



Mid-Term Internal Evaluation (MTIE)

Improving labour relations for decent work and sustainable development in the Myanmar garment industry (ILO-GIP)

International Labour Organization Liaison office for Myanmar

ILO Project Code/DC Symbol	MMR/16/01/MUL
ILO IRIS Code	105798
Country	Myanmar
Duration	36 Months
Starting Date	1 July 2016
Ending Date	30 September 2019
Project Location(s)	Myanmar
Executing Agency	ILO Liaison Office in Myanmar
Financing Agency	SIDA and H&M
Donor Contribution	US\$ 2,424,215

Rafael Muñoz Sevilla

FINAL REPORT

November 2018

TABLE OF CONTENTS

ACKNOWLEDGEMENTS.....	iii
LIST OF ACRONYMS	iv
EXECUTIVE SUMMARY	v
I. PROJECT CONTEXT AND DESCRIPTION	1
1.1. Project Context	1
1.2. Project Description.....	2
II. EVALUATION PURPOSE AND METHODOLOGY	2
2.1. Evaluation Purpose	2
2.2. Methodology.....	2
III. FINDINGS	4
3.1. Validity of the intervention design	4
3.2. Project’s Relevance and strategic fit.....	11
3.3. Project progress and effectiveness	19
3.4. Efficiency of resource use	38
3.5. Effectiveness of management arrangements.....	40
3.6. Sustainability: challenges and opportunities	44
IV. LESSONS LEARNED, GOOD PRACTICES, AND CONCLUSIONS	50
4.1. Lessons Learned	50
4.2. Emerging Good Practices	51
4.3. Conclusions	53
V. RECOMMENDATIONS	55
ANNEXES	59
ANNEX A: Terms of Reference	60
ANNEX B: Master List of Interview Questions	61
ANNEX C: List of Documents Reviewed	65
ANNEX D: List of Persons Interviewed	69
ANNEX E: Field-work Itinerary	71

ACKNOWLEDGEMENTS

This report describes in detail the mid term evaluation of the International Labour Organization's project called Improving labour relations for decent work and sustainable development in the Myanmar garment industry (ILO-GIP) that was conducted between July and September 2018. Rafael Muñoz Sevilla, independent evaluator, conducted the evaluation in collaboration with the project team and stakeholders. Mr. Muñoz would like to express sincere thanks to all parties involved in this evaluation for their support and valuable contributions.

LIST OF ACRONYMS

ACTEMP	ILO Office for Employers' Activities
ACTRAV	ILO Office for Workers' Activities
CF	ILO-Myanmar Country Framework
CTA	Chief Technical Adviser
CTUM	Confederation of Trade Unions of Myanmar
CRM	Client Relationship Management database
DCPR	Development Cooperation Progress Report
DWCP	Decent Work Country Programme
EVAL	ILO Evaluation Office
FBA	Factory Baseline Assessment
GEA	Gender equality assessment
GIP	ILO-Garment Industry Project
GFA	Global Framework Agreement
GSTC	Aung Myin Hmu Garment Skills Training Centre
ILO	International Labour Office
ITC/ILO	International Training Centre of the ILO in Turin
I.O.	Immediate Objective
IWFM	Industrial Workers Federation of Myanmar
H&M	Swedish Hennes & Mauritz AB
INWORK	Inclusive Labour Markets, Labour Relations and Working Branch, ILO
ITGLWF	International Textile, Garment and Leather Workers' Federation
LOL	Labour Organization Law
M&E	Monitoring and Evaluation
MGMA	Myanmar Garment Manufacturers' Association
MICS	Myanmar Industry, Crafts and Services union
MIRI	Myanmar Industrial Relation Institute
MIR-Lab	Myanmar Industrial Relations Lab
MoLIP	Ministry of Labour, Immigration and Population
MoU	Memorandum of Understanding
MSIM	Marie Stopes International-Myanmar
NCMW	National Committee for Determining the Minimum Wage
NO	National Officer
NSSA	National Skills Setting Authority
NSDF	National Social Dialogue Forum
NTDF	National Tripartite Dialogue Forum
OSH	Occupational Safety and Health
P&B	ILO Programme and Budget
PAC	Project Advisory Committee
ProDoc	Project Document
SDG	Sustainable Development Goals
SRH	Sexual and reproductive health
SIDA	Swedish International Development Cooperation Agency
SWG-IRT	Tripartite sub-working group on industrial relations training
TOR	Terms of Reference
ToT	Training of Trainers
TVET	Technical and Vocational Education and Training
UMFCCI	Union of Myanmar Federation of Chambers of Commerce and Industry
WCC	Workplace Coordination Committee

EXECUTIVE SUMMARY

Project Context

Myanmar is yet to develop an adequate legal and institutional framework for sound labour market governance. The ILO and its tripartite partners are currently working towards the development of such a framework, but workers, employers and their organizations can take immediate action to address common concerns around wages and working conditions through social dialogue. Against this backdrop, the ILO in Myanmar initiated a 3-year project entitled “*Improving labour relations for decent work and sustainable development in the Myanmar garment industry*” (ILO-GIP).

Project Description

The project aims to assist employers and workers in selected enterprises to build sound labour relations practices, based on the practice of social dialogue (and collective bargaining), enhancement of productivity, improvement of occupational health and safety at work, prevention of sexual harassment, promotion of sexual and reproductive health. In addition, the project aims at raising the knowledge of industrial relations of industry stakeholders through a sectoral capacity building training programme. Finally, the ILO-GIP is supporting the capacity building efforts of garment sector stakeholders (trade unions federations and employer’s organization) in developing sound industrial relations practices.

Evaluation Overview

The main purpose of the MTIE is to assess projects progress towards the outcomes. The evaluation is also intended to identify challenges, opportunities and lessons learned, and to make recommendations that can be used by the donors, ILO, the project team and partners to improve implementation of the project. This MTIE was carried out in line with the requirements of the ILO Evaluation Policy.

Findings and Conclusions

Validity of the intervention design

The identification and design process was not a fully inclusive and participatory process, since all constituents did not participate in the planning of the project, nor did they agree to/or fully commit to its implementation. This resulted in an apparent lack of ownership of the project by the workers’ organisations, but mostly among the employers’ organization.

Project’s Relevance and strategic fit

The ILO-GIP project is mostly seen as highly relevant, especially in light of the feeble institutional capacities of both workers and employers’ organizations; the scarce recognition of labour rights; poor working conditions; and gender inequities that exist in the Myanmar garment sector.

Project progress and effectiveness

The initial project design was highly ambitious. Several factors negatively affected the project’s implementation, especially during its first year of operation. In addition, the existence of multiple *systemic* issues in the garment sector, would need to be addressed through longer term strategies and programming.

Notwithstanding the challenges, the ILO-GIP has accomplished significant achievements and, the overall impression is that the ILO-GIP project is moving in the right direction.

Efficiency of resource use

The project is considered as having made a cost-effective use of its financial and human resources. Activities implemented so far were efficiently managed and benefited from the support of different ILO programmes, experts, offices and branches, which has reduced costs and further increased efficiency.

Effectiveness of management arrangements

Considering the wide coverage of the project combined with the large quantity of the interventions, as well as the overall complexity of the project's context, the staffing for its implementation seems to be insufficient. Nevertheless, the project's management capacities and arrangements have so far been adequate and have facilitated quality results and good program delivery.

Sustainability

The project's sustainability strategies must be considered in terms of *processes*, related to increased national capacities (both for continuity and for change) as well as in terms of *institutional sustainability*. This requires long-term processes that are integrated in a realistic, long-term strategy and time frame is essential. For this, additional technical and financial support is needed for the further development of a strengthened sectoral industrial relations system.

Lessons Learned

- 1. Building onto existing ILO experience:** The ILO-GIP strategy in Myanmar is based on cumulative experience gained through several projects. Additionally, the ILO-GIP adds to and benefits from co-operation with several ILO-Yangon initiatives related to improvement of Myanmar's industrial relations system.
- 2. Sound project design phases:** a sound project design process is fundamental in order to ensure the projects' appropriate degree of anchoring in the countries.
- 3. Stakeholders' participation in the project design:** the insufficient participation of the national social partners in the project's design stage proved to be critical in their lack of understanding and ownership of the project, and thus, largely contributed to significant challenges for creating an enabling environment for the successful implementation of the ILO-GIP.
- 4. Implementation schedule:** the fostering of industrial relations and social dialogue entails *systemic changes* that demand long-term processes and implementation schedules, and thus cannot be expected to be achieved in the short term (three years).
- 5. Staffing:** the ILO-GIP project staffing is insufficient. Complex interventions such as the ILO-GIP, especially, in view of the challenging environment as described earlier in this report, demand an adequate level of technical human resources in order to address its many dimensions.
- 6. The brands' role in the project:** the brands' support to ILO-GIP has proved to be instrumental, as factories are willing to join the project if their buyers explicitly request them to do so. However, according to several stakeholders' opinions gathered by the evaluator, H&M participation in the project this situation creates a *conflict of interest*, which, in turn translates into a disinclination on the side of the employers' and national owned factories to join ILO-GIP for reasons related to potential unfairness and competitiveness.

Good Practices

- 1. Training of trainers approach to capacity building:** The ToT approach is based on the principle of building capacities of a limited number of individuals within one or more particular institutions, to

ensure a learning process for qualified trainers who are in turn expected to be able to transfer the learned knowledge and/or skills at the factory, union (and eventually employer's organization or Ministry) levels, therewith providing both training and capacity-building assistance to the institutions in question.

2. **Training kit on Industrial relations:** It is an explicit goal of the ILO-GIP to hand over the complete training kit on industrial relations that is under development under the current project, and to disseminate the content as widely as possible. This has the potential to ensure a continued training process through a standardized training kit at a larger scale.
3. **Development of the "Client Relationship Management database":** it has the potential to provide a platform to document and monitor the effects of the ILO-GIP training at the factories; in addition it can be used to inform decision-making on eventual adjustments; and it can increase knowledge sharing between the different projects implemented by ILO Yangon and across time, should there be additional Yangon-based projects focusing on the garment sector.
4. **The collaboration between ILO-GIP and Aung Myin Hmu** allows for the mainstreaming of industrial relations issues into an already existing national training programme that is provided by a specialized institution in the garment sector.
5. **Tripartite Sub-working group on industrial relations training:** it allows the ILO-GIP to engage with the industry's social partners in industrial relations training programme, including the development of training materials for factory and sector level partners.

Recommendations

1. **Extension of the project's implementation schedule and budget.** In order to allow the ILO-GIP to consolidate achievements, and to address the remaining challenges, the evaluation recommends Sida to consider approving an extension of the project's implementation schedule (1 year).
2. **Capacity building for trade unions.** ILO-GIP must keep on delivering the recently started capacity building plan for the garment sector trade unions. However additional time may be needed to ensure the delivery of the actual training of the trainers as well as larger scale implementation of training activities foreseen under the different training modules.
3. **Availability of quality training materials and trainers.** ILO-GIP, along with INWORK and the ITC-ILO in Turin needs to finalize the development and adaptation of the social dialogue training material to make it suitable to the Myanmar context. Once finalized, it be submitted to the SWG-IRT for its validation and approval. Upon approval, when needed, select and hire (and eventually train) local service providers and/or conduct the actual ToT.
4. **Delivery and monitoring of the trainings in the participating factories.** Implement the delivery of training at the enterprise level, based on a realistic delivery schedule. It would be advisable to initiate trainings related to: Social dialogue; Sexual and Reproductive Health; Prevention of sexual and other harassment and discrimination; Gender Equality; Occupational Health and Safety at work.
5. **Development of a pilot on productivity.** Identify, among the participating factories, those in greater need to improve their productivity and be willing to participate, to develop pilot trainings on productivity.
6. **Support to WCCs and improvement plans.** If the project indeed is granted the requested one-year extension, it is recommended that, along with finalizing the deployment of the training programme, the ILO-GIP prioritizes the establishment/strengthening of WCCs; the development of bipartite

improvement plans; the establishment of bi-partite OSH committees, and to develop a gender equality Action and Inclusion Plan in participating factories.

- 7. *Participation of nationally owned factories.*** In order to continue efforts directed at engaging with nationally owned factories, the evaluation recommends that the ILO-GIP: (a) mainstreams industrial relations in other garment sector/projects working with nationally owned factories; and, (b) step up advocacy efforts directed at employers/nationally owned factories, in order to seek their active engagement with the project.
- 8. *Coordination mechanisms for the different garment-sector initiatives.*** The high number of actors, stakeholders and projects underlines the need for enhanced coordination mechanisms for the different garment-sector initiatives in the country in order to avoid duplication, maximising knowledge sharing and sharing lessons learned, while using comparative advantages of different stakeholders as well as clearly dividing labour amongst different actors.
- 9. *Garment sector initiatives mapping conference.*** ILO-GIP to lead, jointly with other garment sector initiatives, the organization of a national conference with the participation of the main international brands operating in Myanmar. The purpose of this is mapping what has been done, with what results, and what current actors are currently doing/planning, and most importantly, which institutions are best equipped to deliver what
- 10. *ILO's support to the promotion of social dialogue and sound industrial relations.*** For this purpose, it is recommended: (a) that the recently appointed ILO-Yangon ACTEMP focal point coordinates and provides assistance to ILO-GIP to further encourage engagement and commitment from employers; (b) To make explicit the linkages between ILO-GIP with the different components of the newly adopted DWCP 2018-2021; and (c) to enhance the on-going coordination amidst ILO initiatives/projects by developing joint work-plans.
- 11. *MIR Lab and MIRI.*** The outcomes of the feasibility studies for MIRI should be used to inform the design/inception of Phase II, and possibly be mainstreamed into the national labour market and industrial relations policies as these should not be stand-alone efforts under ILO-GIP.
- 12. *ILO-GIP Phase II:*** An outcome of the remaining implementation schedule should be the design of an ILO-GIP phase II. The design process must be based on: the results attained by GIP Phase I; the acquired knowledge and experience; a mapping of existing/complementing projects/interventions (see above); a broad and thorough national participatory process with all relevant national stakeholders (trade unions; MGMA, MoLIP and other relevant Ministries); as well as, the participation of the relevant ILO experts/Departments/Branches (ILO-GIP, ILO-Yangon, INWORK, ACTEMP, ACTRAV, etc.).
- 13. *ILO integrated strategy in the garment sector:*** Adopting a comprehensive and coordinated ILO response to the needs of the Myanmar constituents and other key industry stakeholders to advance decent work and sound industrial relation in the garment sector, would be highly advisable.
- 14. *Private sector contributions:*** In order to avoid conflicts of interest that might negatively influence the employers' and national owned factories willingness to join in ILO-GIP (or other projects) it is recommended to manage the private sector contributions through thematic/sectorial pool funds at the ILO-HQ level.

I. PROJECT CONTEXT AND DESCRIPTION

1.1. Project Context

According to a 2014 report by the Asian Development Bank (ADB)¹, Myanmar stands at a critical juncture amid a wave of political, social, and economic reforms. Since the return of civilian rule in 2011, the new government has launched impressive reforms, focused initially on the political system to restore peace and achieve national unity and moving quickly to an economic and social reform program.

Also according to the ADB report, in his inaugural address, President U Thein Sein identified a raft of challenges. One of these is an urgent need for investment in physical and social infrastructure. Another is the need for strong, growth-oriented development, led initially by agriculture and natural resources, and followed by manufacturing for domestic and export markets. The President also emphasized the importance of transparency, accountability, good governance and the rule of law; resolute action against corruption; and addressing the widening income gap between rich and poor. To overcome the obstacles, the ADB underlines *the government's need to accelerate reforms. Doing so requires a clear, multipronged development that produces quality jobs and reduces poverty.*

Along with local investors, interest from international investors has grown rapidly, with both the ADB and the World Bank identifying foreign investment as an important driver of economic growth. Although agriculture still dominates the economy accounting for 29 per cent of the GDP, Myanmar's garment industry is leading the country manufactured goods export sectors². Its export value reached US\$912 million in 2012 (up from US\$349 million in 2010), and is now said to have reached US\$1.5 billion in 2016.

The Myanmar Garment Manufacturers Association (MGMA) claims that the industry could achieve exports of \$8-10 billion by 2020, if all the relevant stakeholders, including employers, workers and their respective organizations, and various ministries can work together to develop the industry in a responsible and ethical manner³. The garment manufacturing industry is estimated to employ around 400,000 workers active in about 450 factories, 90 per cent of them being young women. The growing presence of Chinese (and Hong Kong, China) factories in Myanmar is an important element explaining the growth of the recent industry⁴. The development significance of the Myanmar garment industry is undeniable.

With this goal in mind, Myanmar has recently embarked on a reform process with the objective to deliver the efficient legal and institutional frameworks necessary for the development of a sound labour market governance system, in turn paving the way for economically and socially sustainable growth and development for all. This process is a challenging one, as both employers and workers have a partial knowledge and awareness of trade unions and employers' organizations, the concepts of industrial relations and the ILO principles on which constructive industrial relations should be based.

Myanmar is yet to develop an adequate legal and institutional framework for sound labour market governance. The ILO and its tripartite partners are currently working towards the development of such a framework, but workers, employers and their organizations can take immediate action to address common concerns around wages and working conditions through social dialogue.

¹ Asian Development Bank. Myanmar: Unlocking the Potential - Country Diagnostic Study, 2014

² Op. Cit.

³ MGMA-Myanmar Garment Industry 10-year Strategy 2015 – 2024

⁴ World Bank East Asia and Pacific Economic Update: Adjusting to a Changing World. April 2015.

Against this backdrop, the ILO in Myanmar initiated a 3-year project entitled *“Improving labour relations for decent work and sustainable development in the Myanmar garment industry”* (ILO-GIP).

