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Assessment of options for establishing a Child Labour Monitoring System (CLMS) in Myanmar

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Fundamental Principles and Rights at Work Branch
International Labour Organization

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Acronyms

CLMS	Child Labour Monitoring System
CMS	Case Management System
CPS	Child Protection System
DOE	Department of Education
DOL	Department of Labour
DSW	Department of Social Welfare
EMIS	Education Management Information System
FGLLID	Factories and General Labour Laws Inspection Department
ILO	International Labour Organization
KI	Key Informant
KII	Key Informant Interviews
LFS	Labour Force Survey
LMIS	Labour Market Information System
MIS	Management Information System
MOE	Ministry of Education
MOLIP	Ministry of Labour, Immigration and Population
NAP	National Action Plan on Child Labour
SOP	Standard Operating Procedure
TWG-CL	Technical Working Group on Child Labour
UNESCO	United Nations Organisation for Education and Culture
UNICEF	United Nations Organisation for Women and Children
WFCL	Worst Forms of Child Labour

1. Background and introduction

This study was commissioned by the ILO's MyPEC project in Myanmar to support the implementation of the National Action Plan on Child Labour (the NAP) in Myanmar. The NAP was developed by multiple national organisations under the guidance of the Technical Working Group on Child Labour (TWG-CL) and led by the Ministry of Labour, Immigration and Population (MOLIP). ILO, through the MyPEC project, supported the development of the NAP and the project now intends to support the implementation of the NAP in several ways.

One key element of the NAP is direct outreach and support to children at risk of entering into child labour and children already trapped in child labour. In order to provide good quality support to children and effectively prevent them from performing hazardous work and work that interferes with their education it is critically important to have in place an effective system to identify, support and continuously monitor the situation of children and their families. Such a system is often referred to as a Child Labour Monitoring System (CLMS) and it is an essential element of any country's efforts to combat child labour and a priority under the draft NAP on child labour in Myanmar.

According the ILO Guideline for Developing Child Labour Monitoring Processes, the following key activities are a feature of any CLMS:

- Identification and assessment: Girls and boys at work or in transit to work are identified and their needs are assessed.
- Protection and prevention: The workplace is checked to see what types of work-related hazards exist to which child labourers may be exposed.
- Referral: If children are found, identified as child labourers and assessed to be at serious risk, they are removed and referred to services corresponding to their needs via a network of service providers and agreed procedures.[1]

CLMS has proven to be complex and costly systems to establish and operate[2] and therefore, it may be more suitable to explore options to integrate child labour indicators with existing systems.

Hence, the starting point for this study is the assumption that a Myanmar CLMS need not be developed from scratch but rather should, to the greatest possible extent, be integrated with one or more existing or developing systems. This is in line with the draft NAP on child labour, which includes development of an integrated CLMS, and with the strategy paper on mainstreaming, which was developed to support NAP implementation following national consultations for the NAP. The strategy paper clearly recommends the integration of the CLMS with existing systems[3].

In order to assess which of the existing and developing systems in Myanmar are best suited to including indicators and referral paths on child labour, the research team looked at both the structure of existing/emerging systems and tried to assess the commitment to integration of child labour within these systems. The latter is essential as even when pursuing an integrated approach, CLMS is no small undertaking and can only be achieved where there is clear commitment to addressing the issue.

1 ILO (2005), Guideline for Developing Child Labour Monitoring Processes, p. 2, https://www.ilo.org/ipec/Action/Childlabourmonitoring/lang--en/index.htm

2 See for example ILO (2017), Meta-analysis of Evaluations on ILO Child Labour Programmes and Projects in Africa 2009-2014 https://www.ilo.org/ipec/Informationresources/WCMS_IPEC_PUB_30355/lang--en/index.htm For the most recent analysis of experiences with CLMS

3 The draft NAP and the Strategy Paper on mainstreaming are not yet published but copies are available for view on request with the ILO and MOLIP

This report is structured as follows:

Chapter 2 briefly describes the methodology applied to the study. Chapter 3 provides more background on the requirements for effective CLMS. Chapter 4 presents the findings of the study and chapter 5 outlines key topics that need further exploration and tentative conclusions around some of these issues reached during the CLMS stakeholder workshop held on 8 November 2018 in Yangon. The conclusions are, primarily, presented as a tentative roadmap for the development of a CLMS in Myanmar.

2. Study methodology

The study consisted of four stages:

1. **Initial desk study** where the consultants reviewed available information
2. **Field work: Key Informant Interviews (KII) and Focus Group Discussions (FGDs) with stakeholders.** The national consultant conducted interviews in Myanmar language to ensure that all stakeholders were able participate fully, without language barriers. Findings were summarised in English though.
3. **Analysis of the findings** based on both the field work findings and the desk review
4. **Feed-back to and validation with stakeholder** to ensure that stakeholders find the initial analysis and tentative findings relevant, accurate and implementable during the workshop held in Yangon in November 2018.

The key steps in the process were steps 2 and 4, during which the consultants, with support from the MY-PEC team, consulted stakeholders to clarify needs, expectations and concerns among key stakeholders during key informant interviews. With young people, the national consultant held Focus Group Discussions (FGDs) but with all other groups/organisations/individual shel conducted Key Informant Interviews (KIIs). The final selection of youth groups for FGDs was done with support from MyPEC and its implementing partners, who also helped facilitate contact with youth groups and the methodology and key quesyions for the FGDs were developed by both consultants with support from MyPEC, such that key informants were free to voice the issues that they consider important. Hence all FGDs and KII were done using checkl lists. Rather than questionnaires. As different stakeholders have different characteristics, check list that apply to different groups of key respondents are included among the tools. Some items are similar across all groups and others differ.

