, the team was not able to determine whether awareness increased, especially among the general public. The KAP endline survey should be able to provide empirical evidence regarding changes in CL awareness. Nevertheless, as discussed in Section 3.2.1, there is a strong perception among key stakeholders that CL awareness has increased. During interviews, representatives of government, employers, trade unions, national and international NGOs, civil society organizations, community leaders, parents, and teachers feel strongly that awareness about CL significantly increased as a result of the project's interventions.

Based on interviews, there appears to be a broad consensus in communities among community leaders, parents, and teachers that work should not interfere with educational opportunities and that children should not be engaged in hazardous work. However, many of these key stakeholders do not have a strong understanding of CL definitions such as age appropriate work and what constitutes hazardous work.

Enforcement to Reduce CL

Quote from Labor Inspector

Child labor is not my priority. My focus is on factory inspection where there is no child labor. Right now I have 10 pending cases of labor disputes between factory management and workers. Resolving these conflicts is my priority.

Currently, Myanmar does not have an effective CL monitoring and enforcement mechanism in place. While labor inspectors have a mandate to enforce labor laws, including those that protect children from WFCL in certain sectors, inspectors are not currently responsible for

the informal sector including tea shops and other unregistered small businesses, which is where most inspectors and government officials understand that child labor exists.²⁰

Several labor inspectors told the evaluators that they are reluctant to remove children from employment because there are limited social services or referral systems in place to provide remediation. Linkages to the Department of Social Welfare (DSW) social workers and its case management system are weak. While DSW is working on developing monitoring and support systems, these systems are nascent, understaffed, and not yet linked to FGLLID on CL issues. It should be noted, however, that DSW participates in the TWGCL and the project is collaborating with DSW and UNICEF to mainstream CL into the DSW's child protection monitoring system (CPMS), which is describe below.

During interviews, the concept of tracking cases of CL rarely surfaced. A stand-alone CL monitoring system (CLMS) does not seem to be a priority for the government at this stage. DSW is in the process of developing a child protection monitoring system (CPMS) as part of the DSW case management system. The project and MOLIP have had preliminary discussions with DSW and UNICEF to incorporate CL tracking within the CPMS, which appears to be the most feasible way to ensure CL cases are identified and addressed.

CL Story from Dagon Seik Kan Township

A village development committee member heard about a 16 year old who was involved in an accident while working in a lumber mill. His fingers were cut off by a saw. The committee member spoke to the youth and his parents about the situation. They asked him to talk to the mill manager. He told the manager that the family was preparing to file a complaint with police and suggested the manager negotiate with the family. The manager did and agreed to cover all medical expenses, which is what the family requested.

In a few cases, community leaders identified and reported abusive CL to police and or social services. However, community leaders who were interviewed do not believe that police are effective at addressing CL cases. Some communities handle CL cases by working through village authorities and administration to seek remediation and remove children from hazardous or harmful situations. In Dagon Seik Kan Township, members of the village development committee were able to remove children from hazardous situations with support from the child protection committee.

Without the appropriate legal framework in place, it is difficult to address cases of CL. Therefore, the project prioritized establishing legal frameworks and building capacity around fundamentals of CL, as opposed to working on enforcement mechanisms or systems. With the exception of preliminary discussions with DSW on ways to manage CL cases, My-PEC has not yet addressed enforcement largely because it prioritized CL policy.

²⁰ While the new OSH law specifies that FGLLID is responsible for inspecting establishments in the informal sector, FGLLID leadership noted that informal sector inspections will not begin until OSH rules and regulations are developed.

Direct CL Services *Non-Formal Education*.

The project provided NFE classes to 1,223 children (54 percent female) in the three pilot areas. Children ranged from 9 to 17 years old, with varying levels of education. Generally, NFE is meant to provide alternative education to children who have dropped out of the formal school system.

Quote from NFE Student, Poe Laung

The NFE classes really helped me. I don't argue and fight as much with my family and other friends. I also feel more confident in myself. The one thing I learned that has helped my parents is numeracy. I now help my mother calculate distances to plant rice transplants and how much fertilizer to apply. She really appreciates my help.

Although ILO has standard tools and models, the NFE intervention is being implemented differently in each pilot area with different curriculum. For example, in Labutta Township, H4SS teaches numeracy, geography, languages, and life skills using the ILO's Supporting Children's Rights through Education, Arts, and Media (SCREAM) methodology and the 3-Rs training kit on rights, responsibilities, and representation, which is a social empowerment tool for working with children, youth and parents who are vulnerable to exploitation and abuses in migration.^{21,22} In Ye Township, MNEC initially taught the government's traditional academic NFE curriculum, which according to project staff was not effective at motivating children to attend NFE classes. Eventually, MNEC incorporated life skills using participatory and engaging methods such as SCREAM methodology and 3-Rs that helped improve effectiveness. In Dagon Seik Kan Township, WV incorporated handicrafts into the government's NFE curriculum consisting of health and hygiene, life skills, and language. WV does not include other academic topics in the NFE classes.

The NFE classes are also structured differently in each pilot area. In Labutta and Dagon Seik Kan Townships, children attend NFE classes each day for three hours. In Ye Township, NFE classes are conducted sometimes in the mornings before formal school begins and on weekends and holidays. In one case, the NFE teacher goes to the home of a child to teach NFE.

In Labutta and Dagon Seik Kan Townships, all of the children told the evaluators they enjoyed NFE classes, especially life skills and the use of SCREAM and the 3-Rs kit. They enjoy playing games, drawing, and listening to stories. They feel that the life skills classes have helped them interact more effectively with adults and other children. Life skills classes, according to the teachers and parents who were interviewed, have also helped increase social skills, confidence, and self-esteem. However, the NFE teachers interviewed in Poe Laung, Labutta Township, believe the life skills classes would be more effective if they were allowed to teach in Karen, the first language of most children, rather than Burmese. Apparently H4SS asked

²¹ <https://www.ilo.org/ipeccampaignandadvocacy/Scream/lang--en/index.htm>

²² https://www.ilo.org/asia/publications/WCMS_108279/lang--en/index.htm

these teachers to conduct classes in Burmese during the mentor monitoring period so H4SS staff are able to understand and evaluate the performance of the teachers.

My-PEC Life Skills Topics

- ✓ Basic needs of the children
- ✓ Stages of child development
- ✓ Development of the children
- ✓ Family authority patterns
- ✓ Punishment versus discipline
- ✓ Active listening
- ✓ Consequences of discipline
- ✓ Gender based violence
- ✓ Financial management

In Ye Township, it was difficult to assess the quality and implementation of the NFE intervention. The children (10-17 years old) had difficulty describing what they learned in the NFE classes. The NFE teachers, who were new to My-PEC for this phase of activities, explained that they only recently started to teach NFE classes and convincing children to attend classes was a challenge. Nevertheless, they spoke positively about the life skills classes. They use SCREAM and the 3-Rs training kit and believe the life skills classes will eventually have a positive influence on the children.

Quote from NFE Student, Ye Township

I like the NFE classes but my mother is sick and my father has to work on the farm. Most days I have to stay home and take care of my mother during the day and do chores in the house while my father works on the farm. I have an older sister but she is married and lives with her family far away. So that is why I cannot attend NFE classes as often as I would like.

MNEC representatives noted that it was extremely difficult in Ye Township to recruit and retain children for NFE because children preferred to work so they could earn money. The older children (14-18 years old) told the evaluators that while NFE classes were interesting, they preferred TVET classes so they can learn a skill to work and make money. Parents, on the other hand, opined that NFE classes, especially life skills, were useful but there should be a formal link from NFE to TVET for older children.

The evaluators interviewed several younger children (9-11 years old) in Labutta Township taking NFE classes who said they would like to return to formal school. While the implementing partners have had limited success in helping children re-enter formal education, the evaluators noted that the project does not have a well-defined pathway from NFE to formal education for younger children who would like to return to formal school.

In all three pilot areas, community leaders, parents, and teachers credit NFE for helping reduce CL. They explained that fewer children are engaged in hazardous work. NFE teachers noted that every hour a child spends in NFE classes is one hour less of work. In fact, some

children told the evaluators they would like to have at least one hour more of NFE classes each day.

Technical and Vocational Education Training. A total of 220 (52 percent female) children above the minimum age for admission to employment (14 years old) attended vocational training in the pilot areas. Based on interviews, TVET training extended beyond just children and included young people, as well. For example, in Dagon Seik Kan, the focus group participants were between 14 and 25 years-old because they were identified as individuals in households with children in or at risk of entering into child labor. TVET classes are being taught differently in each pilot area. The most common TVET topics being taught are sewing and tailoring for girls and motorcycle mechanics for boys. Hairstyling is common in Ye Township for girls while driving is popular in Dagon Seik Kan Township for boys. Most of the youth who participated in TVET classes appreciate the classes and opine that the teachers are knowledgeable. However, only about 10 percent of youth interviewed reported having a job related to their technical training. These youth believe the TVET courses, which typically last one to two months, are too short to acquire the skills required to either start a business or find employment. They suggested extending the TVET training to at least six months.

Quote from TVET Graduates, Ye Township

We attended the sewing machine training that lasted one month. The training took place in Ye. We learned how to cut patterns and sew. The teacher was good and she knew a lot. But the training was not long enough for us to earn income. We really need more training, at least six months or one year would be better. The project gave us a machine but we are not using it to make money because we need more training. We are, however, making some clothes for our family.

Overall, youth believe that the project does not provide enough support to help them find jobs after completing the TVET courses. The implementing partners explained that the employment strategy is to link TVET graduates to the teachers so the graduates might work as an apprentice leading to a job. This strategy had not been successful. In several cases, TVET graduates would have liked to have started a small business but lacked basic training on how to start and run a business. In these cases, the evaluators believe ILO Start and Improve Your Own Business (SIYB) training would have been useful.²³

Quote from TVET Graduates, Dagon Seik Kan

We work in construction. We mix cement. We had to quit our jobs to be able to take the TVET course. It was interesting but too short. We just do not have the skills and experience to get jobs. Right now we returned to our construction jobs so we can make money. During TVET courses we learned about OSH and personal protection equipment like helmets. It did not really make a difference because the construction company does not provide us with helmets and other equipment.

Youth in Dagon Seik Kan Township explained that participation in TVET requires a

²³ SIYB is a management-training program developed by ILO as a strategy for creating more and better employment for women and men, particularly in emerging economies.

https://www.ilo.org/wcmsp5/groups/public/---ed_emp/---emp_ent/---ifp_seed/documents/instructionalmaterial/wcms_436201.pdf

substantial investment. For example, youth have to quit their current jobs to have enough time to take TVET classes, which represents lost income. If they cannot find employment in their TVET specialty, they either have to continue to work in their previous job or find another job. Nevertheless, TVET graduates who were interviewed said that their income, from any source, is not helping withdraw their brothers and sisters from CL because their siblings want to work so they too can make money.

Livelihoods Training. Livelihoods or skills training for parents with child laborers or children susceptible to CL is meant to provide additional household income so children do not have to work. While the evaluators were not able to find empirical evidence to support this hypothesis, they did find that many parents and community leaders believe that the livelihoods training led to increased income, which contributed less CL.

As a result of My-PEC activities, 1,236 households received support to improve their livelihoods. Like NFE and TVET, the livelihood training topics varied across the three pilot areas. One reason is that the livelihood training is based on local markets and opportunities. For example, the project focused on improved rice production and fishing practices in Labutta Township while in Dagon Seik Kan Township, it focused on tailoring due to the large number garment factories in the area. In Ye Township implementing partners taught parents how to make soap, shampoo, and organic fertilizer and pesticides.

Overall, parents who were interviewed appreciated the livelihood training and were able to provide specific examples of new skills they acquired. In Labutta Township, one woman described new knowledge and skills she learned about growing rice and is confident that her rice production will increase as a result of the training. The women who were taught how to make soap, shampoo, and organic fertilizer and pesticides told the evaluators that now they do not have to buy these products, which reduced their expenditures. They would like to have business training so they can make and sell these products.

Quote from Parents, Dagon Seik Kan Township

We have two children. Our oldest son does well in school. He is now studying in the university. Our youngest child did not do as well so we took him out of school in the 5th grade so he could work and help support his older brother. We have a small business. We sell donuts. I (husband) attended the business training held by the project. I learned how to keep basic records of expenses and income and link that to a plan to save money. We are saving so we can send our youngest son to drivers school so he can make more money.

In addition to skills training, parents received training on financial literacy including the importance of savings. The evaluators observed several instances where parents were effectively applying newly acquired financial literacy skills to their businesses as well as their personal lives.

Village Savings and Loan Groups. According to My-PEC reports, there are 45 community-based savings groups functional in the pilot communities in which both women and men participate. Each project implementing partner used a different methodology for establishing the VSLGs. For example, the project provided approximately USD 450 to each VSLG in Labutta Township so loans could be made. In Dagon Seik Kan Township, WV did not

provide money to the VSLGs, which according to the WV field staff is an organizational policy. Then, Labutta and Dagon Seik Kan Townships used similar models where the VSLG members were required to make a periodic contribution (savings) and based on the amount of the contribution, can take a loan at about 5 percent interest per month. In Ye Township, on the other hand, MCDF provided USD 1,600 to VSLGs who used the money to provide loans to members. The VSLGs in Ye Township do not have a savings component.

Quote from VSLG Members, Poe Laung

We have seen an increase in the number of children attending school among our VSLG members. The parents attend the CL workshops and they understand more about why children should not be working. Loans from the VSLG helps the family increase income so their children do not have to work. The parents can borrow money to pay school fees and expenses.

VSLG members borrow for both productive and consumption activities. Productive loans are used to expand or improve businesses while consumption loans are used to cover household expenses such as medical bills and school supplies. None of the VSLGs reported problems with delinquent loans.²⁴ However, VSLG members told the evaluators that the amounts that can be borrowed, which range from about USD 30 to USD 90, are not large enough to start new businesses. VSLG members interviewed in Poe Laung, Labutta Township, believe the project should increase the initial seed amount from USD 450 to USD 900.

Although the VSLG models have limitations, the women who are members of these groups appreciate the training they received and report using the funds for education expenses, particularly during enrollment and for additional tuition fees. In Labutta and Dagon Seik Kan Townships they repay the loan over the course of the year. One of the most serious limitations of those VSLG models that have a savings component (i.e. Dagon Seik Kan) is that the poorest households are not able to participate because they do not have enough spare money to make the required monthly savings contributions.