1.2. Project Description

The project aims to assist employers and workers in selected enterprises to build sound labour relations practices, based on the practice of social dialogue (and collective bargaining), enhancement of productivity, improvement of occupational health and safety at work, prevention of sexual harassment, promotion of sexual and reproductive health. In addition, the project aims at raising the knowledge of industrial relations of industry stakeholders through a sectoral capacity building training programme. Finally, the ILO-GIP is supporting the capacity building efforts of garment sector stakeholders (trade unions federations and employer’s organization) in developing sound industrial relations practices.

II. EVALUATION PURPOSE AND METHODOLOGY

2.1. Evaluation purpose

The objective of this evaluation is formative: documenting and learning from the experience to inform support of ILO-GIP to tripartite constituents more effectively, for the remainder of the project.

The main purpose of the MTIE is to assess projects progress towards the outcomes. The evaluation is also intended to identify challenges, opportunities and lessons learned, and to make recommendations that can be used by the donors, ILO, the project team and partners to improve implementation of the project.

Gender equality is an important cross-cutting policy driver of the ILO. The MTIE has looked particularly at how gender equality concerns have been integrated throughout the project’s methodology, strategies/approaches and deliverables.

This MTIE was carried out in line with the requirements of the ILO Evaluation Policy. 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 to consider the effectiveness, efficiency and sustainability of project outcomes. Project evaluations also test underlying assumptions about contribution to a broader development goal.

The evaluation questions appear in the Terms of Reference (TOR) in Annex A.

2.2. Methodology

The evaluation used primarily qualitative data collection methods. Quantitative data were also obtained from the project’s reports and were incorporated into the analysis. Data collection methods and stakeholder perspectives were triangulated, where possible, to increase the credibility and validity of the findings. The interview process incorporated flexibility to allow for additional questions, ensuring that key information was obtained. A consistent protocol was followed during each interview.

Evaluation Schedule. The evaluation was conducted between July and September 2018. The evaluator reviewed project documents, developed data collection instruments, and prepared for the fieldwork during the week of August 5. Fieldwork was conducted in Myanmar from August 12 to 21. The fieldwork

culminated with a presentation and discussion of the preliminary findings with key project stakeholders on August 21. The bulk of the data analysis and report writing occurred from August 29 to September 28.

Data Collection and Analysis. The TOR contained a list of evaluation questions that served as the basis for the evaluation. These questions were used to develop guides and protocols for the key informant interviews, focus group discussions, and document reviews. The master key informant interview guide is listed in Annex B. The following methods were employed to gather primary and secondary data.

Document Review. The evaluator read a variety of documents and other reference publications. These documents included the project document, technical progress reports, baselines reports, and other relevant documentation. Annex C shows the complete list of documents that were reviewed.

Key Informant Interviews. The evaluator conducted interviews with ILO Yangon and HQ, project staff, donors, project partners, government officials, etc. A complete list of interviews appears in Annex D.

The evaluator used qualitative data analysis methods to categorize, triangulate, synthesize, and summarize the raw data captured from the interview notes. The results of the data analysis provided tangible blocks of information, which the evaluator used to write the evaluation report. The data analysis was consistent with the evaluation questions in the Terms of Reference (TOR).

Limitations.

The findings for the evaluation are based on information collected from background documents and key informant interviews. The accuracy of the evaluation findings are predicated on the integrity of information provided to the evaluator from these sources and the ability of the evaluator to triangulate this information.

III. FINDINGS

The following findings are based on the review of key project documents and interviews conducted during the fieldwork phase of the evaluation. The findings provide a global view of the project's main achievements and challenges, and address the key questions listed in the TOR. They are presented according to major evaluation categories: *validity of the intervention design; project's relevance and strategic fit; project progress and effectiveness; efficiency of resource use; effectiveness of management arrangements; and sustainability.*

3.1. Validity of the intervention design

This section addresses issues related to the project design. It begins with an assessment of the project identification and design process and is followed by an analysis of the design's internal logical consistency (i.e. cause and effect logic) between the immediate outcomes and outputs. It also includes a discussion related to several of the evaluation questions including the usefulness of the indicators; the inclusion of gender equality concerns in the project design; and the pertinence of the sustainability strategy.

3.1.1. ILO-GIP as part of a global agreement

The ILO-GIP project is an initiative funded by the Swedish International Development Agency (Sida) and the Swedish Hennes & Mauritz AB (H&M) Corporation. The cooperation between the ILO and H&M started in 2001, when H&M joined the ILO *Better Factories* programme in Cambodia.

In 2013, the cooperation between Sida, H&M and the ILO was expanded with the purpose of strengthening industrial relations and promoting collective bargaining with a view to improve wages and working conditions for textile and garment workers. A Public Private Partnership (PPP) was signed between the ILO and H&M in 2014, creating a formal partnership to promote sustainable global supply chains in the garment industry, which included joint work on industrial relations and wages, training and skills development in factories from which H&M sources, as well as on the strengthening of employers' and workers' organizations in the global garment industry.⁵

Current and past efforts include the *Improving industrial relations in Cambodia's garment industry* Project (2014); the *Improving Industrial Relations for Decent Work and Sustainable Development of Textile and Garment Industry in Ethiopia* Project (2015) and the *Improving labour relations for decent work and sustainable development in the Myanmar garment industry -ILO-GIP- project* (2016).

The three projects share a common intervention model, that has been refined and adjusted by the ILO over the past years, and which includes interventions at national/regional/local, sectoral and factory levels, in order to improve industrial relations and working conditions in the garment sector.

⁵*ILO and H&M Sign Unique Agreement on Sustainable Global Supply Chains in the Garment Industry*
https://www.ilo.org/pardev/information-resources/news/WCMS_306151/lang--en/index.htm

3.1.2. Project identification and design

According to several stakeholders who were interviewed, the ILO Liaison Office in Yangon, in collaboration with several ILO Branches and Departments such as INWORK and ACTRAV led the ILO-GIP project design in close coordination with Sida and H&M.

Also, some interviewees confirmed that the ILO experts conducted several missions in Myanmar and had held meetings with ILO-Yangon and national constituents' representatives (Ministry of Labour, Immigration and Population –MoLIP-, trade unions and Employers' Organizations) in coordination with the ILO Liaison Office in Yangon.

However, there is widespread agreement among informants that the identification and design process was not a fully inclusive and participatory process, since constituents did not participate in the planning of the project, nor did they agree to/or fully commit to its implementation.

It transpired from the interviews that the inputs from all tripartite parties were not systematically sought, and that agreement from stakeholders on the whole project was not fully secured. (See Sections 3.2.2. *Project's Consistency with the Needs of Key Stakeholders*; and 3.3.1. *Challenges in Project Implementation* for more details). Nevertheless, it is noted throughout the report that later, ILO-GIP has made significant efforts to remedy this.

The above-mentioned shortcoming in the design process has resulted in an apparent lack of ownership of the project, initially by the workers' organisations, but mostly among the employers' organization, as evidenced during the implementation of the project. There is little mention of the Government throughout the project document and progress reports; especially, the participation of the MoLIP is remarkably absent. This lack of active stakeholders' support for the project is known to have caused significant delays and challenges for several anticipated activities and components in both the project's start-up and implementation (please refer to section 3.3. *Project progress and effectiveness* for further details)

3.1.3. Internal coherence

This sub-section analyzes several issues related to the coherence and internal logic of the project, and assesses the validity of the logical framework that was developed.

Internal logic

The initial project document included a logframe containing four immediate objectives.

1. Increased capacity for sound industrial relations in participating enterprises leading to increased incidence of social dialogue (including collective bargaining), and, as a result, increased wages, improved working conditions and improved gender equality.
2. Empowerment of women workers via the removal of the most serious obstacles for women's participation in social dialogue and to the extension of opportunities to all workers regardless of sex.
3. Increased capacity of social partners to deliver services to members and to participate in bipartite social dialogue.
4. Regular bipartite social dialogue takes place at the sectoral level in the garment industry, giving rise to bipartite agreement(s) on concrete measures to address issues of common concern to workers and employers.

However, the limited engagement of the main garment sector employer organisation-MGMA⁶-, which is a key stakeholder in the project (please refer to section 3.3. *Project progress and effectiveness* for further details) pushed ILO-GIP to review the design of several of the project’s components during the initial stage of implementation of the project. This particularly affected the project components related to the establishment of an *accountability mechanism* as well as the *capacity building/training component*, which had to be reformulated in order to better accommodate to the identified training needs of workers and trade unions.

This also underpinned the addition of a new project component related to productivity training, for a selected group of participating factories. In addition, the overall project goal to “create a social dialogue” was modified to “the creation of an industrial relations lab for tripartite leaders in the field. (Note: the establishment of the MIR Lab and MIRI is further elaborated hereafter, see section 3.3.2. *Main Results to Date and Likelihood of Achieving the Planned Objectives*). These adjustments were made in order to achieve collaboration from the MGMA; although such commitment remained only partial during the period in which the current evaluation took place.

In order to include these adjustments into the project’s design, an updated logframe was prepared by the ILO-GIP team during the project’s inception phase, which was approved by the donors in December 2017. The updated immediate objectives and their respective outputs are illustrated in the table below.

Updated immediate objectives and outputs
Immediate Objective 1: <i>Increased capacity for sound industrial relations in participating enterprises leading to increased incidence of social dialogue (including collective bargaining) and, as a result, increased wages, improved working conditions and improved gender equality.</i>
Output 1.1: Participating enterprises are recruited and enterprise-level data-gathering exercises are carried out.
Output 1.2: Bipartite improvement plans are developed in each participating enterprise with the assistance of project staff.
Output 1.3: Bipartite improvement plans are implemented in each participating enterprise with the assistance of project staff.
Output 1.4: Bi-partite OSH action plans are developed in participating enterprises with the assistance of project staff.
Output 1.5: Bipartite OSH action plans are implemented in each participating enterprise with the assistance of project staff.
Output 1.6: Relevant training materials appropriate for use at enterprise level are identified and modified (if necessary) or developed from scratch and delivered in each enterprise.
Output 1.7: Bipartite continuous improvement plans on processes (productivity) are developed in selected number of participating factories.
Output 1.8: Bipartite continuous improvement plans on processes (productivity) are implemented in selected number of participating factories.
Immediate Objective 2: <i>Empowerment of women workers via the removal of the most serious obstacles to women’s participation in social dialogue and to the extension of opportunities to all workers regardless of sex.</i>
Output 2.1: An overall project gender strategy is developed together with bipartite gender equality action plans in each participating enterprise.
Output 2.2: Bipartite gender equality action plans are implemented in each enterprise with the assistance of project staff.
Output 2.3: In collaboration with a suitable locally-based partner organization, a programme to deliver health information and education targeted specifically at women is designed and delivered.
Immediate Objective 3: <i>Increased capacity of social partners to deliver services to members and to participate in bipartite social dialogue.</i>
Output 3.1: Financial support for staffing is provided to the secretariats of both employers’ organizations and trade unions at sectoral level, subject to appropriate assurances of sustainability.

⁶ Myanmar Garment Manufacturers’ Association

Output 3.2: A program of workshops to strengthen the social partners' capacity to deal with labour relations and to provide services to their members is developed and implemented for sectoral-level trade unions and employers' organization(s), with the support of international workers and employers' organizations where appropriate.
Immediate Objective 4: <i>Regular bipartite social dialogue training takes place at the sectoral level in the garment industry, addressing concrete issues of common concern to workers and employers.</i>
Output 4.1: Shared goals for sustainable development and decent working conditions in the garment industry are defined by the social partners at sectoral level.
Output 4.2: A program of bipartite training workshops is developed and implemented at the sectoral level with a view to pursuing the shared goals defined under output 4.1.
Immediate Objective 5: <i>Increased knowledge of the labour law and rights and responsibilities at work for garment workers</i>
Output 5.1: An extensive curriculum on workers' rights and responsibilities is developed and delivered to garment workers through various TVET training channels
Output 5.2: A curriculum on workers' rights and responsibilities at work is developed and delivered to garment workers through direct training in participating factories

Upon analysis, the evaluator finds that the overall project logic is all-encompassing and both the *strategy* (proposed interventions at the national, sectoral and factory levels) as well as the *intervention approach* (capacity building, improvement plans, training for garment workers, etc.) are addressing several of the key challenges of the garment industry in Myanmar.

Also, the evaluation notes that, in general, a solid causal argument exists between the project's main elements: Objectives, outcomes and activities, although some observations for improvement are made below. In addition, the evaluation identified some room for improvement in the identification of solid indicators that can effectively measure progress achieved, as well as for the definition and identification of assumptions, risks and the need for continued identification of corresponding mitigation strategies.

Logical framework

The updated logframe, while being considered a useful tool for organising the project's principles and a basis for making the intended cause and effect linkages explicit, was however not found to be a useful instrument for the actual management and monitoring of the project:

- The Project's **logframe**: This was formulated in a rather complex way (5 immediate objectives; 17 outputs; 65 indicators, 57 activities) whereas a more simple model would have been preferable (*i.e.* a logframe with fewer but more *specific* objectives and more *precise* related results or outcomes) especially taking into account the limited resources (human and financial) available to the project and the limited implementation time.
- The **immediate objectives (I.Os) and outcomes**: Although these are all considered to be relevant for the project, the evaluation found them to be imprecise in their current formulation and relatively difficult to verify. This is further explained as follows:
 - The anticipated I.O.s are defined in very broad terms, are insufficiently precise (sometimes vague), and several of them contain both multiple and separate development dimensions (including cause-effect linkages). For example:

Immediate Objective 1: (i) *Increased capacity for sound industrial relations in participating enterprises //leading to//* (ii) *increased incidence of social dialogue //iii) (including collective*

bargaining)// and, //as a result//, //(iv) increased wages/, //(v) improved working conditions /and/ (vi) improved gender equality.

This type of generic formulation (noted in all 5 I.Os, although affecting them differently) is not sufficiently specific, resulting in a lack of clarity and precision in the I.Os. This makes the objectives difficult to read and interpret and may also leave room for potential ambiguity and different individual interpretations of intended project goals.

Furthermore, in their current formulation, the I.Os include several inter-related goals, and their sequence or hierarchy is not necessarily clear. In the example, the evaluator identified six goals (numbered above from i to vi). These relate to different aspects of the project and should thus be formulated (and measured) separately.

In addition, some I.O.s appear to be formulated as if they were “Results” or “Outputs”, rather than outcomes. Outputs however are: *the likely short-term and medium-term effects of an intervention* (as opposed to *the description of what is to be attained upon the completion of the project*⁷). For example I.O. 4 reads as follows:

Immediate Objective 4: *Regular bipartite social dialogue training takes place at the sectoral level in the garment industry, //addressing concrete issues of common concern to workers and employers*

The phrase ‘*Training taking place*’ implies a means to an end, and is as such, a result or an output contributing to an I.O. A more accurate formulation could be something along the lines of: *Increased capacity of social partners to participate in bipartite social dialogue*; which is already included in I.O.3, along with *Increased capacity of social partners to deliver services to members*. Similarly, I.O.3. includes in its formulation two different and separate goals.

- Overall, as in the case of the I.Os, many of the **outputs** in the logframe are defined in quite vague and broad terms, and often contain multiple and separate (sometimes inter-related) anticipated results, which makes it difficult to understand what exactly the project intends to achieve, *in what order*, and how the outputs are intended to contribute to the outcomes. For example:

Output 3.2: *A programme of workshops to strengthen the social partners’ capacity to deal with labour relations //and to provide// services to their members is developed //and// implemented //for// sectoral-level trade unions //and// employers’ organization(s), //with the support// of international workers and employers’ organizations where appropriate.*

- In addition, the evaluation considers that in general, the **indicators** are not sufficiently adequate. Many cannot be considered as reliable means for measuring the anticipated achievements, results or objectives, nor do they capture relevant changes that flow from the activities/interventions that will be undertaken in the framework of this project. In addition, the alignment between indicators, objectives and outputs is found to be weak (most indicators could be results or activities themselves). Moreover, clear baselines, targets and timelines were not identified or defined. Some examples:

⁷ ILO EVAL Guidance Note 12

- Increase in the number of union members in participating enterprises
- Number of managers & supervisors trained (by topic)
- Improvement in key operational metrics such as safety, quality, productivity, cost, delivery, morale and motivation of workforce
- Regular sectoral bipartite social dialogue training is taking place by the end of the project

Assumptions/Risks

In addition to the updated logframe, an updated project Risk Matrix (RM) was submitted to the donors in July 2018, which was also reviewed by the evaluator.

According to the ILO⁸, *given the diversity in the use of the terminology, it is necessary to clearly identify the concepts of “risk” and “assumption”. The term **risk** denotes two aspects: uncertainty about its occurrence and the impact generated by its occurrence. From this perspective, we can define risk as the probability of occurrence of an undesirable event that is “external” to the program and that will hinder in some way the achievement of its objectives. In contrast to risks, **assumptions** are those events or situations whose occurrence or satisfaction is necessary for the achievement of project objectives. The assumptions and risks are outside the executor’s control but the assumptions are formulated as positive conditions and are to be directly related to the project itself.*

For the sake of clarification and consistency in the use of clear concepts, the evaluator deems it necessary to point out that the “risk matrix” that was developed for the project, refers to *assumptions*, as well as the likelihood of their occurrence and the risk level these assumptions might pose to the project and the mitigation measures undertaken by the ILO. This matrix does however not refer to *risks per se*, as defined in the previous paragraph.

The evaluation further notes that the underlying assumptions that were identified in the *revised* Result Framework continue to include “the willingness and ability of stakeholders to make the necessary changes for socially responsible garment industry development at enterprise and sectoral level”. This basic assumption was however found to be unrealistic; as such willingness/ability has not been manifested (yet) despite efforts from ILO-GIP to engage with the employers’ association MGMA (please refer to section 3.3. *Project progress and effectiveness*)

Whereas the matrix includes an assumption related to the employers’ organizations’ willingness to participate in social dialogue at sectoral level, the ILO-GIP objective of “policy dialogue” has now been modified to “industrial relations training at sectoral level”, which appears to be a more modest, yet more realistic objective, in view of the current level of limited engagement and commitment from the MGMA. It was noted however that the ILO-GIP had not identified additional mitigation measures to further encourage/or ensure a full and continued commitment from employers to this particular new project component.