Key informants were identified among Government departments at national and local level (where relevant and feasible), workers' and employers' organisations, national, local and international NGOs and CBOs and international organisations supporting MIS and YE, respectively.

Selection of geographical focus (townships where FGDs and KIIs took place) was done in consultation with My-PEC and its partners during the desk study and field work preparations stages of the work. Geographical areas for the study were identified based on logistical consideration and based on where key informants were likely to be able to share information. Despite these consideration being taken into account, the Consultant experienced reluctance on the part of some key informants to share information and this has obvious implication for coverage of the field work and the validity of the information collected.

For the purpose of this assignment, and drawing on the key activities outlined by the ILO (described above), a CLMS is defined as a system that:

- Systematically collects information about children at risk of child labour and children and young people already in child labour
- Enables relevant duty bearers to take action to prevent children from entering child labour, remove children from labour where needed and support the child and his/her family with alternatives and protect young people (below 18 years) from hazardous work and the Worst Forms of Child Labour (WFCL).
- Systematically collects and feeds back information on progress and challenges of supported children for further action

As such, a CLMS can be seen as a type of Management Information System (MIS), that shares characteristics with other MIS, e.g. Education Management Information Systems, though it has its own characteristics in terms of the types of information that is required.

As described in chapter 1, the existing experiences from ILO's work to support establishment of CLMSs in different countries point to integration of CLMS components into existing Management Information Systems (MIS) as more viable than establishing stand-alone CLMSs. Therefore, the CLMS study looked primarily at opportunities for integrating CLMS with selected MISs in Myanmar, identified during the desk work/preparatory phase of the study:

1. The Child Protection System (CPS), housed in the Department of Social Welfare, Ministry of Social Welfare, Relief and Resettlement and supported by UNICEF;
2. The Education Management Information System (EMIS), housed in the Ministry of Education and supported by UNICEF and UNESCO;
3. The Labour Market Information System (LMIS), housed in the Department of Labour in the Ministry of Labour, Immigration and Population (MoLIP) and supported by the ILO

The study seeks to establish the following:

- What are the most important pieces of information about child labour that should be included in a CLMS in the context of Myanmar to enable duty bearers to take action?
- How are the existing/emerging systems constructed and maintained (e.g. how is information collected, stored, shared, analysed and by who? And for which purposes?)
- How compatible is the system with the requirement of a CLMS?
- How might CLMS components be integrated with one or more of the existing/emerging systems?

There is very limited literature on CLMS from the region and as Myanmar does not yet have a CLMS in place, there are of course no studies, evaluations etc. on CLMS available for Myanmar. Hence this study relies primarily on global publications form the ILO for conceptual understanding of CLMS and on information collected during KIIs for this study. This means that the study team faced two constraints that may impact the quality of the study: Firstly, much of the ILO literature is relatively old or generated in other parts of the world, where the context is different from the context in Myanmar. Hence, it is not possible to assume that the general literature is applicable in today's Myanmar, either because it might be outdated by now or because the social, economic and cultural elements underpinning CLMS could be different. Therefore, the Consultants rely heavily on 'common sense' and on information from KIIs. As mentioned above, some key informants were reluctant to share information, limiting the accumulation of information and knowledge. Other key informants were, however, very open to share lessons, ideas, thoughts etc. and the limitation on the study is therefore not so much one of insufficient information. Rather, the limitation has to do with the possible non-representation of the views of those stakeholders that were unable to share information and perspectives. It the hope that the process of validation of findings will enable all stakeholders to contribute information and perspectives, even if they did not do so during the interview phase.

3. General requirements of CLMS

As described above a CLMS is first and foremost a systemic approach to collecting information, analysing the information and using the information to support children in child labour or those at risk of child labour to not get trapped in work situations that may harm their health, safety, education and development. As such, CLMS can be seen as a MIS with a clear referral path/system that enables swift and adequate action by duty-bearers in communities and at state and national level.

For the purpose of this study (as discussed in chapter 2), a CLMS is therefore defined as a system that:

- Systematically collects information about children at risk of child labour and children and young people already in child labour
- Enables relevant duty bearers to take action to prevent children from entering child labour, remove children from labour where needed and support the child and his/her family with alternatives and protect young people (below 18 years) from hazardous work and the Worst Forms of Child Labour (WFCL).
- Systematically collects and feeds back information on progress and challenges of supported children for further action

In order to establish, implement and maintain such a system a number of features need to be in place. ILO (2005)[4] outlines steps that need to be taken in order to prepare for a CLMS. These include determining the problem (i.e. the scope and nature of child labour), building alliances and partnerships for action and analysing of the legal and policy framework. This report will not go into these steps in detail, as the process leading to the formulation of the NAP includes extensive analysis and documentation of child labour in Myanmar, analysis of the legal and policy framework and important processes that brought together partners to agree on priority action[5]. The priority action is laid out in the NAP documents and the establishment of the National Committee on Child Labour Eradication on 5th February 2018 is a clear sign of the partnerships and commitments that have been built towards tackling child labour in Myanmar. While partners recognise that this is no small or easy task, there is commitment to work together and the is government leadership of the process[6].

Hence, this report focusses instead on the next steps, as outlined in the ILO guideline, to actually design and effective CLMS:

Step 1: Set up the management of the CLM

Step 2: Develop and test monitoring tools

Step 3: Develop the referral system

Step 4: Organize the monitoring teams

Step 5: Train monitors and build capacity

Step 6: Test the CLM design and think about replication

Step 1 includes identification of appropriate oversight mechanisms and day to day management of a complex system. Step 2 includes establishing the actual indicators and defining how these can be applied (through existing systems and processes). Step 3 is crucial and essential means setting up a case management system that will allow key duty bearers to refer children (and their families) for services s required. Step 4 and 5 involves deciding on who does the actual monitoring and referral and training them, if needed and step 6 is essentially the pilot testing of the system before the full roll-out.

