



# ILO EVALUATION

- Evaluation Title: **Programme on responsible business in Myanmar**
- ILO TC/SYMBOL: **MMR/13/14/DAN**
- Type of Evaluation: **Final Evaluation**
- Country(ies) : **Myanmar**
- Date of the evaluation: **01/01/2014 – 31/05/2016**
- Name of consultant(s): **Christian Schoen**
- ILO Administrative Office: **ILO Country Office for Myanmar**
- ILO Technical Unit: **Enterprises Department. Small and Medium Enterprises Unit**
- Date Project ends: **31 May 2016**
- Donor: country and budget US\$ **DANIDA DKK 10,000,000 (USD 1,608,589)**
- Evaluation Manager: **Mrs Reiko Tsushima**
- Evaluation Budget: **USD 35,000**
- Key Words: **Value Chains, Working Conditions, Decent Jobs, Responsible Business, Business Development Services, Social Dialogue**

**This evaluation has been conducted according to ILO's evaluation policies and procedures. It has not been professionally edited, but has undergone quality control by the ILO Evaluation Unit.**

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## Executive Summary

### Background & Context

#### Summary of the project purpose, logic and structure

In 2013, the Danish International Development Agency (DANIDA) has decided to launch a Programme on Responsible Business (PRB) in Myanmar, which consists of three distinct but mutually reinforcing components. Three different implementers implemented the three components. The Programme on Responsible Business started under the umbrella of DANIDA's good governance, democracy and human rights programme in Myanmar, but finally laid the groundwork for future economic growth and employment programmes that are expected to contribute to decent job creation and skills development.

The International Labour Organization (ILO) is implementing component 2 of the Programme 'the Responsible Industry Development Component' or short the '*Responsible Business Project*' (RBP). This evaluation fully focuses on Component 2 of the Programme on Responsible Business. The 'Responsible Business Project' officially commenced in January 2014 to run for an agreed duration of 24 months, and has been granted a no-cost-extension of 5 months until May 2016.

The project's specific development objective is: "*to contribute to decent work opportunities for men and women in the two value chains, as the main actors targeted within these, work towards following responsible business practices*". This is expected to be achieved through the following immediate objectives (outcomes):

*Immediate Objective 1:* Increased knowledge of key social partners on the underlying constraints and opportunities within the Garment and Fisheries sectors analysed and key underlying constraints identified

*Immediate Objective 2:* Improved business service provision for selected sectors

*Immediate Objective 3:* Improved social dialogue and policy environment in both sectors

*Immediate Objective 4:* Monitoring and Evaluation (M&E) System and knowledge sharing strategy for both sectors is in place

Identified constraints and opportunities (Outcome 1) will translate into interventions into the market system framework of both value chains, which will either improve the business service support structure (Outcome 2) or specific policy environment issues (Outcome 3).

The direct target groups of the Responsible Business Project are employers and employees of enterprises within the garment and fishery sectors. Final beneficiaries of the project are workers, women, youth, marginalized groups and the Myanmar society at large.

The project was designed with only partial involvement of stakeholders. Particularly with respect to the fisheries sector, the design of this project seems to be partly based on preparatory assessments and partly on donor assumptions. The choice of immediate objectives and the short duration of 2 years only make the project appear to be a laboratory for probing and testing different tools and concepts in the Myanmar context: better understanding selected key sectors, creating a business development service (BDS) provider structure and initiating social dialogue around sensitive topics that need attention and a solution in the medium- to long term. Such a project-logic would be coherent and, given time frame and resources, the project could meet its set immediate objectives.

The results chain of the project, the overall project goal and its main indicator (decent job creation) as well as the intention to use the Donor Committee for Enterprise Development (DCED) standard

for performance measurement, however, seem to be more ambitious than only experimenting with different possible approaches and tools. Therefore, there is certain incoherence in the initial project design, which needed to be corrected at the start of the project through intensive discussions between the ILO and the donor.

### **Present situation of project**

This independent final evaluation found the project with one month to go until project end. Most planned activities have been implemented, though a good portion of them just recently during the last five months between December 2015 and April 2016.

The project team is based in Yangon in the premises of the ILO Liaison office and consists of a Project Chief Technical Advisor (CTA), 2 National Project Coordinators (1 garment, 1 fisheries), 1 Monitoring and Evaluation Officer, 1 Finance and Administrative Assistant and 1 Translator. The first Chief Technical Advisor (in charge 05/2014 until 11/2015) was replaced by a new Chief Technical Advisor (12/2015 to 5/2016) due to maternity leave. For the last 6 months of project life, an international technical officer who joined the project team in November 2015 completed the new project management. In addition, the project received technical backstopping from an ILO official in the Enterprise department in the ILO, Geneva. At the time of the evaluation, the ILO Liaison Office in Yangon reported directly to the Deputy Director-General for Management and Reform in Geneva.

### **Purpose, scope and clients of the evaluation**

The objectives of the final evaluation are to assess the extent to which the project objectives have been achieved and to identify lessons learned and good practices.

Within this framework the final evaluation consultant, Christian Schoen, an independent consultant, asked a number of specific questions under the headings of validity of project design, relevance effectiveness, efficiency, impact and sustainability. The evaluation took into account all interventions, the full geographical coverage (Yangon, Mandalay, Pyapon and Myeik) and the entire official project life (January 2014 to May 2016).

Clients and users of the evaluation are the ILO Liaison Office in Yangon, the Deputy Director for Management and Reforms, the Regional Office for Asia and the Pacific, the ILO Department of Enterprises, the ILO Decent Work Team for South-East Asia and the Pacific, as well as the ILO constituents and the Donor. The Evaluation Manager was Reiko Tsushima in the ILO Delhi office.

### **Methodology of evaluation**

On the basis of the Terms of Reference (TOR), the evaluation consultant prepared an Evaluation Matrix indicating how he expected to obtain the required information and a standard list of questions for different groups of stakeholders. The consultant reviewed the reports and documents listed in the TOR, as well as further documents provided by the project. Interviews and Focus Group Discussions (FGD) took place with the full range of stakeholders, at the national and local level in Myanmar. This included target beneficiaries, which allowed gathering some anecdotal information on impact. Skype conversations before and after the field mission with the evaluation manager, the backstopper in Geneva, the previous programme manager of the ILO in Myanmar as well as 2 international trainers (Sustaining Competitive and Responsible Enterprises - SCORE approach) completed the research.

At the end of the assignment, some of the key stakeholders were briefed on the main preliminary findings and their feedback obtained during a stakeholder consultation workshop.

The evaluation followed United Nations (UN) evaluation norms, standards and ethics.

## Main Findings & Conclusions

### Relevance

A fundamental achievement of the project was expected to be an increased understanding of the key social partners about the underlying constraints and opportunities in the selected value chains. However, the project could only partially contribute to such an enhanced understanding for two main reasons: the limited depth and partly quality of the value chain analysis (VCA) and sector studies as well as the delays in finalizing and sharing them.

The positive correlation between working conditions, better business practices and productivity is another important understanding the project intended to create among the constituents' and partners. Also this awareness was created only to some extent. Interview partners confirmed that this link is plausible, but it would need a specifically designed monitoring system to prove the attribution.

Both sectors (Garment, Fisheries) selected for this project are highly relevant for receiving attention in terms of decent work and responsible business practices. Both sectors are labour-intensive, have issues with working conditions, child labour, sustainable practices and a high future economic potential. But both sectors are challenging to work with. The garment sector is already overcrowded with development projects of which most chose the Myanmar Garment Manufacturers Association (MGMA) as main counterpart. The fishery sector was not well researched at project start and is more complex than initially assumed due to a multitude of different value chains concerned (depending on the specific fishery product), each with different power structures and interests of value chain actors.

The project was also relevant in terms of successfully testing the suitability of local conditions for bringing BETTER WORK to Myanmar. The Responsible Business Project has implemented some of the training tools from BETTER WORK, such as Human Resources (HR) Induction, Rights & Responsibilities and Supervisory Skills. All faced high demand. This is increasing the chances that the BETTER WORK programme might open a project office in Myanmar in future.

Moreover, the project was able to successfully align with and support other relevant work areas of ILO in Myanmar like combatting child labour, freedom of association and building capacity of existing and future entrepreneurs.

The project design is in line with and supporting the third and sixth key policy areas of the inception phase of the Decent Work Country Programme (DWCP) for Myanmar: *Socially responsible enterprise development* and *Employment dimension of trade and investment*. Key topics included in the Responsible Business Project project design are highly relevant for implementing the strategic Programme and Budget (P&B) document of the ILO for the biennium 2014–15, such as *employment, social dialogue, standards and fundamental principles and rights at work*. The project is also relevant for implementing the UN Strategic Framework (2012-2015) for Myanmar, particularly in terms of achieving *inclusive growth including agricultural development and enhancement of employment opportunities*, which is directly targeting the realization of MDG 1b (*achieve full and productive employment and decent work for all*). Assessing the project's relevance vis-à-vis the Framework for Economic and Social Reforms (FESR) in Myanmar shows that the project supports *sector policies for inclusive growth and poverty reduction, strengthening workers' rights* and the *parallel development of industry and agriculture* particularly in the "twin growth poles" Yangon and Mandalay.

According to the donor the Responsible Industry Development Component (Responsible Business Project) could not meet its objectives and accordingly the project could also not contribute to furthering the Danish strategy for development cooperation "The Right to a better Life".

### Effectiveness and Effectiveness of Management Arrangement

The project achieved its objectives partially. Late finalization and delivery of value chain studies hampered the enhancement of understanding of sector shortcomings and opportunities by the partners. The number of decent jobs created (609) exceeds the indicator expectations by almost 50% (400). The project monitoring reveals that most of these jobs are not newly created, but turned-decent (applying a set of decent work conditions). The capacitated business service providers ready to deliver services is below the set indicator (11 out of 20), as only two Training of Trainers (OTs) (Occupational Safety and Health (OSH) for fishing vessels, Sustaining Competitive and Responsible Enterprises (SCORE) training program) were conducted by the Responsible Business Project. The minimum number of enterprises reached with business development services is almost achieved (48 out of 50), as is the facilitation of social dialogue (3 out of 4 events / 2 out of 2 policy outputs). Most training participants rate the training quality as excellent.

Major factors compromising project achievement are late recruitment of Chief Technical Adviser and other staff, further delays during project life, and project management challenges which were not addressed in a timely manner. This was compounded by a limited knowledge of project personnel to navigate through International Labour Organization rules and procedures for smooth delivery. Furthermore, there were challenges in the alertness of management and technical backstoppers, only gradually growing sector expertise and knowledge of National Project Coordinators and the project manager, lack of strong partners at national and sub-national level and ILO's initial image of being strongly oriented towards workers more than to the employers, making enterprise cooperation difficult. On the other hand, the availability of ILO tools and trainers as well as profound expertise in relevant topics available in other ILO projects enhanced project achievements.

Most project partners feel enhanced in their capacity through cooperating with the project at staff level or at organisational level. Some project partners are already using outputs and thus turn them into outcomes or probably will do so in future, e.g. the European Union Project SMEs for Environmental Accountability, Responsibility and Transparency (SMART) / SCORE, the Saunders Weaving Institute / Improve Your Business (IYB) or the Squid Association / OSH.

Gender equality was strengthened as far as it was integrated in ILO tools, such as in the SCORE program, the management-training package of the ILO (Generate Your Business Idea (GYB), Start and Improve Your Business (SIYB)) or the BETTER WORK training elements. The project also tried to achieve a balanced participation of women and men in all training activities. Women fill 90% of the decent jobs created.

The project management in coordination with the ILO Liaison Officer have succeeded in improving ILO's relationship to the Myanmar Garment Manufacturers Association by improving the ILO's image among garment enterprises and its representative organisation as a committed supporter of enterprise development. Interviews with partners and project staff showed that the project had received mostly adequate political, technical and administrative support from national and local partners.

However, it seems that the project has hardly engaged with national or sectoral trade unions as well as with the specialist from the Bureau for Workers' Activities (ACTRAV) at the ILO. Results-oriented communication mechanisms with trade unions or the Bureau for Workers' Activities to discuss workplace issues have never been established by the project.

The value chain and sector studies came up with recommendations for interventions, which were then discussed and prioritized with the stakeholders. However, it is not visible that based on this selection a clearly defined intervention strategy had been designed and put down. The project modified its approach slightly with every progress report, mainly to respond to continuous delays.

Some activities were cancelled due to lack of quality response on part of business service providers or beneficiaries, such as the business development service competition in the garment sector or the 'Improve Your Business' training modules 3 to 6 with weavers in Mandalay.

The project management was challenged for most part of the project, with improvements coming towards the last 6 months. It was observed that the project management that was put in place at the outset was poorly equipped to deal with the multitude of challenges, such as late start, lack of national sector experts for long-term and short-term assignments, and International Labour Organization's initial image in Myanmar to represent interest of workers stronger than those of employers. This was compounded by the fact that the International Labour Organization office in Yangon was expanding at record pace, thus limiting the operational support that should have been provided to a donor funded project team with little knowledge of International Labour Organization procedures. However, assistance offered to the project management was not always accepted.

No effective Monitoring and Evaluation system or Knowledge Management system was in place, although this was the key requirement of Immediate Objective 4. Monitoring and reporting only happened at the activity level most parts of project life, not at the overall project level. At the activity level, however, monitoring data are generally sex disaggregated.

### **Efficiency**

Human resources in the project could have been allocated more strategically and efficiently to achieve outputs and outcomes. The same applies to the time resources, which have been particularly precious in this project due to short lifetime and late start.

Apart from some minor interaction during the first six months, the project (the Responsible Industry Development Component) has hardly utilized any inter-linkages with component 1 (Regulatory Framework Component) and component 3 (Private Sector Component) of the Programme on Responsible Business. On the positive side, in some cases project resources have been leveraged with project resources of other projects to maximize the impact and support each other mutually. This includes other International Labour Organization projects (Freedom of Association, Child Labour, Enterprise Development, Garment/ State Secretariat for Economic Affairs - SECO project) or projects of other development organisations, such as Pyoe-Pin/British Department for International Development - DFID by financially supporting its Cut-Make-Pack to Free-on-Board (CMP-to-FOB) training or the SMART project of the European Union.

The budget delivery rate was low throughout the official project life due to the various delays. At the end of 2014 the delivery rate reached only 8.1% and then increased to about 50% by the end of 2015. During the no-cost-extension phase until May 2016, another 35% of available budget have been spent, which raises the overall delivery to about 85%. Alerted by the low delivery rates and other evidence in 2014/2015 the management and technical backstoppers were aware of the performance of the project. They provided advice to the first project management, including managing directly some of the activities, such as the development of the value chain analysis guide by the technical backstopper. However, intervention could have happened earlier and stronger to take necessary counter-measures.

The new project management in charge since November 2015 managed to organise the majority of outstanding trainings and social dialogue events during the 5-month extension period in a very efficient way.

### **Impact**

609 decent jobs have been created of which 66 are newly created jobs and 543 turned-decent, existing jobs. 549 (90%) of these jobs are held by women and 60 (10%) by men. However, at the outcome level only one (out of 8) supported enterprises fully adopted decent work standards and responsible business principles until project end. The knowledge of key social partners on underlying constraints and opportunities in both value chains only slightly increased. The number of business service providers capacitated to deliver trainings (SCORE, OSH) counts only 11 and enterprises reached with these services 48. On the other hand, social dialogue and policy environment are improved through consultation processes and outputs (child labour elimination, sustainable fisheries).

A variety of future likely impacts causally linked to the project are expected through future training activities and sharing events: OSH improvement on fishing vessels, turning more existing garment jobs into decent jobs SCORE, BETTER WORK roll-out), increase of food safety in Myeik and Pyapon (sharing of training content by trainees) and a few small-scale start-up enterprises (outside selected value chains) will most likely open and grow in Pyapon.

The “business case” (responsible business – productivity link) has mostly been understood and agreed by the partners. Many factory staff having participated in SCORE and/or BETTER WORK training sessions perceive significant changes in factories: higher productivity, better product quality, lower rejection rate by customers, more open workers. However, a specially designed monitoring system needs to be in place to verify the attribution.

### **Sustainability**

The OSH training for fish vessel crew will be most likely integrated in the curricula of the Department of Fishery (DOF) training school in Yangon and thus rolled out in future. Certain trainings or training elements will probably be replicated by the trainers/trainees capacitated (SCORE, OSH for vessels, Food Safety, ‘Improve Your Business’ modules) and will create more demand for training of trainers in future.

A few partners have taken ownership of project outputs, such as the Myeik fishery actors for the Sustainable Fishery Guidelines. The project recognized that as a follow up to the garment value chain analysis and its recommendations, the garment industry incorporated some value chain analysis recommendations into the 10-year strategy of the Myanmar Garment Manufacturers Association.

The sustainability of implementation plans following the training of trainers in the fishery sector after the closing date of the project is in danger as follow-up and monitoring is uncertain. The late delivery of a variety of trainings makes it impossible to monitor in how far newly trained trainers are delivering their trainings, how follow-up demand can be met and what business models are most suitable to meet this demand.

In terms of what the project might have triggered for the future, the project management is expecting that the significant demand for BETTER WORK trainings might increase the chance to attract the BETTER WORK programme to Myanmar, which would help improving working conditions in a fast growing garment industry.

## **Recommendations & Lessons Learned**

### **Main recommendations and follow-up**

Based on the findings of this final evaluation the evaluator gives the following recommendations to the project for the remaining project duration (recommendations 1 to 3) and to the ILO in general (recommendations 4 to 9):

1. Make sure that all partners receive all relevant documents still during project life. This particularly applies to the value chain analysis and sector studies, guidelines and codes of conduct that will enhance their understanding and will possibly change behaviour.
2. Set up a simple knowledge management system that ensures that all outputs of the project are centrally available and accessible after the project has phased out
3. Define a point of contact that will receive information on follow-up activities that go beyond the closing date of the project, e.g. OSH trainings for fish vessel crew
4. Review the Accelerator Programme of SCORE to assess whether it is comprehensive and effective enough to meet its objectives. Involve the SCORE trainers (international, national).
5. Create demand for SCORE training by running an awareness campaign among enterprises about the content and the benefits of the programme
6. Ensure a sustained commitment of the enterprises during the training implementation period and choose a suitable season for implementation (not too idle or too busy).
7. Manage the expectations of business service providers trained by the International Labour Organization early to avoid disappointment on their side, e.g. when not certified
8. When associations / employer organisations have weak internal communication structures with their members, inform the association and directly work with its members
9. The ILO in Myanmar should consider continuing supporting the fisheries sector in Myanmar by giving future attention in terms of decent work and responsible business practices, particularly to the marine capture fisheries.

### **Important lessons learned**

The lessons learnt extracted from the findings could be bundled into an overall lesson learnt on “What to Consider when Launching an Economic Development Project”.

1. Ensure key project staff (especially project manager) are in place at project start without delay. This could be achieved by frontloading recruitment procedures (job descriptions, advertisement, shortlisting) even before funding has been received. Make project management and team leading experience key selection criteria for project managers.
2. The more difficult the project circumstances, the stronger should be the management experience and skills of the project manager and the more intensive the programme/technical backstopping and monitoring. Design an early warning system that indicates whether a project is underperforming and set rules for intervention.
3. Carefully assess the project situation (capacities, challenges, status of delivery) before allocating more tasks and responsibilities for other projects to leading project staff
4. Allocate human resources efficiently in a way that each project staff can utilize his/her potential in an optimal way. For this, delegate sufficient responsibility and freedom of action to individual project members
5. Involve stakeholders from the beginning in the project design, particularly the three constituents. Do a stakeholder analysis during the design phase and review this analysis at project start in order to be able to identify strong and reliable partners at national and local level
6. Try to follow the requests of the project donor as far as possible, if these are reasonable and in line with the project objectives. Maintain an adequate communication with the donor on key program activities.
7. Allow for an inception phase, in which the ILO and the project management have the chance to reshape and adjust the project design, if necessary and appropriate. Here, small safe-to-fail experiments can reveal what works and what does not.
8. Try to understand the value chains/sectors early on in order to design suitable intervention strategies. Involve sector experts in this effort, e.g. by putting them on the value chain analysis teams.
9. Release project studies fast, while they are still up-to-date, and avoid lengthy editing, publishing and printing procedures, when time is tight

**Important good practices**

10. The project successfully pursued an integrated decent work approach by leveraging expertise and other resources of other International Labour Organization projects operating in Myanmar: Enterprise Development Project (SIYB trainings), Freedom of Association Project (OSH trainings) and Child Labour (technical expertise for consultation workshop and framework preparation). By this, the project provides an example of demonstrating the integrated approach encompassing employment, social protection, rights at work and social dialogue, which are four pillars of decent work.

The lessons learned and the good practice are described in more detail in this report and in the form of the ILO standard templates in its Annex.