3.1.4. Timeline and objectives

As mentioned, the project aims at increased capacity of employers, unions, factories and workers for sound industrial relations; increased incidence of social dialogue; empowerment of women workers;

⁸ ILO EVAL Guidance Note 12

increased capacity of social partners to deliver services; and increased knowledge of labour law and rights and responsibilities at work for garment workers.

Based on interviews, the evaluator anticipates that the current and future interventions of the project have the potential to contribute towards each of these goals. However, it is difficult for both the evaluator, and the interviewed stakeholders, to estimate what would be a *reasonable duration* for such processes, and *to what extent* these capacities could be increased within the current implementation schedule.

There was however a clear consensus among informants that attaining these (multiple) goals imply longer-term processes and that therefore their achievement, in turn, will require much more time than the anticipated duration of the current project.

3.1.5. Inclusion of gender concerns in the project design

The evaluation found that generally speaking, the project design adequately succeeded in taking into account the gender dimensions of the problems and challenges to be addressed, the gender dimensions of the planned interventions, as well as the interests of the women target groups.

From document reviews, the evaluator found that gender equality appears as a cross-cutting objective in the project documentation, integrated across all components. Furthermore, informants confirmed that the project will encourage the participation of women at a level that is proportional to their representation in the workforce.

As part of the project, women workers and worker representatives will be offered specific training programmes, which are intended to build their capacity to participate in leadership and decision-making structures at federation and basic labour organization (BLO) levels. The project also foresees several assessments to ensure information, on which the anticipated training and capacity building activities can be based, in areas identified as particularly relevant for women workers, such as Occupational Safety and Health (OSH) and sexual and reproductive health and rights (SRH).

More importantly, as identified in the project document, the ILO-GIP's "overall project gender strategy" is composed of the inclusion of gender in all its components as well as two specific gender components: a) the development of a separate gender equality action plan in each Workplace Coordination Committee (WCC); and b) a programme of health education with a particular focus on SRH.

According to the information received, the overall gender strategy is only in the drafting stage. On the other hand, a gender equality assessment (GEA) was conducted in garment factories, and this is in turn expected to inform the separate *gender equality action plans* in each WCC at the factories' level. Additionally, the ILO-GIP has indeed designed a programme and the respective training activities on health education with a focus on SRH.

3.1.6. Sustainability strategy

In theory, the ILO-GIP project document, in its different sections, reflects a clear understanding of the requirements that need to be in place for ensuring the sustainability of the project. However, the project's own "sustainability strategy", which is only very briefly explained, refers to important, yet generic basic aspects that could apply to any project. The sustainability strategy for the ILO-GIP is therefore found to be insufficiently conceptualized, as it is not tailored for this particular project, not sufficiently detailed and it is anchored in the context of (an overly ambitious) project.

3.2. Project's Relevance and strategic fit

3.2.1. Overall relevance

According to the ILO⁹, after decades of isolation, authoritarian rule and economic sanctions, Myanmar is believed to be a candidate for becoming one of the “top 10 performers in developing Asia”.

Myanmar's garment sector has seen rapid growth since the country's re-opening to global markets in 2011. The easing of sanctions and lifting of import bans by the USA in 2012 followed by the EU in 2013, along with Myanmar's inclusion in the EU's Generalized Scheme of Preferences (GSP), has created new opportunities to access Western markets. The garment industry is leading the country's manufactured goods export sectors. Its export value reached US\$912 million in 2012 (up from US\$349 million in 2010), and reached US\$1.5 billion in 2016.

In its ten-year strategy, the MGMA is expecting the industry to achieve exports of \$8-10 billion by 2020, *if all the relevant stakeholders, including employers, workers and their respective organizations, and various ministries can work together to develop the industry in a responsible and ethical manner*¹⁰.

From document review and interviews with stakeholders it is evident that both maintaining the current rate of growth as well as the ability of seizing new opportunities are necessary to ensure significant improvements in the industry's competitiveness. This includes improved working conditions as well as a workforce with improved skills.

In this regard, the overall ILO-GIP goal of improving labour relations, social dialogue and gender equality in the garment industry, is highly relevant.

3.2.2. Consistency of ILO-GIP with the needs of key stakeholders

Stakeholders who were interviewed for the evaluation widely agreed that the ILO-GIP project is mostly seen as highly relevant, especially in light of the feeble institutional capacities of both workers and employers' organizations; the scarce recognition of labour rights; poor working conditions; and gender inequities that exist in the Myanmar garment sector.

- Workers

Production in the Myanmar garment industry is generally concentrated in the low-value end, driven by a workforce with low educational qualifications. Wages are, on average, relatively low, when compared with other regional competitors, while working hours in the sector are generally long and typically excessive.¹¹ Preliminary findings of the Factory Baseline Assessment (FBA) confirmed that, despite regulations related to the workweek in the 2011 Labour Law, typically workers in the garment sector may have workweeks of up to 56 hours¹².

⁹ https://www.ilo.org/yangon/projects/WCMS_568604/lang--en/index.htm

¹⁰ MGMA-Myanmar Garment Industry 10-year Strategy 2015 - 2024

¹¹ *Asia-Pacific Garment and Footwear Sector Research Note Issue 6 November 2016 Employment and Wages in Myanmar's Nascent Garment Sector*. ILO Regional Office for Asia and the Pacific.

¹² According to labour law workweek is 44 plus 16 hours overtime. For manufacturing sector, there is a 2016 directive (contradicting the law) that allows 44 hours plus 20 hours overtime. Source: ILO-ACTEP (Yangon)

Documents reviewed for the evaluation show that working conditions in the garment industry are often arduous: poor ventilation, high temperatures; exposure to dust, fibres or chemical agents, are recurring examples. In addition, workers are at a relatively high risk of accidents, due to unsafe working conditions and high levels of work-related stress, for example, due to productivity expectations.¹³

The overall goal of ILO-GIP is to achieve both a joint understanding, as well as the willingness and capacity, in both workers and employers, to jointly identify and address a range of challenges related to working conditions and other workplace related issues, both at the sectoral level, as well as in the participating factories.

In this regard, informants across the board concurred that overall, ILO-GIP responds to the needs of stakeholders. The anticipated interventions at the factory level, especially those related to creating an improved understanding of the need for improved industrial relations, do indeed have the potential of enhancing a bipartite dialogue between factory workers and their managers/employers, and also, at the sectoral level.

- Women-workers

The garment, textile and footwear industry in Myanmar employs approximately 738,000 workers, an overwhelming majority of whom are young women¹⁴. Desk reviews, interviews with stakeholders, as well as the preliminary findings from the Gender Equality Assessment highlighted that this sector is largely seen as a means for female workers to earn a living and contribute financially to their family, before settling down in marriage and/or raising a family, without any clear career perspective or related expectation.

Thus, whereas the steady development of the garment industry may hold a huge potential for women's economic empowerment, according to several sources¹⁵, women workers currently face many challenges, related to deeply root underlying perceptions of defined gender roles.

As a result, women are often recruited for the lower wage jobs, those that offer very little social protection and career or promotion prospects; and women's participation in representative bodies (e.g. WCCs and labour organizations/unions) is very limited. In addition, women in the garment industry are reported to be at risk of discrimination, (different forms of) harassment, including sexual harassment or gender-based violence. Moreover, multiple studies indicate that women workers generally have very limited access to health and reproductive information and services.

Key stakeholders consulted for the evaluation concord that tackling these obstacles, together with addressing gender equality, is of essential importance for the progress of the garment sector. In this regard, the evaluation notes that ILO-GIP has indeed a specific focus on gender equality, with clearly identified gender components, intended to address and reduce the above-mentioned challenges, which mostly (but not only) affect women in the garment sector. As such, the project is found to be relevant with regard to women workers' needs.

Regarding the overall relevance of the gender component of the project, some studies related to the identification of possible gender approaches in Myanmar have pointed at the momentum for introducing

¹³ *The Myanmar Dilemma: Can the garment industry deliver decent jobs for workers in Myanmar?*, by Martje Theuws, Pauline Overeem of the Centre for Research on Multinational Corporations (SOMO), Action Labor Rights (ALR), Labour Rights Defenders and Promoters (LRDP), august 2017; *From Boycott to Boom? A Socio-Environmental Map of Myanmar's Garment Industry in 2016* C&A Foundation September 2016.

¹⁴ *Asia-Pacific Garment and Footwear Sector Research Note Issue 6* November 2016 Employment and wages in Myanmar's nascent garment sector. ILO Regional Office for Asia and the Pacific.

¹⁵ Document review and interviews

gender equality issues noting that “Gender equality issues are more effectively addressed at the start of a process of institutional and constitutional restructuring and reform. In Myanmar, therefore, a unique opportunity has arisen as a new governance model is negotiated: an opportunity to introduce mechanisms to secure the rights of women and to advance gender equality.”¹⁶

- Social Partners

Through other projects, many unions and employers’ organizations in Myanmar have received some form of capacity building related to social dialogue and industrial relations in recent years. However, the institutional capacity of both social partners continues to be underdeveloped and limited, which affects their capacity to fulfil their respective roles, as they are often not sufficiently equipped to provide the necessary services to their affiliates.

Moreover, despite much progress over the past years, social partners remain only partially engaged in social dialogue. In this regard, the evaluation found that the project is consistent with the current needs of both social partners, workers’ as well as employers’ organizations.

In addition, the overall lack of understanding in Myanmar of concepts related to gender inequality and the wide-spread existence of gender inequities, combined with a generalised lack of comprehension of the respective consequences of these phenomena, may currently be preventing social partners from fully comprehending the potential benefits of a more equal and equitable status quo of male and female workers and managers in the garment industry, and in society as a whole.

- a. Trade unions (Labour organizations)

Trade unions, called “basic labour organizations” (BLO) under Myanmar law, have suffered a backlash during the repression that occurred since the establishment of military rule in 1962. Until the transition towards an elected Government, and the introduction in 2011 of the Labour Organization Law (LOL), workers’ organizations often could operate only in a mostly clandestine way in Myanmar, or from exile, in countries such as Thailand. Only since 2012, when the Labour Law entered into force, trade unions were again allowed to operate in Myanmar.

While these organizations have experienced an exponential growth over the last six years¹⁷, the establishment of the trade union movement in Myanmar is yet fragile. Myanmar’s confederation of trade unions was formally recognized only in 2015.¹⁸ This is reflected in a relatively low institutional capacity of trade unions, with limited experience in industrial relations, in combination with a generalised lack of understanding of and ability for effectively and constructively engaging in social dialogue, collective bargaining and/or dispute resolution, which makes the ILO-GIP’s relevance decidedly elevated.

- b. Employers

Since 2014, the ILO’s Bureau for Employers’ Activities (ACTEMP) has provided support for capacity building in Myanmar’s business sectors and employers’ organizations. Previously, employers’ associations were largely under the control of the state.

¹⁶ “Advancing Gender Equality within a federal Governance Model in Myanmar”, by Christine Forster for UN Women, 2017.

¹⁷ Trade Union Building in Myanmar, Sabrina Zajak 17 February 2017, Open Democracy Forum, Online: <https://www.opendemocracy.net/sabrina-zajak/trade-union-building-in-myanmar>

¹⁸ Myanmar Officially Recognizes Trade Union Confederation, <https://www.solidaritycenter.org/myanmar-officially-recognizes-trade-union-confederation/>

Similar to the case of the labour organizations, recent changes in Myanmar’s labour legislation have created more space for business organizations to become involved and to address employment issues that they were previously not involved in. The changing political, economic and social environment in Myanmar is placing an increasing demand on such organizations, to expand their policy portfolio, to include and address issues related to decent work and employment, and to provide new labour-related services to employers in all sectors¹⁹.

The Myanmar Garment Manufacturers Association (MGMA) is the main business association for the Myanmar garment sector. In 2015, the MGMA adopted its *Code of Conduct*, which is based on internationally recognised human rights and labour standards, including, those defined by the *ILO Declaration on Fundamental Principles and Rights at Work*²⁰.

Also in mid-2015, the MGMA introduced a long-term approach for industrial sectoral growth and development in the garment sector, by adopting the *Myanmar Garment Industry 10-year Strategy 2015-2024*. This strategic plan was the outcome of a series of workshops, which included the participation of the MGMA, brands and suppliers. Facilitation support to the development of the strategy was provided by *Pyoe Pin*²¹ and the ILO among others.²²

The strategy is a guide for responsible sector development, and it reflects the conviction that *high social compliance standards and an environmentally sustainable production base are essential elements to ensure the Myanmar’s burgeoning garment industry competes effectively on the global stage*²³.

Furthermore, the MGMA designed the following vision-statement:

“We will be the highest revenue earning industry in Myanmar, penetrating the global market by offering high quality, value led products.

These will be produced in an ethical and sustainable manner with a skilled workforce who will enjoy a high quality of life and high salaries.”

To carry this vision forward, six strategic objectives were identified. The evaluation found that ILO-GIP is fully aligned with all of them:

- *Objective 1: Improve the competitive advantage of the Myanmar garment industry*
- *Objective 2: Ensure that full social compliance and social dialogue is practised at all levels of the industry.*
- *Objective 3: Build an apparel training sector that supports the industry as it develops.*
- *Objective 4: To build the image, position and brand of the Myanmar garment industry*

¹⁹Strengthening Institutional Capacity of Employers’ Organizations in Myanmar to Promote Decent Work Principles and Sustainable Enterprises. ACT-EMP, ILO, 2016.

²⁰ <http://www.myanmargarments.org/about/mgmas-code-of-conduct/>

²¹ Funded by DfID/the British Council, the Pyoe Pin programme, (now called the “Sone Sie programme”) was originally created in 2011, to promote inclusive, accountable and fair governance in Myanmar to underpin a more democratic, prosperous, and peaceful country. <https://www.britishcouncil.org/partner/track-record/pyoe-pin>

²² <http://www.myanmargarments.org/about/garment-sector-development-strategy/>

²³ MGMA-Myanmar Garment Industry 10-year Strategy 2015-2024

- Objective 5: *Inform policy change which improves the enabling environment for positive sustainable growth of the textile and garment sector.*
- Objective 6: *Increase the service potential of trade associations*

The MGMA Strategy states that *it is crucial that an inclusive process will be undertaken to ensure that all aspects of social compliance and responsible manufacturing is achieved through a comprehensive engagement of employers, workers and government.* Furthermore, it highlights that *bipartite engagement from the earliest stages is crucial to create a sustainable and long-lasting engagement on key labour market, employment, and workplace.*

The strategy document highlights the urgent need for the development of skills in the workforce but also, recognises that creating sufficient training capacity is a long term objective: *a fully responsive training sector will take time to establish, in the short term it is proposed that a team of industry experts is engaged to work directly with the factories to build upon the existing skills within the industry, to run workshops and seminars around both industry specific subjects (...) and others such as CSR, business practices, (...).* In the long term, the strategy aims at *seeking funding for garment industry training schools which will be opened in Yangon by the end of 2016 and in other areas by 2017.*

From interviews with stakeholders and document review, it becomes evident that efforts of the MGMA and the ILO (through ILO-GIP and other ILO-projects currently implemented) are increasingly finding common ground in their pursuit of *improving labour relations and social dialogue in the garment industry in Myanmar.* Interviews with key stakeholders further revealed that both the MGMA and ILO-GIP are engaged in other common and complementary areas of intervention that also support such efforts.

This presents further potential for exploring opportunities for increasing/intensifying collaboration. Maximizing the combined and complementary capabilities of both organizations continues to be important for further strengthening of the Myanmar Garment Industry, in particular for the improvement of its sustainability.

However, to the employers' organisation the level of relevance of ILO-GIP, the project appears to be low, since the full engagement of the MGMA could not be secured, neither during the design and inception phase, nor in the initial year of implementation, despite ongoing dialogue and sustained efforts of ILO-GIP and high-level ILO staff, to encourage the inclusion of employers in the project.

As explained in the project's inception and progress reports, and confirmed by some informants, this is a result of several combined underlying factors, including concerns with some of the issues the project aims to address, as well as with the involvement of H&M as a donor, and the overload of demands by different donors.

ILO-GIP has attempted to increase the relevance for employers by adding a productivity enhancement component to the training to be implemented in selected number of participating factories.

3.2.3. Project's relevance in supporting ILO policies and strategies.

The ILO's comparative advantages

As a specialized UN agency, the ILO is well-placed to deal with a variety of stakeholders, especially in view of its unique tripartite composition, and to assist governments, workers and employers with addressing challenges related to work conditions, industrial relations, social dialogue, as well as labour market and

employment governance systems. The organization has a proven track record and capacity to design and implement the project, as similar projects have been undertaken in other countries. However, the situation in Myanmar is quite unique.

In Myanmar, after an interruption during the reign of the military junta, and since the establishment of an ILO Liaison Office in 2002, the ILO has been increasingly engaged with its tripartite constituents, while consistently working towards increasing the capacity of workers and employers organizations. In addition, the ILO has supported the MoLIP through reform processes such as the Labour Law Reform, including support to Minimum Wage review processes.

At a global level, the ILO has been key in the development of International Labour Standards. The organization's method of work is based on the principle of tripartite participation and the strengthening of social dialogue at all levels and in all sectors. The subjects of the ILO's fundamental labour conventions are now universally accepted as a minimum requirement for Decent Work, which implies respect for its core principles, independent of whether States have ratified these core conventions or not. However, the ratification of the core conventions remains a key organizational objective.