4 ILO (2005), Guideline for Developing Child Labour Monitoring Processes, https://www.ilo.org/ipec/Action/Childlabourmonitoring/lang--en/index.htm

5 Reports developed and published with support from the ILO for the development of the NAP are available on https://www.ilo.org/yangon/areas/childlabour/facet/lang--en/index.htm?facetcriteria=TYP=Publication&facetdynlist=WCMS_632341

6 Myanmar Times (20 February 2018) Government sees rise in child workers https://www.mmtimes.com/news/government-sees-rise-child-workers.html

Essential elements that must come out of this process include

- Agreement on the indicators (the information) that need to be captured at different levels (e.g. community, township, national), such as age, gender, education status, type of work, hours of work, other child protection issues in a child's life etc.
- Data capture and storage systems that are cost effective and can be operated where children will be identified (in schools, communities, at work-places etc.)
- Standard operating procedures for data gathering, storage and referral, defining, amongst other how data can be captured, stored and shared (including privacy, ownership and access definitions for the data), who is responsible for referring a child, what are the main characteristics that will trigger referral and what types of services may be offered and when. This will also include understanding who can monitor child labour in which locations. For example, labour inspectors will have the mandate to enter and monitor workplaces, but in some countries trade union representatives may be able to also enter and monitor and refer cases. Social workers may be better placed than labour inspectors to monitor child labour in communities, often in collaboration with community members, and teachers are often those best places to monitor in schools whether children appear to work more than what is acceptable.
- A 'referral package' that identifies the types of services that may be appropriate. These can include (but are not necessarily limited to) education and alternative education support, vocational training, health care, psycho-social support, alternative income generation and social protection grants and insurance schemes.
- Mappings of service providers able to offer the identified services. Such mappings often have to be done at local level do be able to identify exactly what is available to children within a given community.

In chapter 4, we will look at existing systems in Myanmar and how these may fit with the requirements of a CLMS as well as identify key issues that need to be addressed in Myanmar in order to design and establish an effective CLMS.

4. Findings on CLMS in Myanmar

The findings in this chapter were discussed in details with national stakeholders during a validation workshop in Yangon on 8 November 2018. Even after the workshop, the findings and recommendations of this report are not intended as a blue print set in stone. Rather, it is meant to guide the partners who will embark on the process of designing, testing and implementing the CLMS. This will be a lengthy process that will require flexibility and adaptation along the way and this report should be seen as the starting point – not the end point – for this process.

4.1. Existing and emerging systems in Myanmar

The field work for this report looked at three existing/emerging Management Information Systems (MIS) in Myanmar: The Child Protection System (CPT), and more specifically its Case Management System (CMS) under the DSW; the Education Management Information System (EMIS) under the MOE and the Labour Market Information System (LMIS) under MOLIP, with a particular focus on the role of labour inspection.

The Child Protection System

The adoption of the National Social Protection Strategy in 2014, led by Ministry of Social Welfare, Relief and Resettlement, paved the way for the Department of Social Welfare establishing a Case Management System (CMS) under the overall child protection framework in Myanmar. Unicef has supported the DSW to train and deploy case managers at township level to ensure, that vulnerable children have their needs assessed and are referred to appropriate services. Initially 78 case managers were trained and deployed in 27 townships and another 25 townships are now added so that a total of 52 townships have a functioning CMS in place, with a total of 110 Case Manger currently deployed, according to KIs. The CMS includes a database that has been tested and is up-and-running and child labour is already an integral part of the CMS in that children caught in child labour can receive support through the system, such as referral to grants.

It is a continuing challenge, however, to match the CMS to the needs in communities as DSW is short on offices and staff in some areas and cooperation with other organisations, e.g. other government departments and NGOs, is therefore recognised as a key strategy to roll out the CMS. It has, however, been challenging to ensure that information gathered though other systems, such as labour inspection, filters through to the CMS. Also, it is a key challenge that some townships have very few services available and therefore it may not always be possible to refer identified children to services. During the partner workshop held on 8th November, participants stressed the need for further awareness raising in communities and for continued mobilisation of NGOs and other civil society organisations to leverage all available resources. This could take the form of community mappings and should build on the work already undertaken for the CMS.

Even with these challenges in mind, the CMS can be a very suitable system for referrals under the CLMS. Rather than setting up a parallel referral system under the CLMS, it will likely be more effective to integrate the referral component in the CLMS with the CMS. This will require, however, effective data and information sharing between the CMS and other systems, notably the labour inspection system, in order to ensure, that child labourers are indeed identified in work places where the Labour Inspectorate has the mandate to enter and inspect/identify child labourers.

During the partner workshop on CLMS, held on 8 November 2018 in Yangon, both the Ministry of Social Welfare and Resettlement and the Ministry of Labour, Immigration and Population, expressed strong interest to work together on the CLMS, linking labour inspection and the Labour Force Survey (see below) to the CMS as recommended during interviews. Hence, the CMS appears to be the most appropriate 'back-bone' for the CLMS for referral purposes and partners need to identify appropriate data capture and sharing protocols/SOPs in the months to come. The existing data capture system in the CMS and the labour inspection forms (which include child labour indicators, see below) should be the starting point for the common CLMS data capture protocol.