## Acronyms

ACTRAV	Bureau for Workers' Activities
AFFM	Agriculture and Farmer Federation of Myanmar
BDS	Business Development Services
CMP	Cut-Make-Pack
CAN	Capacity Needs Assessment
CTA	Chief Technical Adviser
CTUM	Confederation of Trade Unions of Myanmar
DANIDA	Danish International Development Agency
DCED	Donor Committee for Enterprise Development
DFID	Department for International Development (UK)
DHR	Danish Institute for Human Rights
DWCP	Decent Work Country Programme
DWT	Decent Work Team
DKK	Danish Kroner
DOF	Department of Fishery
EMC	Emerging Markets Consulting
EiT	Enterprise Improvement Team
EU	European Union
FDI	Foreign Direct Investment
FESR	Framework for Economic and Social Reforms
FGD	Focus Group Discussion
FGLLID	Factories and General Labour Laws Inspection Department (in MOLES)
FOA	Freedom of Association
FOB	Free On Board
FSM	Full Service Manufacturing
GDP	Gross Domestic Product
GDI	German Development Institute
GOM	Government of Myanmar
GYB	Generate Your Business Idea
HR	Human Resources
HRB	Institute for Human Rights and Business
ICJ	International Commission of Jurists
IFC	International Finance Corporation
ILO	International Labour Organization
IYB	Improve Your Business
LED	Local Economic Development
MCRB	Myanmar Center for Responsible Business
MDFF	Myeik District Fish Federation
MDG	Millennium Development Goals
MFF	Myanmar Fish Federation
MGMA	Myanmar Garment Manufacturers Association
MOLES	Minister of Labour, Employment and Social Security
MSE	Micro and Small Enterprises
MTUF	Myanmar Trade Union Federation
M&E	Monitoring and Evaluation
NGO	Non-Government Organisation
NPC	National Project Coordinator
OECD	Organisation for Economic Cooperation and Development

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OSH	Occupational Safety and Health
PCC	Programme Coordination Committee
PPD	Public Private Dialogue
PRB	Programme on Responsible Business in Myanmar
PSD	Private Sector Development
ProDoc	Project Document
PMU	Project Management Unit
P&B	Programme and Budget
RBE	Results-based Evaluation
RBP	Responsible Business Project
ROAP	Regional Office for Asia and the Pacific
SCORE	Sustaining Competitive and Responsible Enterprises
SECO	State Secretariat for Economic Affairs (Switzerland)
SIYB	Start and Improve Your Business
SME	Small and Medium Enterprises
SMART	Specific, Measurable, Attainable, Relevant, Timely
SMART	SMEs for Environmental Accountability, Responsibility and Transparency (EU Project)
SYB	Start Your Business
TCPR	Technical Cooperation Progress Report
ToE	Training of Enterprises
ToR	Terms of Reference
ToT	Training of Trainers
UMFCCI	Union of Myanmar Federation of Chamber of Commerce and Industry
UN	United Nations
UNDAF	United Nations Development Assistance Framework
UNGP	United Nation's Guiding Principles
USAID	United States Agency for International Development
USD	United States Dollar
VCA	Value Chain Analysis
VCD	Value Chain Development

## **1. Background and Project Description**

### **1.1 Background**

Since 2011, Myanmar is going through a transition after the military regime gave way towards a democratic process and thence the administrative, legal, political and financial framework is changing considerably. This rapid change has created a lot of confusion due to the involvement of various international agencies, renewed economic development efforts and an increasing volume of FDI flowing in, particularly after the peaceful democratic elections in late 2015. Before the elections main investors into key sectors like infrastructure, garment, fishery etc. have been from other Asian countries like China, Japan, Korea, Thailand or Hong Kong and since the elections Europe and USA based firms are joining in. Especially in the garment manufacturing sector international brands are turning their focus to Myanmar. The garment sector is growing by 25-30% per year at present in terms of number of factories and production volume. However, access to funds, banking, technical know-how, production of accessories locally and many other supporting services as well as infrastructure are still limited, but would be necessary for the industry to operate efficiently. Currently, the garment manufacturing sector operates on a CMP (Cut-Make-Pack) basis, with all inputs being supplied by buyers. The garment sector receives a lot of donor attention. In Yangon, where most garment factories are located, currently 26 donor-funded projects are supporting this sector and almost all work through the Myanmar Garment Manufacturing Association (MGMA).

At the beginning of 2014, there was little information available on the fisheries sector, but more generic studies on agriculture indicated that fisheries play a significant role in terms of income and employment generation as well as food security in Myanmar. Myanmar has both, significant marine fisheries resources along its 3,000 kilometre coastline and in the major rivers and the Irrawaddy delta substantial freshwater fishery and aquaculture potential. The overall production volume of Myanmar's fisheries is expanding rapidly with fish and shrimps becoming major export items. The Department of Fisheries (DOF) faces severe constraints in responding to various challenges, such as enforcing of laws and regulations like the ban on prohibited fishing gear. Moreover, decline in fish catch can be observed related to over-fishing.

Since 2006, the ILO has played the role as the official mediator on forced labour and child labour and is mainly renown for this specific mandate among public and private sector actors in the country. The number of ILO projects increased significantly in recent years, making it one of the fastest growing ILO field offices globally (growing from around 9 staff to over 75 in a period of two years). In terms of economic sub-sectors, the ILO is mainly focusing on Garments, Fisheries and Tourism. The ILO Liaison Office in Myanmar is currently and at interim basis managed by the Deputy Liaison Officer (until the new Director will arrive in June 2015). The country office in Myanmar directly reports to the Deputy Director General for Management and Reform in the ILO headquarters in Geneva, unlike other countries in the region, which report to the Regional Office for the Asia and Pacific in Bangkok and receive technical support from the Decent Work Teams either in Bangkok or Delhi.

## 1.2 Project description

In 2013, DANIDA has decided to launch a Programme on Responsible Business (PRB) in Myanmar. The Danish Government understood that there is an immediate need to address the social and environmental risks and implications that the present business environment and the fast growing industry represent. In January 2014, the PRB started under the umbrella of DANIDA’s good governance, democracy and human rights programme in Myanmar, but eventually PRB laid the groundwork for future economic growth and employment programmes that are expected to contribute to decent job creation and skills development for the large young population of the country. The lifetime of 2 years indicates that the PRB is rather a precursor and a laboratory for more comprehensive growth initiatives in the future.

The Programme on Responsible Business in Myanmar consists of three distinct but mutually reinforcing components. The development objective of the programme is: *“Inclusive economic growth to be accompanied by responsible business practices in Myanmar”*. Three separate implementers implement the three components, each with respective immediate objectives, partners and primary target groups (see Table 1 below). At the overall programme level the achievement of the objective is measured against four indicators, which are:

- Number of decent jobs created in the companies supported
- Number of companies (per size category) supported actively applying responsible business practices in their operations
- Laws and policies adopted during project's lifetime would be in compliance with rule of law standards and international human and labour rights
- Government, businesses and civil society’s capacity to understand, and engage on, issues relating to international legal frameworks on business and human rights.

<b>Programme on Responsible Business in Myanmar (PRB)</b>			
<b>Component</b>	<b>Regulatory Framework Component</b>	<b>Responsible Industry Development Component</b>	<b>Private Sector Component on Responsible Business</b>
<b>Implementer</b>	International Commission of Jurists (ICJ)	International Labour Organisation (ILO)	Institute for Human Rights and Business (IHRB)/Danish Institute for Human Rights (DIHR)
<b>Partners</b>	Burma Partnership, HREIB, MLaw/Pyoepin, Paungku, Peace Law Firm a.o.	Service providers, organisations and MDAs in the textile and fishery sectors	Myanmar Centre for Responsible Business (MCRB)
<b>Primary target groups</b>	Lawyers, judges and government staff working with legal and regulatory issues	Employers and employees of enterprises within the textile and fishery sectors	Companies, business associations, labour unions and civil society organisations
<b>Eventual target groups</b>	Workers, women, youth, marginalized groups, the Myanmar society at large		

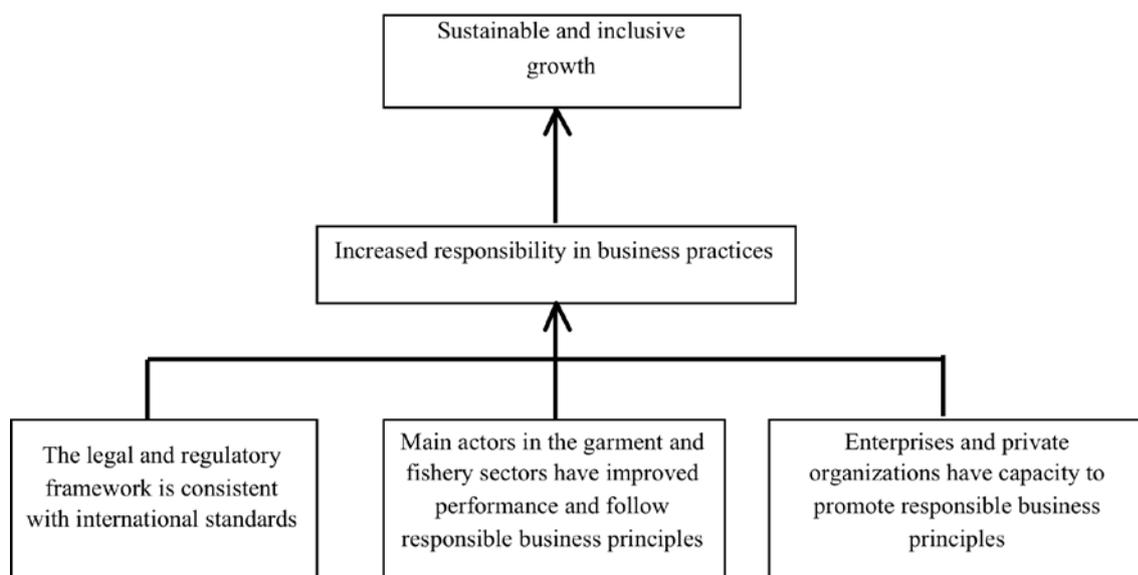
**Table 1: Programme on Responsible Business in Myanmar**

**Source: DANIDA 2013**

The ProDoc states that the point of departure of the PRB is the intention to support the government of Myanmar in protecting human rights in business, for which the government is committed to, and

thus make it more feasible for companies to pursue their corporate duty to respect human rights and the United Nations Guiding Principles on Human Rights (UNGP).

The PRB aims at supporting Myanmar in linking inclusive economic development with responsible business practices. This effort relates to foreign direct investment and joint ventures as well as domestic enterprises, among which social responsibility is typically low. The results chain logic of the programme is shown in Figure 1 below.

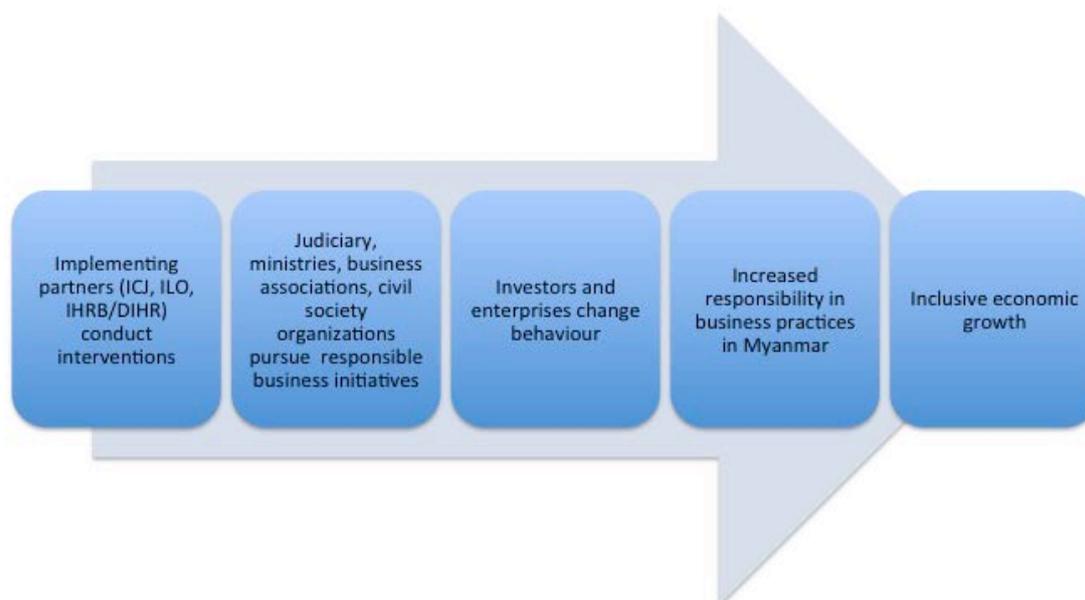


**Figure 1: Impact Chain of the Programme on Responsible Business in Myanmar**

**Source: DANIDA 2013**

Figure 2 below shows the theory of change (TOC) of the overall Programme on Responsible Business. Interventions contribute, through a series of changes through responsible business practices to inclusive growth. The implementing agencies (ILO in Component 2) work with selected counterparts and partners from government, private sector and civil society to create opportunities for enterprises and investors in Myanmar to improve their performance through behavioural change.

According to the TOC, the improvement in the performance of many enterprises operating or investing in leading sectors in Myanmar (like garment, weaving, fishery or tourism), will increase their incomes and will improve their competitiveness (and the competitiveness of the value chains they are operating in), which again may contribute to long-term, sustainable and inclusive economic growth. For this theory to work enterprises and investors need to recognize the potential benefits of this opportunity, i.e. the positive link between responsible business practices and improved business performance. Only then they will take advantage of the opportunity and improve their performance, for instance by producing and selling higher quality products to new markets which are sensitive to responsible business principles.



**Figure 2: Theory of Change of the Programme on Responsible Business in Myanmar**

**Source: DANIDA 2013**

The ILO is implementing component 2 of the Programme “the Responsible Industry Development Component’ or short the ‘Responsible Business Project’ (RBP). This evaluation fully focuses on Component 2 of PRB. The ‘Responsible Business Project’ officially commenced in January 2014 to run for an agreed duration of 24 months, and has been granted a no-cost-extension of 5 months until of May 2016. Hence, the overall project life will be 29 months.

The project’s specific development objective is to: *“To contribute to decent work opportunities for men and women in the two value chains, as the main actors targeted within these, work towards following responsible business practices”*. At the component 2 level the achievement of the objective is measured against the following indicator: *“At least 400 decent jobs have been created (of which at least 50% for women) overall in both sectors.”*

This overall objective is expected to be achieved through the following immediate objectives:

*Immediate Objective 1:* Increased knowledge of key social partners on the underlying constraints and opportunities within the Garment and Fisheries sectors analysed and key underlying constraints identified

*Immediate Objective 2:* Improved business service provision for selected sectors

*Immediate Objective 3:* Improved social dialogue and policy environment in both sectors

*Immediate Objective 4:* M&E System and knowledge sharing strategy for both sectors is in place

The project aimed to address and showcase the link between working conditions and productivity in both pre-selected value chains garment and fishery. By trying to establish the positive correlation between expected productivity gains and the improvement of working conditions the project attempts to make a “business case” for working condition improvements. Training tools developed specifically for improving working conditions, such as SCORE or training elements of BETTER WORK were applied by the project to showcase and demonstrate the “business case”. In addition, the project aimed to identify key “drivers” in the business environment that could trigger an

improvement of working conditions in the garment and the fishery value chains. The specific results chain of the 'Responsible Business Project' is shown in Annex 7.

The direct target groups of the Responsible Business Project are employers and employees of enterprises within the textile and fishery sectors. Ultimate beneficiaries of the project are workers, women, youth, marginalized groups and the Myanmar society at large. The partner structure is composed of service providers, private sector organisations as well as ministries, departments and agencies in the textile and fishery sectors. The ILO was expected to set up working relationships with a selection of these partners and strengthening them to provide the relevant business and financial services required by the two value chains.

## **2. Purpose of Evaluation**

The independent end of project evaluation of the Responsible Business Project in Myanmar is undertaken in accordance with the ILO policy guidelines for results-based evaluation (2<sup>nd</sup> edition, 2012), which provides for systematic evaluation of projects in order to improve quality, accountability, transparency of the ILO's work, strengthen the decision making process and support to constituents in forwarding decent work and social justice. An independent project evaluation is a mandatory exercise for all ILO projects with budget of more than USD 1 million. An independent evaluation is managed by an ILO official who has no prior involvement in the project and conducted by external independent consultant(s). ILO staff, the donor, tripartite constituents, relevant government agencies, NGOs and other key partners are consulted throughout the evaluation process.

This final evaluation has been conducted by the independent evaluator Mr Christian Schoen and is managed by the ILO Evaluation Manager based in the Decent Work Team (DWT) in New Delhi (Mrs Reiko Tsushima) with quality assurance provided by Regional M&E Officer (Mrs Pamornrat Pringsulaka), ILO Regional Office for Asia and the Pacific.

The evaluation is being conducted for the purposes of accountability and organisational learning. The objective of this final evaluation is to assess the extent to which the project objectives have been achieved and to identify lessons learned and best practices. As per ILO evaluation guidelines, the evaluation assesses the project against the evaluation criteria of relevance, validity of design, effectiveness, efficiency, impact and sustainability. Ultimately, the evaluation will come up with a set of practical recommendations for future similar interventions

## **3. Evaluation Methodology**

The conceptual framework applied for undertaking the evaluation is consistent with results-based evaluation (RBE) and addresses the following criteria proposed by the OECD: relevance, efficiency, effectiveness, sustainability and impact plus the criterion validity of design.

The main sources for answering the evaluation questions have been the tripartite constituents, particularly the Government of Myanmar and employer organisations, other project partners, stakeholders and members of the primary target groups (employers and employees in garment and fishery sector). For each of the above-listed evaluation criteria, the evaluation manager had included

between three and nine specific evaluation questions in the ToR (see Annex 1), which have been adopted and some of them slightly adjusted by the evaluator.

On the basis of this list of questions in the TOR the evaluator had prepared an Evaluation Matrix indicating how to expect obtaining the required information (Annex 2). The Evaluation Matrix (or Data Collection Work Sheet) describes the way the chosen data collection methods, data sources, sampling and selected indicators supported the evaluation questions. Based on this matrix, before each interview or meeting a customized list of questions has been selected for the respective individual or group of stakeholders met. In addition to discussions and interviews, the evaluator also reviewed the reports and documents provided by the project and listed in the Bibliography in Annex 4, as well as further documents provided by the project and other organisations during the field mission (29 April to 13 May). The evaluation draws on both subjective sources (interviews, focus group discussions, stakeholder workshop) as well as objective sources (development documents, donor reports, M&E reports, statistics etc.).

In Myanmar the evaluator has interviewed and had discussions with a range of stakeholders at the national and sub-national level. This included the project team, the main counterpart Ministry of Labour, various other relevant Government agencies at subnational level, employer organisations in the project value chains, other ILO projects and other donor programmes, the project donor DANIDA, different private enterprise partners in the selected value chains, selected business service providers, and target beneficiaries.

From target beneficiaries the evaluator received anecdotal information on impact, which was collected during Focus Group Discussions (FGD) in all 4 project locations. In terms of selecting suitable participants for FGDs in an unbiased way (avoiding the usual suspects only), prior to the field mission the evaluator conducted a random sampling of training participants based on lists per training group provided by the project. The evaluator chose 10 candidates from each group plus a reserve list of 5 candidates (in case some of the preferred candidates are not available). Male and female participants were selected in a balanced way. During the field mission, 10 FGDs were conducted with the following groups of project's training participants and groups of trainers:

1. Supervisory skills training / HR induction training: garments sector (Yangon)
2. SCORE (Round 1): garments (Yangon)
3. SCORE (Round 2): garments (Yangon)
4. SCORE Round 2: Garment sector trainers (Yangon)
5. SCORE Round 2: Fishery sector trainers (Yangon)
6. Supervisory skills training / Rights and responsibility training / IYB training: weaving sector (Mandalay)
7. TOT on food safety and OSH (Pyapon)
8. GYB / SYB (Pyapon)
9. TOT on food safety and OSH (Myeik)
10. OSH to fishing vessels personnel (Myeik)

Annex 3 contains the detailed work plan of the field mission with dates/times, evaluation activities, participants and locations. The evaluator had been accompanied and supported in terms of interpretation services by two interpreters (Moe Thida Htwe during the period 29 April-2 May and Soe Tint Naing during the period 3-12 May), whenever interpretation was needed.

The *Gender Dimension* is considered a crosscutting issue throughout the evaluation process, the draft and final report of the evaluation. Both men and women have been involved in FGDs, interviews and other consultations, as much as possible. The evaluator tried to draw on data that are sex-disaggregated, as far as available, and assessed the relevance and effectiveness of gender-related strategies and outcomes to improve lives of women and men.

The Responsible Business Project operated in four project locations in Myanmar: Yangon, Mandalay, Myeik and Pyapon. The evaluation covers all geographical areas of the project. Apart from Yangon, the evaluator has visited the other three project locations for one day and night each to undertake in-depth reviews at outcome level of the sector-specific project interventions (see map in Figure 1 below). In Yangon and Mandalay the project was involved in supporting and upgrading the garment sector. In Pyapon (freshwater), Myeik (marine) districts and Yangon the focus lied on fishery value chain development.

An obvious evaluation limitation and potential source of bias is the fact that the evaluator could only talk to one out of three relevant trade unions (Confederation of Trade Unions of Myanmar - CTUM) and that no trade union had been invited to the stakeholder validation workshop in coordination with the ILO liaison office in Myanmar and the RBP management. The reason behind these decisions is that the RBP had hardly cooperated with trade unions and that for official events all relevant trade unions or their federations need to be invited, also those without obvious working relationships to the project, such as the Myanmar Trade Union Federation (MTUF) and the Agriculture and Farmer Federation (AFFM).