Furthermore, the United Nations 2030 Agenda embraces the three dimensions of sustainability – economic, social and environmental. It has 17 Sustainable Development Goals (SDGs) and was formally adopted by world leaders gathering at a United Nations special summit in September 2015 in New York. The importance of decent work in achieving sustainable development is highlighted by Goal 8 which aims to “promote sustained, inclusive and sustainable economic growth, full and productive employment and decent work for all”.

In addition to the standard-setting expertise, the ILO has extensive, recognized experience in establishing or strengthening legal frameworks, institutions, machinery or processes for sound industrial relations and effective social dialogue in member States²⁴.

There is wide-spread agreement among informants that this combined experience and expertise, as well as its tripartite composition, is embedded or reflected in the ILO-GIP, making the ILO the most relevant implementing agency.

Alignment with broader ILO policies and strategies

The current evaluation concludes that the ILO-GIP is indeed fully aligned with broader ILO policies and strategies as defined in the *ILO-Myanmar Country Framework; ILO-Myanmar Decent Work Country Programme (DWCP) 2018-2021*; -and the *ILO Programme and Budget (P&B)*. This is based on the following analysis:

- ***ILO-Myanmar Country Framework Priorities***

In September 2016, the Myanmar National Tripartite Dialogue Forum (NTDF) endorsed the ILO-Myanmar Country Framework (CF) which establishes the ILO's priorities in the country. If fully implemented, ILO-GIP is expected to contribute directly to the following outcomes:

- MMR801: *Strengthened institutional capacity of employers' organizations.*

²⁴ ILO. Industrial and employment relations. <https://www.ilo.org/ifpdial/areas-of-work/industrial-and-employment-relations/lang--en/index.htm>

- MMR802: *Strengthened institutional capacity of workers' organizations.*
- MMR102: *Sustained and deepened progress with Freedom of Association as the foundation for sound social dialogue.*
- MMR127: *Entrepreneurship development and growth in foreign direct investment (FDI) leading to socially responsible sustainable enterprises*

- *ILO-Myanmar Decent Work Country Programme (DWCP) 2018-2021*

Throughout the world, Decent Work Country Programmes (DWCPs) have been established as the main vehicle for delivery of ILO support to countries. DWCPs define, in agreement with the national constituents, the priority areas for ILO technical support in a country.

The *ILO-Myanmar DWCP 2018-2021, to be adopted in September 2018*, is the first ever such framework agreed on by the Government of the Union of Myanmar, the employers' and workers' organisations and the ILO.

The current DWCP establishes three priority areas for ILO technical support for 2018-2021, each of which has been represented here with relevant outcome areas to which ILO-GIP, can directly contribute (if fully implemented):

- *Priority 1: Employment, decent work and sustainable entrepreneurship opportunities are available and accessible to all, including for vulnerable populations affected by conflict and disaster.*
- ***Priority 2: Application of Fundamental Principles and Rights at work is strengthened through labour market governance.***
- *Priority 3: Social protection coverage for all is progressively extended, especially for vulnerable workers and populations.*

The evaluation can thus confirm alignment of both ILO-GIP and the 2018-2021 DWCP, and in particular DWCP Priority 2 and its respective outcomes²⁵. It highlights however, that many of the priorities identified in the current DWCP are related to systemic strengthening of relevant frameworks, which implies that ILO-GIP has been operating in a context in which such frameworks are not yet fully established.

The DWCP's cross-cutting issues to which ILO-GIP contributes include amongst others: gender and non-discrimination; promoting international labour standards; tripartism and social dialogue. Improvements with regard to each of these cross-cutting issues are identified in the ILO-GIP, and action in these areas has strong potential to positively contribute to the DWCP.

Furthermore, the DWCP specifically highlights the importance to *Occupational Safety and Health* protection to the Myanmar workers, and foresees the enactment of a National OSH Law²⁶, as well as the development of a National OSH profile²⁷. OSH is also an explicit component in the ILO-GIP project, which aims at the creation of bipartite dialogue for the development and implementation of factory-specific OSH action plans. ILO-GIP is thus expected to contribute directly to this DWCP aspect.

²⁵ It is the evaluation's understanding that the Child protection aspect in Outcome 2 is addressed through other ILO programs.

²⁶ This law was before Parliament at the moment of the adoption of the DWCP.

²⁷ DWCP Myanmar, p. 23.

In addition, ILO-Yangon officials who were interviewed declared that the ILO-GIP is instrumental in supporting targeted provision of the ILO's technical support to the Myanmar constituents, especially with regard to labour laws, industrial relations, social dialogue, gender and OSH.

▪ *ILO Programme and Budget (P&B)*

The global ILO *Programme and Budget* sets out the strategic objectives and expected outcomes for the organization's work in the biennium and is approved by the International Labour Conference (ILC) every two years.

The ILO-GIP is aligned with and supports the following 2016-2017 P&B policy outcomes:

- Outcome 1: *More and better jobs for inclusive growth and improved youth employment prospects.*
- Outcome 4: *Promoting sustainable enterprises*
- Outcome 8: *Protecting workers from unacceptable forms of work*
- Outcome 10: *Strong and representative employers' and workers' organizations*

The ILO-GIP also was found to contribute to the following 2018-2019 P&B Outcomes:

- Outcome 1: *More and better jobs for inclusive growth and improved youth employment prospects.*
- Outcome 7: *Promoting workplace compliance through labour inspection.*
- Outcome 8: *Protecting workers from unacceptable forms of work.*
- Outcome 10: *Strong and representative employers' and workers' organizations*

3.2.4. Project's strategic fit

Link to Myanmar's National Development Frameworks

In 2012 the Myanmar's Constituents engaged in the first tripartite consultation. Policy and programme priorities from this dialogue were eventually reflected in a 2013 discussion paper entitled, *Decent Work-A tool for economic development and poverty reduction*²⁸, which was an important indicator of the growing consensus on major policy areas. ILO-GIP explicitly fits within that framework.

Furthermore, in January 2018, the National Tripartite Dialogue Forum adopted a "*5-point Roadmap for Labour Market Reform in Myanmar January 2018 – January 2019*". Constituents agreed to strive towards "strengthened capacities for sound industrial relations and dispute settlement at national, region/state, township, sectoral, and enterprise levels", an outcome which explicitly embraces the work of the ILO-GIP and is also reflected in the DWCP. Also, this road map foresees the development of a factory based training curriculum, in addition to the approval of a sectoral training mechanism on industrial relations.

²⁸ See: GB.316/INS/5/5, Appendix II.

Complementarities with national and International ILO projects in the garment industry

As mentioned, during the development phase ILO-GIP has largely benefitted from experience with similar projects in the garment sector, especially those implemented in Ethiopia and Cambodia. Furthermore, it was found that ILO-GIP's objectives and activities are assumed to be building onto achievements by earlier projects in Myanmar, while, where possible, synergies and complementarity with other ongoing projects have been actively sought, to enhance effectiveness, reduce costs and avoid overlaps (please refer to section 3.6. *Effectiveness of management arrangements*, for further details).

3.2.5. Encouraging developments that increase ILO-GIP's relevance

The need for positive developments in social dialogue makes ILO-GIP more relevant than ever, provided the project addresses the needs of both workers and employers in a balanced manner and the social partners are fully onboard. For example, a joint statement was issued by the MGMA and the Myanmar Trade Union Federation (MTUF – now called MICS) in November 2014²⁹, in which the social partners committed to implementation of joint training programmes to promote social dialogue and workplace development, as well as to working together to resolve industrial conflicts and reduce the incidence of labour disputes. This was the first example of a formal commitment to collaborate between a labour federation and business association in Myanmar.

Further optimism followed, based on the dialogue between the MGMA and the Confederation of Trade Unions of Myanmar (CTUM) in September 2015.³⁰ As stated, the more recent adoption of the DWCP continues the positive trend about additional potential opportunities for bipartite and tripartite collaboration on a variety of issues, further down the road.

3.3. Project progress and effectiveness

This section aims to provide a global overview of the main challenges encountered by the ILO-GIP during the implementation, along with key results achieved to date, as well as the likelihood of meeting the planned objectives by the end of the project.

3.3.1. Challenges in project implementation

Interviews with key stakeholders and the ILO-GIP team confirmed that several factors have been identified – as reflected in the Development Cooperation Progress Reports (DCPRs) – as having negatively affected the project's implementation, especially during its first year of operation. The fact that the engagement of the MGMA might be limited to only specific training component of the project continues to pose significant challenges for several components of the project.

The limited engagement of the MGMA has also affected the possibility for the ILO-GIP to establish a Project Advisory Committee (PAC), a project accountability mechanism, intended to be composed of tripartite representatives. In addition, an important finding of the Factory Baseline Survey that constitutes an additional challenge, was the identification of the existence of multiple *systemic* issues (e.g. weaknesses

²⁹ MTUF has since changed its name to MICS (Myanmar Industries, Crafts and Services Union).

³⁰ In September 2015, the Union of Myanmar Federation of Chambers of Commerce and Industry, of which MGMA is a member, met with the main union federations to discuss a number of issues including the implementation of the minimum wage and the government's proposals for changes to regulation on employment contracts.

of the legal and regulatory framework) in the garment sector, which would need to be addressed through longer term strategies and programming.

Project design

Stakeholders who were interviewed for this evaluation widely share the view that the initial project design was highly ambitious, especially keeping in mind the specific Myanmar context, as this envisages training and capacity building processes; establishment of solid social dialogue processes; which requires a full understanding of industrial relations, including social dialogue and collective bargaining; and a comprehension of concepts and changes in attitudes and behaviours related to gender equality. Also, informants underlined that both donors were fully involved during the design process, and in some cases, asked the ILO to include additional elements which were not originally foreseen (for example, the reproductive health component).

Upon a further analysis, the evaluator concluded that the project's *immediate objectives* would be more suitable as longer-term goals.

Moreover, the project document foresaw that the training and capacity building at the factory level as well as the support to WCCs (including assistance to the development and implementation of improvement plans and OSH and gender equality action plans) would be developed by the project staff. This has proved to be an important flaw in the project's design. The scarce human resources allocated to the ILO-GIP (please refer to section 3.6. *Effectiveness of management arrangements* for more details) prevent the ILO-GIP staff to provide such support.

The project management has had to invest considerable efforts and time in developing rigorous training materials and in *finding*, hiring and *training* service providers for the delivery of quality training at the workplace. As explained by several stakeholders, in Myanmar, few service providers are capable of providing services of sufficient quality. Even if selected as the best, service providers often still require further assistance and preparation to deliver the actual services.

Delays in the recruitment of project staff

The ILO launched the ILO-GIP project in July 2016, with a 3-year implementation schedule. The hiring process of a project manager was eventually completed in December 2016 and the Project's Chief Technical Advisor (CTA) started to work by the end February 2017. Three of the project staff (an interpreter, finance and administrative assistant and a driver) were already employed by the ILO and were eventually transferred to the ILO-GIP upon the signature of the project document in July 2016. The project's national project officer was recruited in November 2017.

According to the information gathered from key stakeholders, the delays in the recruitment of the CTA deferred both the actual project's start up as well as the actual work planning; which in turn, negatively affected the timely execution of project activities as well as the ability to meet planned targets.

Project Advisory Committee put on hold

During the inception phase, the ILO-GIP reported that the on-going discussion with the MGMA was limiting the possibility for the project to establish a Project Advisory Committee (PAC), as originally foreseen as well as the selection of the participating factories. The inception report stated that *although some options have been explored by the project, these require further consultation and can be resolved at a later date* (Inception Report, page 14).

In order to remedy this, ILO-GIP had to find alternative creative ways to provide an accountability format. As reported by the project, the component related to training on industrial relations for the factory and sectoral level partners was eventually brought under the auspices of the National Tripartite Dialogue Forum (NTDF). This was done through the ILO-GIP's initiative to create a *tripartite sub-working group on industrial relations training (SWG-IRT)*, which was expected to allow for ILO-GIP to engage the industry social partners in the development of the training programme.

While this is a creative solution, it addresses only a part of the project's accountability, and it is currently not clear how the absence of a PAC will affect the overall cohesion of and coherence between different components of the project. It is not clear whether the establishment of the PAC is still considered as a possibility for the future.

Limited institutional capacities

According to the information gathered through document review and interviews with stakeholders, the workers and employers' organizations in Myanmar are working toward becoming stronger, as well as increasingly independent and representative. However, their institutional capacities continue yet to be limited, which in turn, affects the ability of social partners to deliver adequate services to their members and to engage in productive industrial relations, including in a potential social dialogue.

It is worth noting that trade unions are a relatively new phenomenon in Myanmar, having been legalized only since 2012³¹. While some unions were able to build their capacity while operating in exile during the military regime, this was not the case for union leaders who remained in Myanmar during this time. As a consequence, the project has to invest significant efforts to training some of the partners that should otherwise have been supporting the implementation of the project.

In addition, it is abundantly clear that the industry (both MGMA and the trade unions) have a limited number of people able to engage strategically in the development of the sector. Given the emphasis that has been placed by a number of donors funding a number of initiatives in the sector, these sectoral leaders find themselves oversubscribed by the demands of these initiatives who would benefit from a better coordination. Aware of this situation, the ILO-GIP has attempted, with some degree of success, to bring the existing similar industrial relations initiative into a loose coordination effort.

Engaging with trade unions

The start of actual work with Myanmar trade unions in the framework of the project was seriously delayed, as this could not be initiated before April 2017 (once the project's CTA had assumed her functions)

Given the lapse of time between the project design and the recruitment of the CTA, the ILO-GIP team has needed to invest a considerable amount of time introducing and explaining the project to its two main trade union partners.

Furthermore, aligning the two main unions in the garment sector (IWF/CTUM and MICS) took additional time and required special efforts from the project staff. This resulted in additional delays in the implementation, especially with regard to the project's capacity building activities, although, and as

³¹ *Pyidaungsu Hluttaw* (1373 M.E.), Labour Organization Law (No. 7 of 2011), adopted on 10-11-2011, available online on Natlex: https://www.ilo.org/dyn/natlex/natlex4.detail?p_lang=en&p_isn=88431&p_count=96150&p_classification=02&p_classcount=3606.

mentioned in the following section, ILO-GIP, supported by ACTRAV, did succeed in reaching an agreement between both organizations, related to the development of a joint unions' capacity building plan.

Engagement with the national Garment Employers Organization (MGMA)

As already mentioned, it transpired from interviews with several project stakeholders that the full commitment of the main garment employers' organization -MGMA- to the project was not obtained during the project's design phase. According to the document review, and confirmed by some informants, the MGMA refers to shortcomings in the consultation process during the project design phase; there was also a sense of discomfort with the Global Framework Agreement³² as well as the association of H&M with the ILO-GIP project; also, it was noted that the high number of other projects in the garment sector, along with MGMA's involvement in the labour law reforms already was demanding significant time and efforts of employers.

The MGMA's limited engagement in the project resulted in delays in the selection of the participating factories, which in turn led to the postponement of a number of activities. As mentioned, this also prevented the project from establishing a project advisory committee; and, overall, reduced possibilities for the implementation of bipartite and sector-level interventions.

Workplace Coordinating Committees (WCCs)

One objective of the ILO-GIP is the strengthening and or creation of Workplace Coordinating Committees (WCCs)³³ in participating factories. The project's respective progress reports and stakeholders highlight that there are differing opinions related to the merits of WCCs, even if the establishment of such bodies is provided for in the law. Some union partners regard WCC's as potentially undermining their presence and continue to demand that unions have a role in the creation and functioning of WCCs.

This issue was reportedly even more pertinent in workplaces with already established WCC, but which had no union presence. Some stakeholders reported that in such cases, workers "representatives" in the WCCs may, or may not, have been elected by workers, and could instead have been appointed by employers. As a result, the legitimacy of such WCC systems is regularly questioned by unions.

It is therefore important for the ILO-GIP to identify appropriate processes to determine the legitimacy of WCCs processes that are acceptable to both management and unions. This would imply the need for some degree of bipartite dialogue, which ILO-GIP may be in a position to facilitate. However, ultimately, what will be needed is a bipartite agreement between workers and employers. The ILO-GIP has already undertaken conversations with its union partners; however a clear way forward, involving all parties, is yet to be identified.

The ILO-GIP also has taken the lead in coordinating with other industrial relations projects (such as Tchibo GIZ and the Danish Ethical trading initiative MyPod), for the identification of the most adequate processes for ensuring engagement with the WCCs, in an effort to standardize approaches across different projects, as well as to avoid repeated discussions between unions and management on this complex issue.

³² The GFA refers to framework agreements between global union federations and multinational enterprises. In this case a GFA was concluded between H&M and the global workers federation IndustriALL. Based on a number of ILO conventions the GFA aims at strengthening the rights for all H&M workers and improving their working throughout their supply chain.

³³ WCCs are labour relations commissions that by law must exist in every business with more than 30 employees. These committees are intended to have both a dispute settlement and a social dialogue function.

Due to these reasons, and the absence of solid frameworks as well as other systemic challenges related to the dispute settlement mechanism, the project has not yet been able to set-up and/or reinforce WCCs, which has delayed the factory-level planned interventions (i.e. capacity building, improvement plans, OSH, SRH, factory gender equality strategies etc.).

Industrial relations initiatives in the garment industry

As confirmed through the desk review and interviews, the garment manufacturing sector in Myanmar currently has many initiatives to improve multiple challenges that affect the sector. Many of these are supported by the international donor community, with different donors often partnering with the same stakeholders. This has been reported as creating additional challenges for the coordination and buy-in of the main stakeholders, due to a resulting overload of partners or due to conflicting donor demands.

Fragile enabling environment

Interviews, project and progress documentation, as well as preliminary findings in the factory-based assessment (FBA) and the gender equality assessment (GEA) have identified multiple *systemic* challenges, specifically with regard to weaknesses of the legal and regulatory framework for industrial relations, labour relations, vocational training and skills development as well as related to non-discrimination.