The EMIS

The Ministry of Education is in the early stages of establishing a fully fledged EMIS in Myanmar. The system will cover the Department of Basic Education, Department of Technical, Vocational Education and Training (DTET), Department of Higher Education (DHE) as well as Human Resource. This means that all MOE run education facilities will eventually be covered by EMIS. The systems has been pilot-tested in Nay Pyi Taw and Bago Region n collaboration with the Myanmar Computer Company and with support from UNESCO.

The system is designed for data to be collected at school level. Teachers may use a paper form, a spreadsheet or a word document to record information. Information is collated in the Township Education Office where data is entered into the national database, which is now established through a cloud solution. The EMIS will collect basic education information, such as number of students by grade, number of teachers, training attended, service, date of retirement, teacher and staff strength, student and classroom ratio, student and teacher ratio, student and toilet ratio, etc. Student data will collected on retention rate, drop-out rate, school leaving rate, completion rate, etc.

Once both the EMIS and the CLMS are up and running, it may be very useful to cross reference or compare data in order to analyse broader trends and verify data patterns (e.g. understand where school retention and work participation rates impact each other). Moreover, it is definitely worth considering how the CLMS can be made available as a support tool in schools (basic and vocational training alike) so that teachers, who collect data on, for example, retention can refer children to services through the CLMS if they find that a child is working rather than attending school regularly. However, using the EMIS as the main vehicle for integration of a CLMS might not work well for two reasons. Firstly, EMIS will only be able to identify children who attend school and hence the most vulnerable child labourers may be excluded. Secondly, there is no referral component in the EMIS and hence it would have to be tied with a referral system, such as the CMS. Still, the EMIS could potentially generate data that can inform the wider CLMS data collection and individual cases may very well be identified in schools that would need referral. Hence, it is recommended that the CLMS design takes into consideration how the CLMS may be linked with the EMIS.

In this process, it should be borne in mind that establishing the EMIS is a very large undertaking and that MOE and its staff are likely to be very preoccupied and, according the some KIs, likely to require substantial capacity development on IT and other subjects to roll out the EMIS. Hence. It would be unrealistic to expect that MOE has the capacity at this point to play a major role in the CLMS besides providing educational data and, possibly, refer cases.

It is also worth noting, for the design of the CLMS, the experiences of building the EMIS database and rolling it out and how complex this process is. The EMIS experiences, further supports the suggestion above to explore integrating the CLMS with the DSW CMS, rather than building a parallel referral system, including a parallel database.

LMIS

Myanmar does not have an LMIS, that records data from workplaces on-going/ in real-time, in place and neither are there plans to establish one. However, Myanmar is now conducting Labour Force Surveys (LFS) at regular intervals. After a 25-year break, the first LFS was conducted in 2015, again in 2017 and in 2018. LFS data is currently collected bi-annually. The 2015 LFS also included a full school-to-work transition survey and the subsequent LFSs include data on child labour (such as work participation rates broken down by age, hours of work by age etc.) in the standard methodology.

Data is collected through sampled households, applying standard labour statistical methodology. All data collection is on paper and data is computed at national level in the DOL where data is stored and handled using Excel and SPSS. Once reports are developed, they are published via the Ministry's website and data sets can be made available on request.

Regularly undertaken LFS with child labour questions has been shown to be good practice for low-cost maintenance of up-to-date national statistics[7] and it is highly encouraged and commended. But, the LFS is not the most likely vehicle for identifying individual children and families in need of support (through a case management system) to keep the child out of child labour. Still, the LFS is a critical element in the on-going data collection and verification and in addition to the child labour questions included in the bi-annual LFS, a more comprehensive child labour module could be implemented at regular intervals (e.g. every three or four years). This would serve as an important verification/triangulation mechanism for the CLMS and also ensure that Myanmar maintains comprehensive state and national level data on child labour for NAP tracking and policy evaluation and design in the future.

Within the MOLIP, the other key department in as far as CLMS is concerned is the FGLLID. The FGLLID is the lead department for the NAP and also houses the Labour Inspectorate. The Labour Inspectors, in their day-to-day monitoring and inspection of work places, are more likely to come across individual

7 Insert reference – ILO evaluation of SIMPOC maybe

cases that need referral and the standard labour inspection procedures and inspection forms already include child labour monitoring. Therefore, working to further link the Labour Inspection with the CMS is high priority at this point in time.

Linking the CMS and the labour inspection system will also strengthen the ability to prosecute severe worst forms of child labour offences as the Labour Inspection has a law enforcement mandate that goes beyond DSWs and that is different from the that of the Police.

Linking Labour Inspection and the CMS would entail looking at a common data capture system, as also discussed above, and ensuring that both labour inspectors and CMS case managers are comfortable working together and know how to refer cases between each other. Joint-training sessions involving both agencies (and other partners such as trade unions and NGOs who may also refer cases) has proven very effective in other countries, for example Cambodia .[8]