3.2.3. Effectiveness of Gender and Diversity Sensitive Programming

The project does not have a specific gender and diversity sensitive strategy, but the ILO uses gender mainstreaming as a cross-cutting issue for all project outcomes and outputs. While the project document refers to the ILO's *Women's Entrepreneurship Development and Gender Equality* (WEDGE) tool and the importance of conducting a gender analysis, the project reported that these tools were not specifically used to develop an approach to addressing gender needs. The mainstreaming strategy is not articulated in the CMEP problem statement or theory of change. Mainstreaming is evident in research and monitoring data, which are disaggregated by girls, boys, female and male, and the KAP survey examines issues related to gender attitudes.

²⁴ In the October 2018 TPR, the project reported that the treasurer of one of the VSLGs in Labutta Township took the savings and ran away from the village.

Nevertheless, the evaluators found that the project provided equitable education and training opportunities to boys and girls (50 percent for each sex), and it included children with special needs in NFE classes. When asked whether boys and girls were treated equally, community leaders, parents, teachers, and other key stakeholders told the evaluators that boys and girls received the same opportunities to participate in NFE classes and TVET courses. In terms of the curriculum, there were no differences in the curriculum for girls' and boys' life skills with the exception in some cases when they covered reproductive health. The 3-R Toolkit, which was used in some pilot NFE activities, does include components on gender equality, which are presented to both girls and boys.²⁵

For TVET or skills training, the topics provided were geared for girls or boys traditional interests, such as tailoring/nursing for girls and mechanics/driving for boys. The children were happy with these options, and when probed the girls and boys did not seem interested in having less traditional options for training.

Yet, the evaluation team uncovered a variety of ways in which boys, girls, men and women differ in terms of their specific needs and their availability to participate in project activities. In Dagon Seik Kan Township, many girls work in garment factories. Under a different project, the ILO commissioned a report on gender in the garment sector called *Weaving Gender: Challenges and Opportunities for the Myanmar Garment Industry*.²⁶ The report includes a range of gender recommendations relevant to the garment sector in Dagon Seik Kan Township. In Ye Township, many boys are expected to migrate to Thailand to find employment. As discussed previously, the 3-Rs training kit is a social empowerment tool for working with children, youth and parents who are vulnerable to exploitation and abuses in migration. When applied consistently, the 3-Rs kit would be highly useful for boys who will likely migrate outside their communities to find employment.

Quote from Mother of Female TVET Student

Generally, if the children work outside, then we worry about their workplace situation. We also don't know who their friends are if they're spending time outside. We worry about their transportation and their safety and security. Now that my daughter is safe and working at home it's great. I don't worry the same way about my son's safety.

The evaluation team also observed differences in the roles of men and women, and how these may impact the types of activities they participate in, and their roles in addressing child labor. In many communities women and girls are expected to stay close to home in order to

²⁵ The aims of the 3-R Trainers' Kit are to: increase understanding of child rights, workers' rights and gender equality among children, youth and their families in at-risk communities and workplaces; reduce gender and social gaps by raising awareness and providing skills for life and work to children, youth and adults in these communities and workplaces; and, empower poor and disadvantaged families, especially children and women, to make informed decisions about their lives and job choices, and to increase their voice and representation in their communities and workplaces.

²⁶ https://www.ilo.org/wcmsp5/groups/public/---asia/---ro-bangkok/---ilo-yangon/documents/publication/wcms_672751.pdf

care for household needs and the family; however, men were more likely to hold leadership roles in their communities. Among the 44 parents interviewed as part of the focus group discussions, 73 percent were female, while 20 out of 29 (69 percent) community leaders who attended focus group discussions were male.

In some communities, it was difficult to interview male livelihood beneficiaries because they were simply not available. As a result, women appeared to be the main beneficiaries of the skills and financial training because they were available when My-PEC staff visited the homes to inform them about the livelihood services. Monitoring data, however, show that 55 percent of the adults participating in livelihoods services are men, and 45 percent are women. Although women did not complain about a time burden, they did mention relying on children to help with household responsibilities because they are too busy to manage household tasks alone. Older children are expected to care for their younger brothers and sisters, which can interfere with NFE and TVET activities. In fact the evaluators heard stories of children showing up to NFE classes with their baby siblings. NFE teachers had to help take care of the babies so the children could participate in class activities.

3.2.4. Constraints in the Social, Political, and Cultural Environment

The project confronted a range of changes and constraints in the political, social, and cultural environment. One of the most significant political constraints involved changes in key government personnel after the general elections in 2015. The project was able to foster relationships with new leadership at the MOLIP including the Department of Labour and FGLLID, which is the project's primary government counterpart. Leadership at FGLLID and DOL changed again mid-way through the project. According to FGLLID representatives as well as other ILO Myanmar project staff, My-PEC effectively responded by prioritizing and establishing strong relations.

Another key constraint faced by the project is government hierarchical bureaucracy and highly centralized decision-making, which requires permissions from the highest ministry levels before actions can be taken. Myanmar's bureaucracy also restricted communication and information flows between ministries, and sometimes within the same ministries. Based on interviews with FGLLID and other ILO projects in Myanmar, My-PEC has been successful at navigating government bureaucracy to achieve important policy objectives as well as the implementation of the direct CL interventions in the three pilot areas. It was cited by several social partners and ILO colleagues as one of the strengths of the project.

While the project enjoys a constructive relationship with MOLIP, especially FGLLID and DOL, it has not been able to develop strong working relationships with other ministries that have some degree of responsibility for CL issues such as the Ministry of Education (MOE), Ministry of Social Welfare, Relief, and Resettlement (MSWRR), Ministry of Agriculture (MOA), and the Ministry of Information (MOI). While these ministries are members of TWGCL, the project does not have direct relations with these ministries. Furthermore, while the project conducted CL awareness raising and training for Township Child Rights Committees at the region or state, district, and township levels, the township government representatives who

the evaluators interviewed did not know much about My-PEC. In part, this can be explained by turnover of township government officers since the project started.

Several Key Findings from KAP Study

- ✓ Parents are aware that their children work in unsafe conditions
- ✓ Either the child or the mother decided if the child to works
- ✓ Mothers of child laborers have the lowest education level
- ✓ Education is unaffordable for poor households
- ✓ Parents of child laborers believe children can do the same work as adults
- ✓ Parents of child laborers believe the government is responsible for assisting their children
- ✓ Employers feel that they perform a service to poor families by employing their children.
- ✓ Stakeholder have no or limited knowledge of ILO Convention 182
- ✓ All stakeholders have limited awareness of CL and how it affects education and a child's future

The project also faced significant social and cultural constraints related to CL. The KAP study conducted in the pilot areas documented important social and cultural attitudes regarding CL.²⁷ The project used the KAP findings and other research to design its national and community level interventions. The KAP study also informed the projects awareness raising messages as well as the design and implementation of the direct service intervention in pilot communities.

3.2.5. Collaboration with Stakeholders and Other Programs

The project team achieved effective collaboration with key stakeholders and other programs. Stakeholders include the implementing partners, government, especially FGLLID, worker and employer associations, international agencies and NGOS, and local NGOs.

The project implementing partners are satisfied with the level of technical and administrative support they have received. However, partners would like the opportunity to meet more frequently to share information and lessons and improve coordination, which they believe would increase the effectiveness of the direct service interventions as well as the DBMS. The coordination between implementing partners working in the same pilot areas is weak and was mentioned by the partners as a challenge.²⁸ The other challenge mentioned by partners responsible for the DBMS is that some beneficiary households are reluctant to cooperate during data collection because they have not received any services from the project including inputs such as fertilizers or fishing equipment.

²⁷ Myanmar: Child labour knowledge, attitudes and practices (KAP) study in Yangon, Ayeyarwady Region and Mon State International Labour Office, International Programme on the Elimination of Child Labour (IPEC) / Fundamental Principles and Rights at Work Branch (FUNDAMENTALS) - Geneva: ILO, 2015.

²⁸ The implementing partners responsible for the DBMS share the results of the surveys twice per year. The DBMS results are discussed among implementing partners and used to inform planning and adjust interventions.

Quote from a DBMS Implementing Partner

Sometimes it is a real challenge to conduct the DBMS surveys. The beneficiary households want to know what we are going to provide. They explain that the other organizations that implement NFE and livelihoods training provide school materials and things like crab traps and fertilizers. They believe if they take time to answer the survey questions that they should receive something. It is difficult for them to understand that DBMS is part of the same project.

FGLLID appreciates the support the project provided to the TWGCL to develop the NAP and the training on CL it provided to labor inspectors. One issue raised by FGLLID is that the project calls TWGCL meetings at the last minute. FGLLID would like to have at least a two week notice so it can include the meeting in its agenda. On the other hand, the project notes that meeting dates are discussed during TWGCL plenary sessions and that the FGLLID Director General is consulted before the meeting date is set.

Overall, the trade unions and employer associations are satisfied with collaboration and their participation in the TWGCL. An executive from one trade union federation would like to have more direct meetings with My-PEC and opines that the project should focus more on helping it build its capacity so it can provide CL training instead of the project. Likewise, the employers association would like to have closer collaboration from the project to better understand the project's interventions and include CL training in its annual training plan. It should be noted, however, that the Union of Myanmar Federations of Chambers of Commerce and Industry (UMFCCI) representatives who were interviewed are not the CL focal persons, which helps explain why they did not have much information about My-PEC.²⁹

Quote from UMFCCI

We really do not know much about My-PEC. Our primary contact with the project is during the TWGCL meetings. We would like to have more information about My-PEC so we can collaborate closer. For example, we would like to have more information about CL including research the project has conducted. UMFCCI has 75 industry federations with more than 18,000 members. With closer collaboration, we could reach many employers with CL messages.

One particular challenge mentioned by international organizations that participate in the TWGCL is that government changes the persons who attend the TWGCL meetings. Instead of sending the same person who has an understanding of what was discussed during previous meetings, some government agencies send new persons who do not have an understanding of the TWGCL and what was discussed previously. To orient the new person so they are able to participate in a meaningful way, according to the international organizations, consumes valuable time.

²⁹ According to project staff, employer associations such as UMFCCI and MGMA have included CL training in their annual plans and have requested CL materials.

At the township level in the three pilot areas, the project has not collaborated effectively with local government agencies such as the General Administrative Department (GAD), FGLLID, and Township Education Office (TEO). These local government agencies know very little about the project. In part, this might be explained by turnover in some township level government officers.

During interviews, FGLLID labor inspectors and TEO representatives told the evaluators that the project should provide more information about the project and explore ways in which township government agencies might support the project and more effectively address CL. In Dagon Seik Kan Township, the evaluators interviewed the local government official. He noted that while he attended one CL training conducted by the ILO, he has not met the ILO or WV to discuss collaboration. He added that he would welcome closer collaboration and support from the ILO to help implement the township's CL eradication plan.

My-PEC has also collaborated with other ILO projects that include Micro, Small and Medium Sized Enterprises (MSME), Garment and Industry Project (GIP), and Strengthening Employers Organizations in Myanmar (MGMA).³⁰ MSME is collaborating with Coca Cola to train 120,000 retailers who sell Coca Products on a range of human resource issues. One of the training modules is on child labor, which My-PEC helped to develop. The project has collaborated with GIP and MGMA to integrate CL training and contribute to policy or legal reform. ILO project staff generally see the My-PEC team as strong partners who are technically sound, have good government relationships, and are willing to collaborate.

3.3. Efficiency

This section answers the following evaluation question:

- *Has the project managed its human and financial resources in ways that maximizes its ability to produce outputs and achieve outcomes?*

To answer the evaluation question on efficiency, the evaluation team examined the project staffing structure and analyzed the allocation of project resources to each IO. The evaluators also identified and documented a range of factors affecting project efficiency.

3.3.1. Project Staffing Structure

The evaluation team considers the project staffing structure to be appropriate and sufficient to achieve its objectives. The staffing structure consists of the project director, M&E officer, outreach officer, research officer, administration and finance officer, project assistant, and

³⁰ *Strengthening Employers Organizations in Myanmar* (ILO/ACTEMP Myanmar project) is supporting the [Myanmar Garment Manufacturers Association \(MGMA\)](#) in setting up a labor department and providing quality labor related services to company-members.

driver. As discussed in Section 1.2, the project uses eight different implementing partners to implement direct CL services such as NFE, TVET, and livelihood interventions as well as the DBMS work. Working with eight implementing partners has advantages and disadvantages, which are discussed in more detail below under Section 3.3.3. Finally, the project has contracted a variety of consultants to provide training and produce research reports and other key deliverables.

3.3.2. Allocation of Project Resources

Table 4 shows the overall percent allocation of resources to the five project IOs. It should be noted that 38 percent of the total budget is allocated to the five IOs while 62 percent is allocated to program support, personnel, travel, equipment, and supplies, and other office expenses.

Approximately 16 percent of the total project budget, or 42 percent of resources available for the five IOs, are allocated to IO 5, which are the direct CL interventions implemented in the three pilot areas. The allocation of 16 percent to IO 5 to implement the CL interventions appears appropriate and adequate to achieve the seven outputs planned under IO 5.

Table 4: Allocation of Resources by Intermediate Objective

Operating Item	Total
Intermediate Objective 1	8%
Intermediate Objective 2	4%
Intermediate Objective 3	4%
Intermediate Objective 4	3%
Intermediate Objective 5	16%
M&E Component ³¹	3%
Total Allocated to IOs	38%

Eight percent of the resources are allocated to the CL research projects while about four percent of the resources are allocated to the remaining three IOs including CL awareness raising, policy and law reform, and stakeholder coordination. Overall, the allocation of financial resources appears adequate to achieve the five IOs and their related outcomes and outputs.

3.3.3. Factors Affecting Project Efficiency

Overall, the project has operated in an efficient manner. It has produced outputs and achieved outcomes with the planned amount of human and financial resources. At the time of the evaluation, the project was on track to achieve its outputs and other deliverables

³¹ Note that My-PEC considers the M&E component as Component No. 6 and relates to OPT 6.1.

stipulated in the USDOL cooperative agreement. As discussed above, the project staffing structure is appropriate and contributes to efficiency. More important is the fact that the **project's core team have remained the same** since the project started activities, which creates efficiency. Typically, turnover of key personnel delays implementation because new staff have to be recruited, hired, and oriented. The only turnover in My-PEC staff was the planned transition from the international M&E officer to the national M&E officer, which was effectively managed.