It was found to be extremely challenging for ILO-GIP to address issues at sector and factory level without such basic frameworks in place. In addition, the overall political and economic context continues to be somewhat fragile. Myanmar continues to be qualified amongst the least developed countries³⁴, and is yet in early transition towards developing adequate legal and institutional frameworks that will potentially allow for improved support to sound labour market governance.

- ***Weak legal and regulatory framework***

Despite progress achieved in the framework of on-going reform processes in which the ILO has been actively involved, such as the 2015 Review of Minimum Wage process, an ongoing Labour Law Reform process and the initiation of a dialogue through the National Tripartite Dialogue Forum (NTDF) and its technical working group on Labour Law reform since September 2016, important gaps remain within the current legal and regulatory frameworks in Myanmar.

The country is thus yet in the very early stages of the development of its industrial relations system, with the governance of the labour market system in need of further strengthening.

- ***Limited governance of labour market systems***

Based on the document review and preliminary findings of the assessments undertaken in the framework of ILO-GIP, the evaluation found that there are only limited interactions between laws and regulations, their implementation and enforcement, as well as the support to systems for factory, sector or national levels cooperation and dialogue, dispute prevention and settlement.

³⁴ <https://www.un.org/development/desa/dpad/least-developed-country-category-myanmar.html>

For example, document review and interviews point out that labour disputes in Myanmar are largely caused by a generalized lack of understanding amongst all stakeholders, of labour laws, the basic principles of employment and industrial relations, including of the concept of social dialogue.

Disputes were also found to result from poor human resource management systems at the workplace, in addition to ineffective workplace dispute prevention and resolution systems. The workplace and gender equality assessments, found that although some aspects (such as working time, over time, maternity leave, etc) are regulated in laws, in practice such regulations were not necessarily known by employers, managers and workers, nor were these found to be fully or even partially implemented/enforced at the level of individual factories. Such underlying knowledge and enforcement *gaps* are more difficult to address, as these will require long-term *systemic* approaches that go beyond the duration of the current project. This situation is also heightened by the weak knowledge and understanding among government (and MoLIP) officials of the labour law.

3.3.2. Main Results to date and likelihood of achieving the planned objectives

As mentioned earlier on in this report, the project's results framework contains 5 immediate objectives, 17 outputs, 57 activities and 65 indicators. With such numbers, conducting a detailed analysis of each element would make this section excessively weighty. Also, as explained (See *Section 3.1 Project design*), the project's indicators present several flaws, and furthermore, have not been used by the project to measure the results achieved so far. For these reasons, the evaluation opted for the following section that is intended to provide readers with an overall, but also sufficiently detailed, picture of the main features of each project objective.

The evaluator assessed the main results achieved under each Immediate Objective (I.O) along with qualitative information gathered through interviews, and document review, as well as the likelihood of achieving the planned objectives.

Main Results to Date

Immediate Objective 1: *Increased capacity for sound industrial relations in participating enterprises leading to increased incidence of social dialogue (including collective bargaining) and, as a result, increased wages, improved working conditions and improved gender equality.*

In order to reach this objective, the project foresees the recruitment of enterprises and developing a factory baseline assessment; development and implementation of bipartite improvement plans and OSH action in each participating enterprise; development and delivery of training materials in each enterprise; and, development and implementation of bipartite continuous improvement plans in participating factories.

Summary: *The project has achieved some progress towards selected outputs under this objective. The ILO-GIP produced a Factory Baseline Assessment in 79 factories and, in collaboration with H&M, selected ten H&M suppliers in Myanmar to participate in the implementation of training activities; the project has recruited or is in the process or recruiting additional factories (not primarily engaged in H&M supply chain); in addition, ILO-GIP conducted several awareness raising activities among factory managers and workers.*

Furthermore, the ILO-GIP advocated for the creation of the Tripartite Sub-Working Group on Industrial Relations Training under the National Tripartite Dialogue Forum. The ILO-GIP is working in partnership with ILO-INWORK, together with the ILO Training Centre in Turin to develop, with the additional assistance of a third service provider who will customize it to the Myanmar context, is developing industrial relations

training material for the project. The project has recruited a service provider to support its training programmes on sexual harassment, sexual and reproductive health, and OSH and is currently working with it to ensure the quality of the training material to be offered at the factory level.

Additionally, the ILO-GIP adjusted the project by including a productivity training component. The project has hired the service provider and is imminently ready to start delivering the training at the factory level.

1. Factory Baseline Assessment (FBA)

As part of the ILO-GIP project, the *Factory Baseline Assessment (FBA)* was completed. By January 2017, the ILO-GIP had adapted/developed the research design for the FBA and selected an external consultancy company to conduct the assessment, and the actual survey started in February 2017. Data collection was completed on 31 August 2017, and the FBA was conducted in 79 factories and completed in May 2018. A report summarizing the findings was prepared, and in the process of final review and editing at the moment of this evaluation.

It is worth mentioning that this baseline survey was based on previous tools, designed by the ILO, successfully used in Ethiopia (as part of the project *Improving Industrial Relations for Decent Work and Sustainable Development of Textile and Garment Industry in Ethiopia*, and jointly funded by Sida and H&M).

The survey collected perspectives of managers, workers and trade union leaders in each of the participating factories; as well as data related to production, finance, markets, workforce demographics, industrial relations and health and safety of workers. There was widespread agreement amongst interviewees that this is an important achievement: the assessment's findings were considered by some as the first exercise of this scale as well as the most reliable, available source of data on employment relations in the Myanmar garment industry to date; and, the only one matching workers and employers' data to date.

Factory selection

- **Inclusion criteria**

The ILO-GIP project developed a set of criteria for the selection of 20 factories for participation in ILO-GIP's training component and discussed these with various ILO units. Criteria would take into account, for example, the number of workers employed; the willingness of factory's management to engage in social dialogue; the factories' commitment to improve social sustainability and to support the project; the presence of a Basic Labour Organizations (BLO) or an ongoing effort to organizing a BLO. Also, the geographical distribution of the factories, within a certain radius of Yangon and Mandalay, was demarcated with a view to facilitating the smooth progress of the project's implementation.

It was agreed by ILO-GIP, H&M and Sida that a minimum of 50 per cent of participating factories would be from those producing for H&M; and, that there would be efforts to select the remaining participating factories from among locally-owned or joint venture factories.

- **Selection of participating factories**

Due to the MGMA's position to only partially engage with the ILO-GIP project, despite ongoing efforts by project staff and senior ILO management to bring the organization fully on board, the ILO-GIP decided to

move forward, applying a two-pronged approach to the selection of participating factories. Thus, and in collaboration with H&M, the project has selected, so far, ten (10) H&M suppliers in Myanmar. In addition, a number of factories were approached (approximately 40), which had been identified during the FBA, as having manifested some interest in working toward improved industrial relations. Furthermore, the project reported to be looking into securing the support of the Government and other garment brands for the recruitment of the ten remaining factories. To date, the project has secured (or in about to) the participation of five additional factories.

Whereas, according to documentary review and interviews, the ILO-GIP project management continues to make every effort to bring MGMA on-board, at the time of the current evaluation no concrete proposals for such participation had been received. The ILO-GIP CTA has repeatedly provide reassurance to the MGMA that the door remains open for their potential engagement with the project and continues to encourage locally owned factories to participate as well. The project is continuously exploring and developing additional strategies to attract nationally-owned factories. For example:

- *Linkages with the Centre for Promotion of Imports from Developing Countries (CBI, Netherlands)*

ILO-GIP has sought collaboration with CBI, which aims at improving the capacity of a selection of 15 local garment factories' skills in terms of export to the European market, many of which are close to the MGMA. The project's attempt to formalize a collective collaboration effort resulted in CBI letting each individual factory decide on the eventual inclusion of their factories in the ILO-GIP. Following this decision, ILO-GIP approached CBI factories and inspite of systematic follow up with the CBI factories, no progress could be reported at the time of this evaluation.

- *Support from the Ministry of Labour, Immigration and Population (MOLIP)*

The project has also sought the support of the MOLIP in identifying potential local garment factories that could benefit from the project's interventions, although, at the time the evaluation was conducted it remained unclear which results had been achieved so far in this regard.

- *Support from additional garment industry brands*

The ILO-GIP is making efforts to leverage the support of additional brands for the recruitment of the remaining pilot factories. Those include Inditex, Lidl, Adidas, Amava apparel, Uniqlo, among others.

2. Awareness raising for managers and workers

ILO-GIP has conducted several awareness raising activities among factory managers and workers, as well as in meetings with trade unions and employers' representatives.

For example, in March 2017, the ILO presented the ILO-GIP project to factories that are producers for H&M, and hosted a seminar on healthy industrial relations practices. Further, in November 2017, the ILO-GIP was introduced to a group of local factories grouped under the Dutch CBI, mentioned in the previous section. This was also intended to create awareness on the project's ongoing efforts while encouraging the participation of CBI supported factories in the project. In May 2018, the project held a formal information session about the project, where MGMA leadership and local factories, along with H&M suppliers, participated. In spite of MGMA's public support for the project during the event and further follow up with MGMA by the project staff, no additional local factories accepted the ILO's invitation to join the project.

Additionally, regular meetings are held with industrial sector unions, the MGMA, and selected factories, to introduce the ILO-GIP, clarify its objectives and discuss its strategies, and to ensure a full comprehension in key stakeholders of the ILO-GIP project and to obtain their buy-in.

3. Training of WCC members and Factory Improvement Plans

At the enterprise level, ILO-GIP aims at working with both employers and workers' representatives in participating factories via existing labour relations institutions, the Workplace Coordinating Committees. WCCs are intended to have both a dispute settlement and a social dialogue function.

Myanmar law requires the establishment of a WCC in every business with more than 30 employees; however, *functional* WCCs are rarely in place in every enterprise where this would be required by law. According to the FBA, 68 out of 79 surveyed factories report that they have a WCC in place. However, of these, only 29 WCCs are described as "well-functioning". For purposes of the FBA, a "well-functioning WCC" was defined as *one that meets regularly and whose members are elected by the workforce or nominated by the basic labour organization (BLO) present in this factory.*

According to the initial project document, each workplace intervention was expected to begin with the establishment of a WCC, in cases where there is none, or alternatively, with capacity building activities, where a BLO already exists. The project design did not anticipate the challenges associated with ensuring that existing WCC were "functional" let alone the acceptable process to make this determination.

Furthermore, ILO-GIP had initially expected that the members of existing WCCs would be able to identify the issues they would wish to address jointly, through social dialogue, and that they could agree on Factory Action Plans which would also identify training needs. ILO-GIP also expected WCCs to agree on measures that would need to be taken to implement such a plan.

It is thus not surprising that, ILO-GIP processes related to the establishment of WCCs have encountered significant challenges (please refer to the previous section on challenges in implementation) and, as a result, both the ILO-GIP components related to the training of WCC members as well as the activities related to the development of Factory Action Plans have yet to start.

4. Occupational Safety and Health (OSH) committees and plans

Also, according to the project document, each participating enterprise would be expected to establish an OSH committee, in consultation with the respective social partners at sectoral level. Training for members of the OSH committees would be provided with the assistance of the Swedish trade union IF Metall³⁵ and ILO experts. The key target groups for such training are senior level factory management, supervisors as well as workers' representatives. Bipartite OSH committees were expected to agree on and implement OSH action plans.

³⁵ As mentioned in the original project document, IF Metall was invited by H&M, and would contribute in kind to the implementation of project activities for workers and their organizations "wherever this was appropriate". (See p. 1- Project Document).

The ILO in Yangon already has a significant array of interventions in place, with a focus on OSH in Myanmar. One of them is the *Vision Zero Fund* project³⁶, which ILO-GIP has agreed would be best placed to carry out OSH and social protection interventions at the *sectoral* level, whereas interventions on OSH at the *factory level* would be best handled by the ILO-GIP.

Vision Zero, in collaboration with the ILO-GIP, has already produced a report identifying drivers and constraints for improved OSH. Furthermore, at the time the evaluation was conducted, *Vision Zero* was in the process of developing a thorough OSH risk assessment, the results of which can be potentially used by ILO-GIP to inform its training of stakeholders.

Regarding the anticipated OSH training, ILO-GIP has selected *Converge*, an OSH specialized training service provider, with whom it is collaborating in order to refine a training proposal and improve the organization's capacity to ensure their preparedness for the delivery of the training. ILO-GIP has shared all the relevant ILO materials on OSH (as well as ILO *Better Work -BW-* and *Better Factories Cambodia –BFC* and ITCILO), as *Converge's* original training materials has required to be adapted to the garment industry and to the Myanmar context.

The details of the eventual support of IF Metall to the delivery of the factory-level OSH training component remain to be agreed upon. The ILO-GIP has raised concern on the feasibility of counting on a Swedish based partner to deliver such training and, as such, as rather been exploring other ways to seek the expertise of the Swedish trade union (in the trade union capacity building programme).

The coordination with the *Better Work* program is ongoing and ILO-GIP has requested to involve the OSH specialist in the provision of training to *Converge*, to further reinforce their capacity for the delivery of the OSH training, and to ensure the development of OSH plans in each of the participating factories. Under this component, the planned creation of the bipartite Occupational Safety and Health (OSH) committees and the design and development of OSH plans for participating factories is still pending. It is worth noting that the current OSH legal framework is silent on the obligation to create factory-level OSH committees.

5. Sub-workingGroup on the development of industrial relations training

Given the limited engagement of the MGMA with ILO-GIP, the project has explored and worked towards alternative ways to provide the project with an accountability structure, to replace the intended tripartite accountability structure that was foreseen in the original project design. This was done with the understanding that any potential, increased participation of the MGMA would at all times be highly valued.

In this regard, with the support of ILO Yangon, and specifically with the support from its *Labour Law Reform Project*, ILO-GIP promoted the creation of a *Tripartite sub-working group on industrial relations training* (SWG-IRT) - under the technical working group on the labour law reform (of the *National Tripartite Dialogue Forum* (NTDF) - allowing the ILO-GIP to engage with the industry's tripartite social partners in industrial relations training programme, including in the development of training materials for factory and sector level partners.

³⁶ The multi-year *Vision Zero Fund* (VZF) Myanmar project strives to realize the goal of zero work-related fatalities and severe injuries and diseases, by improving occupational safety and health practices and conditions in the garment and ginger supply chains. For more details see: https://www.ilo.org/safework/projects/WCMS_563285/lang--en/index.htm

6. Development of training materials on social dialogue

At the global level, the ILO's INWORK, in collaboration with the ILO Training Centre in Turin, is currently developing and standardizing industrial relations training material, including on workplace cooperation, dispute prevention and grievance handling, as well as on collective bargaining. ILO-GIP contributes to these efforts and is in the process of integrating this expertise into the anticipated training at factory level. As stated, the training material will require further adaptation to the Myanmar context.

ILO-GIP has selected a UK-based external industrial relations training service provider for the development and consolidation of training material on social dialogue into a training kit. The project successfully leveraged funds from the C&A Foundation to partly cover the development cost. Once finished, ILO-GIP intends to submit the package to the SWG-IRT for approval of the contents. Informants anticipated that this is likely to demand a considerable amount of time and effort from the ILO-GIP project team. .

Upon approval, the project will need to select and hire local service provider(s) for the delivery of the trainings in the participating factories. However, as stated above, and as anticipated by the project's CTA, as is the case for the OSH training programme, prior training of the service provider for the social dialogue programme will be required given the limited institutional capacity of the training partner.

7. Inclusion of a productivity component in training curriculum

As confirmed by document review and interviews with ILO-GIP project stakeholders, productivity enhancement has been identified by the MGMA and its members as an important priority. To address this, as well as some of the MGMA's concerns with the project and in an effort to make the project more appealing for the MGMA and individual employers, ILO-GIP adjusted the original project design by adding a productivity component to the training curriculum.

Discussions with other ILO local initiatives (ILO Score and ILO SME projects), have focussed on the possibility to pull resources together to implement this new line of training. An internationally recognized called Kaizen International has been hired to deliver the productivity training component. To exemplify the efforts of the ILO-GIP to work in collaboration with other garment initiatives, the project has struck an agreement with Smart Myanmar who agreed to share some of its existing trainers whom, during the factory level productivity interventions, will act as translators and also provide additional support as needed.

However, as explained in the Development Cooperation Progress Reports (DCPRs), given the anticipated cost of this productivity training component, it might not be possible to enlist all participating factories; thus, ILO-GIP plans to identify and prioritize factories in greater need of improvement of their productivity. Additionally, the factories that will be potentially identified as candidates for the productivity training component will be requested to contribute financially to covering a portion of the cost of the training delivery.

Likelihood of achieving the planned objective by end of project

As mentioned, due to the challenges encountered in the selection of the participating factories, the establishment of functional WCCs, the project components related to the training of WCC members as well as the development of Factory Action Plans on social dialogue and OSH still have to be implemented.

Notwithstanding ILO-GIPs achievements, and considering the project's progress, the overall impression is that the ILO-GIP project is moving in the right direction. However, there is also wide-spread agreement among project stakeholders that achieving increased capacity for sound industrial relations in participating enterprises is a highly ambitious goal that will undoubtedly demand much more time than foreseen in the project's current implementation schedule, with a need for significant additional efforts from both the ILO-GIP and relevant social partners (workers and employers).

In addition, in view of the further contributions to an enabling environment and underlying systemic issues, the Myanmar Government, and specifically the MoLIP will also have an important role to play, with their continued efforts to improve and strengthen the legal and institutional frameworks for improved industrial relations in Myanmar.

Immediate Objective 2: *Empowerment of women workers via the removal of the most serious obstacles to women's participation in social dialogue and to the extension of opportunities to all workers regardless of sex.*

To attain this objective, an overall project gender strategy was expected to be developed in addition to bipartite gender equality action plans in each participating enterprise. ILO-GIP would support the WCCs in each enterprise to develop a gender equality action plan and provide appropriate training and capacity building programmes for this purpose.