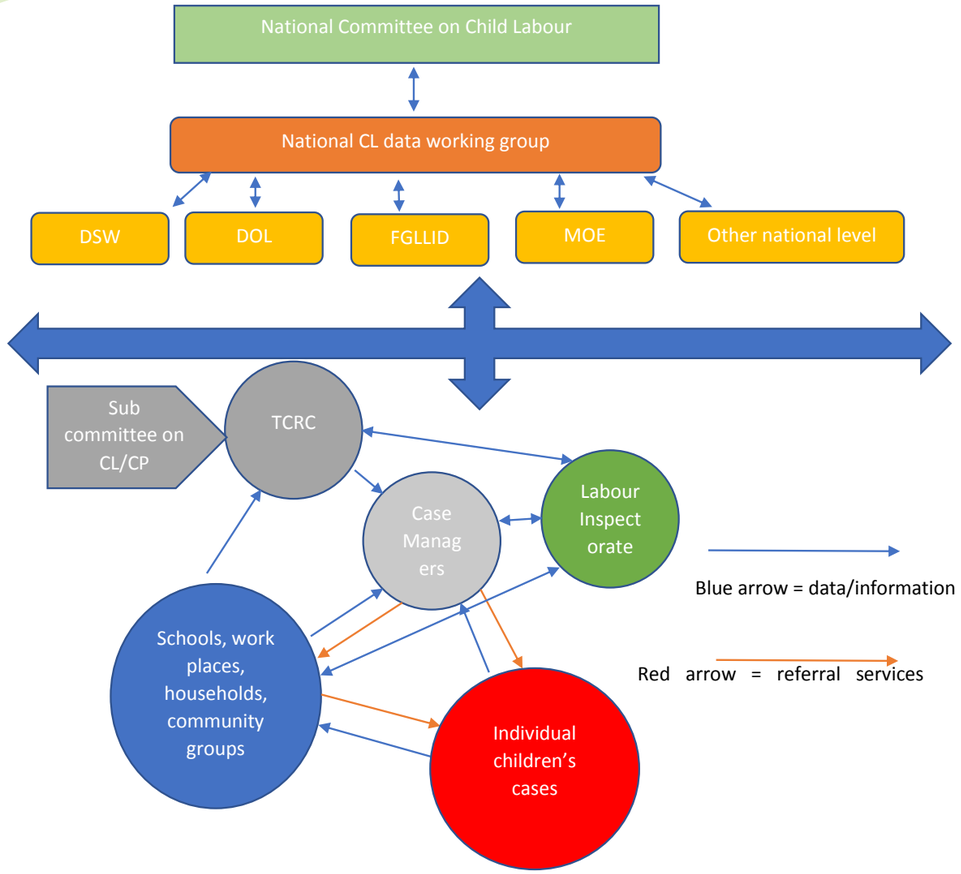
As child labour falls very clearly within the FGLLID mandate, and MOLIP is the lead agency for the NAP, it is still essential to ensure that CLMS data is stored within and accessible to all relevant MOLIP staff. Hence, it is recommended to explore how a mirror of the CMS database can be integrated with the DOL systems for the LFS and with the labour inspection systems. It should be explored further, whether this should be the entire CMS database or only the cases involving child labour. From a privacy perspective, the latter is probably preferable, but it may be more complicated. Looking at how the EMIS cloud-based solution is set up might be useful for the mirror system.

Summing up, it is recommended that

- The overall CLMS should be housed in the MOLIP; but that
- The CLMS referral system should be integrated fully with the DSW CMS;
- That it should be explored how data might be imported from the EMIS for national level monitoring of child labour;
- That the DOL LFS system could be the main home for the national level monitoring;
- That it must be explored, as priority, how the labour inspection system and the registration of students at school level can be linked, through the CLMS, to the CMS so that labour inspectors and teachers /school management can refer individual child labours that they identify for referral services and so that CMS Case Managers can call upon the Labour Inspectorate for inspection in work places when complaints indicate that this is needed;
- That IT solutions and data registration systems must support interaction and sharing of information, while still protecting the privacy of individuals whose information is stored and handled in the systems;

During the partner workshop on 8th November 2018, participants brain stormed on how a CLMS could be organised to take these issues into consideration. Different groups provided their suggestions and this organigram is by no means finalised. It merely provides a suggestion for the structuring of the CLMS, based on the deliberations in the workshop.

8 ILO (2017) Optimizing compliance with child labour legislation through strategic collaboration of labour inspection and child labour monitoring programmes https://www.ilo.org/wcmsp5/groups/public/---ed_dialogue/---lab_admin/documents/publication/wcms_543568.pdf



As is evident from the above diagram, effective information sharing and communication are essential elements in the CLMS and during the workshop, participants stressed the importance of developing standard operating procedures (SOPs), not only for referrals but also for data and information sharing as a priority in the establishment of the CLMS. The SOPs for data collection, sharing, storage and use must ensure that all concerned organisations have access to generic information, but personal information should be kept confidential and only be shared on a need-to-know basis.

4.2. Observations on key steps in setting up a CLMS

This section describes the tentative findings from the field work in relation to the key steps in setting up a CLMS that were outlined in section 3. The aim is to provide partners with a list of key issues to consider, specifically in the Myanmar context, but it should be borne in mind, that this list is by no means full and complete. More issues will emerge and require careful consideration and decisions as the work to establish a CLMS in Myanmar progresses.

Step 1: Set up the management of the CLM

A suggested overall set-up is outlined above. It should be pointed out that through the National Child Labour Committee, Myanmar already has in place the overall oversight required for the governance of the system but participants in the workshop held on 8th November suggested the establishment of a national working group on child labour data for a more detailed coordination of the data part of the CLMS.

At township level, it was suggested to anchor coordination with the TCRC and make use of any existing child labour or child protection committees under the TCRCs. The coordination at township level will relate both to data gathering and sharing and to coordination of referral services, even if the referrals will be managed through the CMS. It is still thought important to ensure that the Case Managers, Labour Inspectors, NGO representatives, education officials and other key duty bearers have an established forum/structure for meeting.

The CLMS needs to be designed within the parameters of the NAP and of the relevant legislation and therefore, it is essential that the list of hazardous work prohibited below 18 years of age, is adopted as a matter of priority before the CLMS is established.

Related to this, defining clear roles for different partners is essential to the successful development and implementation of the CLMS. It is important to make sure all partners understand their own role and that of other partners, in management of systems, in identification of children and in who is responsible for ensuring referral of individual cases for services. If roles and responsibilities are not clearly set out, the testing and implementation will be prolonged as ad-hoc definitions will need to be worked out when issues arise. Even if partners agree on overall roles and responsibilities as a very early step, chances are that not everything is predictable. Hence, partners must be ready to further define the system as the design process unfolds.