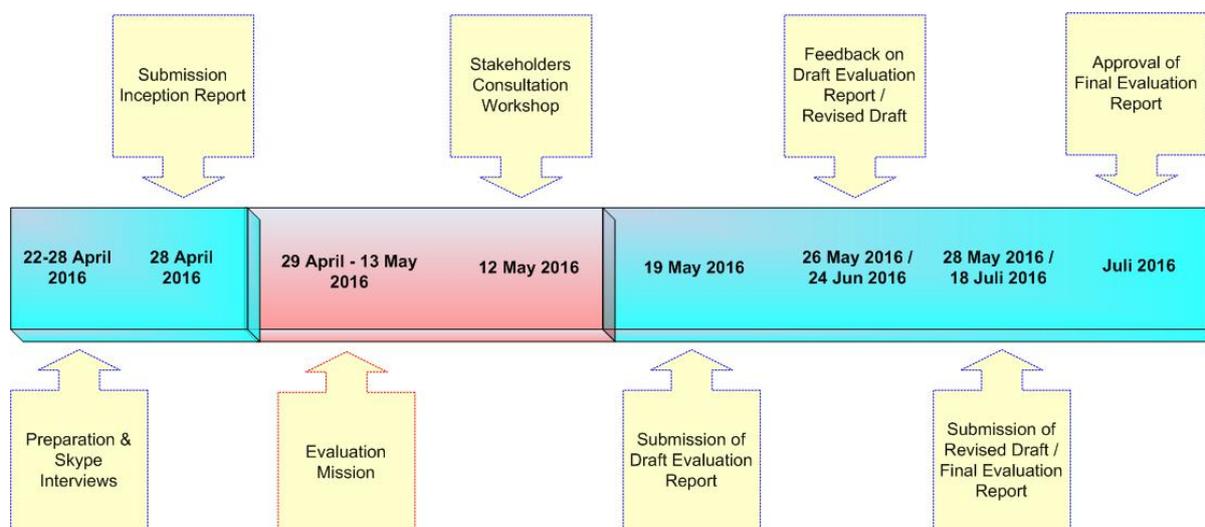
At the end of the fieldwork, the Responsible Business Project has organised a stakeholder consultation workshop (12 May 2016) to brief the key stakeholders on the main preliminary findings and to obtain their feedback. Unfortunately, only 8 participants attended the workshop of which 5 were from the Responsible Business Project. Neither a representative of the donor nor of the ILO country management could attend (see list of participants in Annex 3).

After the field mission, the evaluator has drafted this evaluation report (due date 19 May 2016). After having received two rounds of feedback from key stakeholders through ILO facilitation the evaluator has prepared a second draft until 28 May 2016 and a final version until 18 July.



Figure 3: Map of Myanmar

The figure below presents a timeline in the form of a work process flow chart, which indicates the phases of the evaluation, the relevant dates and key deliverables.



**Figure 4: Process flow of Final Evaluation of Responsible Business Project**

## 4. Project status and findings

To discuss the project status the findings are structured according to the validity of project design plus the five evaluation criteria of the OECD that need to be considered for this final evaluation: relevance, efficiency, effectiveness, sustainability and impact. As the evaluation matrix uses a similar structure the attempt is made here to answer the evaluation questions as detailed as possible for each criterion.

### 4.1 Validity of Project Design

In this sub-chapter the consultant briefly assesses the project design, which was described in sub-chapter 1.2 above and tries to answer the evaluation questions related to the validity of the project design (see Evaluation Matrix in Annex 2). The key question is certainly whether the project design is appropriate for achieving the planned results.

The Industry Component of the PRB (ILO's component) is the result of initial discussions between representatives of the Danish Ministry of Foreign Affairs, the ILO Liaison Officer and the ILO senior programme officer at the ILO Liaison Office in Myanmar in 2013. The Senior ILO programme officer at the ILO Liaison Office then elaborated the first draft of the proposal, which was revised by the Small Enterprise Department of the ILO in Geneva and submitted to the donor.

As a basis of drafting the proposal and of the selection of the activities the ILO used on-going work and tripartite discussions the ILO was having on garment at that time. It was foreseen that the identification of the activities concerning the fisheries sector would take place at the start of the project; the activities related to the fisheries sector were therefore to start later. Hence, during the design phase the tripartite constituents in Myanmar were involved and their requirements and concerns considered for the garment sector only and not for fisheries.

The records of the donor show that the Danish Embassy in Bangkok had commissioned a team of experts to conduct a scoping mission in October 2012, followed by an identification mission in June

2013 to assist the Embassy for the preparation of the program on responsible business. During those missions, the teams consulted with a range of stakeholders including government officials, such as the Ministry of Livestock and Fisheries, Myanmar Fisheries Federation, the private sector, NGOs and bilateral and multilateral development agencies.

Therefore, it can be assumed that the project design was at least partly based on preparatory assessments of the needs in the industry, including the capacities of the major national and sectoral stakeholders. However, there is no evidence that the capacity (interest/mandate, skills, knowledge, power) of all potential project partners in both sectors like MGMA, MF, DOF and others had been assessed thoroughly before project start and again at project start.

From the ILO side, the initial intention seemed to be a project design that could serve as a “laboratory” which would help assessing industry needs and the “fit” of ILO interventions, especially as defined by ILO tools in the Myanmar context. The donor and the ILO were having in mind more comprehensive future projects, for instance in one or both value chains targeted or on responsible business in general. Hence, the project looks like a precursor project that provides space and time for probing and testing different concepts and ILO tools in the Myanmar context. Discussions with the ILO Myanmar programme officer filling the position in 2013 also point into the direction that the Danish Government was interested in finding out what is possible in terms of sector development and responsible business support in Myanmar before embarking on more comprehensive initiatives. The choice of immediate objectives underlines the assumption of laying the foundation for something bigger to come: better understanding selected key sectors, creating a BDS provider structure and initiating social dialogue around sensitive topics that need attention and a solution in the medium- to long term. Such a project-logic would be coherent and, given time frame and resources, the project could meet its set immediate objectives. Also the ProDoc of the overall programme states: *“PRB is designed for a two-year period. The two-year period will be used to establish working relationships with a broad spectrum of partners and to gain practical experience with the approaches and methodologies developed. Hence, the lessons learned from the two years of operations should be documented and serve as the basis for considering a possible new phase (a larger growth and employment programme) after 2015”* (DANIDA 2013). This is then certainly true for each component, including the industry component.

The results chain of the project (see Annex 7), the overall project goal and its main indicator as well as the intention to use the DCED standard for performance measurement, however, seem to be more ambitious than only experimenting with different possible approaches and tools. Here a behavioural change of enterprises in both value chains, adopting responsible business practices, creating decent work opportunities and decent job creation are expected, which all contribute to inclusive economic growth in Myanmar. Accordingly, the initial set of main project indicators (investment increase, income increase in garment sector, 200 new and 200 decent jobs created) is reflecting this ambition (DANIDA 2013). At project start, the “investment increase” and “income increase” were dropped and the “job” indicator was adjusted [*“at least 400 decent jobs have been created (of which at least 50% for women) overall in both sectors”*] and re-interpreted at the PCC meeting of May 2014. From then on, it is understood that *“decent jobs<sup>1</sup> cover not only new jobs*

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<sup>1</sup> Decent jobs are to be understood as jobs reflecting respect of fundamental principles and rights at work (in accordance with the ILO Declaration with the same name, revised version from 2010) (ILO 2010).

*respecting the fundamental principles and rights at work, but also existing jobs, which have been turned into decent ones*" (DANIDA 2014). Apparently, the ILO and the donor understood that it is difficult to achieve a wide dissemination of responsible business practices among enterprises and hard economic impact with the given project design, available funds, time frame and the situation on the ground at project start.

Gender responsiveness was factored into the project design (DANIDA 2013). The following key gender strategies are mentioned in the ProDoc: using gender-sensitive value chain analysis (VCA) tools, designing gender-sensitive interventions that respond to the challenges identified in VCAs and gender-sensitive project management and implementation.

In the project design, only risks related to the political situation, political interference, corruption and held-off enterprise investment were considered. None of these risks finally materialized and thus did not need to be mitigated or otherwise managed during implementation. Other risks, however, were not anticipated, but influenced project implementation and performance more severely. This includes the lengthy process of trust building between ILO and enterprises or their associations, such as MGMA due to the ILO's previously predominant role as mediator of forced and child labour. The project could also have anticipated the risk associated with the difficulty of identifying suitable BDS that are already on the ground and running their operation and could easily be trained in new tools and concepts.

## **4.2 Relevance**

Relevance is the extent to which the objectives of the Responsible Business Project are consistent with beneficiaries' requirements, country needs, global priorities and partners' and donors' policies.

Both sectors (Garment, Fisheries) selected for this project, which includes the enterprises, workers, women and youth operating in or linked to these sectors (final beneficiaries), are highly relevant for receiving the ILO attention in terms of decent work and responsible business practices. Both sectors are labour-intensive, have issues with working conditions, child labour, sustainable practices and, at the same time, a high future economic potential. Both sectors rank among the top 5 export industries of the country and increasingly attract foreign investments. Foreign investors particularly in the garment sector are keen to fully comply with all decent work and sustainability standards right from the start despite significant growth rates of the sector. From the perspective of a development organisation, the garment sector has the problem that it is already overcrowded with development projects. Currently, there are 26 donor-funded projects in the garment sector operating in Yangon of which most of them chose MGMA as main counterpart and the consequence that none of the projects receives the necessary attention and that donor coordination in this sector is particularly challenging. The fisheries sector, although a highly relevant sector, was not well researched at project start and is more complex than initially assumed. It includes a multitude of different value chains depending on the specific fishery product or groups of products and, hence, very different power structures and interests of value chain actors to be considered. The ILO had no initial relationships and contacts to any of these actors, which made it very difficult and time-consuming to enter the sector in the first place. Apart from being interesting for the donor (and hence technically supporting the development of a larger initiative), the two sectors were considered as strategic by the government. The potential of these two sectors was also reflected in studies published at the

time (JICA had done a study on Fisheries and several on Garment were done, notably by SMART Myanmar).

The project was also relevant in terms of successfully testing the suitability of local conditions for bringing BETTER WORK to Myanmar, which is a partnership project of ILO and IFC to improve working conditions in the garment sector. BETTER WORK is successfully applied in countries like Vietnam and Indonesia. The Responsible Business Project has implemented some of the training tools from BETTER WORK, such as HR Induction, Rights & Responsibilities and Supervisory Skills. All faced high demand when implemented by trainers from BETTER WORK-countries like Vietnam. The demand to participate in these trainings was so strong that a waiting list needed to be opened.

Moreover, the project could successfully align with and support other relevant work areas of ILO in Myanmar like combatting child labour, freedom of association and building capacity of existing and future entrepreneurs. ILO experts from other ILO projects addressing these issues have been supporting the project at specific social dialogue events or for specific training processes. This includes the Child Labour Project, the FOA project and the entrepreneurship development project.

The project design is in line with and fully supporting the third key policy area of the inception phase of the DWCP for Myanmar: Socially responsible enterprise development (ILO 2012b), especially with respect to building on existing ILO tools and experience, targeting especially vulnerable groups and assessing the feasibility of broader enterprise development initiatives. Key policy area 6 (Employment dimension of trade and investment) is addressed in terms of working with the Government and industry to address employment and decent work challenges in the garment industry and the fishery sector (aquaculture) in the light of expanding foreign investment.

The topics included in the RBP project design are highly relevant for implementing the strategic Programme and Budget (P&B) document of the ILO for the biennium 2014–15 (ILO 2014). The project addresses almost all strategic objectives of the ILO policy framework 2010 to 2015, namely *employment, social dialogue, standards and fundamental principles and rights at work*. Furthermore, the RBP project aimed at supporting half of the eight areas of critical importance for the years 2014–15 as presented in the P&B 2014-15. This includes *promoting more and better jobs for inclusive growth, productivity and working conditions in SMEs, decent work in the rural economy and protection of workers from unacceptable forms of work*. Out of the 19 outcomes to be achieved in 2014-15, which are contributing directly to the areas of critical importance, the project targets eight (*employment promotion, skills development, working conditions, occupational safety and health, employer's organisations, social dialogue and industrial relations, decent work in economic sectors and child labour*).

The UN Strategic Framework (2012-2015) for Myanmar has thirteen outcome-level results, grouped under four Strategic Priorities agreed with the Government of Myanmar (UN in Myanmar 2011). UN agencies operating in Myanmar were encouraged to align with and operate under this framework. The RBP was designed in a way that it could particularly contribute to Strategic Priority 1 “*Encourage inclusive growth (both rural and urban), including agricultural development and enhancement of employment opportunities*”, contributing to Millennium Development Goal (MDG) 1, and with repercussions on MDGs 2, 3, 4, 5, 6 and 7. In this document, agriculture includes fisheries besides crops, livestock, and forestry. Under Strategic Objective 1, particularly Outcome 1 (*need for an inclusive growth strategy including sector specific policies*) and Outcome 2 (*supporting most*

*vulnerable groups with a focus on smallholder and marginal farmers and fishers*) were expected to be addressed by the project.

Assessing the project's relevance vis-à-vis the Framework for Economic and Social Reforms (FESR) in Myanmar (GOM 2013), which lays down the country's policy priorities for 2012-15, shows that the project supported some major areas of economic and social reform, namely "*Sector Policies for Inclusive Growth and Poverty Reduction*" aiming at realizing MDG1. This includes the *development of fishery as well as of industry, manufacturing and SME development*, which are all expected to increase employment opportunities. Moreover, the project aimed at strengthening workers' rights for which cooperation with the ILO is explicitly mentioned in the FESR. The project choice of sectors also supports the GOM's emphasis to undertake industrial development along with agricultural development (here fishery) particularly in the "twin growth poles" Yangon and Mandalay.

According to DANIDA the Responsible Industry Development Component (Responsible Business Project) could not meet its objectives and consequently - in the eyes of the donor - the project could also not contribute to furthering the Danish strategy for development cooperation "The Right to a better Life" (DANISH GOVERNMENT 2012). This assessment might rather originate from the general dissatisfaction of the donor with the project, mainly due to non-delivery of requested data in the fishery sector and other promised outputs (e.g. M&E strategy, report mapping out key documents and issues in fisheries etc.) than from a thorough comparison of project results with strategic objectives laid down in the donor strategy document. Such a comparison might also have been difficult at the time of the evaluation, as the donor did not feel properly informed about what has happened and achieved since the last progress report at the end of 2015.

A fundamental achievement of the project was expected to be an increased understanding of the key social partners about the underlying constraints and opportunities in the selected value chains. However, the project could only partially contribute to such an enhanced understanding for two main reasons: the limited depth and partly quality of the VCA and sector studies as well as the delays in finalizing and sharing them. Even at the end of project life in May 2016 the evaluator talked to project partners and collaborators in Myeik and Mandalay who have not received nor seen the key VCA or sector reports concerning them (DOF / Marine Capture Fisheries VCA; Weaving Association / Rapid Assessment of Weaving Sector). The significant delays of finalizing, translating, printing and delivering these studies had a variety of reasons that also accumulated (e.g. lengthy process of finding suitable consultants of which some not performed as expected, internal editing, managing the approval and publishing process). Only the partners attending the VCA presentation events and intervention discussions obtained a better and up-to-date understanding of relevant value chain issues.

Another important understanding the project intended to create among the constituents' and partners' is the positive correlation between working conditions, better business practices and productivity. Also this awareness was created only to some extent. During the evaluation, interview partners from the private sector (supervisors, managers and owners) confirmed that this link was plausible, but would be difficult to prove without a monitoring system that is specifically tailored for this purpose. Such a specifically designed monitoring system to prove the 'business case' would certainly include output indicators such as productivity, product rejection rate and complaint rates by clients. The only fish/seafood-processing factory in Yangon that successfully went through the

SCORE process showed improved figures for those output indicators during the recent three months when SCORE was implemented, but could not clearly establish the attribution of SCORE-initiated factory improvements and these outputs.

### 4.3 Effectiveness and Effectiveness of Management Arrangement

#### 4.3.1 Effectiveness

The effectiveness is the extent to which the Responsible Business Project's objectives have been achieved taking into account their relative importance. This section also discusses the effectiveness of management arrangements.

The project's logframe from 20 April 2016 and the 4<sup>th</sup> half-yearly progress report from December 2015 indicate that the project implementation has achieved only some of its targets measured against outcome and output indicators.

The overall development objective of the Responsible Business Project aims at creating decent job opportunities combined with realizing responsible business practices. The development objective is measured against the indicator of decent job creation as described in chapter 1.2. At the end of project life, the number of decent jobs created is 609, of which 66 are completely new jobs created and the rest jobs that were turned decent due to the fact that the whole enterprise that provides all these jobs has turned decent with the support of the project (see Table 2 below for the criteria). 549 (90%) of the decent jobs created are filled by women, which is clearly exceeding the set quota of 50%. The garment manufacturing enterprise concerned (Dagon Talent) participated in the SCORE programme (round 3) and is the only out of 8 enterprises to meet all criteria specified in below Table 2, when monitored at the endline.

No	Decent work component	Criteria
1	Maximum hours which staff work per week	<61 hours, excluding breaks and including all overtime
2	Minimum wage is paid	Daily wage >3,599 Kyat
3	OSH policy	Existence of an OSH policy
4	OSH worker-manager committee	Existence of worker-manager OSH committee
5	Monitoring of accidents and near misses	Number of accidents and near misses are tracked
6	Provision of drinking water and lunch area	Drinking water and lunch area is provided
7	Provision of sanitary toilet facilities	Clean toilets are maintained
8	Monitoring of overtime	Overtime is tracked
9	Monitoring of grievances	Grievances are tracked

**Table 2: Criteria used to assess whether jobs within an enterprise were 'decent'**

**Source: Bird, J. 2016b**

In the following, the evaluator will briefly describe the project's main achievements and give an overall assessment per outcome/immediate objective.

**Outcome 1** can be summarized as *"Increased knowledge of key social partners on the underlying constraints and opportunities within the Garment and Fisheries sectors are analysed and key underlying constraints identified"* and constitutes the basis for Outcomes 2 and 3. Identified constraints and opportunities will translate into interventions into the market systems of both value

chains, which will either improve the business service support structure (Outcome 2) or specific business environment issues (Outcome 3). Hence, timely and good quality achievements of Outcome 1 are preceding activities and achievements of Outcome 2 and 3 (see results chain in Annex 7 for details).

The strategy for this objective rests on the following building blocks (see DANIDA 2013):

- Collection of sound data and statistics about the sector dynamics, trends, weaknesses and opportunities, followed by sound, gender-sensitive data analysis
- Offering packages of interventions. The problem analysis would ideally lead to designing a multi-level, systemic intervention strategy aiming at improving business management skills, market access, working conditions, and the enabling environment.
- Improving job creation potential, productivity and working conditions. The VCA should assess competitive advantages and disadvantages, but also productivity and working conditions in both value chains. Here the project will try to make a “business case” for working condition improvements.
- Including environmental aspects by specifically identifying environmental hotspots in the garment and fishery value chains.

*Main achievements:*

In 2014, the technical backstoppers of the project in Geneva have adjusted the overall value chain analysis (VCA) concept of ILO to Myanmar conditions. The result is a Rough Guide to Value Chain Development that provides a conceptual framework on how to create employment and improve working conditions in targeted sectors (Nutz, N. et al. 2015). Subsequently, the guide was translated into Myanmar language and built the conceptual framework for the upcoming value chain studies in both sectors.

Considering the adjusted value chain approach the TOR for the garment VCA have been produced by mid June 2014 and the TOR for the marine and freshwater VCA in November 2014. In each case, a combination of international and national consultants was contracted to conduct the VCAs and prepare the studies.

The garment VCA work was mostly completed at the end of 2014, but due to various reasons of editing and publishing formalities it took another 6 months until the study was officially published in mid 2015 (see EMC 2015). The marine fishery and fresh water fishery sector studies were both finalized during the first half of 2015 and published in mid 2015 as well (see MB & JJ 2015a and b). All value chain studies include intervention strategies and approaches, as recommended by the consultants based on the constraints and opportunities identified, and proposed action plans. As described above, the recommended interventions and actions would be the starting point for working on Outcomes 2 and 3 of the project.

The garment VCA looked at two elements of the industry specifically, which have received less attention by other development projects, the need for inputs and services. A long list of specific sub sectors was discussed and prioritized in a participatory way during a selection workshop held with industry stakeholders. The result is the selection of packaging (carton boxes and polybags), hangers (both input supplies) and skills related training (service).

In addition, the project decided to also look deeper into one of the input supplies that was not selected by stakeholders due to a lack of export orientation, which apparently was a selection

criterion; the textile and weaving industry. There were indications that this sub-industry is struggling in meeting decent work standards (ERGON 2015). The project management thus made the decision to undertake a rapid assessment of the local weaving and textile industry in Mandalay by applying a light-touch variety of the VCA approach. The study results indicate that there is an intervention potential for the ILO in terms of improving working conditions and business management skills (see RBP 2015b). Main partners at the local level would be the Saunders Weaving School and the Weaving Association in Amarapura, close to Mandalay.

#### *Overall Assessment*

In general, the quality of the three VCA studies is sufficient to derive sensible, but generic interventions that could support the project's objectives. However, the studies miss depth and – according to some industry experts working in development projects in Myanmar – do not add much to the current discussion and status of research. From ILO point of view, all studies are weak in discussing working conditions, productivity issues and environmental aspects, although this was particularly expected according to the project document. However, the VCA ToRs do not explicitly ask for a deeper look at these topics.