Summary: *ILO-GIP has delivered, as expected, the Gender Equality Assessment (GEA) and an overall project gender strategy was reported to be in the process of being drafted. Also, ILO-GIP hired the local implementation partner for the sexual and reproductive health (SRH) program. The preparation of the SRH program component is on-going. In addition, the ILO-GIP is about to conclude an agreement with a service provider who will deliver the training on the prevention of sexual harassment at the workplace.*

1. Gender equality assessment

A gender equality assessment (GEA) was conducted in 16 garment factories. The original project document foresaw a gender assessment in 20 factories, half of which were expected to be foreign-owned, and the other half locally-owned. As explained in the inception and final GEA reports, the ILO-GIP could not secure the participation of locally owned factories and as a result, the GEA proceeded only in 16 foreign-owned factories, all of which are included in H&M's supply chain³⁷.

The GEA report was completed and preliminary results were presented to ILO constituents (trade unions, the MGMA and the Government) in December 2017. Two additional workshops with wider industry stakeholders took place in February 2018. Additionally, preliminary results were shared in a regional gender forum on addressing violence and harassment against women and men in the garment industry, co-organized by the International Training Centre of the ILO in Turin (ILO-ITC) and the Fair Wear Foundation in Vietnam.

³⁷ As per the GEA: "All the factories in the GEA are foreign-owned and are included in H&M's supply chain. This means the results and analysis do not reflect the gender situation of locally owned factories or of factories supplying to other foreign buyers. This GEA constitutes an assessment of the gender situation in 16 garment factories that supply to H&M, and not an assessment of the gender situation throughout the garment sector in Myanmar. H&M is a proactive brand. It has in its code of conduct elements that promote gender equality by which factories have to abide. This may have affected the results of the survey." (p. 36)

Feedback on the GEA's preliminary findings was received from several ILO specialists, and these were yet in the process of being integrated into the report by the CTA at the time of the evaluation. In addition, the GEA's preliminary conclusions and recommendations were shared with the MGMA in preparation for the release of the final report. The recently appointed ILO/ACTEMP specialist in Yangon was also collaborating with outreach to the employers' association, in order to ensure an additional opportunity to provide their inputs on the study.

2. Gender strategy

One of ILO-GIP's expected outputs is the development of "an overall project gender strategy". According to the information gathered during the evaluation process, such strategy is currently only in the drafting stage.

In order to include lessons learned from other experiences, ILO-GIP collected information on similar strategies that have been used in different relevant contexts, notably, the ILO's *Improving Industrial Relations for Decent Work and Sustainable Development of Textile and Garment Industry in Ethiopia*. Also, exchanges of experiences and information around garment gender strategies took place with the global Bettwe Work programme and the ILO *Better Factories Cambodia* project as well as the *Bangladesh Ready Made Garment* project.

Furthermore, the project staff participated in the *Regional Gender Forum: addressing violence and harassment against women and men in the garment industry*, organized by ITC-ILO and the Fair Wear Foundation in Viet Nam in November 2017. The event brought together some 90 representatives from government, business, trade unions and NGOs to share their experience and knowledge around strategies to address violence and harassment against women and men in the global garment industry.³⁸

In addition to the ongoing development of an overall project gender strategy, ILO-GIP's include two specific gender components: (i) the development of bipartite gender equality action plans in each participating enterprise; and (ii) a programme of health education with a focus on sexual and reproductive health and rights (SRH).

Finally, as per the project document, gender is to be mainstreamed throughout all components of the ILO-GIP. However, it must be noted that one key informant reported that there continues to be an extreme level of sensitivity surrounding this topic, which needs to be addressed by the project staff with a high level of diplomacy, to avoid backlash on the overall project. Recent incidents where the project CTA was misquoted and mis-translated in the local press have created tensions that the ILO in Yangon has endeavoured to address as best as it could.

▪ **Bipartite gender equality action plans**

According to the project document, the ILO- GIP will support the WCCs in each enterprise with the development of a gender equality action plan, which will be informed by the GEA and the specific plant-level information gathered in the baseline survey. Also, the project was intended to assist managers and workers' representatives with the implementation of such plans. Depending on the content of the action plans, the appropriate training and capacity building programmes would be delivered.

³⁸ For more information see: <https://www.fairwear.org/news/gender-forum-2017-kicks-off-vietnam/>

However, to date, due to the combined delays in the project implementation, the delay in the elaboration of the overall project gender strategy, in addition to the challenges with in the creating of WCCs (see before) the ILO-GIP project has yet to start with the provision of support to the factories for the development and implementation of their respective gender equality action plans. The absence of an overall project strategy gender is particularly expected to affect the formulation of individual action plans at factory level. The project has identified Care Myanmar as its partner to deliver such training and the two organizations are ironng out the details of their collaboration.

- Health information and education programme

The ILO-GIP programme also aims to improve basic health knowledge amongst workers, particularly about sexually transmitted infections, family planning and maternal and child health, and to inform workers of the available opportunities for accessing healthcare services. Furthermore, the envisaged programme is intended to increase the capacity of women workers to engage in social dialogue on the wide range of work-related topics that touch on health.

Following a competitive selection process, ILO-GIP has hired *Marie Stopes International-Myanmar* (MSIM) as the local implementation partner for the sexual and reproductive health programme. ILO-GIP and MSIM have jointly designed the programme and the training activities. A final program Log frame and detailed budget have also been prepared.

Likelihood of achieving the planned objective by end of project

As mentioned, ILO-GIP has yet to start providing support the WCCs establishment/reinforcement, before the actual formulation and implementation of the gender equality action plans in the participating factories can take place.

Taking into account the challenges with the creation of the WCCs and the limited time remaining for the implementation of the ILO-GIP, it does not seem very likely that the project will be able to fully achieve the empowerment of women workers via the removal of the most serious obstacles to women's participation in social dialogue and to the extension of opportunities to all workers regardless of sex.

However, and according to the project CTA, activities planned under this objective, namely the delivery of SRH training (with a sustainability approach as ILO-GIP is training factory clinic staff along with the workers) and the delivery of training on the prevention of sexual harassment will be implemented in the near future. This has the potential to contribute to support the factories in the development of gender strategies for gender equality.

Immediate Objective 3: *Increased capacity of social partners to deliver services to members and to participate in bipartite social dialogue.*

In order to strengthen the capacities of the social partners, ILO-GIP initially foresaw the provision of staffing support to the secretariats of both workers and employers' organizations at sectoral level; in addition to developing and implementing training to strengthen the capacity of social partners to deal with labour relations.

Summary: *The ILO-GIP project has only recently commenced with the provision of support to strengthen the unions' capacity for dealing with labour relations and providing services to their local union members.*

For this purpose, a joint unions' internal capacity building plan, building on a political memorandum of understanding agreed upon by the 2 sectoral trade union was developed. The ILO -GIP has since brought in the expertise of international trade unions such as IF Metall, and the ILO standard specialists to deliver training. As for the Employers' as MGMA has only expressed its partial commitment to potentially participate in some of the project's activities, inspite of the project'e efforts, the ILO-GIP has been unable to clearly draft a support programme that would respond to the organization's needs..

Additionally, the social partners have received support from the ILO through a variety of efforts, including assistance from the Regional Minimum Wage Specialist, during the minimum wage review process.

1. Support to strengthen the social partners' capacity to deal with labour relations and to provide services to their members

▪ Joint unions' internal capacity building plan

During ILO-GIP's inception phase, the two main industrial trade unions (IWF/CTUM and MICS) showed some uneasiness in working together and engaged in only partial and challenging communication. After ILO-GIPs successful mediation efforts, the two organizations have now signed a Memorandum of Understanding (MoU) to confirm their collaboration and they have come together under the ILO-GIP proposal to strengthen their internal capacity. This was accomplished through joint efforts of the ILO-GIP project staff and an ILO ACTRAV official, who was temporarily posted in Yangon.

The targeted trainees are both union executives at mid-level as well as on-the-ground organizers (BLO, or local union executives) in selected industrial areas such as Hlaing Tharyar and Shwepyithar (CTUM) and South Dagon and Dagon Harbour (MICS). These will in turn deliver training and support to the BLO located in the ILO-GIP participating factories, when such exist.

The programme is based on a Training of Trainers' (ToT) approach, which aims at creating a group of skilled instructors which, in turn, will be able to replicate (deliver) the training within the unions.

The first training on basic trade union concepts, took place on 19-20 August 2018, with the support of the Swedish trade union IF Metall. A second training on international labour standards took place on 9-10 September 2018 during which an ILO/FUNDAMENTAL specialist served as the resource person for this training. Other trainings are planned under the MoU.

ILO-GIP is currently also developing a series of short educational videos including topics that were addressed during the recent trainings and Myanmar labour laws. To make these training efforts increasingly sustainable, the videos will be made available for further dissemination within trade unions as well as to other interested parties and can be made available on websites for downloading. The videos will be subtitled or dubbed in Myanmar, when needed.

▪ Capacity Building for employers

As explained by ILO-GIP's team and reflected in the project's progress reports, significant efforts have been made to reach out to the MGMA to build understanding and confidence in ILO-GIP and to try to secure the MGMA's participation in it. However, so far, MGMA has expressed only partial commitment to potentially participate in some aspects of the project (trainings). Through interviews, the evaluator could confirm that ILO-GIP continues to make every effort to bring the MGMA further on board, although it was observed that the initial reservations associated with the role of H&M remain.

- Support to social partners during the review of minimum wage process

Although Myanmar has not ratified the International Labour Organization's Minimum Wage Convention 131, Myanmar's minimum wage Law appears to reflect its basic components. *The minimum wage is set in Myanmar through an open and transparent process of tripartite social dialogue between the government, representative employers and workers' organizations.*³⁹ The minimum wage in Myanmar is now regularly reviewed as a result of a process that started in 2015⁴⁰.

A tripartite National Committee for Determining the Minimum Wage (NCMW) has been established, including representatives from the government, employer and workers as well as research institutes. The ILO, through its regional wage specialist, ILO-GIP, with the *Myanmar Labour Market Governance Project* have supported the social partners during the review process.

With the objective of reinforcing the government, workers and employers' understanding of the minimum wage process and to facilitate its review, the ILO organized a series of meetings/trainings. On April 2017, the ILO supported a first training, targeting tripartite representatives on the newly NMWC. This was followed in May 2017 by separate meetings/trainings for the government, workers and employers members of the national and regional minimum wage committees. Additional follow-up trainings were organized in September 2017.

2. Financial support for staffing the secretariats of both employers' organizations and trade unions at sectoral level

- Workers' organizations

The implementation of the internal training plan for trade unions has required the hiring of one trade union training coordinator and two training assistants. The selection of the training coordinator was done after a competitive bidding, and the ILO-GIP has selected the best candidate in consultation with the two sectoral trade unions, as this person will require the trust of the unions to be able to effectively deliver the training. The coordinator is now overseeing the implementation of the internal trade union training.

- Employers' organizations

ILO-GIP reached out to the MGMA directly and through the intercession of ILO ACTEMP, and, (comparable to the support provided to the unions), has continuously offered the employers' organization its support with the identification of their training needs and preparation of a training plan. So far, and as explained before, the MGMA has not yet committed to fully participate in the project's capacity building activities.

Likelihood of achieving the objective by end of project

³⁹ https://www.ilo.org/yanon/press/WCMS_630131/lang--en/index.htm

⁴⁰ The minimum wage has most recently been reviewed in May 2018, when the Myanmar government announced a new daily minimum wage of K4,800 for workers. https://www.ilo.org/yanon/press/WCMS_630131/lang--en/index.htm

The outcome of *increased capacity of all social partners to deliver services to members and participation in bipartite social dialogue* was found to be currently beyond what ILO-GIP can possibly achieve regarding the employer's organization, especially due to the MGMA's position to not fully engage with the project.

However, stakeholders confirmed that there is a strong potential for reinforcing the institutional capacities of the participating unions to deliver services to members and participation in bipartite social dialogue.

Immediate Objective 4: *Regular bipartite social dialogue training takes place at the sectoral level in the garment industry, addressing concrete issues of common concern to workers and employers.*

Under this immediate objective, the project aims at (i) supporting social partners at sectoral level in defining shared goals for sustainable development and decent working conditions in the garment industry; and, (ii) developing a programme of bipartite training workshops at the sectoral level with a view to pursuing such shared goals.

Summary: *While achieving the engagement of the sectoral partners in defining shared goals for the garment industry in Myanmar is proving to be very challenging, ILO-GIP has made important strides concerning the development of a sectoral training programme on industrial relations, targeting the social partners.*

1. Shared goals for sustainable development and decent working conditions in the garment industry

As confirmed during the field-work conducted by the evaluator, at the present time, given the MGMA's position *vis-à-vis* ILO-GIP, engaging the sectoral partners in defining shared goals for the industry is proving to be very challenging. As explained before, ILO-GIP has continuously persevered in its efforts to engage with the MGMA and has made its best endeavours to promote the development of a joint sectoral strategy.

2. Bipartite training at the sectoral level

ILO-GIP has conceptualized a sectoral training programme on industrial relations, targeting social partners. The programme is organized in three complementing phases.

- Phase 1 focuses on the development and face-to-face implementation of a capacity building program on systems and practices for sound industrial relations in the Myanmar garment industry – the *Myanmar Industrial Relations Lab* (The MIR Lab).
- Phase 2 focuses on the development of a sustainable and permanent *Myanmar Industrial Relation Institute* (MIRI) which aims at the sustainability of the one-time delivery of the MIR Lab capacity building program. This phase will focus, first, on the feasibility of a permanent industrial relations institute after which, the formal confirmation/identification of a potential host for the MIRI, and the broadening of the curriculum, developed in Phase 1, to the wider needs of industrial relations in Myanmar. A resources mobilization process for this initiative has been initiated. ILO-GIP has initiated a MIRI feasibility assessment.
- Phase 3 will look into the translation of the content of the training material developed during Phase 1 and 2 into a virtual campus or on-line education component (V-MIRI). The feasibility of the V-MIRI will also be assessed in the above described assessment.

- *The Myanmar Industrial Relations Lab*

The immediate objective of the MIR Lab is of a twofold character. It aims at the provision of sound knowledge on social dialogue and industrial relations. At the same time, it offers Myanmar industrial relations practitioners, (especially those in the garment industry), an opportunity to come together, build trust while learning and focus strategically, in a non-decision making context, on the sustainable, peaceful development of a garment industry which will promote decent work for men and women workers and employers.

ILO-GIP, in collaboration with the ITCILO has made important strides in the conceptualization of the MIR Lab as well as in the development of the curriculum.

The MIR Lab was endorsed by the 9th Myanmar National Tripartite Dialogue Forum held in Nay Pyi Taw on 16 January 2018. Tripartite social partners agreed to work together towards the development of sustainable industrial relations training mechanism at sectoral and/or national level. The first of five modules focusing on general industrial relations concepts was delivered to a tripartite audience of 30 participants between 23-26 July 2018. The second module on workplace cooperation and grievance handling is scheduled for 8-11 October 2018. Other modules will be delivered in the following months.

- *Feasibility study of the Myanmar Industrial relations institute (MIRI)*

In collaboration with the ILO-ITC, terms of reference for the feasibility assessment of the industrial relations training institute have been drafted. The objective of this study is to furnish ILO Myanmar (and by extension ILO constituents in Myanmar) with the evidence required to determine whether and how to establish such an institute. The feasibility assessment report is due before the end of the year.

Likelihood of achieving the planned objective by end of project

While ILO-GIP continues to offer its support for the development of a joint sectoral strategy, stakeholders who were interviewed expressed concerns over the likelihood of the engagement of all sectoral partners in defining the shared goals for the industry, particular in view of the position of the MGMA

The conceptualization of the MIR-Lab and the MIRI is well advanced. The deployment of the 5 modules of the MIR-Lab will be completed within the current time frame of the ILO-GIP. The feasibility assessment of the MIRI will also most likely be completed by the end of the project. It might be worth noting that, the “incubation” of the MIRI, never foreseen within the current ILO-GIP project, will require additional time. Although the project has already secured funding for the eventual incubation of the MIRI, additional financial resources might need to be mobilized to ensure the institution’s operation and sustainability.

Immediate Objective 5: *Increased knowledge of the labour law and rights and responsibilities at work for garment workers*

Under this objective, the ILO-GIP aims at developing and delivering the following training curricula: (i) on workers’ rights and responsibilities to garment workers, to be delivered through various Technical and Vocational Education and Training (TVET) channels; and (ii) on workers’ rights and responsibilities at work, geared to garment workers, to be delivered by means of direct training in participating factories. This objective was added during the project’s logframe revision, upon the additions of new funding by Sida in September 2017.

Summary: ILO-GIP has supported the technical and basic skills training offered at the Aung Myin Hmu Garment Skills Training Centre (AMH) by developing a specific curriculum and by providing industrial relations capacity building; and it envisages to develop the content of a one-day training on workers' rights and responsibilities at the participating factories.

1. Development of industrial skills training content for workers

The project has teamed up with another garment sector initiative, the *Aung Myin Hmu* which provides skills training in the garment industry. *Pyoe Pin* -a DFID funded project⁴¹- and *Business Kind Myanmar* are the two other main partners working under the Aung Myin Hmu initiative. .

The ILO-GIP project supplemented the technical and basic skills training offered at the Aung Myin Hmu with the timely delivery of a curriculum on industrial skills. This curriculum of about 45 hours worth of training has been delivered to Aung Myin Hmu trainees since September 2017.

Furthermore, ILO-GIP is providing support to *Pyoe Pin* and *Business Kind Myanmar*⁴² and working alongside the *National Skills Setting Authority (NSSA)* of Myanmar, in the development of a new set of national occupational competencies standards (NOCS), which should include technical skills (e.g. sewing machine operations, cutting, finishing) as well as basic and industrial skills.