As discussed above, the project decided to use **eight different implementing partners** to implement CL services as well as the DBMS. The advantage is that the partners have experience and deep understanding of the local context in the pilot areas where CL interventions were implemented. This was particularly effective in Mon state where only local organizations were allowed to operate or implement activities. Furthermore, those partners responsible for data collection under the DBMS do not implement CL interventions. Project staff noted that separating implementation from data collection helped increase objectivity, and allowed flexibility to change implementing partners from one phase to the next. Nevertheless, the evaluation team has evaluated other USDOL projects where the main grantee implements both CL interventions and the DBMS without any evidence of bias.

While working with eight implementing partners has advantages, it also presents disadvantages. Eight different partners adds complexity to project management and coordination. Based on interviews with the partners, coordination and communication between partners has been a challenge and an area to improve. The evaluation team opines the management complexity and coordination and communication challenges have created inefficiencies. For example, implementation was delayed in Ye Township because MNEC, which implemented activities under its first implementation agreement with My-PEC, did not submit a proposal to implement due to communication issues. While the misunderstanding with MNEC was eventually resolved, implementation was delayed nearly six months.

Partners that were responsible for collecting DBMS data from beneficiary households noted that the **time between baseline data collection and direct service delivery** led to inefficiencies. Because so much time had passed between baseline data collection (April – June, 2016 for the three pilot districts) and the project's entry into the pilot communities (children received formal school support in September 2016 – April 2017; and after April 2017 children and their households received livelihoods, non-formal education and TVET support), both community leaders and enumerators found it difficult to find households, identify appropriate beneficiaries, and understand their status. This was particularly difficult for DBMSS partners because names differed between baseline and bi-annual monitoring, which led to many changes in the beneficiary roster every six months. This challenge did not affect data quality, but it made it difficult and lengthy to get through the beneficiary roster list every six months.

It is well known among national and international development organizations that GORUM is highly **bureaucratic with centralized decision-making** mechanisms. Coordination and

communication between ministries and, sometimes, within the same ministry is challenging. Often, written approvals at the highest levels are required before permission can be given to ministries and sub-ministries to collaborate on activities. Government bureaucracy have caused delays in implementing activities such as trainings, thus creating inefficiencies.

The **turnover and changes in government staff** who attend the TWGCL have created inefficiencies. Instead of sending the same person who attended previous meetings and understands what was discussed and decided, participating ministries send persons who are unfamiliar with TWGCL and previous discussions. TWGCL members have to take time to explain the TWGCL and provide a summary of previous meetings, which, according to some TWGCL members, takes valuable time.

Migration is another phenomenon that has created inefficiency. According to DBMS implementing partners, beneficiary children, as well as parents and siblings, migrate outside their communities to work. Children and parents who received CL services during one visit may not be in the community during the next visit. In fact, in some communities enumerators mentioned that nearly 50 percent of household beneficiaries registered as eligible for services in the DBMS have not received any CL services, which can be attributed to, at least in part, migration patterns.³² Attempts to track migrating children are time consuming and costly.

3.4. Sustainability

The following section examines the project's sustainability strategy and addresses the following three evaluation questions.

- *Do the project strategies and interventions, including the sustainability plan, increase the likelihood of sustaining key outputs and outcomes? What actions might the project take to help ensure sustainability of key outputs and outcomes?*
- *To what extent has the project created ownership, built capacity, and created linkages to alternative resources in order to facilitate sustainability? Do the key institutions and partners organizations have the capacity and resources to sustain project activities? What challenges exist to doing so?*
- *What are the outputs and outcomes that are most likely to be sustained?*

3.6.1. Project Sustainability Strategy

While the project document includes a short discussion on sustainability, the project does not have a sustainability strategy that lists what will be sustained, how it will be sustained,

³² DBMS data suggests that among all household beneficiaries (2,448), 84% received some form of direct services, and 51% received livelihoods services. Database records did not always reflect up to date migration related information.

resources required, responsible actors, and timeframes. In the absence of a sustainability strategy, there is limited information available to evaluate whether the project is on target to achieve its goals related to sustainability.

3.6.2. Sustainability Success Factors, Partner Capacity, and Challenges

Sustainability Success Factors

The United States Agency for International Development's (USAID) Food for Peace Office, through the FANTA project, commissioned a post project impact study to evaluate the sustainability of 12 USAID funded project in four countries.³³ The evaluation team believes that this post project impact study provides a useful sustainability roadmap for My-PEC since all of the USAID projects included livelihood service interventions similar to My-PEC livelihood interventions. The USAID study concludes with a set of factors that facilitate long-term sustainability that the evaluation team believes are highly relevant to My-PEC.

The study, which was conducted by Tufts University, concluded that **project achievements at the time of the endline survey did not necessarily translate into sustained benefit for project beneficiaries**. In fact, any project focusing exclusively on achieving targets during the life of the project could jeopardize longer term sustainability. Other important findings include the following:

- **Replacement resources, capacity building, and motivation were critical to achieving sustainability.** Identifying cash or in-kind resources to replace resources provided by the project; building the management and technical capacity of partners (both organizational and individual) to continue to implement activities; and maintaining high levels of partner and beneficiary motivation were not only critical but interrelated success factors.
- **Gradual transition from project supported activities to independent operation was important to achieve sustainability.** Sustainability was more likely when projects gradually phased out activities and resources and allowed partners and beneficiaries to operate independently well before the project ended. A significantly long disengagement process allowed local partners and beneficiaries to gain operational experience and confidence.
- **Providing free resources can jeopardize sustainability.** Providing free resources, such as food, marketing services, local transportation, inputs, and incentives, created expectations that could not be sustained once the project ended and funds were no

³³ Sustaining Development: A Synthesis of Results from a Four-Country Study of Sustainability and Exit Strategies among Development Food Assistance Projects, Gerald J. and Dorothy R. Friedman School of Nutrition Science and Policy at Tufts University, October 2016 <https://www.fantaproject.org/research/exit-strategies-ffp>

longer available. Local partners that depended on these resources could not sustain them once the project ended.

- **Creating linkages, especially vertical linkages, between community and institutional structures was critical for effective phase-over and sustained support.** Creating linkages between project beneficiaries and partners and corresponding public and private sector institutions to support them is one of the most important sustainability success factors.

The evaluation team believes that the sustainability success factors identified by the USAID post project impact study have important implications for the project's efforts to sustain key outputs and outcomes in the long-term, especially its sustainability plan.

Sustainability Progress and Challenges

As documented in the USAID post-project impact study, ownership, capacity, and linkages to alternative resources are key sustainability success factors. The project has been successful at creating ownership of the TWGCL and NAP and has made progress on building capacity of TWGCL members to implement NAP. Nevertheless, successful implementation of NAP will depend on whether the parliament approves budgets so TWGCL member ministries can implement NAP activities and whether these ministries are able to effectively coordinate and collaborate on the NAP's implementation.

The project has made less progress on building ownership and capacity of local government agencies such as GAD, FGLLD, and TEO since they have not been involved in project activities in meaningful ways. It will be key for the project to work closely with states and regions, provinces, and townships to build ownership and capacity of government agencies as well as other actors to implement NAP activities.

One of the most important achievements of the project has been creating awareness of CL through a range of awareness raising campaigns and trainings, which were financed by the project. It is not clear whether the project created sufficient ownership, capacity, and linkages to replacement resources for government and non-government organizations to continue to implement CL awareness raising interventions when the project ends.

At the community level, project direct CL interventions such as NFE and livelihoods require a government or non-government actor to provide these services once the project ends. It is not clear what organizations would provide these services and where the funds would come from. When feasible, it is important to link communities to institutions and existing programs.

The project extension period, if approved, provides an opportunity to work on creating deeper ownership, capacity strengthening, and linkages to resources to help ensure sustainability of key outputs and outcomes.

3.6.3. Likelihood of Sustaining Outputs and Outcomes

Outputs and Outcomes Likely to be Sustained

The outputs and outcomes that the evaluators believe are most likely to be sustained are discussed below.

- The **NAP** was developed by the TWGCL, which consists of 29 government and non-government organizations. The NAP appears to have strong buy-in from TWGCL members. If parliament approves budget submissions from the ministries participating on the TWGCL, the NAP will likely be sustained.
- The **TWGCL** is coordinated by FGLLID and has been technically and financially supported by My-PEC. FGLLID is committed to maintaining the TWGCL once the project ends so it can support the implementation of the NAP. If the TWGCL can find alternative resources to pay for its members to attend meetings (i.e. hotel, meals, transportation) or find creative ways to meet that do not require resources, it shows promise of being sustained.
- My-PEC played an instrumental role in the establishment of **MNCLEC**. MNCLEC is a 37-member committee formed by Notification No. 23/2018 dated 5 February 2018 issued by the Office of the President. Given its high profile and prominence, MNCLEC should be sustained as long as it remains a priority for the President and his administration.
- The **policies and law revisions** include the amendments to the Factories Act and the Shops and Establishments Act and the Child Rights Law. While these policies and laws will continue to exist once the project ends, their impact on CL will depend on whether they are implemented and enforced.
- The various **research studies** and their reports produced by My-PEC will continue to exist once the project ends. However, their impact on CL will depend on the extent key stakeholders use the research.
- The **CL modules** that My-PEC helped to embed in **Labour Force Survey** and the information it generates on CL will continue to exist once the project ends. The impact that the information has on CL will depend on whether and how it is used.
- The **awareness about CL** created by the project will be sustained in the short to medium term. Long term sustainability of CL awareness will depend largely on whether CL messages are reinforced through awareness campaigns, training, and other activities. If CL messages are not reinforced, they will likely dissipate over time.
- The **VSLGs** in some communities appear resilient (i.e. Dagon Seik Kan Township) and show promise of continuing once the project ends. These VSLGs have active members who are making regular contributions and value the loans.
- The **TVET and livelihood skills** acquired by youth and their parents, respectively, should be sustained once the project ends. However, their impact on CL will depend on whether these skills are actually used to generate income. For example, very few

of the youth who participated in TVET classes have found jobs related to their training.

Outputs and Outcomes Least Likely to be Sustained

The outputs and outcomes that the evaluators believe are least likely to be sustained are discussed below.

- The **CL awareness raising campaigns** require financial resources. Once the project ends, it is not clear who will provide the resources to finance these campaigns making their sustainability unlikely.
- The range of **CL trainings** provided to government (including labor inspectors), trade unions, international agencies, and local and international NGOs require funds to pay for trainers and logistics such as transportation and meals. It is not clear who will finance these trainings once the project ends. The exception might be UMFCCI because it has a relatively robust training budget.
- The **community level CL interventions** such as NFE, TVET, and livelihood skills trainings require an organization and funds to provide these services. Once the project ends, it is not clear who would continue to provide these services to pilot communities.
- Like the CL interventions, community level **OSH campaigns** require an organization and funds to carry out OSH awareness raising activities. It is not clear who will provide resources to finance OSH campaigns once the project ends.

IV. CONCLUSIONS

Following are the evaluation team's conclusions based on the findings. The conclusions are organized according to relevance, effectiveness of strategies and interventions, efficiency, and sustainability.

4.1. Relevance

The project's CL awareness raising, advocacy, and policy capacity building interventions meet the needs and priorities of the Myanmar government and other key stakeholders involved with the prevention, reduction, and eventual elimination of CL. The project is especially relevant for several reasons. It supports the ratification of ILO Convention 182 on the WFCL, the amendments to the Factories Act and the Shops and Establishments Act, which established the minimum working age of 14 years, and the Child Rights Law, especially the chapter on WFCL and minimum working age. The project's CL awareness raising, advocacy, and policy capacity building interventions supports these initiatives and helps lay the groundwork for the ratification of ILO Convention 138, if GORUM decides to pursue its ratification.

4.2. Effectiveness of Strategies and Interventions

The project has been effective at achieving the intermediate objectives. The project has achieved or exceeded nearly all of its output and outcome indicators. The project also achieved the overall development objective indicator, which is the creation of the NAP. Regarding IO 5, reduction in CL in the three pilot areas, the project has been able to reduce CL from 44 percent (baseline) to 15.6 percent while it reduced hazardous CL from 21 percent (baseline) to 10 percent (October 2019 TPR).

The interventions designed to increase CL awareness raising and advocacy have been highly effective at reaching large audiences and working with GORUM on amending legal frameworks. CL awareness at the national level and in the target communities in the three pilot areas has increased. On the other hand, establishment of strengthening CL enforcement mechanisms have been less effective. Although the project has engaged FGLLID and DSW in discussions regarding child labor monitoring since 2018 and supported a child labor monitoring system study, CL enforcement mechanisms require more attention. These include formal linkages between FGLLID labor inspectors and DSW social workers and a CL monitoring system.

The direct CL interventions implemented in the three pilot areas have also been relatively effective. NFE classes and livelihood training have had tangible positive impacts on children and their parents, respectively. According to VSLG members, VSLG activities have helped increase income of some households. However, in VSLG models that require a savings contribution from members (i.e. Dagon Seik Kan Township), poor households are not able to participate because they do not have extra money to contribute as savings. The TVET classes,

while appreciated by youth, have not resulted in employment for the majority of youth. In addition, these CL interventions will be difficult to sustain.

The project has effectively provided educational and livelihood interventions to girls and boys equally in the three pilot areas. The project also provided educational opportunities to disabled children in the pilot areas. However, the project does not have a specific gender and diversity sensitive programming strategy.

The project has effectively addressed changes and constraints in the social, political, and cultural environment. These constraints included changes in key government personnel after the general elections in 2015, government hierarchical bureaucracy and highly centralized decision-making, and entrenched attitudes about CL and its acceptance in target communities. The project effectively established relationships with new government officials after the elections, particularly with MOLIP, and used the KAP survey to inform its awareness raising activities and direct CL interventions. The phased approach to implementing the CL interventions allowed the project to make important adjustments based on lessons.

The project collaborated effectively with its implementing partners, government counterparts, social partners, international agencies, and an array of national and international NGOs. These stakeholders are generally satisfied with the level of collaboration and information sharing. The major challenges the project faced in its efforts to collaborate include coordination between the eight implementing partners, government bureaucracy, and communication with the social partners. The social partners would like to have closer collaboration including increased information sharing. The fact that some TWGCL members send different representatives to TWGCL meetings who do not have an understanding of what was discussed previously has been an important challenge.

4.3. Efficiency

The project has been implemented in an efficient manner. The planned amount of financial and human resources have been adequate to produce the planned outputs and outcomes. The project's staffing structure is appropriate to achieve the outputs and outcomes. The fact that there has been virtually no staff turnover since the project started to implement activities, with the exception of the successful transition from the international M&E officer to the national M&E officer, contributes to efficiency.