Tentatively, and stemming from the deliberations during the partner workshop on CLMS on 8th November, the partners agree that the DOSW, through the case management system, will lead the work on referrals and that the MOLIP will lead on data collection and storage in a wider sense. There is also agreement that trade unions, NGOs and other actors have a role to play on the CLMS. It is recommended, therefore, that a memorandum of understanding (or other collaboration agreement) be drawn up as soon as possible between the key partners who will jointly design and implement the CLMS as a basis for taking the process further. The MoU should outline the basic structure and division of responsibilities of partners, but more detailed, operational agreements can be drawn up as the design and implementation work gets underway and key issues and questions materialise as part of the process.

Step 2: Develop and test monitoring tools

The first task in step 2 will be to decide on what types of information needs to be collected, where it will be collected (in communities, schools etc.) and by who.

As described above, it is recommended that the CLMS is tied with existing systems, notably the DSW CMS and the DOL LFS and labour inspection systems. These are all relatively well established, though particularly the LFS and the CMS are still under development. Moreover, the EMIS, that may also be linked with the CLMS somehow is in its infancy. Hence, the development and testing of tools must take this into consideration and flexibility is required to accommodate changes and new developments.

As described above, there are already systems in place and it will most likely be valuable to make use of experiences from the design of these systems. Some of the lessons are included in this report already, but partners may wish to further map experiences at the beginning of the CLMS design process.

A key area already featuring heavily in experiences from existing systems is the need to strengthen capacity in order to establish and roll-out the system and thinking capacity needed (infrastructure, skills, knowledge, staff requirement etc.) into the CLMS design process is highly recommended. This might include, for example, undertaking capacity needs assessments in the CLMS pilot areas.

Another key lesson, described above, are the challenges associated with limited services available in some townships and, perhaps especially, in the hard-to-reach areas. Hence, considering which strategies can be put in place to ensure access to services for all children who need support must be an integral part of the design process. It is recommended that a mapping of services providers in each township is carried out as a priority. Doing these as part of the initial testing of tools will provide important indications of the resources required to make such tools standard CLMS tools. The mapping will also provide a dictionary of service providers that will be useful for actual referral.

Several KIs pointed out, that cultural and personal attitudes and beliefs underpin child labour and fuel its existence in Myanmar. Therefore, partners are encouraged to consider, how the CMS in the CLMS might be linked also to outreach and awareness activities intended to change attitudes and behaviours around child labour. The NAP will be a useful reference framework here, but this may also be something that is considered for inclusion the service provider mappings. During the partner workshop, several participants stressed the importance of linking the CLMS with awareness raising and outreach initiatives and this would indeed also tie in with the priorities in the draft NAP on child labour.

Regardless of the scope of the pilot testing of the tool, it is highly recommended that the CLMS is developed in a step-by-step iterative process that allows for trial and error and adjustments along the way. An incremental approach was highlighted as key by multiple KIs who participated in the interviews for this study.

Step 3: Develop the referral system

To ensure an effective referrals system, Standard Operating Procedures (SOP) must be developed as one of the first steps in setting up the CLMS. The SOP must at least define roles and responsibilities of key partners, define referral pathways for individual children and families and outline the types of services that children (and families) can be referred to. The latter is, or the purpose of simplicity referred to as a "service package" in this report.

In terms of defining roles and responsibilities, KIs generally indicate that the CLMS must be owned by the MOLIP (DOL) but that parts of it can be operated by other partners. More, the Police, Ministry of Home Affairs, Ministry of justice and various civil society organisations. specifically, KIs recommend that the referral system must be integrated with the DSW CMS as discussed above.

The referral pathways are already outlined within the DSW CMS to a great degree but it might be useful to review the referral pathways to ensure that they can fully accommodate child labourers and cases referred through the Labour Inspectorate, schools etc.

This is linked to also ensuring that the service package, already defined in the CMS, is sufficient and appropriate to child labourers. This is most likely the case as child labour is indeed already part of the CMS. It is beyond the scope of this study to review the existing service packages, but the list below may be a useful reference point for defining roles and responsibilities and services. The list is drawn up based on both the KIIs and the deliberations during the partner workshop.

- Identification of children: MOE and Ministry of Border Affairs is schools; DSW at community level; DOL and FGLLID in work places; City Development Committees, NGOs and CBOs in communities; trade unions in work places and communities; employers organisations and individual employers in work places; health care providers through clinics and outreach; agricultural extension services in work places and communities
- Needs assessments for children and families: NGOs and DSW case managers. It may be

appropriate to also train other partners to assess needs to prevent overload among current case managers. This might include training school managers, labour inspectors and other who ae likely to come into contact with children. Partners are encouraged to explore this topic during the design phase.