2. Training on workers' rights and responsibilities at the participating factories

In addition to the training that is expected to be delivered to WCC members under ILO-GIP, the project aims at developing a one-day training, targeting the workers of the factories included in the project. This training will focus on basic rights and responsibility at work and introduce the main elements of the Labour Law.

Likelihood of achieving the planned objective by end of project

The collaboration between ILO-GIP and the Aung Myin Hmu is considered by the evaluation as an excellent achievement of the project as it allows for the mainstreaming of industrial relations issues into an already existing training programme that is provided by a specialized institution in the garment sector. Likewise, it offers the possibility to train future workers *before* they are employed in the garment industry. Furthermore, it has a strong potential to be scaled-up to including other topics of interest to the ILO-GIP, for example, gender issues.

Also, the combined efforts of the ILO-GIP and Aung Myin Hmu to develop a new set of national occupational competencies standards, along with the NSSA, has enormous potential to improve the quality of both the technical and the industrial skills provided by TVET institutions. Whether this competencies framework will be approved by the NSSA, is yet unknown.

ILO-GIP is not expecting to encounter major challenges with the development of the one-day training in its participating factories that are currently participating in the project. However, the delivery of this one

⁴¹ Pyoe Pin has recently handed over its responsibility to implement the Aung Myin Hmu project to Care Myanmar.

⁴² *BusinessKind* is a nonprofit organization that establishes social businesses in poor neglected Myanmar communities. Our businesses provide valued products and services at affordable prices and create employment opportunities for vulnerable Myanmar women. <http://www.businesskind.org/>

day training to a significant number of workers in each participating factories will require significant efforts from the project. Such include the identification and preparatiaon of a number of trainers that will have the necessary trust of both the management and trade unions to bring this activity to success. Given the limited time remaining in the project, it is likely that the delivery of this training will require an extension.

3.4. Efficiency of resource use

The current section assesses the extent to which the project resources/inputs (funds, expertise, time, etc.) are efficiently used. The evaluator undertook an analysis of the allocation of resources and the expenditure rates as per the budget lines; along with an analysis of the expenses related to staff and experts, as assigned to the project and to synergies that were created with other interventions.

3.4.1 Allocation and use of financial resources

Allocation of funds.

Based on the financial information provided to the evaluator by the ILO-GIP (*as per August 2018*), the allocation of resources by budget line for the implementation of the Project is as follows:

Allocation of Resources to Budget Lines (US Dollars)*	
Budget Line	Allocation
International Experts	610,630
Administrative Support	151,683
Travel Costs	29,255
Mission Costs	35,755,00
National Professional Personnel	120,029
Sub-Contract	428,045
Seminars	537,939
Equipment	8,000
Operation & M'ce of Equipment	30,700
Sundries	46,787
Aid Funds	5,000,00
Programme Support at 13%	260,497
Prov. for Cost Increases	21,963
Grand Total	2,286,283

Source: ILO-GIP

*August 2018

The table above illustrates that the budget lines for *International Experts*, *Administrative Support* and *National Professional Personnel* amount to US\$ 882,342 (38.6% of the total budget). These lines mainly relate to project personnel and experts and include the salaries of the CTA, the National Officer the translator and the driver, finance and administrative support, as well as the backstopping from Geneva and the backstopping by the programme officer in Yangon.

Subcontracts and *Seminars* amount to US\$ 965,984 (42.3% of the total budget). Combined, these budget lines represent 80% of the total budget, which is consistent with the project conception.

At first sight, the overall amount assigned to these five budget lines may appear high. However, one needs to consider that the activities that have been implemented to date rely on highly qualified human expertise, and that the technical assistance needs inherent to the contents of the project are very high, while also keeping mind that there is a considerable level of complexity in the overall coordination and management. In view of these factors, the evaluation concludes that the level of spent funds is aligned with the project's activities and expected inputs.

Expenditures and resources' utilization

The next table shows the actual expenditure per budget line, as detailed in the ILO-GIP financial information mentioned above.

Allocation of Resources to Budget Lines and Actual Expenditures* (US Dollars)			
Budget Line	Allocation	Total expended	Expenditure rate
International Experts	610,630	408,038.43	66.8%
Administrative Support	151,683	43,100.99	28.4%
Travel Costs	29,255	11,676.97	32.6%
Mission Costs	35,755.00	6,692.57	18.7%
National Professional Personnel	120,029	27,400.50	22.2%
Sub-Contract	428,045	86,233	20.1%
Seminars	537,939	80,290.88	14.9%
Equipment	8,000	6,298.56	78.7%
Operation & M'ce of Equipment	30,700	25,575.95	83.3%
Sundries	46,787	25,257.34	53.9%
Aid Funds	5,000.00	0	0%
Programme Support at 13%	260,497	99,866.29	38.3%
Prov. for Cost Increases	21,963	0	0%
Grand Total	2,286,283	1,179,280.53	51.5%

Source: ILO-GIP

*August 2018

As of August 2018, ILO-GIP had spent 51.1% of its overall budget over a 26-month period (July 2016 to August 2018) that represents two thirds of the total project duration. It would appear that the project is somewhat underspent. However, the expenditure rate is consistent with the project's actual operation and implementation challenges, including identified delays.

Subcontracts and Seminars: These two budget lines are clearly under-spent, at levels of 20.1% and 14% of anticipated expenditures respectively. These low levels can be explained by the fact that they are budget-lines related to training activities, still to be implemented by the project, but currently yet in an incipient state. Should the project indeed keep the intended pace in the capacity building activities that are targeting unions, and start the multiple trainings at the factory level, the project spending will rise significantly as a result. Nevertheless, keeping in mind the results achieved so far, and the significant challenges faced up to now, while adding this to the limited remaining time, (only 1 year left) it does not seem likely that the ILO-GIP will be able to fully spend its allocated budget.

3.4.2. Allocation of human resources and expertise

The ILO-GIP is a cooperation project of a highly *technical* character, and as such, mainly relies on highly specialized expertise and inputs. According to both document review and interviews undertaken for the evaluation, the evaluator concluded that activities implemented so far were carried out to a high quality standard. National stakeholders interviewed expressed satisfaction with the ILO-GIP inputs. Notwithstanding the challenges in the implementation, so far it transpired from interviews that the ILO has executed the project in a very professional manner.

Moreover, at the inception phase, the ILO-GIP project's staff has had to invest a considerable amount of time in explaining the project to different stakeholders; encouraging the collaboration of the two main trade unions as well as the participation of the MGMA, while clarifying the potential benefits of their respective engagement in the project.

In terms of efficiency in the use of technical and human resources, and as explained in other sections of this report, ILO-GIP was able to benefit from both the synergies between the ILO's programs as well as the organization's in-house expertise at different times, during the inception and implementation stages. Also, co-operation and complementarities with other initiatives aiming at improving industrial relations in the garment industry in Myanmar were actively sought by the ILO-GIP.

Nevertheless, key informants confirmed that, in view of the many challenges and increasing complexity of the project, ILO-GIP does have insufficient human resources (project staff) at its disposal, especially when compared to the amount of the work that is required to prepare for and implement the remaining activities.

3.4.3 Overall impressions of Efficiency

Through interviews, the evaluator collected the opinions of ILO-GIP staff, national partners, and other stakeholders about the perceived efficiency of the project. Informants generally agreed that the project is considered as having made a cost-effective use of its financial and human resources. Furthermore, document review and interviews indicate that all project activities implemented so far were efficiently managed, including benefitting from the support of different ILO programmes, experts, offices and branches, which has reduced costs and further increased efficiency. Also, there is widespread agreement among informants that the project has capitalized the available resources and has generated complementarities to maximize project resources.

3.5. Effectiveness of management arrangements

This section focuses on assessing to what extent the current management system is appropriate for achieving desired results and outcomes within a timely, effective and efficient manner.

3.5.1. Management and administrative structure

The ILO officially started the ILO-GIP project in July 2016, with a 3-year implementation schedule. The project was initially started up by the ILO Office in Yangon, with technical backstopping by ILO's Inclusive Labour Markets, Labour Relations and Working Conditions Branch (INWORK) in Geneva.

The hiring process of a project manager was completed in December 2016 and the Chief Technical Advisor (CTA) started her function on 21 February 2017. The project's finance and administrative assistant and an interpreter and a driver were already on board, having transferred to the GIP from other projects.

The recruitment process of the project national officer (NO) was postponed by the project until the selection of the factories was more advanced, in an attempt to save on salary for when the support of the NO would be most needed. The NO was hired on 6 November 2017.

3.5.2. Management capacities

Considering the wide coverage of the project (National/Sectoral, individual factories and unions/individual workers with the potential addition of employers/employers organizations when possible) combined with the large quantity of the interventions, as well as the overall complexity of the project's context, the staffing for its implementation seems to be insufficient.

Nevertheless, there is consensus among stakeholders interviewed that the project's management capacities and arrangements have so far been adequate and have facilitated quality results and good program delivery.

Despite the multiple challenges and delays, from inception to implementation, the project staff has proved to be highly professional and dedicated. The evaluation concluded that the ILO-GIP is being managed in a satisfactory manner. The thorough selection processes ensured that staff of an excellent quality is assigned to the project which has been critical to the project's partial yet successful implementation to date.

3.5.3. Coordination and communication with stakeholders

ILO-GIP has benefitted from in-house expertise of multiple departments of the ILO, ranging from support from ACTRAV (to facilitate dialogue between the two main trade unions); to support from ACTEMP (to engage in a constructive dialogue with the MGMA); as well as contributions from INWORK (responsible for backstopping prior to the start of the CTA, and, together with the ITC-ILO responsible for developing global industrial relations training material).

At the national level, ILO-GIP is implemented in collaboration with the main local industry stakeholders. However, most stakeholders were unclear about the role of the MoLIP in the project. Some manifested that the project is noticeably *bipartite*, limiting support to the trade unions and employers.

As explained at length previously in this report, while the ILO-GIP has managed to achieve a good level of coordination with the relevant trade unions (including both the IWF/CTUM and the MICS), an appropriate level of engagement from the MGMA has not yet been achieved.

Complementarities with other ILO projects in the garment industry

ILO-GIP has when appropriate benefitted from experiences with similar projects in the garment sector in Ethiopia and Cambodia. (see section 3.1.1.) The ILO-GIP established contacts and shared knowledge with these two projects, which were also jointly funded by Sida and H&M. These garment focussed projects used the same methodology to conduct their baseline surveys, and they have shared training materials and lessons learned. ILO-GIP also anticipated to use the information provided pertaining to establishing a project gender strategy.

In addition, ILO-GIP maintains regular exchanges with other garment sector projects such as those under the *ILO Better Work* programme in Cambodia and the *Bangladesh Ready Made Garment project*, as well

as the ILO project on regional labour standards in global supply chains. In this context, exchanges of good practices, tools and insights have taken place.

Another example of the search for synergies with other ILO garment related projects manifests itself in seeking the support of the ILO Bangladesh IT and database specialist in developing the ILO-GIP Client Relationship Management (CRM) software whose purpose is to support the monitoring requirement of the project and facilitate the exchange of critical factory information between the project's training service providers as they start delivering training. The CRM structure has been created in June 2018.

Additionally, and as part of the CTAs induction process, she attended a regional comparative workshop/knowledge sharing event, which focused on workplace cooperation and collective bargaining practices experiences in the garment industry in Asia. Tripartite delegations from several countries, including Myanmar, Indonesia, Cambodia, Viet Nam, Pakistan and Bangladesh participated in the event.⁴³ The CTA was briefed by relevant ILO regional specialists in Bangkok.

Complementarity with other programmes and projects in the country

ILO-GIP's complementarity with earlier projects

- ***Promoting Freedom of Association in Myanmar***

This large-scale ILO project, completed in January 2016, aimed at building the capacity of ILO constituents to effectively realize the fundamental rights of freedom of association and collective bargaining both in law and practice. This was expected to have contributed to the establishment of sound industrial relations in Myanmar, and thus creating a foundation on which ILO-GIP could continue.

This project had assisted national labour market institutions (including labour laws, conciliation bodies, arbitration bodies and the labour inspectorate) to ensure that they would be able to support good labour market governance and industrial relations. In addition, employer and worker organizations, (one third of whom were from the garment sector), received training related to the new industrial relations framework, as well as on dispute resolution, collective bargaining, gender equality and women's leadership in trade unions, and on occupational safety and health. The promotion of sound labour relations and social dialogue at various levels was also included.

This project had benefitted over 6,500 total participants⁴⁴ through awareness raising, workshops, seminars, symposium, training programmes and meetings) held throughout Myanmar⁴⁵.

- ***Responsible Industry Development in the Garment and Fisheries Sectors in Myanmar***

This project was specifically dedicated to collaboration with the MGMA and other industry actors for the design of an employers' strategy for the next 5-10 years. Using value chain analysis methodologies, the project identified blockages to employment generation and considered methods of enhancing both productivity and working conditions through social dialogue. This culminated in the MGMA's 10-year sectoral strategy.

⁴³ March 14-17 2017.

⁴⁴ In 12 out of Myanmar's 14 Divisions and States.

- *Developing the Capacity of Employer Organizations in Myanmar to Promote Decent Work Principles and Sustainable Enterprises*

This project was intended to build the capacity of both the MGMA and the UMFCCI to provide leadership for the Myanmar business community in the promotion of sustainable enterprises and the principles of decent work. It provided regional chambers of commerce and sectoral associations with tools and capacity to provide services and guidance to enterprises to help improve working conditions and productivity and to respond more effectively to members' needs.

Current complementary projects

- *Labour Law Reform and labour market governance project*

There is a significant complementarity between the ILO Labour Law reform and the ILO-GIP and the two initiatives have, at many occasions, supported each other. The ILO-GIP finds itself at the implementing end of the labour law reform and both have found innovative ways to support each other. One example of such collaboration is that of the joint support these projects have given to the review of the minimum wage. More recently, another example can be found in the sharing of resources and expertise with regard to conducting the feasibility of the Myanmar industrial relations institute.

ILO-GIP complemented *the Myanmar Labour Market Governance Project*, which intends to develop a cohesive national labour law framework, based on International Labour Standards and Social Dialogue. It also intends to build the capacity of labour market institutions for the development of coherent laws and the promotion of compliance and application. The intended building of capacities and confidence of the social partners for their engagement in social dialogue for labour law reform and sound industrial relations are highly relevant for ILO-GIP.

This project has been implemented between 2016 and 2018 (expected to finish in September 2018), and it is the result of the *Joint Initiative on Labour Law Reform*, led by the Governments of Myanmar, United States, Denmark, Japan, European Union and the ILO. Although valuable progress was reported, the following challenges were identified: a need for further review of labour laws; need for support to the institutions responsible for implementing and enforcing the new laws; and the need for building of knowledge and skills of the main labour market actors, in order to operate effectively in the new environment.

This example shows both the relevance as well as the complementarity of the different ILO projects.

- *Vision Zero Project*

As mentioned, synergies were further created with the *Vision Zero Project*⁴⁶, resulting in a clear distribution of tasks between the two implementing partners, based on the comparative advantage and expertise of each of them. This *Safety and Health in Myanmar Supply Chains* is of interest for ILO-GIP's OSH related activities. ILO-GIP is in the process of designing a joint strategy, which focuses on the garment industry as one of its priority areas for intervention. The two projects are expected to share training materials and approaches on occupational safety and health.

⁴⁶ *Safety and Health in Myanmar Supply chains - A Vision Zero Fund project.* 2017-2021. https://www.ilo.org/safework/projects/WCMS_563285/lang--en/index.htm

Recognition of ILO-GIP in the garment sector

As confirmed by key stakeholders, ILO-GIP has been pro-active in building fruitful relationships with many other initiatives in the Myanmar garment industry, and the project has gained recognition among many actors and stakeholders.

A large number of initiatives is currently implemented in Myanmar's garment sector, which forces the evaluator to limit himself to mentioning the main ones; Pyoe Pin/Care Myanmar, Business Kind Myanmar, Smart Myanmar, GIZ, Solidarity Center, Frederick Ebert Stiftung (FES), C&A foundation, Business Innovation Fund (BIF), Solidaridad, Action Aid, the German AVE (German retailers association), the Danish ethical Trading Organization.

Also, throughout the implementation process, ILO-has played an active role in the informal garment sector coordination group - a network of organizations involved in the industry.

3.5.4. M&E arrangements

As indicated in the Development Cooperation Progress Reports (DCPRs) the *Factory Baseline Assessment was intended to develop a baseline for the project interventions at the factory and sectoral levels, as well as to respond to the project's monitoring (M&E) and end of project evaluation requirements.*

Also, ILO-GIP has developed a "client relationship management database" (CRM), which is expected to be used for project monitoring and for the assessment of the impact of the training that is to be provided, for making decisions on potential adjustments to curriculum and methodology and for conducting follow-up activities, if appropriate.

3.6. Sustainability: challenges and opportunities

The TOR for this evaluation included as an evaluation criterion, the *Impact orientation and sustainability of the intervention*. Furthermore, the TOR included several evaluation questions under a *Capacity building and institutionalization* criteria.

Questions under both categories were related to the conduciveness of the regulatory and policy environment; impacts on industrial relations and social dialogue; the engagement with the national constituents during project implementation. These questions have already been largely examined and discussed in other sections of this evaluation. Other questions referred to the *types of capacity building activities that are effective or less effective*. The evaluator is unable to address this type of questions, as activities were only starting during the evaluation process.

Some evaluation questions referred to the sustainability of the project outcomes; the lessons that can be learned from the project and the potential "good practices" that can be identified and follow-up actions that may be needed.

To maintain clarity and coherence throughout this report, the evaluator deemed it appropriate to organize and reformulate the current section as follows: **Sustainability: challenges and opportunities**; and further, add a specific section on **Lessons Learned and Good Practices**. Likewise, *follow-up actions required to continue the momentum of the project* are addressed in the **Recommendations** chapter.