The donor specifically misses a detailed economic analysis and presentation of value captured at each stage of the marine value chains. A detailed economic analysis would include:

- Overall value added generated by the chain and shares of the different stages
- the production costs at each stage of the chain, and the cost structure along the chain stages
- the performance of value chain actors (utilization of productive capacity, productivity, profitability)

The marine capture fishery VCA only discusses the relative financial positions of fishers and floating jetty operators, but not of any other player along the value chains and also do not specify what type of fish or seafood is concerned (MB & JJ 2015b). Apparently, DANIDA had asked during the analysis process and then again at the results validation workshop of the marine fish VCA to provide detailed economic data. This was promised by the consultants, but then not supported by the project and the ILO office management who decided to abstain from collecting an additional set of data. The reason might be that additional fieldwork would have been necessary to collect such primary data in order to map value added, production costs and performance indicators along key marine product value chains. As DANIDA was considering embarking on a coastal fishing project in the medium term, these data would have been valuable for its project design. The non-delivery of the requested data, which was agreed to be provided after the validation workshop, unfortunately threw a negative light on the project overall and strongly influenced the assessment of the project success (Component 2 of PRB) by its donor.

In addition, the two fishery VCA studies show a couple of miscalculations in the tables presented. Partly wrong numbers are even discussed in the main text of the report. This comes as a surprise as the studies went through various editing processes in Yangon and Geneva.

Another significant weakness of all value chain and sector studies is their very late finalization and publication. All studies were only finalized in the first or second quarter of 2015, which left only about half a year for implementing activities until the end of the official project life. Also, in fast growing industries like the garment industry in Myanmar, sector studies need to be published as

soon as the analysis is concluded and the results written down. Publishing a study half a year after the final draft had been prepared, means that it will be out-dated in many respects (as was confirmed by interview partners).

In terms of the selection of both national and international consultants to prepare both VCA studies, it was mentioned during interviews that it would have been an advantage, if they had deeper sector experience. This was apparently not the case.

In conclusion, the missing depth, late finalization and delivery of studies significantly hampered the enhancement of understanding of sector shortcomings and opportunities on the part of partners and of the rationale behind some interventions proposed and conducted by the project.

**Outcome 2** can be paraphrased as *“Improved business service provision for selected sectors”* and is based on a business service facilitation approach (COMMITTEE OF DONOR AGENCIES 2001). This means that not the project is expected to offer and deliver business services to enterprises in the two selected value chains, but that it contributes to setting up BDS provider structures, which can then be used by enterprises in the future, particularly after project life.

The strategic thinking behind this immediate objective rests on (see DANIDA 2013):

- Building on existing and tested enterprise development products and a network of trainers. The BDS initiative of the project was expected to build on a range of enterprise development tools developed and applied by the ILO during more than a decade. Adaptation to local context, requirements and language would be considered.
- Developing the market for business services. BDS are to be provided via existing local private and public service providers that are capacitated and advised to improve their skills, extend their service portfolio and develop suitable business models. Charging for business services from the beginning would be paramount.

*Main achievements*

Although the VCA studies could only be published in mid June 2015, the results presented in the draft studies were already used earlier to start Outcome 2 activities. Table 3 below provides an overview of all BDS-related activities of the responsible business project, structured by year, sector and location. At the end of the 1<sup>st</sup> quarter and in the 2<sup>nd</sup> quarter 2015 training activities took place in Yangon in the Garment sector and in the second half of the year in Mandalay. Trainings in the fishery sector were organized in the 2<sup>nd</sup> half-year of 2015 in Yangon and Pyapon. In 2015 at the project location in Myeik only a capacity needs assessment (CNA) of the Myeik District Fishery Federation (MDFF) took place in order to find out in what way this service provider could be strengthened. The project, with a new management in place, used the 1<sup>st</sup> quarter of 2016 to complete all outstanding trainings that the previous management could not complete until her departure in November 2015. This, for instance, includes all training activities in Myeik.

Sector	Yangon	Mandalay	Myeik	Pyapon
<b>2015</b>				
<b>Garment</b>	- SCORE ToT (6 trainers/3 factories) - Supervisory	- Supervisory skills training (29 supervisors, 9 factories)		

	skills training (24 Supervisors, 5 factories) - HR induction (25 part. / 13 large factories) - HR induction (25 part. / 15 SME factories)	- Rights and responsibility training (22 part. / 9 factories) - IYB training* (14 part. / 10 factories)		
<b>Fishery</b>	- SCORE ToT (4 trainers/ no factories)		- Capacity needs assessment (CNA) for MDFF	- GYB training (27 participants) - SYB training (27 participants)
<b>2016</b>				
<b>Garment</b>	- SCORE ToT (8 trainers/ 4 factories) - CMP to FOB training** (19 part. / 12 organisations)			
<b>Fishery</b>	- SCORE ToT (2 trainers/ 2 factories)		- OSH ToT for Fishing Vessels' Crew (28) - Food Safety & OSH (26)	Food Safety & OSH (25)

\* Only 2 out of 6 IYB Modules could be conducted (Marketing, Costing)

\*\* Pyoe-Pin training event that was co-financed by RBP (at about 15% of training cost)

**Table 3: BDS relevant events (2015/2016)**

The training tools applied have partly been developed or co-developed by the ILO and are widely used in its development work around the globe. These tools can help enterprises to grow and become more competitive:

- Occupational Safety and Health (OSH)<sup>2</sup> training
- Food Safety training
- Sustaining Competitive and Responsible Enterprises (SCORE)<sup>3</sup> programme (training and consulting to improve productivity and working conditions): shortened Accelerator Program. SCORE is a simplified variety of the Kaizen approach.
- Training Elements of BETTER WORK<sup>4</sup>, a joint programme of ILO and IFC (striving for secure safe, clean, equitable working environments in the garment sector in selected countries):

<sup>2</sup> <http://www.ilo.org/safework/areasofwork/lang--en/index.htm>

<sup>3</sup> [http://www.ilo.org/empent/Projects/score/WCMS\\_322461/lang--en/index.htm](http://www.ilo.org/empent/Projects/score/WCMS_322461/lang--en/index.htm)

<sup>4</sup> <http://betterwork.org/global/>

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- Supervisory skills development training
- HR induction training
- Rights and responsibility training
- Business management-training programme<sup>5</sup>: Generate Your Business Idea (GYB), Start Your Business (SYB) and Improve Your Business (IYB)

Specifically, the following training tools were developed or co-developed by the Responsible Business Project:

- Food Safety and OSH (Fisheries)
- OSH for fishing vessels (Fisheries)
- CMP to FOB training (Garments / developed by Pyoe-Pin)

In addition, a BDS call for proposals in the garment sector was launched twice in the second half of 2015: “Business Competition for Business Service Providers (BDS) for the Myanmar Garment Industry”. The intention was to help the garment industry to reach its growth potential by contributing to developing a wide range of in-country business development and support services in order to achieving its growth potential. It was anticipated that about 5 bidders would win the business competition and receive a matching grant of 10,000 USD each to cover parts of their initial operational costs while setting up the support services. In the end, however, no proposal had finally been selected, as none of the applications submitted by domestic and international service providers met the quality requirements expected by the project. As a consequence, the project decided to discontinue this activity.

### *Overall Assessment*

In various FGDs and interviews the evaluator had the chance to talk to representatives of all groups of trainees who participated in the various trainings as well as to a proper selection of trainers capacitated in ToTs. Almost all trainees assessed the training they have received as very good (+2) to excellent (+3) (assessment on -3 to +3 scale). They also stated that implementing the new learning would have significant impact on the working conditions, worker-manager relationships, safety and health. The SCORE ToT process received mixed assessments by newly capacitated trainers.

A shortened Accelerator version of SCORE program had been designed a few years ago and first tested in Sri Lanka, Bangladesh and Turkey. An adjusted version of the short SCORE Programme was then introduced in Myanmar in the course of the Responsible Business Project and here ran as a pilot again. While the original SCORE program, consists of 5 modules, each implemented in cooperating factories over 3-month periods, the shortened program, condenses the 5 modules into one training package and moderates the implementation in only one 3-month period. The sequence of SCORE activities is as follows: Training of Trainers (ToT), Training of Enterprises (ToE), baseline assessment in enterprises and 12 enterprise visits over 3-months by trainers to implement activities. The RBP intended to run this SCORE process first in the Yangon and then in the fishery sector.

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<sup>5</sup> <http://www.ilo.org/empent/areas/start-and-improve-your-business/lang--en/index.htm>

The implementation, however, faced a variety of difficulties related to the selection of trainers in the first round (garment), the low production season of enterprises in the second round (fishery) and the decreasing commitment of enterprises in the third round (fishery, garment). The 1<sup>st</sup>-round trainers in the first half of 2015 lacked the necessary technical background and in-factory experience with the consequence that none of them could be certified. The 2<sup>nd</sup>-round trainers were more suitable in terms of knowledge and experience, but the in-house implementation of improving deficiencies in cooperating enterprises fell into the closed season of fishery, hence input supply was lacking. Ideal for implementing SCORE improvement in a factory is during a season that is not idle, but also not too busy. Two of the 2<sup>nd</sup>-round trainers could also participate in the 3<sup>rd</sup> round, which covered both garment and fishery. The 3<sup>rd</sup>-round SCORE process was most successful, as the whole sequence could be completed and 5 out of 6 enterprises were satisfied in the end and 8 out of 10 trainers were certified (1 SCORE trainer in the fishery sector and 7 SCORE trainers in the garment sector). All 7 SCORE garment trainers are current staff of the EU-financed SMART program, which is implemented by SEQUA Germany and works closely with MGMA. According to these SCORE garment trainers the Accelerator program is too short, particularly in terms of achieving significant changes at factory-floor level. Almost all trainers in the 3<sup>rd</sup> round struggled with decreasing interest and commitment of cooperating enterprises after the first few company visits. The garment trainers still managed to complete the agreed number of visits and work on the identified improvements, but one fishery SCORE trainer did not, which is why she was not certified. In conclusion, the SCORE program could be very valuable in the Myanmar context (for now in garment and fishery sectors), but needs a review in terms of content and duration, requires a careful selection of local trainers to be capacitated and of enterprises committed to change as well as a proper management of expectations of certification requirements of local trainers.

The OSH for fishing vessels in Myeik and the SCORE training program in Yangon are the only ToTs conducted by the RBP with the result of 11 BDS providers (2 in SCORE, 9 for OSH in fishing vessel)<sup>6</sup> being certified, who can offer their services now on the market to more garment and fishery manufacturers. These services are so far hardly available, but urgently needed by the industry, as confirmed by various interview partners during the evaluation, e.g. MGMA, H&M, MDFF, DOF etc. The remaining trainings (see Table 3) were directly delivered to beneficiaries. Given that RBP intended to capacitate BDS providers technically through ToT, coaching during first delivery of business services and helping them develop suitable business models, the main objective has rather not been fulfilled.

<b>Types of BDS</b>	<b>BDS providers delivering each type of BDS</b>
OSH for fishing vessels	9
SCORE	2
<b>Total</b>	<b>11</b>

<sup>6</sup> According to the M&E criteria each organisation could only be counted once as a BDS provider, regardless of the number of staff members within the organisation that are trained to provide a specific service, e.g. SMART with 7 SCORE trainers is counted only once or DOF (Yangon, Myeik and Pyapon) with various OSH trainers is also only counted once each (see Bird, J. 2016a).

**Table 4: Number of BDS providers developed by project activities**

Source: Bird, J. 2016a

The main indicators of Outcome 2 require: “At least 20 BDS deliver business services and/or advocacy services” and “At least 50 enterprises are reached by these services”. The final monitoring activities of the RBP come to the conclusion that the first indicator could not be met (only 11 out 20 BDS providers capacitated / see Table 4 above) and that the second indicator was almost met by the end of the project ((48 out of 50 / see Table 5 below).

At the end of the OSH for fishing vessels ToT, trainers and trainees elaborated an implementation plan for rolling out the training to vessel owners and captains to be implemented during the upcoming rainy season (June to August 2016). The only exceptions are two trainings already delivered by the Squid Associations in Myeik to 42 of its members during a recent full-moon period (when squid catching is not feasible) and by the Vantage Company in-house to parts of its staff. In conclusion, it is expected that there will be many more enterprises benefitting from this initial RBP initiative, but only after the project has closed.

Types of BDS	Number of enterprises receiving each type of BDS, by 30 <sup>th</sup> April 2016
OSH for fishing vessels	43
SCORE	5
<b>Total</b>	<b>48</b>

**Table 5: Enterprises reached by services delivered by BDS providers developed by project activities**

Source: Bird, J. 2016a

Two other project attempts could have contributed to widening the BDS provider network in the two sectors: the BDS competition in the garment sector as well as the CNA of MDFF in the fishery sector. The BDS competition was not successful due to the currently still very low level of existing BDS providers as discussed above. The CNA did identify, but not follow-up on any project activities that would help MDFF to develop BDS capacity and become a serious BDS provider for its members.

**Outcome 3** can be paraphrased as “Improved social dialogue and policy environment in both sectors” and targets a better and results-oriented communication between employers and workers, represented by the three constituents, i.e. employer organisations, trade unions and government.

The strategy for this objective rests on the following pillars (DANIDA 2013):

- Making synergies work through the utilization of inter-linkages with component 1 and 3 of the PRB, other ILO programmes and initiatives of other development partners.
- Creating ownership and facilitation through a participatory approach by consulting and involving partners and stakeholders in all project activities, intervention and implementation strategies for both value chains and taking into account the partners’ and stakeholders’ needs and concerns.

#### *Main achievements*

The project has created specific events around social, work-related issues that foster social dialogue. As a result, the project aimed at finding solutions for the issues targeted, which are jointly agreed upon and are thus contributing to trust building between the social parties. Three events and processes of this kind can be highlighted under Outcome 3, of which 2 resulted in concrete written outputs.

In collaboration with the SWITCH Asia project of the EU a regional seminar was organized in Myanmar focusing on the 'Sustainable development of Asia's garment and textile industry' on 30-31 March 2015. The event aimed at knowledge and experience sharing with 6 other Asian countries in the development of the sector dialogue on key issues relating to the industry's challenges and development in Myanmar networking between Myanmar industry representatives and those from other regions.

Hence, the event brought ASEAN experiences in the garment industry to Myanmar and discussed the competitive position of Myanmar in the global garment industry, while considering social and sustainability issues. 57 participants from 31 organisations attended the 2-day event.

On 15 March 2016, the project organized a workshop on '*Eliminating Child Labour in the Garment Sector*' in Yangon, which was attended by 46 participants from 28 organisations. As result of the workshop a framework eliminating child labour in the garment sector was drafted (RBP 2016a). Currently, the RBP collaborates with other key actors in the field to achieve endorsement from key stakeholders, including related Myanmar government agencies.

On 17 March 2016, RBP organised a knowledge seminar about '*Access to markets through compliance with sustainable practices*' with stakeholders from the fishery sector in Myeik. The seminar was a follow-up to earlier discussion with Myeik stakeholders that revealed that they are interested in developing a localized Code of Conduct for the marine fishery industry that would give guidance on issues like responsible fishing practices, labour practices, quality assurance, food safety etc. Following the seminar, further consultations were carried out in order to draft the '*Guidelines on Sustainable Practices for Myeik District Fisheries Federation*' (RBP 2016b). The guidelines are currently finalized and will be distributed to relevant stakeholders shortly.

#### *Overall assessment*

All three events above have been praised as useful and stimulating the urgently required dialogue on sensitive key issues in the respective sectors. Particularly, other development projects and targeted organisations that benefitted from these events are very positive about proceedings and outcome, such as Pyoe-Pin, SMART, MDFF or DOF. Only the trade union CTUM was less positive, as they complained to not having had the chance to comment on the content of the framework on eliminating child labour, which they say was pre-formulated.

The indicators in Outcome 3 require that "*at least 2 drafts for revised policies, laws or regulations and/or administrative changes have been shared with authorities*" and that "*at least two events improving social dialogue and policy review have been held per sector*". The first indicator has been achieved fully (1. Framework for elimination of child labour, 2. Guidelines for sustainable fisheries Myeik) and the second indicator partly (only 3 out of 4 events took place and one fishery event is lacking).

**Outcome 4** tries to make sure that an appropriate M&E System and knowledge sharing strategy for both sectors are in place.

#### *Main achievements and overall assessment*

Throughout project life no effective M&E system was in place. Relevant data collection and reporting only happened at the activity level most parts of project life, but not at the overall project level. Although indicator values and means of verification were discussed during the first two PCC meetings and then ultimately defined, they were not regularly tracked by the ILO project. However, also the donor did not specifically demand to be informed about the progress towards achieving the indicators as part of the progress reports. As a consequence, project management decisions were not informed by regular data collection and analysis at the overall component 2 / project level.

A knowledge management system is also not in place, although during the first PCC meeting in May 2014 the RBP had announced that it has commenced drafting a strategy for follow up and documentation of the project (DANIDA 2014a). The documentation would then be presented and linked to a dedicated website that will capture the lessons learned and activities under the RBP component. The evaluator tried to find both strategy and website, but without success.

The project proposal by the ILO proposed to adopt the M&E standard of the Donor Committee for Enterprise Development (DCED) in order to support planning and monitoring of the development process in both value chains by striving towards an internationally standardized set of impact indicators (ILO 2013). However, the donor decided in the second half of 2014 to eliminate the DCED standard for performance measurement. Given the project design, the intended impacts as well as late start and short project life, this can be considered a sound decision. Applying the DCED standard would mean huge efforts in terms of capacitating the M&E officer intensively, involving international consultancy input for designing results chains, business models and indicators for the intervention areas in each value chain targeted and finally tracking all necessary data continuously.

In 2015 the project prepared a couple of baseline studies. This started in mid 2015 by developing a baseline tool for the project with international consulting support as a means of verifying project activity and achieving project indicators (DE WITTE, E. et al. 2015). The tool was developed following a pilot testing in 2 garment factories and 2 fishery factories. It includes a wide range of “decent work” criteria and helps identifying changes in the development of new jobs. The tool was then utilized to prepare a baseline assessment of the weaving sector in Mandalay (NYEIN CHAN 2015a) and of the fisheries sector in Pyapon and Myeik (NYEIN CHAN 2015b).

The final tracking of outcome indicators as input into the final project report to the donor (and partly into this final evaluation report) is currently again based on baseline data generated at the activity level, mainly from SCORE and OSH training activities (Bird, J. 2016a & b)

At the time of the evaluation, the project was preparing two issue briefs on preliminary lessons learned on responsible industry development, one for each sector. The respective outcome 4 indicator demands that these drafts would be presented in learning events, which will certainly not happen. The evaluator has not seen any drafts of these outputs.

In conclusion, there was no effective M&E system or knowledge management system in place. Monitoring and reporting only happened at the activity level most parts of project life, not at overall project level. At the activity level, however, data are generally sex disaggregated.

Gender equality was strengthened as far as integrated in ILO tools, such as in the SCORE program, the management–training package of ILO (GYB and SIYB) or the BETTER WORK training elements,

which all address different interests and challenges of men and women. The project also tried to achieve a balanced participation of women and men in all training activities, which was easier in the garment sector and in fishery processing than in the upstream elements of the fishery sector. As pointed out above, the gender quote “50%” in the outcome indicator of decent jobs created was overachieved (90%).

#### **4.3.2 Effectiveness of Management Arrangement**

Setting up the project management at the project start was not entirely smooth. Some closely involved in the project upstart felt that the project management did not sufficiently have the subject expertise or the management experience to successfully manage the project in the existing environment riddled with complex challenges. The challenges that the project faced subsequently to deliver quality outputs on time indicate that the project lacked strong management and leadership capable of corrective action. This only goes to emphasize the importance of selecting a project manager following clear criteria encompassing management and technical qualifications and experience.

Another major factor compromising project achievement is the late start of the project overall (in May 2014 instead of January 2014), when the project manager was recruited. The exact reason for this late start could not be identified by the evaluator, as neither the ILO Liaison Officer nor the ILO Programme Officer from 2013/2014 are still working in Myanmar. As a consequence, the project had already lost almost half a year or 25% of its planned lifetime before it even started. Except for the national project coordinator (NPC) for Garment, it took another 6 months to recruit most of the other staff including the NPC for fishery. The NPC for M&E only joined in December 2014. The project experienced further delays in terms of identifying and contracting international and national consultants, conducting and publishing the value chain studies and other sector studies, organising social dialogue events etc. Until November 2015, when a new project management took over, the management capacity remained relatively weak. Besides, the project manager during the first 22 months and the NPC for Garment were also put in charge for another Garment project funded by SECO and implemented by the ILO. This absorbed about 40% of the work time of the NPC for Garment (although he filled a full-time position in the DANIDA project) and probably a considerable share of the available work time of the project manager. Management backstopping (from ILO office in Myanmar) and technical backstopping from headquarters in Geneva were possibly not alert enough to intervene timely and strongly. In addition, the NPC for garment had no sector expertise at project start and the NPC for fishery only basic sector knowledge. Both NPCs needed to gradually grow their sector knowledge along with the initial project management. This task is made more difficult by the fact that the two sectors are very different. Moreover, it was difficult to identify strong partners at national and local level, possibly also due to a lacking systematic stakeholder assessment at project start. For different reasons, partners remained weak. ILO’s initial image of being mostly concerned about child and forced labour made it even more difficult to move into enterprise development and cooperation. On the other hand, the ready availability of ILO tools and trainers as well as the expertise of other ILO projects enhanced project achievements.