- Investigation, prosecution, access to justice in cases of severe abuse: Police, MOJ, labour inspectors. While the primary purpose of the CLMS is not law enforcement as such – but a wider approach to tackling root causes, access to justice for children who have suffered severe abuse can be an essential service both for the children to be able to move on and to prevent and deter similar abuse in other cases.
- Education support is the most important alternative to child labour and MOE and Ministry of Border Affairs as well as NGOs and monasteries run formal and non-formal education programmes and TVET programmes that can all be included in the referral. Financial support to allow participation in education and training may be needed in some cases (through alternative income opportunities or social protection schemes, see below).
- Similarly, linking with the existing counter-trafficking and child soldier programmes under Ministry of Home Affairs should be considered as should linking with City Development Committee Programmes for street children.
- Several KIs pointed out the importance of referral to psycho-social support for some children. This is often a scarce service but NGOs and religious organisations may be able to provide such services where government systems are overstretched. This may also have to include support for parents, whose children work due to, for example substance abuse in the family.
- As child labour is closely linked with poverty, alternative income generation and job opportunities for adults and/or opportunities for safe work for older children may be critical to ensure that children are not trapped in child labour. These services may not always be available through "traditional child protection actors", but rather through industrial programmes and industry associations, TVET institutions, NGOs focussed on business development, agricultural development etc. Hence, mapping these types of services at township level should be part of any mapping exercises undertaken during the design phase of the CLMS. In general, it should be stressed again, that KIs stressed the importance of basing the SOPs on thorough mapping of stakeholders, including service providers.
- Social Protection Schemes are also documented as effective tools to prevent child labour and support withdrawal of child labourers driven by acute poverty. The social protection schemes may be child grants, old-age pensions, unemployment benefits, health care schemes etc. Referral to social protection services can therefore be an important part of a 'referral package'.

As is evident from the above, multiple organisations may be providing services to a child or otherwise be in contact with the child and his/her family. Hence, it should be a key element of the SOP to define the primary entry point/contact organisation for the child (and family). This prevents confusion on the part of the child and situations where a child "falls between chairs". The CMS SOP should be the starting point but it might be worth considering whether other partners' staff (e.g. labour inspectors) can also be designated contact points for child labourers.

Equally important, the SOPs must consider how to ensure equal access for all children (including children living with disabilities, children in remote areas etc.). Very often, the most vulnerable children face the greatest difficulty in accessing services, for example if they lack a Citizen Scrutiny Card. Hence, it might be worth considering how to link with campaigns for registration, out-reach work to particularly remote and/or vulnerable communities etc.

Linked with the above, a key issue in Myanmar is likely to be how to make CLMS accessible to children on the move? Migration levels in Myanmar are very high and that can complicate both identification of children and access to services as a child may have moved on by the time the CMS receives a complaint/case referral. Hence, fine-grained identification, using multiple channels, may be particularly important in Myanmar. Moreover, mobility has implications for data sharing as it is important to ensure that new case managers get a full picture of a child's situation without the child having to recount every detail on every move.

Step 4: Organize the monitoring teams

As discussed above, the CLMS need not be a stand-alone system and monitoring can be integrated with existing systems, notably the CMS in DSW, the EMSI and the activities of the Labour Inspectorate. It is however, worth considering whether the CLMS should also enable specific multi-partner monitoring teams that can be activated if needed (for example Labour Inspection, DSW, police teams in cases where WFCL is suspected). Joint training sessions for staff from different departments and organisations should be considered in order to allow people to get to know one-another and build strong working relations and open communication channels.

Step 5: Train monitors and build capacity

Training both DSW, DOL and FGLLID staff (especially labour inspectors who have the mandate to enter work places) is essential as pointed out by a number of KIs. It is important to bear in mind that substantial capacity building and training has already taken place and that there a important lessons to learn and, most likely, training resources already available to a great degree.

It is however worth considering whether a more 'large-scale' training is required initially to build critical mass of people, with the right monitoring skills, in communities and key agencies is required. If so, the question of resources available obviously is critical. As discussed, above, joint trainings may also be important, not only to impart skills and knowledge, but also as a means to build relations between staff from different agencies.

It may also be worth considering whether child labour monitoring and referral could become standard items higher education curricula, for example in labour studies and social work, for future institutionalisation.

Step 6: Test the CLM design and think about replication

As previously discussed, several KIs very clearly recommended small scale initial piloting of the CLMS and incremental scale up. It is recommended that pilot areas be selected from the townships that already operate CMS.

5. Conclusions and core issues for an effective CLMS in Myanmar

Based on the issues identified in chapter 4, this chapter outlines some of the key issues were discussed further during the validation workshop on 8th November 2018. The list below outlines the key questions discussed during the workshop:

1. Is the overall proposed model realistic and workable for the Myanmar CLMS? If not, how should the overall model look?
2. What would be the roles and responsibilities of key stakeholders in the model? I.e. what should be contained in an MOU between partners and in the SOPs for the CLMS?
3. What are the key capacity constraints? How can they be overcome? And, more specifically, what training is needed to pilot and roll out the CLMS?

4. How can the data collection and sharing system be established to ensure no child is lost, but also that no child experiences breach of confidentiality?
5. How can we ensure identification and access in hard-to-reach areas, including conflict areas, and for the most vulnerable children (who may be hard to identify)?
6. How can we overcome shortages of services in some townships?
7. How could CLMS be piloted? And where?