Although the project has operated in an efficient manner, several factors have created inefficiencies. These include managing and coordinating eight different implementing partners, government bureaucracy and centralized decision-making causing delays, turnover and changes in representatives who attend TWGCL meetings, and migration of beneficiaries outside the pilot communities to find employment.

4.4. Sustainability

Several of the project's strategies and interventions increase the likelihood of sustaining key outputs and outcomes. These include the MNCLEC, TWGCL, NAP, research studies and the CL module in the LFS, CL policy and law revisions, and increased CL awareness. However, the project does not have a sustainability strategy and implementation plan, which would be useful in helping the project sustain key outputs and outcomes once the project ends.

The project has made important progress in creating ownership and building capacity to sustain outputs and outcomes. The best example is the TWGCL and its work on the NAP. The TWGCL members demonstrate strong ownership of and commitment to implementing the NAP. On the other hand, the project has made less progress in linking stakeholders to alternative resources that would facilitate sustainability. While the NAP exists, there are not approved ministry budgets to implement the plan and coordination between the various government ministries to implement the NAP will be a challenge. The implementing partners do not have the resources to continue to implement CL interventions in the pilot communities nor have other organizations been identified to continue to implement CL interventions.

The outputs and outcomes that are most likely to be sustained include the MNCLEC NAP, TWGCL, policy and law revisions, research studies, CL module in the LFS, CL awareness, some VSLGs, and social skills, self-confidence, and numeracy abilities that children acquired from NFE classes. Those outputs and outcomes least likely to be sustained include CL awareness raising campaigns, CL trainings, community level CL interventions such as NFE, TVET, and livelihood skills trainings, and OSH campaigns.

V. LESSONS LEARNED AND GOOD PRACTICES

This section lists and discusses lessons learned and good practices that could benefit similar projects. It specifically addresses the following question:

- *What are key lessons learned, emerging good practices, and potential models that should be applied to the next phase of the project and/or future child labor projects in Myanmar?*

5.1. Lessons Learned

- **Many poor households do not have the resources to participate in VSLGs that require periodic contributions (savings).** Often poor households do not have spare money to make these required contributions. For poor households, it may be more appropriate to structure the VSLGs in ways that do not require the savings component. For example, once capitalized, they could function like lending groups or associations. Income from interest on the loans could be used to cover administrative and other costs to support their sustainability.
- **VSLG loan amounts are modest and inadequate to start or grow a business.** Some VSLGs are structured so that members can borrow a determined amount, often a multiple of their total savings contribution. Other VSLGs have set a ceiling amount a member can borrow. In any case, the loan amounts available to members in the pilot areas, which range from USD 30 to USD 90, are relatively small and inadequate to start a new business and grow an existing business. If one of the purposes of the VSLGs is to help households start or grow businesses, the VSLGs should be structured so the loan amounts are adequate for these purposes.
- **NFE requires well-defined and communicated pathways for reintegration into formal school or entry into TVET.** Some younger children, who have not been out of school for a long time, are interested in returning to formal school but lack a clear pathway from NFE to formal schools. The pathway should consist of concrete steps the children would need to take to gain skills (i.e. reading levels) to be able to re-enter formal school. Other older children, who have been out of school for a long time, are not interested in returning to formal school but are interested in earning money. These youth require a clear pathway from NFE to TVET or other skills training. It is also important to establish a pathway from TVET to either starting a business or acquiring jobs. Merely providing TVET without linkages to employment is not effective.
- **Despite participation in NFE, most children will continue to work so making work safe should be priority.** Most children participate enthusiastically in NFE classes and, as a result, parents, and teachers believe that children's social skills, self-confidence, and some academic abilities like numeracy have improved. Time spent in NFE classes is time not spent working. Nevertheless, based on interviews with community stakeholders, these children continue to work because of the economic

needs of their families. Therefore, it is critical to make working conditions as safe as possible, which can be primarily achieved by educating children, parents, community leaders, and employers about age appropriate work and working hours.

- **It is important that beneficiary households understand that data collection activities are a critical part of the project that supports the CL interventions.** The implementing partners responsible for the DBMS do not provide donations to beneficiary households. On the other hand, implementing partners responsible for the direct CL interventions provide donations such as school supplies, rain gear, seeds and fertilizers, sewing machines, and crab traps. Apparently, some households do not understand why the DBMS teams do not provide donations like the CL intervention teams. These households, according to DBMS teams, are reluctant to participate in interviews and other data collection activities because they do not see the relationship between the DBMS and CL interventions. Thus, if projects decide to use different partners to collect data and implement CL interventions, the project should communicate clearly to communities, especially beneficiary households, that data collection and CL interventions, including donations, are essential components of the same project.
- **There should be well-defined criteria to select and distinguish beneficiary households from those households not chosen as beneficiaries.** During evaluation fieldwork, the evaluators observed that it was difficult to distinguish between beneficiary households and non-beneficiary households. Many households in target communities that were not chosen as beneficiaries meet the same selection criteria used to choose beneficiary households (i.e. child laborers or children at high risk for CL). According to project implementing partners, this has created confusion and, in some cases, resentment among households that were not chosen. At the center of this issue is the definition of CL for children between 5 and 11 years developed by the project during the CMEP. The definition for this age group states CL is engagement in any economic activity, including household chores, more than one hour per day or more than six hours per week. The evaluators observed that nearly all households in the target communities they visited had at least one child that meets these criteria, regardless of whether the household was selected as a beneficiary. It is important to establish and use criteria that clearly distinguishes beneficiary and non-beneficiary households and communicate the beneficiary selection process to communities.

5.2. Good Practices

- **The development of the NAP by a group of multi-sector stakeholders through a highly participative process.** The project worked closely with FGLLID to establish the TWGCL and then provided technical and financial support to the TWGCL to develop the NAP. The research products developed under IO 1 were used to provide information on CL during stakeholder consultations and the development of the NAP. The project also supported the TWGCL to define hazardous work prohibited to children under 18 years. The NAP development process, which took nearly three

years, was highly participative, which created ownership and commitment among the 29 TWGCL members who represent a wide range of key stakeholders. These stakeholders will be critical to effectively implementing the NAP. The development of the NAP is considered a good practice that would benefit other CL projects responsible for developing CL policies and action plans.

- **The involvement of members of parliament created an understanding of CL issues as well as a base of support to pass CL-related laws.** The project took specific actions to involve members of parliament, which included consultations and involving them in training on CL. This kind of advocacy created an understanding of CL among key members of parliament that helped create awareness and establish a base of support to pass the Child Rights Law. The investment in creating awareness among members of parliament will also support the implementation of the NAP as well as the ratification of Convention 138 on minimum working age. The project understood that gaining political support from parliament is key to approving NAP-related budgets, CL laws, and ratification of Convention 138, which is why the evaluators consider it a good practice.
- **Including CL questions in Labour Force Survey provides a regular and sustainable source of data on CL in Myanmar.** The project worked closely with the MOLIP and the Central Statistical Organization (CSO) to incorporate CL questions in the LFS. The project provided technical assistance to CSO to develop the CL questions, conduct field research, analyze CL data, and produce a report on CL. The project also worked closely with MOLIP to disseminate the report findings through social media platforms and conferences. Incorporating CL questions in the LFS means that every time the LFS is conducted, up-dated information on CL will be available to decision-makers, which the evaluators believe is a good practice.
- **The project implemented a phased approach that facilitated learning and increased effectiveness.** The project has implemented a phased approach in the three pilot areas. Although not originally planned, the project decided to implement a micro-pilot in Panambon, Ye Township, during the research phase of the project intended to inform research studies as well as work on other national level interventions. The project then implemented the pilot projects in all three areas: Labutta, Dagon Seik Kan, and Ye Townships. The pilots were implemented under two IAs with implementing partners. The CL interventions under the first set of IAs were informed by lessons from the micro-pilot in Ye Township. Subsequently, the second set of IAs were implemented taking into account lessons learned from the first set of IAs. The phased approach used to implement CL interventions allowed the project to learn and make important adjustments, which has helped increase effectiveness.
- **The incorporation of life skills in NFE that used SCREAM and 3-Rs kit increased learning effectiveness.** Project implementing partners decided to incorporate life skills in the NFE intervention, which was found to be effective. The partners, particularly H4SS in Labutta Township and MNEC in Ye Township, incorporated the ILO SCREAM methodology and 3-Rs training kit on rights, responsibilities, and

representation into life skills. Teachers, children, and parents credit life skills and the use of SCREAM methods and the 3-Rs kit for making the NFE classes engaging and “fun” that motivated children to attend NFE classes and, at the same time, improved learning. The evaluation team believes that the incorporation of SCREAM and the 3-Rs kit into life skills is a good practice that the ILO and USDOL should consider replicating in other CL projects.

VI. RECOMMENDATIONS

The following **recommendations** are intended to provide suggested actions that can further strengthen project outputs and outcomes and increase the potential for sustainability.

Recommendations for ILO

6.1. Conduct Models and Lessons Study

Given the various approaches to providing direct CL services provision in the three pilot areas, the project should conduct a study to identify effective CL intervention models and approaches along with lessons learned from the three pilot areas that could be used as the NAP is implemented in priority regions and states. The models should include NFE, TVET, livelihood skills and training, savings and loans, and OSH. The approaches, among other things, should try to determine the optimal mix of interventions that reduce CL. The models and approaches should include those most appropriate and effective for rural areas, urban areas, and ethnic areas. One option to fund the study is to use resources budgeted under IO 1 for the lessons learned study (OTP 1.7) or the outcomes study (OTP 1.8), which are scheduled to be conducted towards the end of the project. The models and lessons study, however, should be conducted as soon as possible so the models and lessons are available for the implementation of the NAP.

6.2. Support Implementation of NAP

The project should make a transition from implementing CL interventions in the three pilot areas to helping the government implement the NAP, which should include rolling out effective and appropriate CL models and approaches to priority regions and states. In part, the project implemented CL interventions in the three pilot areas to learn what works most effectively. Rather than to continue to implement CL interventions in the pilot areas, the project should work with regional and state governments to implement the NAP, which would include using the models, approaches, and lessons emanating from Recommendation 6.1. In supporting the implementation of NAP, the project should build on and strengthen existing regional and state, provincial, and township level structures and programs rather than creating new ones that will be difficult to sustain. These might include but are not limited to formal schools, monastery schools, and NFE and TVET programs.

6.3. Develop Sustainability Plan

The project should work with its key stakeholders in a participatory manner to develop a sustainability plan that provides a clear roadmap to sustainability during the project's remaining life. While the project document includes a short description on how it intends to achieve sustainability, it does not have a detailed plan. The project has achieved important sustainability success factors such as ownership and capacity. These provide a solid foundation on which to build the sustainability plan. The sustainability plan should define the output or outcome to be sustained, the strategy along with concrete action steps to

sustain each output or outcome, the government agency or partner organization responsible for the different strategies and action steps, the timeframe for implementing the strategies, and the required resources to implement the strategies. The outputs and outcomes should include the CL interventions in the three pilot areas so those that show the most promise might be sustained. The sustainability plan should also include a set of indicators or benchmarks to measure progress in implementing the plan.³⁴

6.4. Strengthen Relationships with Local Government

The project should strengthen relationships with local government agencies that have some responsibility for CL. The My-PEC team has established strong relationships with the FGLLID at the national level, but among local government officers, few have an established relationship with the project or its partners. As the GORUM begins to roll out the NAP, it will rely on local governments to engage in the CL actions, including setting aside budget and human resources. To help facilitate this process, the project should consider strengthening its relationships with these important local level actors to earn their support for implementing the NAP.

6.5. Develop Gender Diversity Sensitive Strategy

The project should develop a gender diversity sensitive strategy that can be incorporated into CL models and approaches to ensure gender equality as well increase the effectiveness of the interventions as they are rolled out in the NAP. The evaluation also found that the project might be missing important opportunities to target interventions to the specific needs of boys and girls. These include gender recommendations for girls who work in the garment sector, social empowerment training for boys who migrate outside of their communities to work, and strategies to reduce workloads for women who participate in livelihood interventions. The project might also consider conducting a gender analysis as one of the steps in developing the gender diversity sensitive strategy.

6.6. Strengthen Educational and Employment Pathways

The project should define and strengthen the educational and employment pathways between NFE and formal education and TVET and between TVET and employment and ensure that these are incorporated in the CL intervention models and lessons (Recommendation 6.1).³⁵ While some children have re-entered formal school after attending NFE classes and youth have moved from NFE classes to TVET, these pathways are weak and

³⁴ Note that the indicators or benchmarks are intended to measure progress in implementing the plan but are not meant to measure sustainability.

³⁵ During the pilot stage, the project examined possible pathways from NFE to FE. The project learned that government NFE accreditation requires full day classes that is not realistic for working children, which is why the project's approach to NFE is flexible to help ensure regular attendance.

not well-defined. In addition, the pathway from TVET to employment is weak, which is supported by the fact that most TVET graduates have not found employment.

To strengthen the NFE to formal education pathway, the project should identify children who participate in NFE classes who have not been out of school for long and who are interested in returning to formal school. The NFE curriculum, for these children, should be adjusted to provide the necessary academic requisites to re-enter formal school. The NFE teachers should ensure these children are progressing at the required rate. When feasible, the project might consider directing these children to government accredited NFE institutions to facilitate their transition to formal schools.

To strengthen the NFE to TVET pathway, the project should determine the soft skills each TVET topic requires (i.e. motorcycle repair, hair styling, driving, tailoring) as well as other useful skills so NFE graduates are prepared for TVET classes. To strengthen the TVET to employment pathway, the project should increase the length of training to at least six months. It should also determine whether youth prefer to start a business or find employment and, subsequently, provide SIYB training or linkages to employment such as apprenticeships and internships.

6.7. Train Child Protection Actors on Child Labor

The project should expand CL training to key child protection actors who could replicate the training to their local NGO partners and target audiences. UNICEF is providing technical and financial support to DSW to strengthen its child protection mandate. Large international NGOs such as Save the Children, World Vision, and Plan International are also collaborating with DSW on child protection. The International Rescue Committee and Danish Refugee Council are addressing child protection in refugee camps. The **National Youth Ethnic Alliance** (NYEA) is an influential national network of ethnic youth organizations that are committed to improving their communities, including child protection. The project should work with UNICEF and DSW to develop a training of trainers (TOT) program to train child protection actors on CL. The project could begin by training DSW social workers and case managers on CL and how they might collaborate with FGLLID labor inspectors as the NAP is implemented. The international NGOs and their local NGO partners should also be trained on CL as part of the roll out of the NAP. Finally, the project should meet with NYEA representatives to explore how My-PEC might collaborate with NYEA on a national TOT program on CL.