Most project partners feel enhanced in their capacity through cooperating with the project at staff level, e.g. through having received training by the project, or at organisational level by simply cooperating with the project. The latter is surprising, as the project has not specifically strengthened the organisational capacity of any partner in a targeted way. The CNA of MDFF did result in many

recommendations on how to strengthen this association, of which however none has been implemented (MB & JJ 2015c). Some project partners are already using outputs and thus turn them into outcomes or probably will do so in future. Examples are the SMART project that has included the short SCORE training and consulting package in its service portfolio, the Saunders Weaving Institute in Mandalay that has integrated IYB elements in its curricula or the Squid Association in Myeik that will offer OSH training for fish vessels to all 300 members. Many other BDS providers having participated in the OSH ToT for vessel crew are also intending to roll out this training service during the next rainy season.

The project management in coordination with the ILO Liaison Officer have succeeded in improving ILO's relationship to MGMA by improving ILO's image among garment enterprises and its representative organisation away from only the mediator on forced/child labour, but also a committed supporter of enterprise development. Interviews with project partners and project staff indicate that the project had received mostly adequate political, technical and administrative support from national and local partners. Even though DOF at sub-national level in Myeik and Pyapon would have preferred to be the project's main partner, they accepted their secondary role and still supported the project.

It seems that the project hardly engaged with national or sectoral trade unions as well as with the specialist from the Bureau for Workers' Activities (ACTRAV) at ILO. The ACTRAV specialist reviewing the draft evaluation report has pointed out that no information was shared with the bureau on project design and progress. Apparently, the project has not worked with national unions (CTUM, AFF-IUF and MTUF) and there is also no evidence that it had worked with enterprise-level unions. In January 2015, an ACTRAV team mission to Yangon met the project management at that time and requested to adjust the project implementation strategies to leverage the participation of trade unions and of the ACTRAV specialist. Apparently, these adjustments have not taken place. In conclusion, results-oriented communication mechanisms with trade unions or ACTRAV to discuss workplace issues have never been established by the project.

The evaluator could not identify a clearly defined intervention strategy of the project. The VCA and sector studies came up with recommendations for interventions, which were then discussed and prioritized with the stakeholders. However, it is not visible that based on this selection a coherent intervention strategy had been designed and put down. Output 1.3 in the logframe expects that an "ILO intervention strategy is developed", but the monitoring comment of the new project management on this output reads as follows: *"Not a single document. This is detailed in project plans, including the no-cost-extension."* The project modified its approach slightly with every progress report, mainly to respond to continuous delays and not necessarily for strategic reasons. For instance, a no-cost extension of 5 months was requested in the 3<sup>rd</sup> Progress Report in July 2015 (RBP 2015d). Some activities were cancelled due to lack of quality response on part of BDS providers or beneficiaries, such as the BDS competition in the garment sector or the IYB training modules 3 to 6 in Mandalay.

The fact that a capacity needs assessment (CNA) of the MDFF in Myeik had been prepared with international consultant involvement, but did not result in concrete activities to strengthen the association as BDS provider and that the existence of this CNA is not even known to MDFF management, being the subject of the assessment and the potential beneficiary, seems to be rather

ineffective. Other associations seem to show stronger BDS potential, such as the Fishermen Development Association in Pyapon or the Weaving Association in Amarapura, if properly strengthened.

Apart from the last 6 months when a new project management took over, the management capacities and arrangements between May 2014 and November 2015 were sometimes not adequate and not always delivered good results, as discussed in detail elsewhere in the report. It needs to be emphasized here that the project had faced a lot of challenges (late start, lack of national sector experts for long-term and short-term assignments, a fast growing ILO office in Yangon as working environment, ILO's initial image etc.) that would have required very experienced project management. Project management is greatly affected by the managers' ability to lead the team, and their skills and experience. Particularly, when time is tight all NPCs need to receive as much freedom and responsibility as possible to fulfil their task according to their capacity. However, the expectations of potential staff responsibilities were diverse within the project team, as the NPCs feel that they could have performed better and faster, if they had more flexibility and freedom to act, particularly after having obtained the necessary sector knowledge.

#### **4.4 Efficiency**

The efficiency is a measure of how economically resources and inputs (funds, expertise, time, etc.) are converted to results.

In line with the deliberations on utilizing the potential of project staff under *Effectiveness* above, the human resources in the project could have been allocated more strategically and efficiently to achieve outputs and outcomes. The same applies to the time resources, which have been particularly precious in this project due to short lifetime and late start.

In addition, the project (the Responsible Industry Development Component of PRB) has hardly set-up and utilized any inter-linkages with component 1 (Regulatory Framework Component) and component 3 (Private Sector Component) of the PRB. Apart from the official project management meetings organised by the donor, the three components initially conducted meetings among each other every 2 months to share and discuss media reports on business practices in Myanmar. This series of meetings was discontinued after 6 months, allegedly due to low quality of results. The evaluator could not identify any other exchange or cooperation of the RBP (component 2) with the other two components of the PRB.

On the positive side, in some cases project resources have been leveraged with project resources of other projects to maximize the impact and support each other mutually. This includes other ILO projects (FOA, Child Labour, Enterprise Development, Garment/SECO project) or projects of other development organisations, such as Pyoe-Pin/DFID by financially supporting its CMP-to-FOB training or the SMART project of the EU.

The budget delivery rate was low throughout project life due to the various delays discussed above and cancelled activities. At the end of 2014 the delivery rate reached only 8.1% and then increased to about 50% until the end of 2015. During the no-cost-extension phase until May 2016, another

35% of available budget have been spent, which raises the overall delivery to about 85%<sup>7</sup>. Remaining budget of about 240,000 USD will remain unspent and be returned to the donor.

Alerted by the low delivery rates and other evidence the programme and technical backstoppers were aware of the performance of the project.<sup>8</sup> They provided advice to the first project management, including managing directly some of the activities, such as the development of the VCA guide by the technical backstopper. However, they could possibly have intervened stronger and earlier to take necessary counter-measures. This being said, any support offered or corrective measures suggested by the office management and technical backstopping also need to be accepted by the project management, which reportedly was not always the case.

The new project management in charge since November 2015 managed to organise the majority of outstanding trainings and social dialogue events during the 5-month extension period [or more precisely in the 1st quarter of 2016, as April (Myanmar new year) and May (evaluation, project closure) could not be used for this purpose] and hence in a very efficient way.

## 4.5 Impact

The impacts summarize the positive and negative, primary and secondary long-term effects produced by a development intervention, directly or indirectly, intended or unintended.

Impact should be measured first and foremost at the highest level of the results chain (see Annex 7). As economic growth has been abandoned early in project life as impact goal, only decent job creation remains. As discussed under Effectiveness above, 609 decent jobs (549 filled by women and 60 by men) have been created of which 66 are newly created jobs and 543 turned-decent existing jobs. This exceeds the indicator expectations by almost 50%. However, at the outcome level only one (out of 8) supported enterprises adopted decent work standards and responsible business principles, which is rather low success rate.

The knowledge of key social partners on underlying constraints and opportunities in both VCs only slightly increased, as discussed due to a lack of focus and depth as well as late delivery of VCA studies. The number of BDS providers capacitated to deliver trainings (SCORE, OSH) is only 11 (indicator: 20) and enterprises reached with these services 48 (indicator: 50). However, social dialogue and policy environment is improved through consultation processes and outputs (child labour elimination, sustainable fisheries).

As the Responsible Business Project is rather a preparatory activity and laboratory for more ambitious projects to follow in future and as important capacity building activities happen late in the project, it is expected that a variety of future likely impacts causally linked to the project will materialize. Particularly through future training events conducted by capacitated trainers or sharing activities by capacitated trainees, it is expected that OSH will improve on fishing vessels (i.e. fewer crew accidents, effective responses to accidents etc.) by rolling-out the OSH training for fish vessel crews), that more existing garment jobs are turned into decent jobs (SCORE, BETTER WORK roll-out), food safety in Myeik and Pyapon will increase (sharing of training content by trainees) and a few

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<sup>7</sup> The final financial situation for 2016 will be known only at the end of the project and will be issued by the finance department in Geneva.

<sup>8</sup> Reportedly, the technical unit in ILO headquarters sent out reminders and warnings about low delivery on repeated occasions, which were not acted upon by the project management or the office management

small-scale start-up enterprises (outside selected value chains) will open and grow in Pyapon. Anecdotal information received from trainers and trainees in all these locations indicate such a possible development. Besides, on-going projects like the ILO Enterprise Development project is considering to possibly take forward RBP activities in Myeik in the fisheries sector.

The “business case” (responsible business – productivity link) has mostly been understood and agreed by partners. Many factory staff having participated in SCORE and/or BETTER WORK training sessions perceive significant changes in factories: higher productivity, better product quality, lower rejection rate by customers, more open workers. However, a specially designed monitoring system needs to be in place to verify the attribution, which includes both input and output indicators. Indicators need to be tracked in different factories and observed over a longer period of time and complemented by narrative research (story-telling).

As a preparatory project the Responsible Business Project was not expected to trigger systemic change in the value chains it intervened. Three different dimensions of change define systemic change: transformation, scale and institutionalization (see JENAL, M. et al. 2015). There is no *transformation* in the fundamental way of ‘how things are done’ by the relevant actors achieved in the value chains garment and fishery. The project also did not reach *scale* in the sense that people are affected by changes in the two value chains rather than by the project directly. And finally, the *institutionalisation* looks for signs in the system indicating ownership of and commitment to maintain the changes by the value chain actors. There are some signs of ownership, e.g. with regard to the sustainable fishery guidelines in Myeik, but the commitment to act upon this code of conduct needs to be seen.

#### **4.6 Sustainability**

The sustainability indicates the likely continuation of the benefits from the Responsible Business Project after the development assistance has been completed. It estimates the probability of continued long-term benefits from the project and the resilience to risk of the net benefit flows over time.

In terms of what the project has triggered for the future, according to the project management the significant demand for BETTER WORK trainings lays a good foundation for the receptiveness of BETTER WORK training offers, if and when it comes to Myanmar. This would improve working conditions in a fast growing garment industry and would probably have systemic impact on how garment is produced in the country.

Moreover, the OSH training for fish vessel crew will be most likely integrated in the curricula of the Department of Fishery (DOF) training school in Yangon and thus rolled out in future. The former head of the DOF training school acted as co-trainers in the fish vessel OSH and is very convinced of the training package. Hence, an adoption by the DOF School is likely.

Certain trainings or training elements will probably be replicated (SCORE, OSH for vessels, Food Safety, IYB modules) and will create more demand for ToT. Future projects by the ILO or other development organisations (in cooperation with ILO) will need to consider meeting this demand.

A few partners have taken ownership of project outputs specifically designed for them, as the Myeik fishery actors for the Sustainable Fishery Guidelines. Moreover the project recognized that as a

follow up to the garment VCA and building on its recommendations (particularly in the areas of developing the linkages between input supplies and the garment industry), the garment industry incorporated VCA recommendations into its '10 year strategy', thus ensuring a prioritization of the areas covered in the VCA goes beyond the project (see RBP 2015d).

The sustainability of implementation plans following the ToTs in the fishery sector after closing date of project are in danger as follow-up and monitoring is uncertain. The late delivery of a variety of trainings makes it impossible to monitor how freshly trained trainers are delivering trainings by themselves and how follow-up demand can be met. This also includes the development of BDS business models and their up-scaling. It was the intention of the project to select the best business models to deliver business services in the Myanmar context to enterprises on a cost-covering or better profit-oriented basis and advise BDS providers on how to adopt these models. This cannot be supported anymore by the project due to continuous delays in implementation and a short project life overall.

## 5. Conclusions and recommendations

### 5.1 Conclusions

The project has been officially operational for 29 months (January 2014 to May 2016), but in fact only worked for 25 months (May 2014 to May 2016), as it lacked project staff for the first 4.5 months. The project was designed as the responsible industry component in a larger 3-component Programme on Responsible Business, which was originally designed as a precursor and as the basis for considering a larger growth and employment programme. However, it seems that during project life the expectations and understanding of the responsible industry component (responsible business project / RBP) changed on part of the donor and on part of the ILO.

Taking the original project design as a point of departure and looking at the five OECD DAC evaluation criteria it can be summarized:

The RBP project is highly **relevant** in terms of the main immediate objectives (understanding key sectors deeply, setting up BDS providers, initiating social dialogue) and the sector choice (garment, fishery) and testing the readiness to come in with specialised ILO tools to create decent work conditions, improve productivity and business management. The project design, however, could have been more coherent and realistic in terms of congruence of logframe and results chain. The project shows limited **effectiveness** due to late project start, initially limited management experience, constant delays with most project activities and moderate quality of some outputs. The project **efficiency** increased at the end of project life (particularly during the last 6 months), but most of the project duration low delivery rates and sub-optimal resource allocation (human resources, time) prevailed. With higher effectiveness and efficiency the project could have achieved much more in terms of probing, testing and learning for the design and implementation of future projects.

The chances for the project's **sustainability** are medium to good particularly when considering it a preparatory programme and an experimentation phase. First capacity has been created and important lessons learned. These lessons need to be captured and made available in the future through an effective knowledge management system that had not been created by the project yet.

The project's **impact** is most significant for social dialogue and final beneficiaries (factory workers, including women and youth), less for BDS providers and for understanding sector constraints/opportunities by the partners. More decent jobs have been created (609) than expected (400), but most of them by converting existing jobs into decent ones and all in one single factory. 549 of these decent jobs are filled by female workers and 60 by male workers.

## 5.2 Recommendations

Based on the findings of this final evaluation the evaluator gives the following recommendations to the Responsible Business Project for the remaining two weeks of project duration (recommendations 1-3) plus to the ILO office in Myanmar (recommendations 4-9) for the time after the project. The evaluator does not expect any significant budget implications for implementing the first three recommendations to the project.

1. Make sure that all key partners receive all relevant documents still during project life. This particularly applies to the VCA and sector studies, guidelines and codes of conduct that will enhance their understanding and possibly change behaviour.
2. Set up a simple knowledge management system that ensures that all outputs of the project (studies, policy documents etc.) are centrally available and accessible after the project has phased out. The project has still to offer valuable lessons learned and insights important for future program design and implementation.
3. Define a point of contact that receives information on follow-up activities that go beyond the closing date of the project. For instance, the implementation of the OSH training plan for fish vessel crew is pending and will happen in June to August 2016. The Myanmar co-trainer of the OSH offered his service to monitor the implementation, but needs a point of contact within ILO.
4. Review the Accelerator Programme of SCORE to assess whether it is comprehensive and effective enough to meet its objectives. For this, get opinions of SCORE trainers capacitated by the project and review the mission reports of the two international lead SCORE trainers that include a lot of valuable lessons learned and recommendations.
5. Create demand for SCORE training by running an awareness campaign among enterprises about the content and benefits of the programme. For this purpose, closely cooperate with the SMART program that (1) has SCORE now in its service portfolio with 7 trainers certified and (2) has experience with such campaigns from advertising for its own Social Compliance Academy training package.
6. Ensure a sustained commitment of the enterprises during the implementation period and choose a suitable season for implementation (not too idle and not too busy).
7. Manage the expectations of future BDS providers trained by the project early to avoid disappointment on their side, particularly when it comes to certification.
8. When associations have weak internal communication structures with their members, seek direct contact to the enterprises members, but inform the association that you work with their members directly
9. The ILO in Myanmar should consider continuing supporting the fisheries sector in Myanmar in the scope of future projects, when appropriate and feasible. Particularly marine capture fisheries will need to receive future attention in terms of decent work and responsible business practices. The ILO could build on valuable experience made and networks created through the RBP.

## **6. Lessons learnt and potential good practices**

A variety of lessons learnt can be extracted from the findings described above. The lessons learned below can be bundled into an overall Lesson Learnt on “What to Consider when Launching an Economic Development Project” and described in detail in the ILO Lessons Learnt template in Annex 5.

1. Ensure key project staff (especially project manager) are in place at the start of the project without delay. This could be achieved by frontloading recruitment procedures (job descriptions, advertisement, shortlisting) even before funding has been received. Make project management and team leading experience key selection criteria for project managers.
2. The more difficult the project circumstances and challenges, the stronger should be the management experience and skills of the project management and the more intensive the programme as well as technical backstopping and monitoring attention and support. Design an early warning system that indicates whether a project is underperforming (including the indicator delivery rate and other suitable indicators) and whether project achievements are endangered. Set rules of intervention to be applied when a project is underperforming consistently.
3. Carefully assess the project situation (capacities, challenges, status of delivery) before allocating more tasks and responsibilities for other projects to project staff.
4. Allocate human resources efficiently in a way that each project staff can utilize his/her potential in an optimal way. For this, delegate sufficient responsibility and freedom of action to individual project members. If the project staff does not deliver or perform well, the responsibilities can still be reduced.
5. Involve all key stakeholders from the beginning in the project design, particularly the three constituents and other essential sector partners. Do a stakeholder analysis during the design phase looking at mandate, interest, power and available resources of potential partners and review this analysis at project start in order to be able to identify strong and reliable partners at national and local level
6. Try to follow the requests of the project donor as much as possible, if these are reasonable, feasible and in line with the project objectives. This includes maintaining adequate communication with the donor on planned program activities, e.g. by sharing draft ToRs and profiles of possible candidates for short-term assignments. Having close ties to the donor is important for successful design, project implementation and final project assessment.
7. Allow for an inception phase, in which the project management in coordination with ILO technical backstopper and the donor have the chance to reshape and adjust the project design, if necessary and appropriate. During that phase, small safe-to-fail experiments can reveal what works and what does not.
8. Try to understand the value chains or economic sectors early on in order to design suitable intervention strategies. Involve sector experts in this effort by putting them on each value chain analysis team. The lead analyst needs to be a value chain expert, but not necessarily a sector expert. Any other member on the analysis team, including national consultants, can contribute sector expertise. Lacking sector expertise was apparently a problem in all VCA studies.
9. Release project studies fast and as long as they are still up-to-date and avoid lengthy editing, publishing and printing procedures, when time is tight. If possible, work with draft version to disseminate results and design intervention strategies.

- The list is completed by one Good Practice, which also deserved a deeper description in Annex 5.
10. The project successfully pursued an integrated decent work approach by leveraging expertise and other resources of other ILO projects operating in Myanmar: Enterprise Development Project: SIYB trainings, Freedom of Association Project: OSH trainings, Child Labour: technical expertise for consultation workshop and framework preparation. By this, the project provides an example of demonstrating the integrated approach encompassing employment, social protection, rights at work and social dialogue, which are four pillars of decent work.

## Annex 1 – Terms of Reference

### International Labour Organization

Responsible Business Project

#### End of Project Evaluation

#### Consultancy Terms of Reference

21 April 2015

<b>Project Title</b>	Responsible Business Project
<b>TC Project Code</b>	MMR/13/14/DAN
<b>Starting Date</b>	01/01/2014
<b>Ending Date</b>	Original agreement: 31/12/2015 No cost extension: 31/05/2016
<b>Type of Evaluation</b>	Independent
<b>Evaluation Period</b>	01/01/2014 – 31/05/2016
<b>Project Locations</b>	Myanmar: Yangon, Mandalay, Myeik, Pyapon
<b>ILO Administrative Unit</b>	ILO Liaison Office for Myanmar
<b>ILO Technical units</b>	Enterprises Department. Small and Medium Enterprises Unit
<b>Financing Agency</b>	DANIDA
<b>Donor contribution</b>	DKK 10,000,000 (USD 1,497,775)
<b>Evaluation manager</b>	Reiko Tsushima
<b>ToR prepared</b>	21 April 2016

## 1. Introduction and rationale for evaluation

These terms of reference (TORs) concern the final evaluation of the *Responsible Business Project*, which is an ILO implemented component of a larger programme “Programme on Responsible Business in Myanmar” funded by the Government of Denmark’s development corporation agency, DANIDA. The programme has 3 components, implemented by 3 partners. The ILO is implementing component 2 of the Programme “the Responsible Industry Development Component’. Within the ILO and for the purpose of this document, this project is referred to as the ‘Responsible Business Project’. This evaluation is concerned solely with the said component 2: the Responsible Industry Development Component.

Having commenced in January of 2014 for an agreed duration of 24 months, and further attainment of a no cost extension of 5 months, the project will end in May 2016, after a total duration of 29 months.

In line with the ILO evaluation policy, an independent end of project evaluation is being organized. The evaluation is being carried out for the purposes of accountability and organisational learning. The evaluation aims to assess the extent to which the project objectives have been achieved and to identify lessons learned and best practices. As per ILO evaluation guidelines, the evaluation will assess the project against the evaluation criteria of relevance, validity of design, effectiveness, efficiency, impact and sustainability.

The independent final evaluation will be conducted by an independent evaluator and will be managed by the ILO Evaluation Manager based in the Decent Work Team (DWT) in New Delhi with quality assurance provided by Regional M&E Officer, ILO Regional Office for Asia and the Pacific.

The evaluation manager will prepare TORs and will subsequently finalize it in a consultative process. The evaluation will comply with United Nations Evaluation Guidelines (UNEG) Norms and Standards and the ethical safeguards will be followed.

## 2. Brief background on project and context

The Programme on Responsible Business in Myanmar consists of three distinct but mutually reinforcing components. The development objective of the programme is: “Inclusive economic growth to be accompanied by responsible business practices in Myanmar”, which will be measured through three indicators, namely:

- The supported sectors’ contribution to GDP
- No of companies (and size) within each industry supported, actively applying responsible business standards in their business operations and
- Number of decent jobs created in the sectors supported (by gender, social group and location).