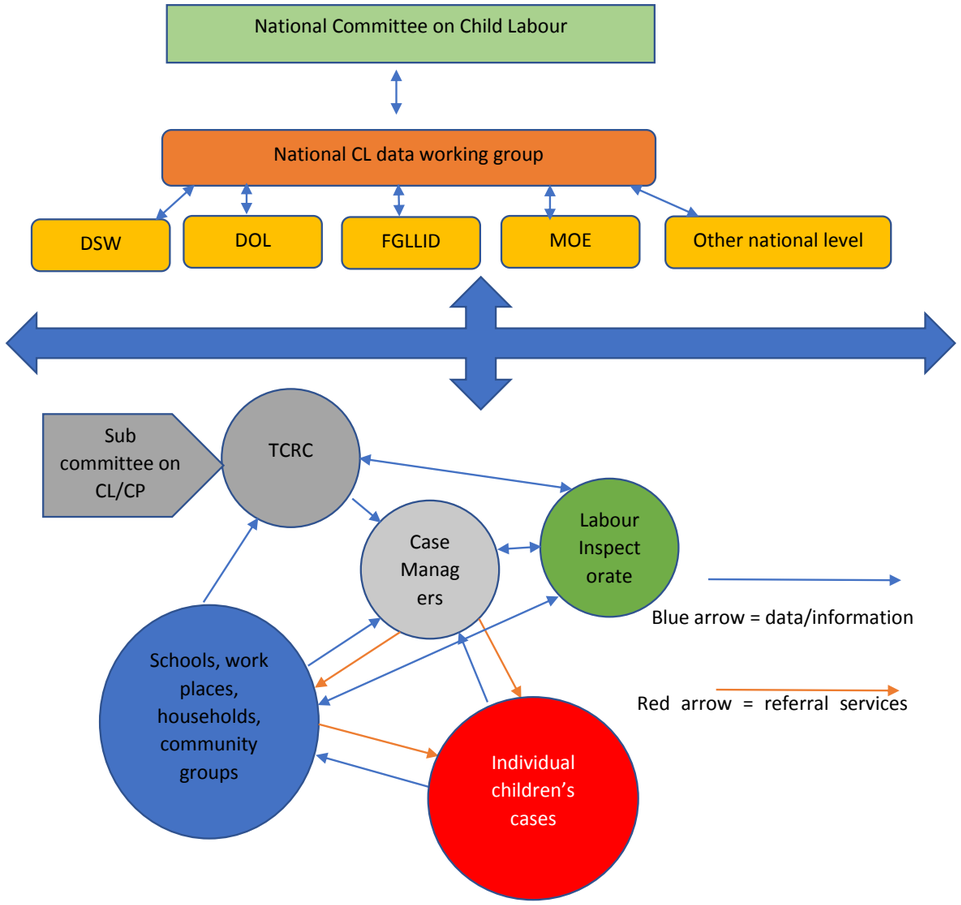
The workshop was the first, exploratory stage of developing the CLMS and partners will need to revert to some of these questions as the CLMS design progresses.

Below are the conclusions, derived from the KIIs, the FGDs and the workshop, which also form the conclusions of this report. These conclusions are not a blue print and, as mentioned above, partners will need to repeatedly revisit key questions. The conclusion to, however summarise main agreements and shared view points on the structure of the CLMS and the responsibilities of partners.

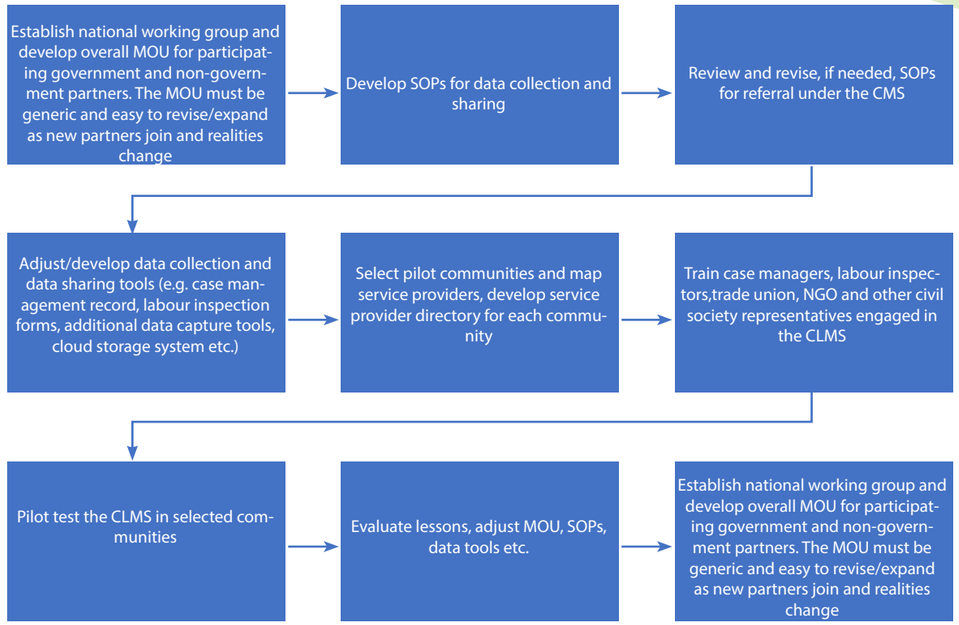
1. The Myanmar CLMS must be integrated with existing systems;
2. The MOLIP must take the lead on establishing the CLMS in close collaboration with the DSW as the CLMS referral component will be embedded with the DSW CMS;
3. Labour Inspection must become an integrated part of the CLMS and other systems, e.g. the EMIS might play a role contributing data as well
4. A two-tiered structure is required: Tier 1 is at the township level and tasked with both data collection and referral services; Tier 2 is at national level and the focus is on data sharing and analysis in a wider perspective.

In both tiers, information sharing and communication is absolutely essential and the system is complex, involving multiple stakeholders. Therefore, establishing a clear division of responsibility, which can be outlined in one or more MOUs as well as clear SOPs for both data collection and sharing and for referrals is recommended.

The overall structure of the Myanmar CLMS could be based on the below diagram. As described in chapter 4, this is based on diagrams developed during group sessions in the November 8th workshop.



5. Below is a tentative roadmap, or step-by-step guide for the immediate key steps in the establishment of the CLMS following on from the conclusions of this report. The roadmap is very tentative and will need careful review and adjustment by partners. More detailed planning will also be required, but the roadmap may provide a guide to this more detailed planning, including allowing partners to set clear and realistic goals and time frames and estimate the resources required for the establishment and roll-out of the CLMS in Myanmar.



It is the intention that the five points listed above will guide the development and implementation of the CLMS in Myanmar and that this report will serve as a base reference document for the process.

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