6.8. Revise Indicator Targets

If the proposed two-year cost extension is approved, the project should review and adjust its indicator targets so they stretch or challenge the project to achieve them. The analysis of the project's indicator targets, as reported in Annex A in the TPR, showed that My-PEC significantly overachieved many of its targets by as much as 300 percent, which would suggest that the targets were set too low. The extension period provides an excellent

opportunity to review and re-establish indicator targets based on the past five years of implementation experience.

6.9. Teach NFE in Local Languages

The project should ensure that NFE classes are taught in the first language of the children who are participating in the classes. In the event that NFE participants do not transition to FE and TVET, instruction in their local language is especially important for knowledge uptake because it is their only exposure to any education activity. In Poe Laung, NFE teachers were asked to teach in Burmese so the implementing partner staff could understand and evaluate the teachers. However, the first language of the children is Karen, not Burmese. The NFE teachers believe they could be more effective teaching life skills and other topics in Karen instead of Burmese. The project should work with partners to determine adequate methodologies to evaluate teachers so they are able to teach children in the children's first language. This is especially important as CL services are rolled out to ethnic areas under NAP.

6.10. Conduct Frequent Meeting with Implementers

The project should conduct regular meetings with its implementing partners every three to four months so partners can share information and learn from each other. The current implementing partners have had limited opportunities to meet their counterparts in other pilot areas. In some cases, implementing partners from the same pilot have not met regularly to coordinate activities. Regular meetings would provide an opportunity to discuss implementation challenges, how to address these challenges, and improve coordination. While face-to-face meetings are generally effective, they are expensive given the logistical costs. In addition to periodic face-to-face meetings, the project should consider organizing virtual meetings using social media platforms or conferencing applications like Skype.

6.11. Develop Clear Beneficiary Selection Criteria

In future CL projects, the ILO should develop clear beneficiary selection criteria that distinguishes beneficiary households from non-beneficiary households, which would help avoid misunderstanding and resentment among non-beneficiary households. The selection criteria necessarily includes developing a definition for CL that facilitates the selection of children and their households that would benefit most from CL services. If nearly all of the households in target communities meet the selection criteria, which was the case with many of the My-PEC communities, the ILO should consider selecting communities anticipating that nearly all households will end up being on the beneficiary list. Instead of choosing a larger number of target communities with a predetermined number of targeted households to be selected per community, fewer target communities would be chosen with the understanding that nearly all of the households in those communities meet the beneficiary selection criteria and would be included in the beneficiary list.

6.12. Develop Advocacy and Networking Indicators

The project should develop additional or different indicators to measure advocacy and networking among the multiple stakeholders under IO 4 that would better demonstrate whether or not the one-day CL fundamentals training contributed to improved advocacy and networking. The KAP survey, which is not used to measure IO 4, may have relevant indicators to help measure coordination and advocacy actions. However, the KAP indicators may be at too high a level to reflect the changes among My-PEC's targeted stakeholders. Thus the project should develop specific indicators to measure behaviors and actions that stakeholders take that result in improved advocacy and networking. These indicators would help the project measure the effectiveness of the CL fundamentals training in terms of advocacy and networking during the two-year extension period. Such networks may also be a means for improved research dissemination, including to the local and community levels. Advocacy networks may improve the use of findings in advocacy and messaging on child labor data.

6.13. Ensure Implementing Partner Personnel are Insured

The project should work with the implementing partners to ensure that their personnel are provided with appropriate accident and health insurance. The ILO signs Implementation Agreements with implementing partners that include a section on Terms and Conditions, which stipulates that the implementing partner is required to insure its personnel against the consequences of illness, injury, death, incapacity to work and time lost due to an accident and sickness. Nevertheless, some implementing partner field staff reported that they were not insured. My-PEC project staff might use opportunities such as trainings and supervisory visits to project implementation areas to determine whether implementing partner personnel are insured as stipulated in the Implementation Agreements. Another option would be for the ILO to conduct periodic administrative audits of the Implementation Agreements to ensure the terms and conditions, including the insurance clause, are being addressed.

ANNEXES

Annex A: Terms of Reference

Terms of Reference

Final Independent Evaluation

I. BACKGROUND AND JUSTIFICATION

The Office of Child Labor, Forced Labor, and Human Trafficking (OCFT) is an office within the Bureau of International Labor Affairs (ILAB), an agency of the U.S. Department of Labor (USDOL). ILAB's mission is to promote a fair global playing field for workers in the United States and around the world by enforcing trade commitments, strengthening labor standards, and combating international child labor, forced labor, and human trafficking.

OCFT works to combat child labor, forced labor, and human trafficking around the world through international research, policy engagement, technical cooperation, and awareness-raising. Since OCFT's technical cooperation program began in 1995, the U.S. Congress has appropriated funds annually to USDOL for efforts to combat exploitive child labor internationally. This funding has been used to support technical cooperation projects in more than 90 countries around the world. Technical cooperation projects funded by USDOL support sustained efforts that address child labor and forced labor's underlying causes, including poverty and lack of access to education.

This evaluation approach will be in accordance with DOL's Evaluation Policy³⁶. OCFT is committed to using the most rigorous methods applicable for this qualitative performance evaluation and to learning from the evaluation results. The evaluation will be conducted by an independent third party and in an ethical manner and safeguard the dignity, rights, safety and privacy of participants. OCFT will make the evaluation report available and accessible on its website.

Project Context³⁷

There is limited data on the prevalence of child labor in Myanmar, but anecdotal evidence suggests that it is widespread. Following decades of repressive military rule, government frameworks, institutional capacity, and responses to child labor are nascent. The Government of the Republic of the Union of Myanmar (GORUM) ratified ILO Convention 182 on the elimination of the worst forms of child labor in December 2013, an example of

³⁶For more information on DOL's Evaluation Policy, please visit <https://www.dol.gov/asp/evaluation/evaluationpolicy.htm>

³⁷ Adapted from the My-PEC CMEP

GORUM's commitment to join the global movement to eliminate the worst forms of child labor.

Project Specific Information³⁸

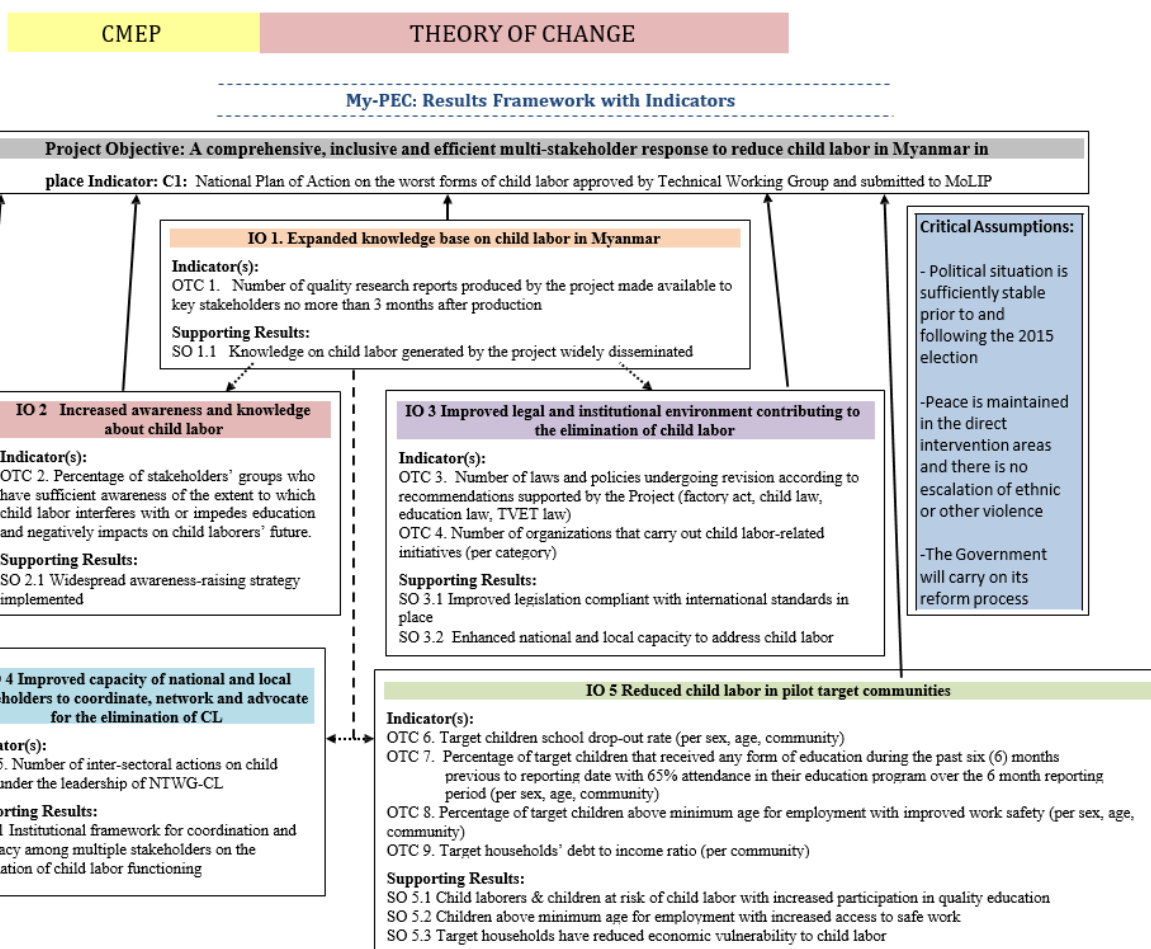
The United States Department of Labor (USDOL) funded the International Labor Organization's (ILO's) flagship International Programme on the Elimination of Child Labour (IPEC), to implement "Myanmar Program on the Elimination of Child Labor" (or My-PEC) Project from December 2013 to December 2021. The project aims to establish a comprehensive, inclusive, and efficient multi-stakeholder response to reduce child labor in Myanmar and addresses five intermediate objectives:

- **IO1:** Expanded knowledge base on child labor in Myanmar
- **IO2:** Increased awareness and knowledge about child labor
- **IO3:** Improved legal and institutional environment contributing to the elimination of child labor
- **IO4:** Improved capacity of national and local stakeholders to coordinate, network, and advocate for the elimination of child labor
- **IO5:** Reduced child labor in pilot target communities

Project strategies include (1) supporting research, data collection, and analysis on child labor; (2) supporting targeted awareness raising campaigns; (3) supporting the implementation of ILO Convention 182, including legal and regulatory revisions to bring them into compliance; (4) supplying expertise to build the capacity of government, the private sector and others to comply with international standards; (5) supporting multi-sectoral capacity for coordination and advocacy; and (6) establishing models to remove children from, or prevent children from entering, child labor.

The project's results framework is provided below:

³⁸ Adapted from the My-PEC CMEP and Project Document



and revise, as needed; work plans, strategies, objectives, partnership arrangements and resources. It should identify the potential impact on mainstreaming policy and strategies and suggest a possible way forward for the future.

My-PEC was recently awarded an extension through December 31, 2021. This second interim evaluation will help contribute to the process of evidence-based decision making in planning for extension activities under My-PEC, and will help stakeholders learn from the ongoing experience.

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

The evaluation will assess the Project as a whole, including the validity of initial project design, implementation, lessons learned, replicability and recommendations for current and future Projects. The evaluation will identify intended (i.e. planned) and unintended results in terms of outputs and outcomes. Some unintended changes could be as important as the ones planned. Therefore, the evaluation team should reflect on them for learning purposes.

The analytical scope should include identifying levels of achievement pertaining to Project objectives (using project data and other sources of information) and explaining how and why they have been attained in such ways (and not in other alternative expected ways, if it would be the case).

Intended Users

The evaluation will provide OCFT, the grantee, other project stakeholders, and stakeholders working to combat child labor more broadly, an assessment of the project's performance, its effects on project participants, and an understanding of the factors driving the project results. The evaluation results, conclusions and recommendations will serve to inform any project adjustments that may need to be made, and to inform stakeholders in the design and implementation of subsequent phases or future child labor elimination projects as appropriate. The evaluation report will be published on the USDOL website, so the report should be written as a standalone document, providing the necessary background information for readers who are unfamiliar with the details of the project.

III. EVALUATION QUESTIONS

Relevance

1. Do the project's awareness raising, advocacy, and policy capacity building interventions meet the needs and priorities of the Myanmar government and other key stakeholders?

Effectiveness

2. How effective has the project been in achieving the intermediate objectives (expanding the knowledge base and use of CL, increasing awareness and knowledge of stakeholders about CL, improving the legal and institutional environment contributing to the elimination of CL, improving the capacity of national and local stakeholders to coordinate and advocate for the elimination of CL)?
3. How can the interventions under intermediate objectives 2 (awareness raising and advocacy), 3 (enforcement to reduce CL), and 5 (non-formal education/TVET, livelihoods, and OSH) be improved to increase effectiveness as well as their chances to be sustained once the project ends?
4. Has the project effectively applied gender and diversity sensitive programming to the needs of girls and boys and their vulnerability to all forms of CL?
5. How effectively has the project addressed changes and constraints in the social, political, and cultural environment? How flexible has the planning and implementation process been in addressing these changes and constraint?
6. What were, if any, the successes, challenges and lessons learned in collaboration:
 - a. Among various key stakeholders (DOL, ILO, government of Myanmar, targeted communities, private sector, etc)
 - b. With any new or existing initiatives addressing CL issues in Myanmar

Efficiency

7. Has the project managed its human and financial resources in ways that maximizes its ability to produce outputs and achieve outcomes?

Sustainability

8. Do the project strategies and interventions, including the sustainability plan, increase the likelihood of sustaining key outputs and outcomes? What actions might the project take to help ensure sustainability of key outputs and outcomes?
9. To what extent has the project created ownership, built capacity, and created linkages to alternative resources in order to facilitate sustainability? Do the key institutions and partners organizations have the capacity and resources to sustain project activities? What challenges exist to doing so?
10. What are the outputs and outcomes that are most likely to be sustained?

Lessons Learned and Good Practices

What are key lessons learned, emerging good practices, and potential models that should be applied to the next phase of the project and/or future child labor projects in Myanmar?