The three components are implemented by three separate agencies, with respective immediate objectives, supported by a number of outputs and associated activities, as below (see matrix)

## Final Evaluation: Responsible Business Project in Myanmar

Component	Regulatory Framework Component	Responsible Industry Development Component	Private Sector Component on Responsible Business
Implementer	International Commission of Jurists (ICJ)	International Labour Organisation (ILO)	Institute for Human Rights and Business (IHRB)/Danish Institute for Human Rights (DIHR)
Partners	Burma Partnership, HREIB, MLaw/Pyoepin, Paungku, Peace Law Firm a.o.	Service providers, organisations and MDAs in the textile and fishery sectors	Myanmar Centre for Responsible Business (MCRB)
Primary target groups	Lawyers, judges and government staff working with legal and regulatory issues	Employers and employees of enterprises within the textile and fishery sectors	Companies, business associations, labour unions and civil society organisations
Eventual target groups	Workers, women, youth, marginalized groups, the Myanmar society at large		

The ILO implemented component relates to the “Responsible Industry Development Component”. The component is also known as the “ILO Responsible Business in Myanmar Project” (hereafter referred to as the project). The project aims to promote job creation, job quality and responsible business practices in the garment and fisheries sectors in Myanmar, by applying a value chain development approach. At the start of the project, the development objective was defined as *Inclusive economic growth and job-creation is enhanced in the garment and fishery sectors and the main actors within the two value chains are doing business following responsible business practices*. However, this was further refined in agreement with the donor.

### ***The project’s development objective***

To contribute to decent work opportunities for men and women in the two value chains, as the main actors targeted within these, work towards following responsible business practices

### **The immediate objectives of the project are:**

- Increased knowledge of key social partners on the underlying constraints and opportunities within the Garment and Fisheries sectors analysed and key underlying constraints identified
- Improved business service provision for selected sectors.
- Improved social dialogue and policy environment in both sectors
- M&E System and knowledge sharing strategy for both sectors is in place.

### **Project strategy**

The project has been designed to use value chain analysis to identify key opportunities and constraints within the target sectors (garment and fisheries). This includes separate analyses for the garments sector, freshwater and marine fisheries. These analyses map out the key actors, the regulatory framework and supporting functions, including financial services, management training, and sector-specific technical skills training requirements. In doing so, key constraints are identified, as well as opportunities for changes that would generate system-wide improvements.

Based on the recommendations of the value chain analyses, the project planned to pilot interventions to stimulate the development of markets for products and services, which benefit businesses, the target sectors.

In addition to facilitating the development of services, which improve the business performance of companies, the project also aimed to promote the adoption of responsible business practices in the target sectors. The approach involves adapting the ILO's SCORE training package, which provides training to companies in order to improve working conditions, gender equity and the environmental impact of business.

The project also aimed to use the findings of the value chain analysis in order to inform policy work that would potentially lead to improving business performance and promoting responsible business practices in the relevant sectors. This includes producing policy documents and holding knowledge exchange seminars on key policy issues, as well as providing support to sectoral business associations to increase their capacity to engage in policy dialogue.

The project also planned to establish working relations with key government ministries, business representatives and workers unions as well as with other development partners, TVET training institutions, business training institutions, other service providers, banks and credit and savings institutions, and women's organizations. The project aimed to strengthen these institutions so they are able to provide the relevant business and financial services required by the sectors.

An important innovation in the project lies in its pursuit of the business case between productivity and working conditions in both value chains. By linking productivity enhancements with the improvement of working conditions the project has set out to try to make a "business case" for working condition improvements using training tool developed specifically for this purpose. In addition, the project aimed to identify key "drivers" particularly in the business environment that could have a positive influence on working conditions in both the garment and the fishery sectors.

The project aimed to plan activities in close collaboration with component 1 and component 3, as well as with other development partners working within these sectors.

### **Linkages with national development framework, donor strategy and ILO's decent work priorities**

A large number of reforms have been or are in the process of being implemented including political, economic and social reforms which aim at fostering inclusive growth, with the government advocating the importance of respect for international human rights and environment standards when developing the economy.

The Programme responds to the Government of Myanmar's commitment to promote human rights in business and the efforts of international organizations and international development agencies to support the government and national partners create a business environment for companies to carry out their corporate duty to respect human rights and the United Nation's Guiding Principles (UNGP)<sup>9</sup>.

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<sup>9</sup> The UN Guiding Principles on Business and Human Rights are a set of guidelines for States and companies to prevent, address and remedy human rights abuses committed in business operations. They were endorsed by the UN Human Rights Council in June 2011. In the same resolution, the UN Human Rights Council established the

The project is also an instrument to further the Danish development assistance's overall strategy of "The Right to a Better Life", which emphasizes inclusive and green growth, human rights and democracy as central tenets of the Danish strategy for development cooperation.

Further, the ILO project specifically contributes towards the achievements of targets as described in the agenda for decent work "A tool for economic development and poverty reduction Decent Work Country Framework" agreed between the ILO, the Myanmar Ministry of Labour and the social partners in 2012.

### Management set-up

The ILO Liaison Office established a Project Management Unit (PMU) in Yangon, lead by a Project Chief Technical Advisor who was supported by

2 National Project Coordinators (one garment one fisheries)

1 Monitoring and Evaluation Officer

1 Finance and Administrative Assistant

1 Translator

In addition, the project received technical backstopping from ILO officials in the ENTERPRISE department in ILO, Geneva.

The ILO Liaison Office in Yangon reports directly to the Deputy Director-General for Management and Reform<sup>10</sup>.

To complement daily management of the project in the technical, programmatic, financial and administrative spheres, donor-reporting requirements included the following:

**Financial Report:** The ILO shall provide the Donor, not later than 31 May each year, a statement related to the Project showing the funds received and expended during the previous calendar year. Upon completion of the project, the ILO should provide the Donor with a certified final financial statement. These statements shall consist of an extract from the ILO's accounts, as submitted for audit to the external auditor whose certificate will appear in the ILO's annual financial report.

**Progress Report:** The ILO shall provide the Donor with a six-monthly reports on the results obtained by the Project in the previous period.

**Final Report:** The ILO shall provide the Donor, at the end of the Project after activities are completed, with a final report covering all important aspects of the utilization of the Donor's contribution. The final report will be submitted within one month of project completion. The reports should be submitted in accordance with the below schedule<sup>11</sup>:

Report	Reporting Period	Submission Date
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UN Working Group on business & human rights. The Guiding Principles apply to all States and to all business enterprises, both transnational and others, regardless of their size, sector, location, ownership and structure.

<sup>10</sup> <http://www.ilo.org/yangon/country/lang--en/index.htm>

<sup>11</sup> Based on the Approval Corrigendum: Project Extension issued on 21 October 2015.

Progress Report 1	01 January 2014 - 30 June 2014	31 July 2014
Progress Report 2 including financial report	01 July 2014 - 31 December 2014	31 January 2015
Progress Report 3	01 January 2015 - 30 June 2015	31 July 2015
Progress Report 4	01 July 2015 – 31 December 2015	31 January 2016
Final Technical Progress Report	01 January 2014 – 31 May 2016	31 July 2016
2nd certified financial statement	01 January 2015 – 31 December 2015	31 March 2016
Final certified financial statement	01 January 2014 – 31 May 2016	31 August 2016

### 3. Purpose, scope and clients of evaluation

#### Purpose

This independent final evaluation of the Responsible Business Project is being carried out in line with the requirements of the ILO Evaluation Policy<sup>12</sup>. ILO project evaluations are conducted to provide an opportunity for the Office and its funding partners to assess the appropriateness of design as it relates to the ILO's strategic and national policy framework, and consider the effectiveness, efficiency and sustainability of project outcomes. Project evaluations also test underlying assumptions about contribution to a broader development goal. It is also in line with Article 8 of the Agreement signed between the ILO and DANIDA for this project.

The purpose of this evaluation is to assess the relevance of the intervention objectives and approach; establish how far the intervention has achieved its planned outcomes and objectives; the extent to which its strategy has proven efficient and effective; and whether it is likely to have a sustainable impact. It is an opportunity to take stock of achievements, performance, impacts, good practices and lessons learned from the implementation of the project towards inclusive economic growth and job-creation in the garment and fishery sectors.

Knowledge and information obtained from the evaluation will be used to inform the design of future ILO activities in Myanmar or countries in similar situations.

Clients and users of the evaluation are the ILO Liaisons Office in Yangon, the Deputy Director for Management and Reforms, the Regional Office for Asia and the Pacific, the ILO Department of Enterprises, the ILO Decent Work Team for South-East Asia and the Pacific, as well as the ILO constituents and the Donor.

#### Scope

The evaluation will include all the activities undertaken by the project during the project period (1st January 2014 to May 2016) and will cover all geographical coverage of the project. The evaluation

<sup>12</sup> <http://www.ilo.org/eval/Evaluationguidance/lang--en/index.htm>

shall include all stages of the project, including initial project design, implementation. The evaluation shall also refer to the progress reports submitted to the donor, particularly the achieved outcomes and how lessons learned and recommendations were progressively followed up to attain desired results. The evaluation should also look at actual implementation mechanisms in line with initially planned implementation mechanisms, from the institutional set-up to the implementation plan and budget expenditures.

Gender equality is an important cross cutting policy driver of the ILO. The evaluation will look particularly at how gender equality concerns were integrated throughout its methodology, data and all deliverables, including in the progress reports.

The evaluation shall verify good practices, impacts and lessons learned from the implementation of the project. At the end of the evaluation, a set of practical recommendations for future similar interventions should be made available, which could be further integrated to in ILO practices in future ILO projects. The evaluation shall identify approaches and / or activities that have proven to be particularly innovative, unique or otherwise valuable that can be referred to in regard to enhancing inclusive economic growth and job-creation in the garment and fishery sectors underscored by responsible business practices. In order to deepen organizational learning, the evaluation shall also identify challenges and areas where the project fell short of satisfactory achievements and recommend measures to avoid such occurrences in the future.

#### **4. Evaluation questions and criteria**

The evaluation will focus and assess on the following:

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

- a) Was the project design adequate to meet the project objectives? In particular, whether it is adequate to build capacity of the government agencies and the business sector to implement responsible business practice in line with UNGP?
- b) Were the planned development objectives, outputs, relevant, coherent and realistic to the situation on the ground? Did it address gender needs and interests?
- c) Was the capacity of project's partners taken into account in the project's strategy and means of action?
- d) Which risks and assumptions were identified and managed? To what extent have they affected the project?
- e) What were the good practices and lessons learned noteworthy of documentation?

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

- a) To what extent has the project contributed to enhanced understanding of the underlying constraints in the opportunities in the selected sectors (Garment, Fisheries)?
- b) To what extent did the project develop the constituents' and project partners' understanding that improving working conditions could contribute to better business practice and productivity?

- c) How did the project align with and contribute to furthering the Danish strategy for development cooperation “The Right to a better Life”
- d) How did the project align with and support other relevant areas of ILO’s mandates in Myanmar as highlighted the Framework Agreement on Decent Work (2012)?

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

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

**4) Efficiency**

- a) Have resources (funds, human resources, time etc.) been allocated strategically to achieve outputs and outcomes? Have they been used efficiently?
- b) The extent to which the project resources have been leveraged with others’ related projects resources to maximize the impact, if any?

- c) Have Project funds and activities been delivered by ILO in a timely manner? What were the factors that have hindered timely delivery of project funds and the counter-measures that were put in place in lights of delayed delivery of project funds?

#### **5) Sustainability**

- a) To what extent will the project's benefits continue after the project ended? What are the major factors which will have or will influence the continuity of the project's benefits?
- b) To what extent the project has built a sense of ownership and enhanced capacity of government and other relevant partners to actively advocate and engage in responsible business creation at the respectively appropriate levels?
- c) To what extend the business development services engaged with the project likely to continue using ILO modules/tools to promote responsible business, as well as gender sensitive approaches in value chain development?

#### **6) Impact**

- a) What have been the impacts of the project, particularly
  - Increased knowledge of key social partners on the underlying constraints and opportunities within the Garment and Fisheries sectors analysed and key underlying constraints identified
  - Improved business service provision for selected sectors.
  - Improved social dialogue and policy environment in both sectors
- b) What are the future likely impacts that can be causally linked to the project interventions?
- c) Has the Project been successful in establishing, or otherwise articulating, the link between responsible business practices on the part of VC employers, and productivity enhancement? Has the "business case" been understood by the project partners, particularly the business development service providers and employers in the value chain?

#### **Gender Mainstreaming**

The gender dimension should be considered as a cross-cutting concern throughout the methodology, deliverables and final report of the evaluation. In terms of this evaluation, this implies involving both men and women in the consultation, evaluation analysis and evaluation team. Moreover the evaluator should review data and information that is disaggregated by sex and gender and assess the relevance and effectiveness of gender-related strategies and outcomes to improve lives of women and men. All this information should be accurately included in the inception report and final evaluation report.

#### **5. Methodology to be followed**

The evaluation will use a combination of methods and the final methodology will be determined by the evaluator in consultation with the evaluation manager. The detailed methodology will be elaborated by the evaluation team on the basis of this TORs and documented in the Inception Report, which is subject to approval by the evaluation manager.

It is expected that the evaluation will apply mixed methods that draw on both quantitative and qualitative evidence and involve multiple means of analysis. These include but not limited to:

Desk review of relevant documents and related to performance and progress related to the project, including the initial project document, progress reports, monitoring and evaluation plan, in-built project knowledge etc.

Interviews with the ILO Liaison Office in Myanmar, Director and Programme Officer, project team in Myanmar including key staff of other ILO projects, and ILO staff responsible for technical backstopping of the project in Decent Work Technical Support Team in Bangkok and at ILO HQ (ENTERPRISE) either through conference calls or face-to-face interviews early in the evaluation process. An indicative list of persons to interview will be prepared by the project in consultation with the evaluation manager.

Interviews with the donor, project implementing partners, participants in project activities and other stakeholders, e.g. tripartite partners deemed relevant to answer the evaluation questions.

Field trip(s) to all project district(s) (Yangon, Mandalay, Myeik, Pyapon) for more in depth reviews at outcomes level of the respective project interventions

Stakeholders' validation workshop in Yangon – upon completion of the field trips, to present the preliminary findings to key stakeholders.

While the evaluator can propose changes in the methodology, any such changes should be discussed with and approved by the evaluation manager, and provided that the research and analysis suggests changes and the indicated range of questions are addressed, the purpose maintained and the expected outputs produced at the required quality.

All data should be sex-disaggregated and different needs of women and men and those marginalized groups should be considered throughout the evaluation process.

It is expected that the evaluator will work to the highest evaluation standards and codes of conduct and follow the UN evaluation standards and norms. Transparency and objectivity will be observed at all times. ILO's policy guidelines for results-based evaluation (2nd edition) 2012 provides the basic framework, the evaluation will be carried out according to ILO standard policies and procedures. ILO adheres to the United Nations Evaluation Group (UNEG) norms and standards on evaluation as well as to the OECD/DAC evaluation quality standards.

## **6. Main deliverables: inception report, draft and final reports**

**The evaluation shall result in a concise evaluation report detailing:**

The overall and specific performance of the project as assessed in terms of relevance and strategic fit of the intervention; validity of intervention design; intervention progress and effectiveness; efficiency of resource use; effectiveness of management arrangements; impact orientation and

sustainability of the intervention; as defined in the ILO Guidelines for the Preparation of Independent Evaluations of ILO Programmes and Projects.

**Key deliverables are as follows:**

Draft **inception report**- upon the review of available documents and an initial discussion with the project management. The inception report should set out any changes proposed to the methodology or any other issues of importance in the further conduct of the evaluation. The inception report will

- describe the conceptual framework that will be used to undertake the evaluation;
- sets out in some detail the approach for data collection, the evaluation methodology, i.e. how evaluation questions will be answered by way of data collection methods, data sources, sampling and selection criteria, and indicators;
- sets out the detailed work plan for the evaluation, which indicates the phases in the evaluation, their key deliverables;
- set out a plan for data collection, interviews or discussions;
- sets out the list of key stakeholders to be interviewed

Conduct interviews and consultations with relevant stakeholders

Further hold informal feedback meetings with stakeholders

Facilitation during, and delivering a power point presentation at the Stakeholder workshop: upon completion of field trips, to present the preliminary findings at a stakeholders meeting to be organized by the project team.

Produce and submit a draft evaluation report, including an Executive Summary (following standard ILO format) of key findings, conclusions and recommendations (The report should be set-up in line with the ILO's 'Quality Checklists 4 and 5' for Evaluation Reports which will be downloaded from the link in the annex)

Final evaluation report incorporating feedback from ILO and implementing partners

Stand-alone evaluation summary (standard ILO format)

The total length of the report should be a maximum of 40 pages for the main report, excluding annexes. Annexes can provide background and further details on specific components of the project evaluated.

**The evaluation report should include:**

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

## **7. Management arrangements, work plan, formatting requirements and time frame**

### **Management arrangements**

Financing: This evaluation will be financed by the Responsible Business Project

### **Evaluator (International Consultant)**

The final evaluation will be led by an international evaluator who will be responsible to deliver the above deliverables. He/she will be required to ensure the quality of data (validity, reliability, consistency, and accuracy) throughout the analytical and reporting phases. It is expected that the report will be written in an evidence-based manner.

#### *Qualification of the evaluator*

A minimum of 8 year experience in design, management and evaluation of development projects;  
Experience in designing evaluation tools that fit the need of the exercise, conducting desk reviews and evaluation missions, drafting of evaluation reports;  
Experience in evaluations of DANIDA funded programmes and projects and/or evaluations of ILO and the UN System would be an asset;  
Experience in the technical areas of human rights and business, gender sensitive value chain development an added advantage;  
Experience and knowledge of socio-economic development trends and strategy in Myanmar, as well as its business development strategy is an advantage.  
Ability/ experience in facilitating an evaluation stakeholders' workshop;  
Ability to write concisely in English;  
Experience or knowledge in the region and in Myanmar and ability to communicate in Myanmar language is an asset.

**Evaluation team member National consultant** (in the event national consultant is not in the means of the budget, an interpreter will be hired)

The team member will provide support to the team leader during the whole process of the evaluation. Evaluation team member reports to the evaluation team leader. Specifically, the national consultant will be responsible for the following tasks:

Conduct a desk review of relevant documents

Pro-actively provide relevant local knowledge and insights to the team leader

Be available and present during the evaluation mission

Take part in the interviews with ILO constituents and key stakeholders, assist the team leader including interpreting between the local language to English and vice versa, to make notes during interviews, and to write brief reports on main observations and conclusions

Contribute to the main report to be written by the team leader - the national consultant may be asked to contribute to certain sections in the draft and final report as requested by the Team Leader (International Consultant).

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Participate and jointly facilitate the stakeholders' workshop.  
Provide interpretation, where needed.

Qualification of the team member:

Preferably a local consultant with expertise in evaluation and/or value chain, business sector development in Myanmar. Knowledge of local context, of other related local programmes/projects, and of associated local institutions and government structures will be a great asset.

### **Evaluation manager**

Reiko Tsushima, Gender Specialist of DWT Delhi (tsushima@ilo.org) will take the responsibility as Evaluation Manager for this final evaluation of the project, and will develop a TOR in consultation with all concerns and manage the whole evaluation process.

Evaluation team leader reports to the evaluation manager.

### **Quality assurance**

Regional M&E officer ILO Regional Office for Asia and the Pacific, Bangkok will provide quality control throughout the evaluation process.

### **Administrative and logistic support**

ILO Liaison Office for Myanmar, particularly the ILO Responsible Business Project team (referred to as project team) consisting of the Chief Technical Advisor and a dedicated focal person for the evaluation (Jonathan Bird) will provide relevant documentations, administrative and logistic support to the evaluation. The project team will also assist in organizing a detailed evaluation mission agenda, and to ensure that all relevant documentations are up to date and easily accessible by the evaluator.

### **Roles of other key stakeholders**

All stakeholders particularly those relevant ILO staff, the donors, tripartite constituents, relevant government agencies, NGOs and key other partners – will be consulted throughout the process and will be engaged at different stages during the process. They will have the opportunities to provide inputs to the TOR and to the draft final evaluation report.

### **Work plan**

<b>Activity</b>	<b>Timeframe</b>
Inception report	28 <sup>th</sup> April 2016
Evaluation interviews of ILO non-project staff	To be arranged by the Responsible Business Project Team and the Evaluation Manager
Field mission	28 <sup>th</sup> April arrival 13 <sup>th</sup> May 2016 departure
Draft report	19 <sup>th</sup> May 2016
Submission of final report (on the part of	25 <sup>th</sup> May 2016

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evaluation consultant)	
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<b>Task</b>	<b>Responsible person</b>	<b>Time frame</b>
Preparation of the draft TOR for sharing	Evaluation manager	By 2 April
Preparation of list of stakeholders with E-mail addresses	Project manager	By 1 April
Sharing the TOR with all concerned for comments/inputs	Evaluation manager	By 4-9 April
Finalization of the TOR	Evaluation manager	By 10 April
Approval of the TOR	EVAL	By 12 April
Expression of interest and selection of consultant and finalisation	Evaluation manager/ ROAP and EVAL	By 20 April
Draft mission itinerary for the evaluator and the list of key stakeholders to be interviewed (including non-project ILO staff in the field and HQ)	Project manager	By 23 April
Ex-col contract based on the TOR prepared/signed	Project manager	By 22 April
Brief evaluators on ILO evaluation policy	Evaluation manager	By 22 April
Inception report submitted to Evaluation Manager	Evaluator	28 April
Evaluation interviews with ILO non-project staff (through telephone, Skype or direct as suitable)	Evaluator / project manager	Between 22 April -18 May
Evaluation Mission	Evaluator	28 April – 13 May
Stakeholders consultation workshop	Evaluator/ Project manager	12 May
PPT Presentation of Evaluation at the stakeholder workshop	Evaluator	12 May
Drafting of report submitted to the Evaluation Manager	Evaluator	By 19 May
Comments from the Evaluation Manager on the draft report (prior to wider circulation), and revised draft produced	Evaluation manager	19-20 May
Sharing the draft report to all concerned for comments- comments to be received by 23/24	Evaluation manager	20-24 May

Task	Responsible person	Time frame
May		
Consolidated comments on the draft report sent to the evaluator	Evaluation manager	24 May
Finalisation of the report and submission to the Evaluation Manager	Evaluator	25 May
Review of the final report	Evaluation manager/ ROAP M&E Officer	25 /26 May
Submission of the final report to EVAL	Evaluation manager	26 May
Approval of the final evaluation report	EVAL	27 May
Follow up to recommendations	ILO-Yangon	

The evaluator will undertake a field mission between 28<sup>th</sup> April to 13<sup>th</sup> May 2016, and the final draft report will be produce by 19<sup>th</sup> May, to be finalised incorporating comments by 25<sup>th</sup> May.

The evaluation is estimated at take a total of 27 workdays

### **Annex 1: Relevant ILO evaluation guidelines and standard templates**

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

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

Checklist No. 3 Writing the inception report

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

Checklist 5 Preparing the evaluation report

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

Checklist 6 Rating the quality of evaluation report

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

Template for lessons learnt and Emerging Good Practices

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

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

Guidance note 7 Stakeholders participation in the ILO evaluation

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

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

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

Template for evaluation title page

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

Template for evaluation summary:

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

## Annex 2 – Evaluation Matrix

Evaluation Questions	Indicators (Selection)	Sources of data	Method
<b>1. Validity of project design</b>			
1.1 Was the project design adequate to meet the project objectives? In particular, was it adequate to build capacity of the government agencies and the business sector to implement responsible business practice in line with UNGP?	Achievement of objectives Statements of the public/private partners Adoption of responsible business practice	Public Partners Private Partners ILO Project team ILO Project team Project document	Document review Interviews
1.2 Were the planned development objectives, outputs, relevant, coherent and realistic to the situation on the ground? Did it address gender needs and interests?	Plausibility of results chains linking project design elements Congruence between project strategy and root causes Fit with institutional and economic situation Fit with stakeholders' needs Fit with interest of women and men	Public Counterparts Private Counterparts ILO Project team Project document	Document review Interviews
1.3 Was the capacity of project's partners taken into account in the project's strategy and means of action?	Congruence of partners' capacity before project start and their roles	Public Partners Private Partners ILO Project team Project document	Document review Interviews
1.4 Which risks and assumptions were identified and managed? To what extent have they affected the project?	Risk assumptions Risk mitigation measures	ILO Project team Project document	Document review Interviews
1.5 What were the good practices and lessons learned noteworthy of documentation?	Availability and quality of (positive/negative) lessons learned? Availability and quality of good practices?	ILO Project team Partners Consultants' Assessment	Interviews Deliberations
<b>2. Relevance and strategic fit</b>			
2.1 To what extent has the project contributed to enhance understanding of the underlying constraints and opportunities in the selected sectors (Garment, Fisheries)?	Insights and intelligence of VC constraints Constraints being addressed by stakeholders	Value Chain Analysis Reports ILO Project team Partners Target group	Document review Interviews FGD

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2.2 To what extent did the project develop the constituents' and project partners' understanding that improving working conditions could contribute to better business practice and productivity?	Knowledge and understanding among partners Changing strategies of partners	Public Partners Private Partners ILO Project team Progress Reports	Document review Interviews
2.3 How did the project align with and contribute to furthering the Danish strategy for development cooperation "The Right to a better Life" ?	Statements of donor	ILO Project team Donor Danish strategy document	Document review Interviews
2.4 How did the project align with and support other relevant areas of ILO's mandates in Myanmar as highlighted the Framework Agreement on Decent Work (2012)?	Statement of ILO team	ILO Project team Other ILO colleagues Project progress reports ILO DW Framework Agreement	Document review Interviews
<b>3. Effectiveness</b>			
3.1 To what extent has the project achieved its objectives? Have the quantity and quality of the outputs produced been satisfactory? Did the benefits accrue taking into account those different needs of men and women?	Progress towards indicator targets for immediate objectives How quality compares to international standards How counterpart and partners assess quality Extent to which outputs are benefiting men and women	Progress reports M&E system ILO Project team Partners	Document review Review M&E database Interviews
3.2 What have been major factors influencing the project achievement or non-achievement?	Statements of project staff, counterparts and partners on difficulties and constraints Positive or negative effects of internal and external factors on activities and progress	Progress reports ILO Project team Partners	Document review Interviews
3.3 Are the project partners using the outputs? Have they transformed outputs into outcomes?	Statements of project staff and of counterparts and partners	Progress reports ILO Project team Partners/Counterparts Target group	Document review Interviews FGD
3.4 Has the project identified/strengthened skills in terms of promoting gender equality?	Extent to which improving gender equality is explicitly addressed in project trainings/ studies/assessments/	Progress reports Training Reports ILO Project Team	Document review Interviews FGD

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	strategies/activities Statements of project staff, counterparts and partners on gender mainstreaming	ILO Myanmar Gender Focal Point ILO gender expert Partners/Counterparts Target group	
3.5 Examine the extent that the project has adjusted/modified its strategy to respond to changing situation, if any on the ground or challenges faced? What, if any, alternative strategies would have been more effective in achieving the project's objectives?	Progress achieved towards outputs and objectives Time for probing and experimentation Adjustment of project key parameters	Progress reports ILO Project Team (incl. M&E officer) ILO Liaison Officer / Programme Officer ILO Backstoppers Partners	Document review Interviews
3.6 Were management capacities and arrangement adequate and did they facilitate good results and efficient delivery? Was there a clear understanding of the roles and responsibilities by all parties involved?	Progress achieved towards outputs and objectives Statements about management capacities Role descriptions by project team, counterpart, partners	Progress reports ILO Project Team ILO Backstoppers Partners	Document review Interviews Stakeholder Workshop
3.7 Have the project implementation arrangements contributed to the enhanced capacity of the project's implementation partners?	Statements by the partners Number and type of training and re-training conducted with partners Advancement of services offered and demanded by the partners	ILO Project Team Partners	Document review Interviews
3.8 Did the project receive adequate political, technical and administrative support from its national & local partners, especially local governments at the project areas?	Extent to which national and local partners have provided political, technical and administrative support	ILO Project Team ILO Backstoppers National and local partners	Interviews Stakeholder Workshop
3.9 How effectively did the project management and ILO monitor project performance and results?  <ul style="list-style-type: none"> <li>Was a monitoring and evaluation system in place and how effective has it been?</li> <li>Were appropriate means of verification for tracking progress, performance and</li> </ul>	Availability and quality of M&E system Quality and completeness of progress reports Sex disaggregation of data Usage of M&E system by counterpart Application of Donor Committee for Enterprise Development (DCED) Standard for results measurement	Progress reports ILO Project Team (incl. M&E officer) ILO Liaison Officer / Programme Officer ILO Backstoppers Partners	Document review Interviews

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<p>achievement of indicator values defined?</p> <ul style="list-style-type: none"> <li>• Were relevant information and data systematically collected? Was reporting satisfactory? Was data disaggregated by sex (and by other characteristics, if relevant)?</li> <li>• Was information regularly analysed to feed into management decisions?</li> </ul>	<p>Results of DCED Standard Audit</p>		
<p><b>4. Efficiency</b></p>			
<p>4.1 Have resources (funds, human resources, time etc.) been allocated strategically to achieve outputs and outcomes? Have they been used efficiently?</p>	<p>Financial input and output indicators</p>	<p>Progress reports Financial Reports Project Team (CTAs, project manager, Financial officers)</p>	<p>Document review Review of budget Interviews</p>
<p>4.2 The extent to which the project resources have been leveraged with others' related projects resources to maximize the impact, if any?</p>	<p>Coordinated/joint activities with other ILO projects/donor sister projects/ government projects Activities in same sectors/areas of work contributing to shared objectives (concertation) Effects of such coordination and concertation in terms of the project's and other projects' objectives</p>	<p>Progress reports Financial Reports Project Team (CTAs, project manager, Financial officers) Donor (DANIDA) Other projects</p>	<p>Document review Review of budget Interviews</p>
<p>4.3 Have Project funds and activities been delivered by ILO in a timely manner? What were the factors that have hindered timely delivery of project funds and the counter-measures that were put in place in lights of delayed delivery of project funds?</p>	<p>Comparison of time of fund delivery and time of expenditure for counterpart/partner Statements of team and partners</p>	<p>Progress reports Financial Reports Project Team (CTAs, project manager, Financial officers)</p>	<p>Document review Review of budget Interviews</p>
<p><b>5. Impact</b></p>			
<p>5.1 What have been the impacts of the project, particularly</p> <ul style="list-style-type: none"> <li>• Increased knowledge of key social partners on the underlying constraints and opportunities within the Garment and Fisheries sectors analysed and key</li> </ul>	<p>Knowledge of partners in VCs Quality and availability of BDS Quality of social dialogue Changes in policy environment Changes in working conditions Changes in productivity No. of jobs created in both value chains</p>	<p>Partners / Counterparts ILO Project team Progress Reports Partners Target group</p>	<p>Document review Interviews FGDs</p>

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<p>underlying constraints identified</p> <ul style="list-style-type: none"> <li>Improved business service provision for selected sectors.</li> <li>Improved social dialogue and policy environment in both sectors</li> </ul>			
<p>5.2 What are the future likely impacts that can be causally linked to the project interventions?</p>	<p>Statements of respondents Expected changes</p>	<p>Partners / Counterparts ILO Project team Progress Reports Partners Target group Donor</p>	<p>Document review Interviews FGDs Consultant’s deliberation</p>
<p>5.3 Has the Project been successful in establishing, or otherwise articulating, the link between responsible business practices on the part of VC employers, and productivity enhancement? Has the “business case” been understood by the project partners, particularly the business development service providers and employers in the value chain?</p>	<p>Understanding the link responsible business – productivity Understanding the ‘business case’</p>	<p>Partners / Counterparts ILO Project team Progress Reports Partners (BDS providers, employers) Target group Donor</p>	<p>Document review Interviews FGDs Consultant’s deliberations</p>
<p>5.4 Did the project achieve systemic change in the value chains in which it intervened?</p>	<p>Level of transformation Scale of impact Institutionalization of best practices</p>	<p>Counterparts Program Management Project teams Target group</p>	<p>Document review Interviews FGDs</p>
<p><b>6. Sustainability</b></p>			
<p>6.1 To what extent will the project’s benefits continue after the project ended? What are the major factors, which will have or will influence the continuity of the project’s benefits?</p>	<p>Plausibility of sustainability of benefits Extent to which partners appreciate the benefits Extent to which partners have used project outputs for their work</p>	<p>Partners / Counterparts ILO Project team Target group Donor</p>	<p>Document review Interviews FGDs</p>
<p>6.2 To what extent has the project built a sense of ownership and enhanced capacity of government and other relevant partners to actively advocate and engage in responsible business creation at the respectively appropriate levels?</p>	<p>Ownership feeling of government partners Capacity of government partners Incorporation of responsible business ideas in plans and strategies of partners</p>	<p>Partners / Counterparts ILO Project team Progress Reports Partners (mainly government)) Donor</p>	<p>Document review Interviews</p>

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<p>6.3 To what extent the business development services engaged with the project likely to continue using ILO modules/tools to promote responsible business, as well as gender sensitive approaches in value chain development?</p>	<p>Availability of BDS providers using ILO tools                  Statements by BDS providers                  Demand for ILO modules/tools among employers</p>	<p>ILO Project team                  Partners (BDS providers, employers)</p>	<p>Interviews                  Consultant's deliberation</p>
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**Annex 3 – Evaluation Workplan (List of Interviews and Meetings)**

Day	Date	Start time	End time	Sector	Evaluation activity	Participants	Location	Venue
Fri	22-Apr	11:00	12:00	ALL: ILO Staff	Skype with Evaluation Manager	Mrs Reiko Tsushima	Home	Skype
Thu	28-Apr	14:00	15:15	ALL: ILO Staff	Skype with Global Coordinator of ILO Small Enterprises Unit:	Mr Merten Sievers	Home	Skype
Thu	28-Apr	16:30	17:15	ALL: ILO Staff	Skype with author of 1 <sup>st</sup> ProDoc	Mrs Audrey Le Guével	Home	Skype
Fri	29-Apr	10:00	11:00	ALL: ILO staff	Interview: ILO Liaison Officer & Deputy Liaison Officer	Ms Piyamal Pichaiwongse, Mrs Lourdes Kathleen Santos Macasil	Yangon	ILO medium meeting room
Fri	29-Apr	12:00	13:00	Garments	Interview: SMART Project (consultancy SEQUA)	Jacob A. Clere, Su Tayar Lin	Yangon	SMART Office
Fri	29-Apr	14:30	15:30	Garments	FGD: SCORE 1 garments factories trained	6 participants	Yangon	ILO office
Fri	29-Apr	16:00	17:00	Garments	FGD: SCORE 2 garments factories trained	8 participants	Yangon	ILO office
Sat	30-Apr	10:00	11:00	ALL: ILO staff	Logistics briefing meeting: Mike and Jon	Michel Jamar Jonathan Bird	Yangon	ILO office
Sat	30-Apr	11:00	12:30	ALL: ILO staff	Interview: CTA 2	Michel Jamar	Yangon	ILO office
Sat	30-Apr	13:00	16:00	ALL: ILO staff	Interview: Technical Officer	Jonathan Bird	Yangon	ILO office
Mon	02-May	09:15	10:10	Garments	Interview: MGMA Chairman	U Myint Soe	Yangon	MGMA Office
Mon	02-May	11:30	12:30	Garments	FGD: Supervisory Skills Training participants/HR induction training participants	5 participants	Yangon	ILO office
Mon	02-May	13:00	14:00	Garments	Interview: H&M Sustainable Project Leader	Mr Kanwarpreet Singh	Yangon	H&M office

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<b>Mon</b>	02-May	15:30	16:30	Garments	Interview: Danish Ambassador	Peter Lysholt Hansen; Ms Ei Ei Khin	Yangon	Embassy of Denmark, Nordic House
<b>Mon</b>	02-May	18:30	20:40		Fly Yangon to Mandalay			
<b>Tue</b>	03-May	09:00	10:15	Weaving	Interview: Saunders Weaving Institute: Principal and Deputy Principal	Daw May Than Chit, Daw Tint Tint	Mandalay	Saunders Weaving Institute
<b>Tue</b>	03-May	10:20	11:45	Weaving	Interview: Weaving Association: Secretary/Treasurer/ Vice Chairman	U Ye Mon /U Kyaw Kyaw / U Than Myint & 2	Mandalay	Saunders Weaving Institute
<b>Tue</b>	03-May	12:10	13:30	Weaving	FGD: Supervisory Skills Training participants/ IYB participants/Rights and Responsibilities Training participants	5 participants	Mandalay	Saunders Weaving Institute
<b>Tue</b>	03-May	14:30	15.30	Weaving	IYB Trainers Mandalay	Sai Sai Win Htet, Zaw Win Hlaing	Mandalay	Hotel 76
<b>Tue</b>	03-May	19:00	20:10		Fly Mandalay to Yangon			
<b>Wed</b>	04-May	09:00	10:15	Garments	Interview: Pyoe-Pin / PMU	Mrs Sue Tym, Steve Clelland	Yangon	Pyoe Pin Office. Strand
<b>Wed</b>	04-May	11:15	12:15	Garments	SCORE 1 garments sector trainers	Mr Philip Mya Thein, Mrs Su Su Mon & 1	Yangon	ILO office
<b>Wed</b>	04-May	12:45	14:15	ALL: ILO staff	Interview: CTA 1	Mrs Michal Strahilevitz Beneliezer	Yangon	ILO office
<b>Wed</b>	04-May	15:15	16:15	ALL	Interview: MOLES FGLLID: Director General	U Win Stein	Yangon	MOLES office
<b>Wed</b>	04-May	17:30	18:30	Labour Union	Interview: CTUM: Treasurer	Ma Khaing Zar Aung & 4	Yangon	ILO
<b>Thu</b>	05-May	07:00	11:00		Drive Yangon to Pyapon			
<b>Thu</b>	05-May	13:25	14:15	Freshwater	FGD: Food Safety & OSH ToT participants	4 participants	Pyapon	Kayin Church
<b>Thu</b>	05-May	14:20	15:15	Freshwater	FGD: GYB & SYB training participants	12 participants	Pyapon	Kayin Church
<b>Thu</b>	05-May	15:20	16:20	Freshwater	Pyapon Association: Fisherman Development Association	4 participants	Pyapon	Kayin Church

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<b>Thu</b>	05-May	16:35	17:35	Freshwater	Pyapon DoF (Township Office): Township officer, Assistant officer, Deputy officer	Daw Wah Wah Thein, U SOE SOE Linn, Daw Khin Pa Pa Aung	Pyapon	DoF Office
<b>Thu</b>	05-May	17:45	18:45	ALL: ILO staff	National Project Coordinator Fishery	Ma Thein Myint Aung	Pyapon	Hotel
<b>Fri</b>	06-May	06:30	10:30		Drive Pyapon to Yangon			
<b>Fri</b>	06-May	09:45	11:10	All Fisheries	Interview	U Khin Maung Aye	Yangon	DoF IFT Yangon
<b>Fri</b>	06-May	11:15	12:00	All Fisheries	Interview: DoF: participants in OSH for fishing vessels training	U Khin Maung Aye		DoF IFT Yangon
<b>Fri</b>	06-May	13:00	14:00	All Fisheries	FGD: SCORE Round 2 fisheries sector trainers	Daw Win Ko Ko, Daw Zayar Min	Yangon	DoF IFT Yangon
<b>Fri</b>	06-May	14:15	15:15	All Fisheries	Interview: SCORE Round 2 Fisheries sector factory: Pyi Lone Chan Thar Company	U Kyaw Lwin plus 6	Yangon	Not confirmed
<b>Fri</b>	06-May	15:30	16:15	All Fisheries	Interview: SCORE Round 2 Fisheries sector factory: Shwe Ka Bar Mg Mg Company	U Tin Tun Oo plus 7	Yangon	Not confirmed
<b>Sat</b>	07-May	12:00	13:45	Garment: ILO staff	National Project Coordinator - Garment	Ko Thu Rein Win	Yangon	ILO office
<b>Sun</b>	08-May	14:10	15:40		Fly Yangon to Myeik			
<b>Mon</b>	09-May	09:15	10:15	Marine capture	Interview: MDFF	10 participants	Myeik	MDFF office
<b>Mon</b>	09-May	10:30	11:25	Marine capture	FGD: Food Safety & OSH ToT participants	7 participants	Myeik	MDFF office
<b>Mon</b>	09-May	12:00	13:00	Marine capture	FGD: OSH for fishing vessel personnel ToT participants	6 participants	Myeik	MDFF office
<b>Mon</b>	09-May	14:00	15:00	Marine capture	Interview: Squid Association	7 participants	Myeik	Squid Association Office
<b>Mon</b>	09-May	16:00	17:00	Marine capture	Interview: DoF District Officer, Myeik Township Officer	U Sein Thaug, U Tun Naing Oo	Myeik	DoF Office
<b>Mon</b>	09-May	18:10	19:40		Fly Myeik to Yangon			
<b>Tue</b>	10-May	10:30	11:45	Garments	FGD: SCORE Round 2 garments sector trainers	Ma May Mi	Yangon	SMART office

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						Kyaw & 3		
<b>Tue</b>	10-May	13:15	14:30	ALL: ILO staff	Interview: M&E Officer	Ko Nyein Chan	Yangon	ILO office
<b>Tue</b>	10-May	16:00	17:15	ALL: ILO staff	Interview: ILO Gender Focal Point	Mrs Lourdes Kathleen Santos Macasil (Elkaye)	Yangon	ILO office
<b>Tue</b>	10-May	17:20	18:00	ALL: ILO staff	Interview for Validation: Technical Officer	Mr Jonathan Bird	Yangon	Skype
<b>Wed</b>	11-May	09:00	17:00	-	Preparation for stakeholder validation workshop	-	Yangon	
<b>Thu</b>	12-May	09:00	11:30		Stakeholder validation workshop	8 participants*	Yangon	ILO medium meeting room
<b>Sat</b>	14 May	15:00	16:00	ALL	Skype with SCORE Trainer (Kaizen Institute)	Mr Vijay Allaham	Home	Skype
<b>Tue</b>	17 May	09:30	10:30	ALL	Skype with SCORE Trainer	Mr Jayantha R. de Silva	Home	Skype

\* Participants at Stakeholder validation workshop on 12 May, 9:00 am:

1. Michel Jamar (CTA 2, Responsible Business Project)
2. Jonathan Bird (Technical Officer, Responsible Business Project)
3. Ko Thu Rein Win (National Project Coordinator Garment, Responsible Business Project)
4. Ko Nyein Chan (National Project Coordinator M&E, Responsible Business Project)
5. Ma Thein Myint Aung (National Project Coordinator Fishery, Responsible Business Project)
6. U Khin Maung Aye (National Fishery Consultant)
7. Jacob A. Clere (SMART Project - DFID)
8. Mrs Sue Tym (Pyoe-Pin Project - SEQUA)

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## Annex 5 – Templates for Lessons Learned and Good Practices

### ILO Lesson Learned Template

Project Title: Responsible Business Project Project TC/SYMBOL: MMR/13/14/DAN

Name of Evaluator: C. Schoen

Date: 19.05.2016

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

LL Element	Text
Brief description of lesson learned (link to specific action or task)	The Responsible Business Project of the ILO in Myanmar provides valuable learning on the do's and don't's of launching a new economic development project. The success or failure of a project can be influenced significantly, if a set of rules is considered. The rules, outlined under the Lesson Learned element "Success" below relate to the design phase, the recruitment phase and the inception phase of a new project. The rules need to be followed by the country office management, the newly recruited project manager, the management backstopper and the technical backstopper.
Context and any related preconditions	This lesson learned and its specific rules are relevant for all development projects being newly launched in any kind of country context. However, as it has been experienced in Myanmar in recent years, they are particularly important to consider in a fast growing country office environment, where the number of projects and administrative / overall management staff is multiplying rapidly and, hence, every individual project receives less attention than it should.
Targeted users / Beneficiaries	Targeted users or beneficiaries affected by the lesson learned are first and foremost the liaison office management, the (future) project staff and the backstoppers. But everyone related to the project during design and implementation will be affected indirectly, as the Myanmar experience has shown that ignoring these lessons can negatively affect the project performance until the end.
Challenges /negative lessons - Causal factors	Most of the rules described below are generated through negative experience made by the Responsible Business Project. This means that in this project almost all 'Don't's' when starting a project have been realized. The Lesson Learnt here suggests turning these negative lessons into positive rules.