IV. EVALUATION METHODOLOGY AND TIMEFRAME

The evaluation methodology will consist of the following activities and approaches:

A. Approach

The evaluation approach will be qualitative and participatory in nature, but will incorporate quantitative performance reporting data (including from project indicators developed in the CMEP) and relevant budgetary and efficiency-related data. It will also use project documents and field observations to help triangulate and provide quantitative information to the extent possible. Qualitative information will be obtained through field visits, interviews and focus groups as appropriate. Opinions coming from stakeholders and project participants will improve and clarify the use of quantitative analysis. The participatory nature of the evaluation will contribute to the sense of ownership among stakeholders and project participants.

To the extent that it is available, quantitative data will be drawn from the CMEP and project reports and incorporated in the analysis. The evaluation approach will be independent in terms of the membership of the evaluation team. Project staff and implementing partners will generally only be present in meetings with stakeholders, communities, and beneficiaries to provide introductions. The following additional principles will be applied during the evaluation process:

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

B. Evaluation Team

The evaluation team will consist of:

1. Two international evaluators; a lead evaluator (Dan O'Brien) and a junior evaluator (Carolyn O'Donnell).
2. During field work, translators proficient in Burmese and Mon will support the

evaluators. As appropriate, an interpreter fluent in these necessary languages will travel with the evaluators.

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

The international evaluators will be responsible for developing the methodology in consultation with (Contractor), USDOL, and the project staff; assigning the tasks of the national consultant (as applicable); assigning the tasks of the interpreter for the field work (as applicable); directly conducting interviews and facilitating other data collection processes; analysis of the evaluation material gathered; presenting feedback on the initial results of the evaluation to the national stakeholder meeting and preparing the evaluation report.

The responsibility of the interpreter in each provincial locality is to ensure that the evaluation team is understood by the stakeholders as far as possible, and that the information gathered is relayed accurately to the evaluators. The interpreter should be impartial and independent from the grantee in order to mitigate potential bias.

Since the evaluators will separate to conduct some of the KII and FGDs, inter rater reliability may be an issue. To ensure reliability of data collected by the evaluators, several steps will be taken. First, the evaluators will meet at least once daily to review upcoming interviews and the tools that will be used to ensure consistency. The meeting will also be used to review data collected during the previous day and check for consistency and other factors that could affect reliability. Any necessary corrections or adjustments will be made in preparation for upcoming interviews.

The lead evaluator will ensure that findings are based on evidence collected during the evaluation and that recommendations are grounded in the findings and conclusions. Nevertheless, it is possible that the evaluators will not entirely agree on all of the findings and recommendations. The evaluators will first attempt to resolve differences by reviewing the evidence supporting the findings and recommendations. If the evaluators still disagree, they will defer to the I4D and QED evaluation experts supporting the evaluation to resolve the disagreements.

C. Data Collection Methodology

1. Document Review

- Pre-field visit preparation includes extensive review of relevant documents
- During fieldwork, documentation will be verified and additional documents may be collected
- The evaluators shall also review the Routine Data Quality Assessment (RDQA) form completed by the grantee. The evaluators shall assess whether findings from the RDQA were used by the project to formulate and implement measures to strengthen their data management and reporting system and improve data

- quality. The evaluators' analysis should be included in the evaluation report.
- Documents may include:
 - CMEP documents and data,
 - Routine Data Quality Assessment (RDQA) form as appropriate
 - Baseline and endline survey reports or pre-situational analyses,
 - Project document and revisions,
 - Project budget and revisions,
 - Cooperative Agreement and project modifications,
 - Technical Progress and Status Reports,
 - Project Results Frameworks and Monitoring Plans,
 - Work plans,
 - Correspondence related to Technical Progress Reports,
 - Management Procedures and Guidelines,
 - Research or other reports undertaken (KAP studies, etc.), and,
 - Project files (including school records) as appropriate.

2. Question Matrix

Before beginning fieldwork, the evaluators will create a question matrix, which outlines the source of data from where the evaluators plan to collect information for each TOR question. This will account for how to address gender, ethnicity, religious or disability-related diversity considerations when applicable. This will help the evaluators make decisions as to how they are going to allocate their time in the field. It will also help the evaluators to ensure that they are exploring all possible avenues for data triangulation and to clearly note where their evaluation results are coming from. The Contractor will share the question matrix with USDOL.

3. Interviews with stakeholders

Informational interviews will be held with as many project stakeholders as possible. The evaluation team will solicit the opinions of, but not limited to: children, youth, community members in areas where awareness-raising activities occurred, parents of project participants, teachers, government representatives, employers and private-sector actors, legal authorities, union and NGO officials, the action program implementers, and program staff regarding the project's accomplishments, program design, sustainability, and the working relationship between project staff and their partners, where appropriate.

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

- OCFT staff responsible for this evaluation and project prior to the commencement of the field work
- Implementers at all levels, including child labor monitors involved in assessing whether children have been effectively prevented or withdrawn from child labor

situations

- Headquarters, Country Director, Project Managers, and Field Staff of Grantee and Partner Organizations
- Government Ministry Officials and Local Government Officials who have been involved in or are knowledgeable about the project
- Community leaders, members, and volunteers
- School teachers, assistants, school directors, education personnel
- Project participants (children withdrawn and prevented and their parents)
- International NGOs and multilateral agencies working in the area
- Other child protection and/or education organizations, committees and experts in the area
- U.S. Embassy staff members

4. Field Visits

The evaluators will visit a selection of project sites. The final selection of field sites to be visited will be made by the evaluators. Every effort should be made to include some sites where the project experienced successes and others that encountered challenges, as well as a good cross section of sites across targeted CL sectors. During the visits, the evaluators will observe the activities and outputs developed by the project. Focus groups with project participants will be held, and interviews will be conducted with representatives from local governments, NGOs, community leaders and teachers. The final field site selection will be included in the Field Itinerary along with the list of KIIs and FGD participants.

D. Ethical Considerations and Confidentiality

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

E. Stakeholder Meeting

Following the field visits, a stakeholder meeting will be organized by the project and led by the evaluators to bring together a wide range of stakeholders, including the implementing partners and other interested parties to discuss the evaluation findings. The list of participants to be invited will be drafted prior to the evaluators' visits and confirmed in consultation with project staff during fieldwork. ILAB staff may participate in the stakeholder meeting virtually.

The meeting will be used to present the major preliminary results and emerging issues,

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

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

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

A debrief call will be held with the evaluators and USDOL after the stakeholder workshop to provide USDOL with preliminary results and solicit feedback as needed.

F. Limitations

Fieldwork for the evaluation will last three weeks and will take place from October 21st through November 8th. As a result, the evaluators will not be able to take all sites into consideration when formulating their results. All efforts will be made to ensure that the evaluators are visiting a representative sample of sites, including some that have performed well and some that have experienced challenges.

This is not a formal impact assessment. Results for the evaluation will be based on information collected from background documents and in interviews with stakeholders, project staff, and project participants. The accuracy of the evaluation results will be determined by the integrity of information provided to the evaluators from these sources.

Furthermore, the ability of the evaluators to determine efficiency will be limited by the amount of financial data available. A cost-efficiency analysis is not included because it would require impact data which is not available.

G. Timetable

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

Task	Responsible Party	Date
Evaluation launch call	DOL/OCFT	8/7/2019

Background project documents sent to Contractor	DOL/OCFT	8/22/2019
TOR Template submitted to Contractor	DOL/OCFT	8/20/2019
Contractor and Grantee work to develop draft itinerary and stakeholder list	Contractor and Grantee	9/23/2019
Logistics call - Discuss logistics and field itinerary	DOL/OCFT, Contractor, and Grantee	10/02/2019
Contractor sends minutes from logistics call	Contractor	10/03/2019
Draft TOR sent to DOL/OCFT	Contractor	9/27/2019
Identify a list of stakeholders and submit question matrix to DOL/OCFT	Contractor	Week of 10/07
Finalize field itinerary and stakeholder list for workshop	DOL/OCFT, Contractor, and Grantee	Week of 9/30
Cable clearance information submitted to DOL/OCFT	Contractor	Week of 10/07
Final TOR submitted to DOL/OCFT for approval	Contractor	10/11/2019
Final approval of TOR by DOL/OCFT	DOL/OCFT	10/15/2019
Submit finalized TOR to Grantee	Contractor	10/11/2019
Interview call with DOL/OCFT	Contractor	9/12/2019
Fieldwork	Contractor	October 21 – November 8
Post-fieldwork debrief call with DOL	Contractor	Week of November 15
Draft report submitted to DOL/OCFT and Grantee for 48-hour review	Contractor	12/03/2019
DOL/OCFT and Grantee comments for 48-hour draft due to Contractor	DOL/OCFT and Grantee	12/05/2019
Revised report (2-week review draft) submitted to DOL/OCFT and Grantee	Contractor	12/19/2019
DOL/OCFT and Grantee/key stakeholder comments due to contractor after full 2-week review	DOL/OCFT and Grantee	01/03/2020
Final report submitted to DOL/OCFT and Grantee	Contractor	01/10/2020
Final approval of report by DOL/OCFT	DOL/OCFT	01/13/2020
Draft infographic document submitted to DOL/OCFT	Contractor	01/24/2020
DOL/OCFT comments on draft infographic	DOL/OCFT	01/31/2020
Final infographic submitted to DOL/OCFT	Contractor	02/06/2020
Final approval of infographic by DOL/OCFT	DOL/OCFT	02/07/2020
Editing and 508 compliance by contractor	Contractor	02/07/2020
Final edited report submitted to COR	Contractor	02/07/2020
Final edited approved report and infographic shared with grantee	Contractor	02/07/2020

V. EXPECTED OUTPUTS/DELIVERABLES

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

- I. Table of Contents
- II. List of Acronyms
- III. Executive Summary (no more than five pages providing an overview of the evaluation, summary of main results/lessons learned/good practices, and key recommendations)
- IV. Evaluation Objectives and Methodology
- V. Project Description
- VI. Evaluation Questions
 - A. Answers to each of the evaluation questions, with supporting evidence included
- VII. Results, Recommendations and Conclusions
 - A. Results – the facts, with supporting evidence
 - B. Conclusions – interpretation of the facts, including criteria for judgments
 - C. Key Recommendations - critical for successfully meeting project objectives – judgments on what changes need to be made for future programming
 - D. Lessons Learned and Best Practices
- VIII. Annexes - including list of documents reviewed; interviews/meetings/site visits; stakeholder workshop agenda and participants; TOR; etc.

The key recommendations must be action-oriented and implementable. The recommendations should be clearly linked to results and directed to a specific party to be implemented. It is preferable for the report to contain no more than 10 recommendations, but other suggestions may be incorporated in the report in other ways.

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

The first draft of the report will be circulated to OCFT and the grantee individually for their review. This draft will exclude the executive summary which will be updated based on stakeholders' feedback. Acknowledging data collection through KIIs could take place after field visit and closer to the draft report deadline, the list of stakeholders interviewed will be added as an annex after feedback from stakeholders is received for the first draft report. The

evaluators will incorporate comments from OCFT and the grantee/other key stakeholders into the final reports as appropriate, and the evaluators will provide a response, in the form of a comment matrix, as to why any comments might not have been incorporated.

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

VI. EVALUATION MANAGEMENT AND SUPPORT

The Contractor will be responsible for Evaluation Management and Support.

Annex B: Master List of Interview Questions

1. Do the project's awareness raising, advocacy, and policy capacity building interventions meet the needs and priorities of the Myanmar government and other key stakeholders? Please explain.
2. How effective has the project been in achieving the five intermediate objectives? Please comments on each intermediate objective?
3. How can the interventions under intermediate objectives 2 (awareness raising and advocacy), 3 (enforcement to reduce CL), and 5 (non-formal education/TVET, livelihoods, and OSH) be improved?
4. Has the project effectively applied gender and diversity sensitive programming to the needs of girls and boys and their vulnerability to all forms of CL? Please explain the provide examples.
5. How effectively has the project addressed changes and constraints in the social, political, and cultural environment? Please explain and provide examples. Also, how flexible has the planning and implementation process been in addressing these changes and constraint?
6. What factors have created inefficiencies in terms of project implementation?
7. What were, if any, the successes, challenges, and lessons learned in collaboration with key stakeholders and new or existing CL initiatives. Please provide examples.
8. Do the project strategies and interventions, including the sustainability plan, increase the likelihood of sustaining key outputs and outcomes? What actions might the project take to help ensure sustainability of key outputs and outcomes?
9. To what extent has the project created ownership, built capacity, and created linkages to alternative resources in order to facilitate sustainability? Do the key institutions and partners organizations have the capacity and resources to sustain project activities? What challenges will they face?
10. What do you think are the outputs and outcomes that are most likely to be sustained once the project ends and why?
11. What are key lessons learned, emerging good practices, and potential models that should be applied to the next phase of the project and/or future child labor projects in Myanmar?

Annex C: Analysis of Project Performance

Table 1 shows the project's development objective, its indicator, end of project indicator target, achievements against the indicator target as of October 2019, and the overall performance status.

Table 1: Indicators, Indicator Targets, and Achievements for the Project Objective³⁹

Indicator	Baseline	Achieved October 2019	EOP Target	+/- Status
A comprehensive, inclusive and efficient multi-stakeholder response to reduce CL in Myanmar in place				
National Plan of Action on WFCL approved by Technical Working Group and submitted to MOLIP	0	0	1	-1

My-PEC's highest level indicator was the approval of the National Plan of Action (NAP) on WFCL. The My-PEC team was successful in drafting and finalizing the NAP, but MOLIP has yet to formally launch and make public the NAP. It has actually been approved by the Committee on WFCL (inter-ministerial committee established under My-PEC), but until the formal launch, this indicator is not counted as achieved. The team anticipates this to be launched soon.

While the NAP has been completed and is awaiting an official launch, several international agencies and NGOs that participated in developing the NAP believe it will be a major challenge for the various ministries to coordinate between themselves to implement the NAP. Representatives from these agencies and organizations are concerned that some ministries are not entirely clear on what their roles and responsibilities are in the implementation of the NAP.

Table 2 shows IO 1, SO 1.1 and its indicator, end of project indicator target, achievements against the indicator target as of October 2019, and the overall performance status. Table 2 also shows the status of the eight outputs reported under SO 1.1.

³⁹ My-PEC Project Technical Progress Report, October 2019.

Table 2: Indicators, Indicator Targets, and Achievements for IO 1⁴⁰

Objectives and Indicators	Baseline	Achieved October 2019	EOP Target	+ - Status
IO 1: Expanded knowledge base on CL in Myanmar				
SO 1.1: Knowledge on CL generated by the project widely disseminated				
OTC 1. Number of quality research reports produced by the project made available to key stakeholders no more than 3 months after production	0	7	11	-4
OTP 1. CL report generated through the national labor force survey	0	1	1	0
OTP 2. Report on agricultural sub-sector-specific available	0	1	1	0
OTP 3. Industrial zone rapid assessment available	0	1	1	0
OTP 3.1. Rapid assessment on child domestic workers in Myanmar available	0	1	1	0
OTP 4. Inter-agency situational analysis and policy appraisal report available	0	1	1	0
OTP 5. Knowledge, Attitude and Practice (KAP) assessments survey on CL reports available	0	1	2	-1
OTP 6. Needs assessments of school conditions in selected pilot areas available	0	1	1	0
OTP 7. Research report on lessons learned and good practices in all intervention areas available	0	0	1	-1
OTP 8. Research reports on the outcome of specific project components available	0	0	2	-2

Overall the My-PEC project was not able to meet its final target of 11 research products, in part due to the possible extension of the project's activities. The team intends to complete the remaining four (KAP survey, lessons learned and best practices; and two outcomes of specific components reports) of the 11 targeted reports by the end of the project, assuming it will be extended another two years.

According to the My-PEC team, the most widely used and shared studies were the School to Work transition report and the CL module in the Labor Force Survey (LFS), which is currently administered every six months in Myanmar, and CL data are collected as part of this process. The responsible government agency still requires additional human and

⁴⁰ My-PEC Project Technical Progress Report, October 2019.

financial resources to collect and analyze these data, but their definition for CL in the LFS meets ILO standards.

The team does not keep track of the number of reports disseminated, or number of users, but they have worked with university students to make use of some of the data collected as a result of My-PEC. This is one way the My-PEC team could improve its monitoring on the use of research and information and knowledge generated by the project.

Table 3 shows IO 2, SO 2.1 and its indicator, end of project indicator targets, achievements against the indicator targets as of October 2019, and the overall performance status. It also shows the status of the three outputs under SO 2.1.

Table 3: Indicators, Indicator Targets, and Achievements for IO 2⁴¹

Objectives and Indicators	Baseline	Achieved Oct 2019	EOP Target	+ - Status
IO 2: Increased awareness & knowledge about CL				
SO 2.1: Widespread awareness-raising strategy implemented				
OTC2. Percentage of stakeholders' groups who have sufficient awareness of the extent to which CL interferes with or impedes education and negatively impacts on CLers' future	38%	0	50%	-50%
OTP 9. Number of national level activities to raise public awareness on CL conducted by My-PEC project	0	14	8	+6
OTP 10. Number of organizations participating in advocacy activities	0	131	40	+91
OTP 11. Number of community-level awareness raising activities supported by the project	0	91	65	+26

The My-PEC team has yet to implement its endline survey of knowledge, attitudes and practices (KAP) and therefore does not yet have data for the outcome level indicator. At baseline, the project found that overall 38 percent of the respondents had sufficient awareness, and are aiming to increase this to 50 percent by the end of the project.

The project team overachieved its targets for each of the output indicators, indicating an under-estimation of the engagement of organizations and interest in their advocacy, and awareness raising campaigns and other events. Initially, the project planned one event per year, aligned with World Day Against Child Labor (WDACL), plus two additional events for this same day led by the project's government counterpart, the Factories and General Labour Laws Inspection Department (FGLLID). The team achieved these targets, but also invested in a photo story exhibition, and media interviews that led to their overachievement.

⁴¹ My-PEC Project Technical Progress Report, October 2019.

Over the six years of implementation, the team partnered with professional photo journalists to conduct a photo story festival in Yangon in 2017, 2018 and 2019. This exhibit was seen as one of the most effective awareness raising campaigns, reaching a large number of people in different socio-economic spheres in Yangon. In addition to the photo stories, My-PEC set up booths to explain messages about CL and distributed pamphlets on CL-related issues.

OPT 10 also shows the My-PEC team underestimated the willingness of organizations to work with ILO on advocacy activities. They initially planned that 20 government organizations and 20 non-government organizations (i.e. employer, trade unions, and civil society organizations) would be involved in activities around policies, laws, legal frameworks or data through the technical working group. During implementation they realized there were 55 government institutions participating in these activities. The project also began to recruit local organizations to join advocacy activities, which helps explain why the project exceeded its targets by 91 over the six years of implementation.

Finally, the project targeted locally driven awareness raising campaigns by soliciting proposals from community-based organizations to conduct events, particularly for WDACL. These events extended beyond the pilot areas and targeted communities by My-PEC, which accounts for part of their over achievement. The project chose specific areas, like industrial zones, to conduct awareness raising events, and then worked with implementing partners to develop and review materials. These types of events generally reached workers and supervisors with CL messages. As of October 2019, the project counted a total of 10,639 people reached by the 91 community-level awareness raising events. The endline KAP survey will provide additional evidence about the quality of knowledge gained in the targeted areas.

Table 4 shows IO 3, its two supporting outcomes and their indicators, end of project indicator targets, achievements against the indicator targets as of October 2019, and the overall performance status. Table 4 also show progress made in achieving the outputs under SO 3.1 and SO 3.2.

My-PEC overachieved its targeted number of laws undergoing revision by one over the life of project. Originally, it intended to work specifically on two laws: Factories Act and the Shops and Establishments Act. In addition to these two, the project made important contributions to the Child Rights Law in collaboration with UNICEF, which was passed in July 2019. It should be noted that the project provided input to the TVET law, which has been drafted but not yet passed. My-PEC also provided input to the OSH law, which was one of the primary achievements of the Safe Youth@Work project, also funded by USDOL and implemented by ILO.

Table 4: Indicators, Indicator Targets, and Achievements for IO 3⁴²

Objectives and Indicators	Baseline	Achieved Oct 2019	EOP Target	+ - Status
IOC 3: Improved legal and institutional environment contributing to the elimination of CL				
SO 3.1: Improved legislation compliant with international standards in place				
OTC 3. Number of laws and policies undergoing revision according to recommendations supported by the project.	0	5	2	+3
OTP 12. Assessment reports on Myanmar's legal and policy frameworks available	0	1	1	0
OTP 13. Draft list of hazardous work for children developed through an inclusive multi-stakeholder process available	0	1	1	0
OTP 14. Strategy paper for the improvement of national labor laws available	0	1	1	0
SO 3.2: Enhanced national and local capacity to address CL				
OTC 4. Number of organizations that carry out CL-related initiatives (per category)	0	18	10	+8
OTP 15. Number of government and social partners institutions whose members received training on international CL standards	0	255	80	+175
OTP 16. Number of labor inspectors trained in the application and enforcement of international labor standards	0	75	60	+15

My-PEC successfully completed the legal policy and frameworks assessment in 2015, which the project intends to update in 2020. The update will eventually help solidify the definition of CL for Myanmar, which can then be used in future trainings. The draft list of hazardous work has been finalized and is awaiting approval. Finally, the strategy paper was completed in 2016.

Under this SO, My-PEC also aimed to improve national CL initiatives. My-PEC overachieved its target by eight, suggesting limited awareness during the CMEP process in the number of partners willing to work with ILO and My-PEC on developing their capacity to address CL. Primarily, the project partnered with trade unions, associations, and NGOs and supported them in implementation of activities for awareness raising on the legal framework pertaining to CL. Among the 18 organizations conducting CL initiatives is the Myanmar Literacy Resource Center, which is using ILO curricula to train teachers and out of school youth in basic education, life skills and information about CL and migration. This organization uses

⁴² My-PEC Project Technical Progress Report, October 2019.

the curricula without funding from My-PEC to conduct activities outside the pilot intervention areas, which speaks to the quality of the materials and the ability of the organization to reach broader beneficiary groups.

Further, as part of its measurement for capacity building toward an improved environment for addressing CL, the My-PEC team overachieved its targets in the number of organizations, partners, and labor inspectors trained in CL. In terms of the number of partners trained, the team was able to reach 225 partners (175 over their target) in 15 training events. There was more demand than anticipated for these training sessions. They adjusted to one-day trainings to accommodate additional partners; and used tailored training packages based on the needs of stakeholders. IPEC developed the training, and the team adapted it to the Myanmar context, and project staff conducted the trainings.

The project trained 75 labor inspectors on CL over the course of four training sessions (three in Yangon, and one in Nay Phi Taw). The project was able to cover all the regions and states through these trainings. Participants were selected by FGLLID but it is unclear what criteria was used for selection.

Table 5 shows IO 4, SO 4.1 and its indicator, end of project indicator targets, achievements against the indicator targets as of October 2019, and the overall performance status. The table also shows progress made in achieving four outputs under SO 4.1.

Table 5: Indicators, Indicator Targets, and Achievements for IO 4⁴³

Objectives and Indicators	Baseline	Achieved October 2019	EOP Target	+/- Status
IO 4: Improved capacity of national and local stakeholders to coordinate, network and advocate for the elimination of CL				
SO 4.1: Institutional framework for coordination and advocacy among multiple stakeholders on the elimination of CL functioning				
OTC 5. Number of inter- sectorial actions on CL under the leadership of TWGCL	0	8	7	+1
OTP 17. Technical and institutional capacity and needs assessment report of relevant government organizations available	0	1	1	0
OTP 18. Number of TWGCL member organizations participating in capacity-building activities (per category)	0	25	20	+5
OTP 19. Number of officials from sub-national line ministries and other local staff participating in capacity building activities (per sex)	0	224	180	+44
OTP 20. Number of social partners trained to network and advocate against CL	0	281	240	+41

Under IO 4, My-PEC aimed to improve the capacity of national and local stakeholders to network and advocate for the elimination of CL. The project over-achieved its highest level outcome indicator by one. The team counted actions taken by the Technical Working Group for Child Labor (TWGCL) toward its outcome indicator, which included: the TWGCL's TOR, work plan, hazardous work list, NAP consultation, television talk show, national CL eradication committee, WDACL, and operational guidelines for the TWGCL. The one accomplishment the project did not include in its target was the Myanmar National Child Labor Eradication Committee (MNCLEC).

The project either achieved or overachieved the rest of its output level indicators under this IO. Early on in the project it completed OTP 17, which was the technical and institutional capacity needs assessment, which was used to help draft the NAP. The project included more organizations than planned in the TWGCL, which explains why the project overachieved OPT 18 by five organizations. The project trained the TWGCL members on definitions of CL, fundamentals, and international labor standards. It was challenging to get consistency in who attends, as ministers often sent different representatives rather than the same person each time.

⁴³ My-PEC Project Technical Progress Report, October 2019.

For OPT 19, My-PEC trained 224 participants, exceeding their target of 180 people. Nearly 55 percent were female. The participants were trained in 19 one-day trainings on fundamentals of CL and international labor standards. The 224 participants represented 14 regions and states. Individuals came from most of the ministries, as well as social partners. My-PEC led another set of one-day trainings for employers, trade unions, CSOs and local NGOs. The project staff coordinated 13 trainings for 281 organizations (exceeding their target of 240 by 44), which totaled 557 individuals.

End of training evaluation suggests that 95% of the participants increased their understanding (based on self-assessment) of child labor, and 100% found the training relevant. The lowest score (70% agreement) was around the time allocation to questions and answers during the training. These evaluations are done regularly, aggregated and findings are shared.

In the opinion of the evaluators, these indicators do not necessarily demonstrate whether or not the one-day fundamentals training helped the participants coordinate and advocate for the elimination of CL. The actions of the TWGCL suggest that there is some organization and documented approaches to help eliminate CL, but the output indicators do not necessarily contribute to improved coordination or advocacy without additional information about the quality of the training, or the follow-up actions taken by participants.

Table 6 shows IO 5 and its two indicators, the three supporting objectives and their indicators, end of project indicator targets, achievements against the indicator targets as of October 2019, and the overall performance status. Note that the USDOL standard indicators are used to measure objective achievement.⁴⁴ These include project objective level indicators for children (POC) and households (POH), education indicators (E), and livelihood indicators (L).

Indicator data for IO 5 are derived from DBMR data collection which is carried out by three local firms, one in each of the pilot areas. These local firms receive training from the My-PEC team, with regular refresher trainings to ensure appropriate use of the survey tools, data management and indicator calculations. These data represent the children identified as most vulnerable, or already engaged in CL, yet the evaluators found that not all the targeted

⁴⁴ “In an effort to collect comparable information related to the outputs and outcomes of its technical assistance recipients, the Office of Child Labor, Forced Labor, and Human Trafficking (OCFT), Bureau of International Labor Affairs (ILAB) has developed a set of standard indicators. All OCFT-funded recipients are required to measure and report on the OCFT standard indicators, as applicable. Taken together, the indicators broadly measure the contributions and outcomes of OCFT recipients as part of international efforts to combat child labor, forced labor, or other or other violations of workers’ rights through education, improved livelihoods, awareness raising, and increased country capacity.” Companion Guide to OCFT Common Indicators, August 2019.

children (or those who responded to surveys during DBMR data collection) received direct services from the My-PEC project. The project estimates that approximately 50 percent of the beneficiary children have not received a service. In part, this can be explained by high migration rates in some project areas.

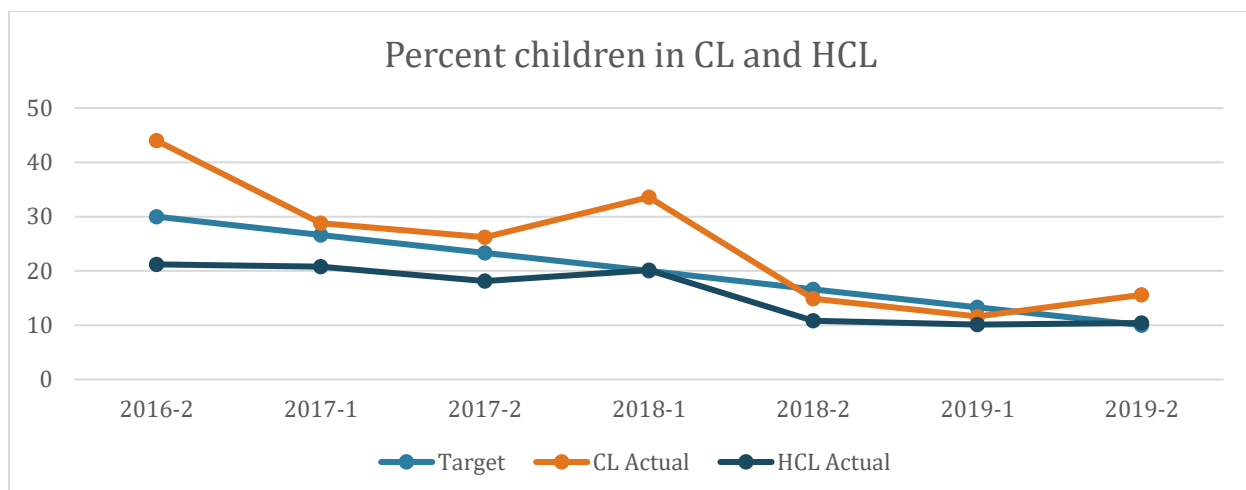
Further, My-PEC used a slightly different definition for CL than the definition used by the LFS, so the findings are not aligned with national rates of CL as identified by the LFS. My-PEC's definition for CL leads to higher levels, as they count children engaged in any work more than one hour per day as CL.