<p>Success / Positive Issues - Causal factors</p>	<p>During design phase:</p> <ol style="list-style-type: none"> <li>1. Involve stakeholders from the beginning in the project design, particularly the three constituents and other key partners.</li> <li>2. Do a stakeholder analysis during the design phase looking at mandate, interest, power and available resources of potential partners, consider the results for the design</li> <li>3. Try to follow the requests of the project donor as much as possible, during project design, if in line with the stakeholder interests and needs (which should be first priority)</li> </ol> <p>During recruitment phase:</p> <ol style="list-style-type: none"> <li>4. Recruit the project manager clearly before official project start (by starting advertising and selection process before funds have arrived) , make project management and team leading experience key selection criteria</li> <li>5. Allocate the project manager to recruit his/her project staff based on agreed recruitment criteria</li> <li>6. Set up technical (in regional office) &amp; management backstopping (in country office): the more difficult the project challenges, the more intensive the backstopping</li> </ol> <p>During inception phase</p> <ol style="list-style-type: none"> <li>7. Allow for an inception phase (minimum 3 months), in which the project design can be reshaped and adjusted. Here, allow small safe-to-fail experiments to reveal what works and what does not.</li> <li>8. Test how much responsibility and freedom of action can be delegated to individual project staff</li> <li>9. Review the stakeholder analysis at project start in order to be able to identify strong and reliable partners at national/local level</li> <li>10. Design an early warning system and set rules of intervention to be applied when a project is underperforming consistently.</li> <li>11. Carefully assess the project situation before allocating more tasks/responsibilities to leading project staff.</li> <li>12. Try to understand the value chains/sectors early on in order to design interventions strategies. Involve sector experts in this effort, e.g. by putting them on the value chain analysis teams (during and after inception phase).</li> <li>13. Release project studies fast, while they are still up-to-date, and avoid lengthy editing, publishing and printing procedures, when time is tight (during and after inception phase).</li> </ol>
<p>ILO Administrative Issues (staff, resources, design, implementation)</p>	<p>The lesson learned here essentially includes various ILO administrative issues to be taken into account when starting a project.</p> <p>The rule “Design an early warning system and set rules of intervention to be applied when a project is underperforming consistently” probably need to undergo a feasibility check by the ILO relevant unit.</p>

## ILO Emerging Good Practice Template

Project Title: Responsible Business Project Project TC/SYMBOL: MMR/13/14/DAN

Name of Evaluator: C. Schoen

Date: 19.05.2016

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

GP Element	Text
Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.)	The project successfully pursued an integrated decent work approach by leveraging expertise and other resources of other ILO projects in Myanmar: Enterprise Development Project: SIYB trainings, Freedom of Association Project: OSH trainings, Child Labour: technical expertise for consultation workshop and framework preparation. By this, the project provides an example of demonstrating the integrated approach encompassing employment, social protection, rights at work and social dialogue, which are four pillars of decent work.
Relevant conditions and Context: limitations or advice in terms of applicability and replicability	There are two important pre-conditions that made this cooperation between projects and the mutual leveraging of resources possible: <ol style="list-style-type: none"> <li>1. The Responsible Business project was operating on the interface between economic, social and environmental areas and thus requires expertise in all these areas</li> <li>2. ILO Myanmar is operating a large portfolio of projects in different social and economic/business areas and thus offers a wide choice of expertise</li> </ol>
Establish a clear cause-effect relationship	To successfully conduct a variety of key events and outputs the responsible business project needed to receive various external expert support. Some of this expertise had been obtained from external consultants (e.g. SCORE, BETTER WORK) on markets, but some could also be received from inside the ILO Myanmar project structures, such as child labor, business management skills or OSH.
Indicate measurable impact and targeted beneficiaries	9 out of 11 BDS providers capacitated by the project went through the OSH for fishing vessel crew, of which a couple of modules were provided by staff from other ILO projects in Myanmar. 1 out of 2 policy papers (Framework on Child Labor Elimination) was significantly shaped by an ILO expert from the Child Labor Project.
Potential for replication and by whom	This good practice can be replicated wherever there is demand and supply for a specific expertise in national or regional ILO context. It helps to avoid lengthy contracting procedures of external consultants or consulting companies and increases learning and knowledge capture between ILO projects.

<p>Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO's Strategic Programme Framework)</p>	<p>In general, the ILO is interested to see its projects cooperating with each other to advance the ILO Declaration on Social Justice for a fair globalisation which underscores that the four strategic objective (employment, social security, social dialogue and rights at work) are interrelated.</p> <p>During the inception phase of the DWCP in Myanmar two out of six key policy areas are taken forward (forced/child labour, freedom of association and social dialogue), whereas the other four areas will focus on preliminary assessments, capacity development and support to policy development as a basis for larger programmes (ILO 2012b, Governing Body Document). The expertise gained and accumulated in the two advanced areas should ideally be made available to policy areas addressed by the responsible business project, namely social business development and employment dimension of trade and investment.</p>
<p>Other documents or relevant comments</p>	

## Annex 6 – Inception Report



### International Labour Organization

#### Final Independent Evaluation

Responsible Business Project

Myanmar

#### INCEPTION REPORT

28 April 2016

<b>Project Title</b>	Responsible Business Project
<b>TC Project Code</b>	MMR/13/14/DAN
<b>Starting Date</b>	01/01/2014
<b>Ending Date</b>	Original agreement: 31/12/2015 No cost extension: 31/05/2016
<b>Type of Evaluation</b>	Independent
<b>Evaluation Period</b>	01/01/2014 – 31/05/2016
<b>Project Locations</b>	Myanmar: Yangon, Mandalay, Myeik, Pyapon
<b>ILO Administrative Unit</b>	ILO Liaison Office for Myanmar
<b>ILO Technical units</b>	Enterprises Department. Small and Medium Enterprises Unit
<b>Financing Agency</b>	DANIDA
<b>Donor contribution</b>	DKK 10,000,000 (USD 1,497,775)
<b>Evaluation manager</b>	Reiko Tsushima
<b>Independent Evaluator</b>	Christian Schoen

## Acronyms

BDS	Business Development Services
CTA	Chief Technical Adviser
DANIDA	Danish International Development Agency
DCED	Donor Committee for Enterprise Development
DWCP	Decent Work Country Programme
ET	Evaluation Team
FGD	Focus Group Discussion
GDI	German Development Institute
GYB	Generate Your Business Idea
HR	Human Resources
ILO	International Labour Organization
IYB	Improve Your Business
LED	Local Economic Development
MSE	Micro and Small Enterprises
M&E	Monitoring and Evaluation
OECD	Organisation for Economic Cooperation and Development
OSH	Occupational Safety and Health
PPD	Public Private Dialogue
RBE	Results-based Evaluation
ROAP	Regional Office for Asia and the Pacific
SCORE	Sustaining Competitive and Responsible Enterprises
SIYB	Start and Improve Your Business
SME	Small and Medium Enterprises
SMART	Specific, Measurable, Attainable, Relevant, Timely
SYB	Start Your Business
ToR	Terms of Reference
ToT	Training of Trainers
UN	United Nations
UNCDF	United Nations Capital Development Fund
UNDAF	UN Development Action Framework
UNGP	United Nation's Guiding Principles
USAID	United States Agency for International Development
VCD	Value Chain Development

## **1. Introduction and Rationale for End of Project Evaluation**

The independent end of project evaluation of the Responsible Business Project in Myanmar is undertaken in accordance with the ILO policy guidelines for results-based evaluation (2nd edition, 2012), which provides for systematic evaluation of projects in order to improve quality, accountability, transparency of the ILO's work, strengthen the decision making process and support to constituents in forwarding decent work and social justice. An independent project evaluation is a mandatory exercise for all ILO projects with budget of more than USD 1 million. Independent evaluations are managed by an ILO official who has no prior involvement in the projects and conducted by external independent consultant(s). ILO staff, the donor, tripartite constituents, relevant government agencies, NGOs and key other partners will be consulted throughout the evaluation process.

This independent final evaluation will be conducted by the independent evaluator Mr Christian Schoen and will be managed by the ILO Evaluation Manager based in the Decent Work Team (DWT) in New Delhi (Mrs Reiko Tsushima) with quality assurance provided by Regional M&E Officer (Mrs Pamornrat Pringsulaka), ILO Regional Office for Asia and the Pacific.

The evaluation is being conducted for the purposes of accountability and organisational learning. The objective of this final evaluation is to assess the extent to which the project objectives have been achieved and to identify lessons learned and best practices. As per ILO evaluation guidelines, the evaluation will assess the project against the evaluation criteria of relevance, validity of design, effectiveness, efficiency, impact and sustainability.

This inception report ensures that the evaluator understands the Terms of Reference (ToR). This report is a secondary means on ensuring mutual understanding of the consultant's plan of action and timeline for conducting the evaluation, providing an additional guarantee of adherence to and interpretation of the ToR.

## **2. Evaluation Methodology**

The conceptual framework planned for undertaking the evaluation is consistent with results-based evaluation (RBE) and addresses the following criteria proposed by the OECD: relevance, efficiency, effectiveness, sustainability and impact plus the criterion validity of design.

The main sources for answering the evaluation questions will be the tripartite constituents, particularly the Government of Myanmar and employer organisations, other project partners, stakeholders and members of the primary target groups (employers and employees in garment and fishery sector). For each of the above-listed evaluation criteria, the evaluation manager had included between three and nine specific evaluation questions in the ToR (see Annex 1), which will be adopted and some slightly adjusted by the evaluator.

On the basis of this list of questions in the TOR the evaluator prepared an Evaluation Matrix indicating how to expect obtaining the required information (Annex 2). The Evaluation Matrix (or Data Collection Work Sheet) describes the way the chosen data collection methods, data sources, sampling and selected indicators will support the evaluation questions. Based on this matrix, before each interview or meeting a customized list of questions will be selected for the respective individual or group of stakeholders to be met. In addition to discussions and interviews, the evaluator will also review the reports and documents provided by the project and listed in section 3 below, as well as further documents provided by the project and other organisations during the upcoming field mission (29 April to 13 May). The evaluation will draw on both subjective sources (interviews, focus group discussions, stakeholder workshop) as well as objective sources (development documents, donor reports, M&E reports, statistics etc.).

In Myanmar the evaluator will interview and have discussions with a range of stakeholders at the national and sub-national level. This will include the project team, the main counterpart Ministry of Labour, various other relevant Government agencies, sector organisations in the project value chains, employer organisation, other ILO projects and other donor programmes, the project donor DANIDA, different private enterprise partners in the selected value chains, selected business service providers, and target beneficiaries.

From target beneficiaries it is expected to receive anecdotal information on impact, which will be collected during Focus Group Discussions (FGD) in all 4 project locations. In terms of selecting suitable participants for FGDs in an unbiased way (avoiding the usual suspects only), on 26 April the evaluator conducted a random sampling of training participants based on lists per training group provided by the project. The evaluator chose 10 candidates from each group plus a reserve list of 5 candidates (in case some of the preferred candidates are not available). Male and female participants were selected in a balanced way. During the field mission, it is planned to conduct 13 FGDs with the following groups of project's training participants:

11. OSH to fishing vessels personnel (Myeik)
12. SCORE Round 1: Fisheries (Yangon)
13. SCORE Round 2: Fisheries (Yangon)
14. TOT on food safety and OSH (Myeik)
15. TOT on food safety and OSH (Pyapon)
16. GYB / SYB (Pyapon)
17. HR induction training (Yangon)
18. IYB training: weaving sector (Mandalay)
19. Rights and responsibility training: weaving sector (Mandalay)
20. SCORE (Round 1): garments (Yangon)
21. SCORE (Round 2): garments (Yangon)
22. Supervisory skills training: garments sector (Yangon)
23. Supervisory skills training: weaving sector (Mandalay)

Annex 3 contains the detailed work plan of the field mission with dates/times, evaluation activities and locations (status: 28 April 2016). The evaluator will be accompanied and supported in terms of interpretation services by two interpreters (Moe Thida Htwe during the period 29 April-2 May and Soe Tint Naing during the period 3-12 May).

The *Gender Dimension* will be considered a crosscutting issue throughout the evaluation process, the draft and final report of the evaluation. Both men and women will be involved in FGDs, interviews and other consultations. The evaluator will draw on data that are sex-disaggregated, as far as available, and assess the relevance and effectiveness of gender-related strategies and outcomes to improve lives of women and men.

Additional conceptual frameworks the evaluator will refer to during the evaluation and in the evaluation report are:

- The *Market System Framework*, which is the wider multi-player, multi-function arrangement surrounding the market interrelations between “core” value chain actors including the market supporting functions and the regulatory environment. The market system framework is the key conceptual framework for ILO value chain analysis and promotion<sup>13</sup>

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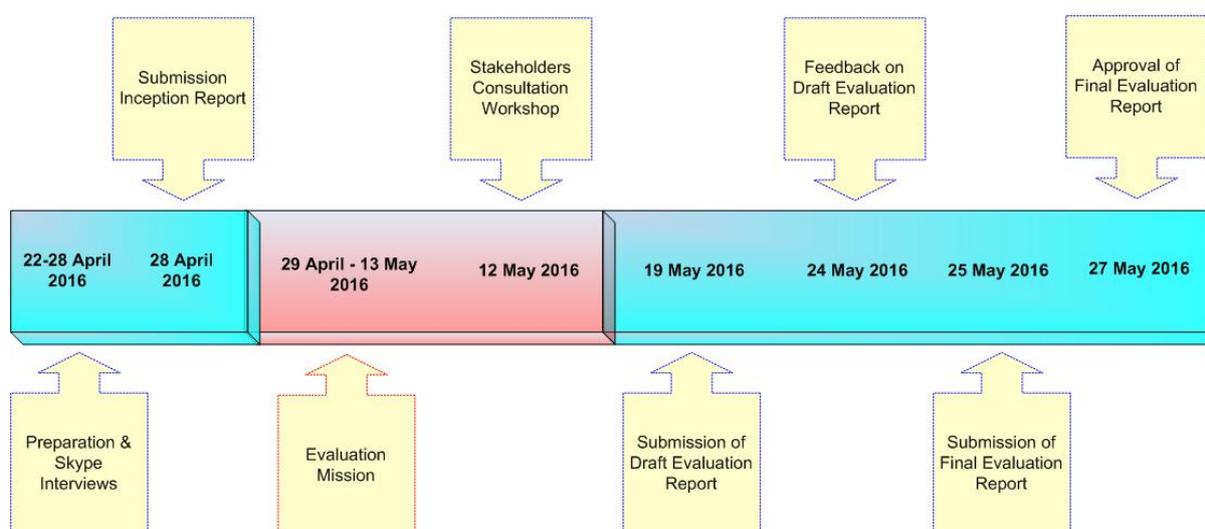
<sup>13</sup> See [http://www.ilo.org/wcmsp5/groups/public/---ed\\_emp/---emp\\_ent/---ifp\\_seed/documents/instructionalmaterial/wcms\\_115490.pdf](http://www.ilo.org/wcmsp5/groups/public/---ed_emp/---emp_ent/---ifp_seed/documents/instructionalmaterial/wcms_115490.pdf)

- The concept of *Systemic Competitiveness* allows for the analysis of the relationship between 4 levels, namely the meta (cultural), macro (broad economic policies), meso (industry or issue-specific policies and programmes) and micro (network, hierarchy and market level performance) levels in an industrial system. Factors at each level, and the way they interact, shape the ability of a location or a sector to thrive in a competitive market economy. The concept was developed by Joerg Meyer-Stamer and others at German Development Institute (GDI) in 1995.<sup>14</sup>

The Responsible Business Project operates in 4 project locations: Yangon, Mandalay, Myeik and Pyapon. The evaluation will cover all geographical area of the project. Apart from Yangon, the evaluator will visit the other 3 project locations for a day each to undertake in-depth reviews at outcome level of the sector-specific project interventions (see map below). In Yangon and Mandalay the project is involved in supporting and upgrading the garment sector. In Pyapon (freshwater), Myeik (marine) districts and Yangon the focus lies on fishery value chain development.

At the end of the fieldwork, the Responsible Business Project will organise a stakeholder consultation workshop (12 May 2016) to brief the key stakeholders on the main preliminary findings and to obtain their feedback. After the field mission, the evaluator will draft the evaluation report until 19 May 2016 and – after having received feedback from key stakeholders through ILO facilitation – finalize the report until 25 May 2016. The final evaluation report needs to be approved still in May 2016 before the project officially closes.

The figure below presents a timeline in the form of a work process flow chart, which indicates the phases of the evaluation, the relevant dates and key deliverables.



<sup>14</sup> ESSER, K., HILLEBRAND, W., MESSNER, D. & MEYER-STAMER, J. 1995. Systemic competitiveness. New patterns for industrial development. London: Frank Cass. <http://www.meyer-stamer.de/1996/sysco-book.pdf>

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Source: <http://www.ezilon.com/maps/asia/myanmar-physical-maps.html>

### **3. Adherence to ILO Guidance and Formatting Requirements**

The evaluation will follow the UN evaluation norms, standards and ethics as outlined in the ILO policy guidelines for results-based evaluation. The evaluator specifically acknowledges the formatting requirements as outlined in the checklist 5 for preparing the evaluation report, especially with regard to:

- Formulating and presenting recommendations;
- Identifying and presenting lessons learned, and filling in the lesson learned templates; and
- Identifying and presenting emerging good practices, and filling in the relevant template.

On 22 April 2016, before submitting this inception report the evaluator had a discussion over Skype with the Evaluation Manager based in New Delhi to ensure that the evaluator has understood all evaluation guidelines in an appropriate way.

The evaluator has received the following supplemental documentation from the evaluation manager or directly from the project by email before the start of the evaluation mission <sup>15</sup>:

#### **Project Documents**

- Project Document (Final Draft)
- Myanmar Responsible Business Brief DANIDA III
- Baseline reports (3)
- Progress reports (1<sup>st</sup>, 2<sup>nd</sup>, 3<sup>rd</sup> and 4<sup>th</sup>)
- Value Chain studies undertaken by the project (Garment, Marine & Freshwater Fishery)
- A Rough Guide to Value Chain Development (adjusted to Myanmar context)
- Responsible Business Logframe
- Fisheries participants summary (spread sheet)
- Garment participants summary (spread sheet)
- Stakeholders spread sheet

#### **ILO and UN documents**

- Governing Body document (ILO Decent Work Country Programme Document for Myanmar)
- Introduction to the ILO SCORE programme
- UN Guiding Principles on Business and Human Rights (UNGPR)

#### **DANIDA documents**

- Danish development assessment “rights to a better life” framework
- Government’s Priorities for the Danish Development Cooperation 2016-2019
- Denmark – Myanmar Country Policy 2016-2020

#### **EVAL Guidance documents for the evaluator**

- Code of conduct form
- Checklist 3 Writing the inception report
- Checklist 4: Validating methodologies
- Checklist 5 Preparing the evaluation report
- Checklist 6 Rating the quality of evaluation report
- Template for lessons learnt and Emerging Good Practices
- Guidance note 3: lessons learnt and good practices

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<sup>15</sup> See Checklist 10 ‘documents for the evaluator’

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- Guidance note 7: Stakeholders participation in the ILO evaluation
- Guidance note 4: Integrating gender equality in M&E of projects
- Evaluation title page (standard format)
- Evaluation Summary template (standard format)
- Templates for Lessons Learned and Emerging Good Practices

**Annex 7 - Results Chain for the Responsible Industry Development Project (Initial Version)**