Table 6: Indicators, Indicator Targets, and Achievements for IO 5⁴⁵

Objectives and Indicators	Baseline	Achieved Oct 2019	EOP Target	+ - Status
IO 5: Reduced child labor in pilot target communities				
POC 1. Percent of project beneficiary children engaged in CL (per sex & age)	44%	15.6%	10%	-5.6%
POC 2. Percent of project beneficiary children engaged in HLC (per sex & age)	21.2%	10.4%	10%	-0.4%
SO 5.1: Child laborers & children at risk of CL with increased participation in quality education				
OTC 6. Percent change in drop-out rate before and after provision of direct services (per sex, age, community)	0.7%	5%	10%	+5%
OTC 7. Percentage of target children that received any form of education during the past six (6) months previous to reporting date with 65% attendance in their education program over the six month per reporting period (per sex, age, community)	93%	73%	60%	+13%
E.1 Number of children engaged in or at high-risk of entering CL provided education or vocational services (per sex, age, community, type of service)	0	3,514	3,600	-86
E.2 Number of children engaged in or at high-risk of entering CL provided formal education services (per sex, age, community, type of service)	0	2,669	2,350	+319
E.3 Number of children engaged in or at high-risk of entering CL provided non-formal education services (per sex, age, community, type of service)	0	1,223	1,100	+113
OTP 21. Number of households where at least one parent has received counseling regarding the importance of education	0	500	450	+50
OTP 24. Number of teachers that are capacitated on CL issues	0	180	90	+90

⁴⁵ My PEC Project Technical Progress Report, October 2019.

Objectives and Indicators	Baseline	Achieved Oct 2019	EOP Target	+ - Status
SO 5.2 Children above minimum age for employment with increased access to safe work				
OTC 8. Percentage of target children above minimum age for employment with improved work safety (per sex, age, community)	30%	28%	60%	-32%
OTP 25. Number of community members reached by OSH campaigns	0	1,284	1,500	-216
OTP 26. Number of employers, local authorities and other relevant community stakeholders that receive OSH training	0	385	310	+75
OTP 27. Number of children that receive support to improve OSH conditions in their workplace	0	887	900	-13
SO 5.3 Target households have reduced economic vulnerability to CL				
OTC 9. Percent of target households' that decrease their debt to income ratio (per community)	0	n/a	30%	n/a
POH 1. Percent of beneficiary HH with at least one child engaged in CL (per community)		n/a	30%	n/a
POH 2. Percent of beneficiary HH with at least one child engaged in hazardous labor (HCL) (per community)		n/a	30%	n/a
POH 3. Percent of beneficiary HH with all children of compulsory school age attending school regularly (per community)		n/a	30%	n/a
L.1. Number of households receiving livelihood services (per community)	0	1,274	1,000	+274
L.4. Number of adult individuals provided with economic strengthening services (per sex, age)	0	572	150	+422
OTP 28. Number of households that receive support to improve their livelihoods	0	1,236	1,000	+236
OTP 29. Number of community-based savings groups functioning in project areas	0	45	3	+42
E.4. Number of children engaged in or at high risk for entering CL provided educational services (per sex, age)	0	220	150	+70



Overall, however, rates of CL among direct beneficiary children decreased from 44 percent of children in CL (21.2 percent in HCL) to 15.6 (10.4 percent in HCL). Data were collected twice per year by the enumerators, and the graph below provides a trend line for the rates of CL and hazardous CL over time. Overall both rates declined, but there appear to be seasonal or context-related changes across both trends of CL and HCL. In 2018, rates increased, but then decreased again to less than 15 percent for both, and remained similar for the last three measurements of the project.

My-PEC also used drop-out rates and the percentage of target children that receive any form of education during the previous six months with at least 65 percent attendance rates as outcome indicators related to education services. The project targeted a 10 percent change in drop-out rates, but achieved only 5 percent.

The project targeted 60 percent of the children to have had any education service, with an attendance rate of 65 percent or higher. The project overachieved this target by 13 percent, with 73 percent of children reporting having attended education services in the last measure (TPR October 2019). However, this indicator also shows that 93 percent of the children had received some educational service(s) at baseline, so a 73 percent achievement does not show overall improvement. This can be explained by the fact that the project set the indicator target during the CMEP development process, which took place before the baseline survey was conducted.

Over the life of the project, My-PEC aimed to provide services to 3,600 children who were either engaged in or at high risk of entering into CL. By October 2019, the team had nearly reached its target, having provided services to 3,514 children (49.7 percent female; 74.7 percent above minimum acceptable age for employment) in their three pilot intervention communities. Among the children targeted, 38.7 percent were in CL, and 61.2 percent were at high risk of entering CL. The project achieved gender parity across both categories of children in and at high risk of entering into CL.

In terms of education services provided to children through formal and non-formal methods, My-PEC exceeded both targets. However, the formal education services were provided to the

2,669 children within the first two years of service delivery; and from October 2017, the team only targeted children with non-formal education services (1,223 children). Slightly more females received non-formal education services than males (54.4 percent). In addition to the education indicators, My-PEC tracked the number of households where at least one parent received counseling services on the importance of education. Among the total households reached with direct services, 500 received counseling services. Again the project overachieved its target for this indicator, which was 450 households. For OPT 24, My-PEC doubled the targeted number of teachers trained (180 achieved, 90 targeted) in CL.

For safer work, My-PEC used a measure of children above MAAE with improved work safety, but they were not able to change the value much between baseline and endline. The intake value suggests that 30 percent of children have appropriate work safety, and at the end of the project, My-PEC achieved only 28 percent because children move, and the project was not able to provide the appropriate equipment based on the work the children do. On hand, the project underperformed on the number of community members reached by OSH while exceeding targets for the number of employers and local authorities trained in OSH. My-PEC also provided support to 887 (out of 900 targeted) children to improve OSH conditions in their workplace. Although the project is offering training and support to children, it appears that this is not reaching the broader category of working children (per OTC 8 measures).

Several of My-PEC's measures for livelihood interventions have not yet been measured and calculated because of the project is awaiting approval of a request to extend project activities. However, there are not baseline values in the recent report, which should be calculated as part of the intake forms. For its L1 and L4 indicators on households and individuals receiving livelihoods services, the project exceeded its targets. The project also exceeded its target for the number of children receiving vocational services, with 220 children receiving vocational skills training across the three intervention areas. It is not clear how the team reallocated its budget to accommodate such overachievements, but livelihoods was consistently cited as one of the most important interventions to reduce CL in Myanmar, and therefore was likely in response to community needs and requests.

Annex D: List of Documents Reviewed

1. MPG 2019 OCFT FINAL 02142019
2. IL-25263-14-75K Cooperative
3. My-PEC Modification Descriptions
4. IL25263modification3
5. My-PEC Myanmar Interim Evaluation Report 8-5-16
6. 508 Livelihoods Services Evaluation Final Report
7. Project Steering Committee (Oct 2015 App 08)
8. TOR Technical Working Group on CL Apr 2015 Final Version Validated
9. Technical Working Group on CL Operational Guidelines Apr 2015
10. Project Document_MMR1310PUSA_MYPEC_Final_rev20161105
11. ProDoc Annex Organizational Chart_MYPEC_MMR1310PUSA_Final
12. ProDoc Annex Theory of Change_MMR1310PUSA_MYPEC_final
13. Comprehensive Monitoring & Evaluation Plan (CMEP)
14. Technical Progress Reports and Annexes April 2014 to October 2019
15. MyPEC OBB March 8 2019 APPROVED Mod 3 IL25263
16. Accepted FFR Mar 2019 04 30 MyPEC 5M
17. Accepted FFR June 2019 08 08 MyPEC 250k
18. Accepted FFR June 2019 08 09 MyPEC 1M
19. Selection of Project Pilot Areas
20. My-PEC BLS
21. Local Development Assessment in Dagon Seik Kan Township
22. Analysis of data from the Direct Beneficiaries Monitoring and Reporting System
23. DBMR Fundamentals
24. Management of the DBMR implementation
25. Monitoring of direct beneficiaries
26. Profiling direct beneficiaries
27. The Direct Beneficiaries Monitoring and Reporting Database Management and User Guide
28. Myanmar_CL_2015_Key_Facts_&_Statistics
29. Myanmar Child Labor in 2015 Summary Report

30. Myanmar Agricultural-Sub-sector Child Labor Surveys FINAL
31. Rapid Assessment on Child Labor in Hlaing Thar Yar Industrial Zone
32. Myanmar NAP background report final 171116
33. KAP Study on CL in 3 Areas of Myanmar
34. Needs Assessment of Educational Institutions
35. Legal Review of National Laws and Regulations Related to CL 2015 Exec Summary
36. Legal Review of National Laws and Regulations Related to CL 2015
37. ILO Guide to Myanmar Labor Law 2017
38. Halegua - Mission Summary
39. Halegua - PPT presentation – FINAL
40. Executive Summary for Roadmap for Legal Reform Process (LLRP)
41. Concept Paper on Roadmap for Legal Reform Process (LLRP)
42. 3R Life Skills Training
43. Course for Civil Society
44. Course for Employers
45. Course for Labor Inspectors
46. Course for Parliamentarians
47. Course for Workers Organizations
48. Safe Work for Youth OSH Construction Fishing Garments
49. Myanmar Technical & Institutional Capacity & Needs Assessment FINAL
50. Framework of Action for the Elimination and Remediation of CL in the Garments Sector DRAFT
51. Amendments to Factories Act 1951
52. GORUM The Factories Act 1951
53. Flyer for Study on Agricultural Sub-Sectors
54. Brochure Technical & Institutional Capacity & Needs Assessment
55. Booklet What is Child Labor Definitions
56. Booklet What is Child Labor for Employers
57. Booklet What is Child Labor for Trade Unions
58. My-PEC Newsletter_Vol_1_EN June 2015
59. My-PEC Newsletter_Vol_2_EN October 2015
60. My-PEC Newsletter_Vol_3_EN January 2016

- 61. My-PEC Newsletter_Vol_4_EN June 2016
- 62. My-PEC Newsletter_Vol_5_EN December 2016
- 63. My-PEC Newsletter_Vol_6_EN Jun 2017

Annex E: Evaluation Team Biographical Summaries

Lead Evaluator

Dan O'Brien served as the lead evaluator. Dan is a private sector and labor expert with over 40 years of experience in the field of international development. While at CARE International, Dan served as technical advisor where he developed CARE's approach to project design and M&E. He led both internal and external evaluations of CARE's programs and developed M&E toolkits and training materials. Dan also served as the country director in Indonesia and as the regional director for Asia where he was responsible for supervising the region's country directors and programs as well as a cadre of technical consultants that supported CARE programs in the region including M&E specialists.

Dan is also a highly experienced evaluator and evaluation manager. He either served as the lead evaluator or evaluation manager for 45 ILAB and ILO labor project evaluations in Asia, Africa, Middle East, Latin American, and the Caribbean. Dan evaluated 20 OTLA and OCFT funded projects in Bangladesh, Indonesia, Malaysia, Philippines, Lesotho, Uganda, Jordan, Colombia, Costa Rica, Dominican Republic, El Salvador, Haiti, Honduras, Nicaragua, and Peru. In addition, Dan evaluated three ILO labor projects implemented in Ethiopia, Kenya, Liberia, Senegal, Sierra Leon, Bolivia, Guyana, Haiti, Dominican Republic, Honduras, Nicaragua, and Paraguay. Dan also managed ILAB project evaluations in Afghanistan, Cambodia, Indonesia, Vietnam, Burkina Faso, Ethiopia, Liberia, Tanzania, Morocco, Jordan, Turkey, Georgia, Bolivia, Colombia, Mexico, and Peru. Dan holds a double major in sociology and psychology from the University of West Georgia, an MPH from the University of North Carolina at Chapel Hill, and an MBA from Georgia State University.

Assistant Evaluator

Carolyn O'Donnell is a Monitoring, Evaluation and Learning specialist with more than eleven years of experience in monitoring, evaluation, learning and knowledge management. Carolyn has expertise in designing innovative M&E systems, implementing comprehensive M&E plans, and facilitating evidence-based learning to improve adaptive management and decision-making processes. She has trained field staff on M&E and research methods, and provided on-the-job training and mentoring to M&E officers to build their skills in statistical software, databases, monitoring tools, and evaluation design. She has contributed to designs and managed performance and impact evaluations in agriculture, environment and child labor sectors. Currently, the Director for Monitoring, Evaluation, Research and Learning (MERL) at The Asia Foundation in Nepal, Carolyn leads the MERL team by providing technical guidance, strategy and performance monitoring oversight to the Asia Foundation's local and regional teams.

Carolyn previously worked as a MEL Fellow through the Expanding Monitoring and Evaluation Capacity Project for USAID. As a Fellow, she spent four years in the USAID/Nepal Mission, supporting the Democracy and Governance Office, the Social, Environmental, and Economic Development Office, and the Program Office to strengthen MEL systems and

processes. Prior to that, she worked with Winrock International as an M&E Advisor, including as key personnel for a child labor policy project funded by the US Department of Labor. She started her career in M&E in 2008 at the Centre for Development and Population Activities, working on female empowerment and reproductive health. Carolyn holds a MA in International Development, with a focus on Development Economics from American University (2010). She earned her BA in French and Political Science from Grinnell College (2004). She has worked in 14 countries in Sub-Saharan Africa and Asia. She speaks English, French, and Nepali.