The evaluator emphasizes that **sustainability should not be seen or measured as an externally designed goal** that the project needs to achieve in the short-term. In this case, it would be preferable to define sustainability as **an emerging process**, a way to think about what the project is trying to achieve, and the paths to achieve this, in a sustainable manner, in the mid/long-term⁴⁷.

3.6.1. Preconditions and assumptions

As mentioned before, the overall ILO-GIP project goals are defined in the following broad terms: generating an increased capacity for sound industrial relations in employers, unions, factories and workers; an increased incidence of social dialogue; empowerment of women workers; an increased capacity of social partners to deliver services; and an increased knowledge of labour law and rights and responsibilities at work for garment workers.

Although formulated in a generic way, these are both relevant and highly ambitious goals. There is widespread agreement among key stakeholders that, in order to be able to contribute to reaching such goals, some *preconditions and assumptions* need to be in place.

The first *precondition* is that the participation of the constituents and other relevant national stakeholders in the project design phase is essential, not only to guarantee its relevance, but perhaps more importantly, to ensure sufficient national/local ownership; and thereby, ensuring the involvement and commitment of these stakeholders in the implementation phase. These issues have already been largely discussed in this report, and the shared conclusion is that the project as it currently stands is still lacking a stout rooting among (all) the tripartite constituents.

Furthermore, *social dialogue is built on both the inclusiveness of, as well as the cooperation between, social partners. This implies all types of negotiations and consultations between employers and workers representatives and trade unions (bipartite). In addition, governments are often included in this dialogue in many countries (tripartite)*⁴⁸. In this regard, *pre-conditions* for sound social dialogue include: *strong, independent workers' and employers' organizations and their commitment to such dialogue, as well as their capacity to engage, and access to relevant information to participate in a social dialogue*⁴⁹.

The ILO-GIP project document rightly referred to ILO's experience with implementing development cooperation projects on sound industrial relations which *"have clearly shown that sustainable impacts can be created only when the project activities are designed and implemented in a manner to ensure outcomes of the activities are fully embedded in social partners' organizational capacity."*

Keeping in mind the challenges mentioned earlier in this report, especially those related to the lack of participation of national constituents in all of the project's design and implementation stages, and, not unimportantly, considering the project's inability to *embed the project in the social partners' organizational capacity*, this raises important questions about the current degree of (emerging) sustainability of the project (even in its current adjusted format).

However, the reorientation of one of the ILO-GIP project components (from social dialogue towards the establishment of the MIR Lab and MIRI) can be seen as an attempt by ILO-GIP to bring the project back onto the agenda of tripartite partners, and therewith ensuring some degree of sustainability for that

⁴⁷ Based on Will Allen's paper *Addressing sustainability in evaluation*

⁴⁸ Based on Mats Svensson, IF Metall . Social dialogue, CBA, Conflict resolution. Training workshop Yangon August 2018

⁴⁹ Based on Mats Svensson, IF Metall . Social dialogue, CBA, Conflict resolution. Training workshop Yangon August 2018

component. Also, the idea of inserting industrial skills in the TVET system aims at ensuring the sustainability of the training for workers.

The project document also correctly emphasised that *“the outcomes of project interventions at the enterprise level become sustainable when they are explicitly linked to dialogue and policy development at higher level, particularly at sectoral level in this project context so that the best practices created by enterprise level can gradually become standard practices through the transmission belt of sectoral organizations of workers and employers.”*

The revised logframe has however disconnected the overall objective of establishing a tripartite social dialogue from the project, and its focus is now reduced to a training component, although concrete agreement on several of ILO-GIP’s training components at the sectoral level is yet to be achieved. As a result, there is currently no guarantee that the factory-based training activities could potentially become “standard practices”. The actual training can thus most likely be expected to become more of a “pilot”, with an exploratory character, yet in search of appropriate models that might work best for the sector.

The project’s logframe was further revised to address “productivity concerns” among employers, and with this purpose in mind, a “productivity component” was added to the ILO-GIP capacity building activities. Although this initiative was applauded by most stakeholders,

In addition, the ILO-GIP project was expected to *“ensure adequate participation of representatives of workers’ and employers’ organizations at sectoral level in enterprise level project activities so that they can obtain knowledge and skills for supporting industrial relations at the enterprise level and develop an internal cohesion between sectoral organization and their affiliates/members at the enterprise level”*. As stated before, this assumption of adequate participation has proven to be no longer valid

Another assumption was that *“The knowledge and lessons learned through the project interventions at enterprise and sectoral level will be fed into policy-making and social dialogue at national level so that it can assist tripartite partners at national level in developing conducive policy and institutional environment for economy-wide sustainable improvement of labour relations.”* Although it is reasonable to expect that more lessons will emerge from the project during the remainder of the project, it appears that, so far, despite ILO-GIPs on-going efforts, the project has not yet succeeded in effectively contributing to a social dialogue at the sectoral level.

There is however some encouraging proof of an exchange of knowledge and lessons learned, especially in the framework of the labour law reform and the minimum wage revision processes. Also, it is important in this regard, to underline the sharing of the preliminary results from the FBA and GEA amidst constituents.

3.6.2. Timeline, resources and objectives

There is consensus among stakeholders that the project’s original objectives were highly ambitious, especially in the Myanmar context: a country that is yet qualified as an LDC⁵⁰, and in transition towards a more democratic and industrial society, and in an early stage of establishing a solid legal and institutional framework for industrial relations. Achieving the project’s objectives is therefore even more difficult, if taking into account the limited human resources that were allocated for the project, as well as a the very short implementation schedule, as compared to the longer-term changes that would need to be in place in order to fully achieve the ILO-GIPs overall objectives.

⁵⁰ Least developed countries

For these reasons, and considering, the significant initial delays in the implementation; the current (lack of) an enabling environment; the partial results attained so far, (despite the fact that these are promising); and the remaining implementation time -12 months- (the project was initially scheduled to end on 30 September 2019) it does not seem realistic to expect that the project will have significant impacts in terms of both *improving labour relations*, and establishing a *social dialogue* as well as achieving *gender equality* in the garment industry, unless further time and resources are committed from the ILO and the donor community.

3.6.3. The project has prepared important groundwork towards sustainability

Despite the different factors that delayed the effective operation of several components of ILO-GIP and the combined challenges that continue to affect its implementation, key stakeholders widely agree that the project has made important efforts to overcome implementation delays and to cope with or address the many challenges that were encountered.

The ILO-GIP has prepared important groundwork to further develop, better anchored/contextualized, pertinent and effective interventions aiming at fostering industrial relations and social dialogue in the garment sector.

In this regard, the project staff has acquired and shared substantial knowledge of the Myanmar Garment Sector, its context and its many different actors; established constructive and strong relationships with the funders, Sida and H&M; carried out a Factory Baseline Assessment in 79 factories; carried out a Gender Equality Assessment in 16 factories, which creates a baseline for the potential development of factory specific gender equality strategies; secured the participation of about 15 factories in the further training activities.

Likewise, the project made considerable progress with the alignment of two main trade unions and with creating a formal agreement on collaboration with Unions with regard to the implementation of activities under ILO-GIP; and, ILO-GIP encouraged the creation of the *Tripartite Sub-Working Group on Industrial Relations Training under the National Tripartite Dialogue Forum* which is an important way for ILO-GIP to engage the industry's social partners in an industrial relations training programme, and to ensure their participation for developing relevant training materials for partners at both factory and sector levels.

Also relevant for the training component's potential sustainability is the fact that ILO-GIP foresees a wide dissemination of the training kit. If indeed multiple relevant external stakeholders become actively involved in industrial relations interventions in the garment sector, this is expected to contribute to further harmonization and improvement of the quality of the training and to lead to sustained impact in that area.

As mentioned in the sustainability section, as part of the training materials, the development of a series of short educational videos is being produced on relevant topics from the trainings. The dissemination of these videos to trade unions as well as to other interested parties is also expected to contribute to sustained impacts from the learning, for instance through their availability on websites. In order to ensure local knowledge transfer, dubbing/ translation into Myanmar language may be considered.

Training by the Aung Myin Hmu will also include industrial relations components. Furthermore, as mentioned, ILO-GIP is already collaborating with stakeholders such as Pyoe Pin, Business Kind Myanmar and the *National Skills Setting Authority (NSSA)* of Myanmar, in the development of a new set of national occupational competencies standards. The creation of an agreed inventory of recognised technical and basic industrial skills, is another important aspect that is expected to potentially contribute to increasing

the sustained impact of the training aspect of the project (for more details, please refer to the *Effectiveness* section)

In addition, synergies with other projects in Myanmar are expected to contribute to the emerging sustainability of activities implemented in the framework of ILO-GIP. The project actively fostered increased collaboration between concurrent initiatives that are equally focusing on the improvement of industrial relations in the garment industry and that were mentioned in the section related to the complementarity of projects.

Moreover, the ILO-GIP gained recognition amidst most stakeholders in the garment industry sector; and more importantly, the project has ensured its legitimacy with the multiple initiatives in the garment sector (consulted by the evaluator), and stakeholders recognize ILO-GIP as a leading and coordinating actor.

Nevertheless, it remains a fact that much remains to be done to meet the project's main objectives, especially with the current reformulated activities. At the sectoral level, engagement with employers continues to be the key challenge for the project's overall success. At the factory and workers' level, the full delivery of the anticipated capacity building interventions is still in need of further consolidation, as this constitutes the foundation for continuing efforts to strengthen industrial relations in the sector.

3.6.4. Gender equality assessment findings

Although the final GEA report is yet to be made public, the gender equality component of the project deserves a special mention. The evaluator identified two preliminary findings from the gender equality assessment that are illustrative of the extremely challenging gender-equality context in which the ILO-GIP project currently operates.

The first challenge is a lack of explicit recognition of gender equality as a priority for employers. For instance, the current 10-year MGMA strategy for 2015-2024 does not contain any specific reference to the different needs of men and women in its strategic objectives. In addition, the recently issued MGMA Code of Conduct includes only one general reference to gender, in the clause confirming that a company's responsibility to provide a discrimination-free environment for employees.⁵¹

Secondly, while analysing the general gender beliefs amongst workers and managers in the garment factories that were selected to participate in the GEA, the research team found that the current beliefs indicate a strong reliance on "*gender essentialism*" as a means of explaining gender differences between men and women.

"Gender essentialism" refers to "*the belief in innate and universal traits and characteristics for men and women, and the prerequisite and resulting 'knowledge' that men and women are fundamentally different*".⁵² The GEA assessment states that: "*it appears that the majority of the GEA participants have internalised essentialist ideas about men and women to such an extent that they do not view these ideas as having the potential to create or sustain gender inequalities with respect to career advancement opportunities*".⁵³

⁵¹ GEA, p. 26.

⁵² GEA p. 84.

⁵³ GEA p. 86.

Combined, these factors are indicative of a challenging context for the identified gender equality objectives that are mainstreamed throughout ILO-GIP. They also constitute a serious threat to the sustainability of the gender components that are mainstreamed throughout the project's activities.

Establishing a gender equality strategy in each participating factory, through the involvement of bi-partite social partners in the development of such strategies, would be essential for the project's efforts. However, this may not be a realistic objective without the prerequisite of awareness of a real need for addressing gender inequality on the workplace, and of an understanding in stakeholders of the benefits of potential change for trade unions and employers, as well as for overall society.

Although important as a long-term objective, and in line with SDG objectives, achieving the current objectives of achieving gender equality strategies in the garment factories within the current timeframe of the project may be therefore be extremely difficult, since this would appear to yet require significant preliminary work.

This would include translating the initial findings from the GEA into longer-term research, advocacy and awareness raising objectives; creating further evidence on current inequities and how gender inequality negatively affects the sector, combined with a solid understanding of the relevant terminology and concepts, including an unequivocal understanding of terms such as "sexual harassment" and "discrimination", terms which were found to be largely misunderstood by respondents to the gender assessment surveys. It does not appear that the project is yet ready to actively start with the design of such factory-based strategies.

Moreover, employers need to yet gain a basic and clear understanding as to why gender equality is an economic advantage at the longer term, before buying in into ILO-GIPs anticipated activities.

3.6.7. Overall conclusion

The evaluation notes that the project's sustainability strategies must be considered in terms of *processes*, related to increased national capacities, (both for continuity and for change), as well as in terms of *institutional sustainability*. Recognizing that strengthening national capacities requires long-term processes that are integrated in a realistic, long-term strategy and time frame is essential. For this, additional technical and financial support from the ILO and the donors is needed for the further development of a strengthened sectoral industrial relations system, as well as a for establishing a social dialogue and the effective creation of gender equality strategies in the Myanmar garment sector.

IV. LESSONS LEARNED, GOOD PRACTICES, AND CONCLUSIONS

4.1. Lessons Learned

1. *Building onto existing ILO experience*

Building onto existing ILO programs and resources (Branches, experts, projects...) and collaborating and coordinating with them has proven very useful to project implementation and has generated noteworthy synergies.

Furthermore, the ILO has significant experience with developing labour relations projects in several countries (e.g. Cambodia, Vietnam, Jordan). The ILO-GIP was developed together with a similar project in Ethiopia and under the ILO-H&M global partnership agreement. It also draws on the experience of ILO-H&M/Sida projects in Cambodia and Bangladesh. The ILO-GIP strategy in Myanmar is based on cumulative experience gained through these projects, and also on alignment with the ILO-H&M global partnership agreement.

Additionally, as mentioned previously, the ILO-GIP adds to and benefits from co-operation with several ILO-Yangon initiatives related to improvement of Myanmar's industrial relations system.

2. *Sound project design phases*

A key lesson learned is that a sound project design process is fundamental in order to ensure the projects' appropriate degree of anchoring in the countries. This involves taking into account the specific national contexts and needs. Moreover, specific factors that might be decisive for creating an enabling environment need to be fully considered in order to fine tune the interventions' strategies. Additionally, allowing for sufficient staff to implement such strategies is a key aspect of project performance.

3. *Stakeholders' participation in the project design*

Also, a crucial lesson learned was that undertaking participatory processes with national stakeholders is crucial. The employers' and workers' organizations have key roles in the ILO-GIP as they are (should be) jointly responsible for implementing the project intervention and monitoring the project progress via their participation on the ILO-GIP governance structure.

The evaluation learned that the insufficient participation of the national social partners in the project's design stage proved to be critical in their lack of understanding and ownership of the project, and thus, largely contributed to significant challenges for creating an enabling environment for the successful implementation of the ILO-GIP.

4. *Implementation schedule*

The fostering of industrial relations and social dialogue requires multifaceted and elaborate strategies and interventions. These entail *systemic changes* that demand long-term processes and implementation schedules, and thus cannot be expected to be achieved in the short term (three years). Furthermore, sustainability of each of the project's activities, as well as of the project as a whole, needs to be outlined in an *integrated project strategy*, which in turn, demands a long-term, realistic schedule. A flexible

approach is required; as such a project strategy may need to be adjusted, when appropriate, in view of real time events and progress.

Several ILO officials who were interviewed manifested that the ILO has made a long-term commitment to further support industrial relations in the Myanmar garment sector. However, when the evaluation was being conducted it remained unclear how or through which specific ILO-GIP interventions this will be done. This commitment thus requires further and continued coordination, in order to maintain the coherence of the overall ILO-programming in Myanmar.

5. Staffing

The ILO-GIP project staffing is insufficient. Complex interventions such as the ILO-GIP, especially, in view of the challenging environment as described earlier in this report, demand an adequate level of technical human resources in order to address its many dimensions. The scarcity of project staff, combined with the continuously challenging project implementation, has created an excessive workload, which in turn has prevented the CTA from the possibility of exercising more strategic management. Although considerable efforts were made to bring in ILO-expertise when necessary, having access to increased technical staff assigned to the project for the duration of the project would be beneficial.

6. The brands' role in the project

Stakeholders agreed that the brands' support to ILO-GIP has proved to be instrumental, as factories are willing to join the project if their buyers explicitly request them to do so. This is considered an advantage for the implementation of the activities in factories that participate in the project. However, at the same time it would be envisageable that the factories are convinced about the usefulness of taking part in a project and not being "strongly encouraged" by their buyers.

Furthermore, in this particular case, H&M partially funds ILO-GIP and is thus *accountable* towards H&M as it would be to any other donor. Besides, the company is regarded by national stakeholders as a *project partner* (along with trade unions and the MGMA) as a *project donor* it participates as an observer in the project's governance processes. Furthermore, H&M has a key role in the signing up of participating factories.

According to several stakeholders' opinions gathered by the evaluator, this situation creates a *conflict of interest*, which, in turn translates into a disinclination on the side of the employers' and national owned factories to join ILO-GIP for reasons related to potential unfairness and competitiveness.

Whereas ILO-GIP has sought the support and participation of additional brands in the project, this same argument may become more pertinent, as this potentially increases the risk of being seen as favouring international brands over nationally owned factories, especially if the latter continue to be absent from the project. This needs to be addressed with utmost diplomacy.

4.2. Emerging Good Practices

1. Training of trainers approach to capacity building

The ILO has applied a training of Trainers approach in the capacity building activities foreseen under ILO-GIP, which is considered by the evaluation both an efficient method, and an emerging good practice that

is focussed on creating sustainability processes, as this approach has the potential of multiplication of knowledge and skills. Compared to the training of targeted individuals within the different stakeholders groups, the ToT approach is based on the principle of building capacities of a limited number of individuals within one or more particular institutions, to ensure a learning process for qualified trainers who are in turn expected to be able to transfer the learned knowledge and/or skills at the factory, union (and eventually employer's organization or Ministry) levels, therewith providing both training and capacity-building assistance to the institutions in question.

2. Training kit on Industrial relations

It is an explicit goal of the ILO-GIP to hand over the complete training kit on industrial relations that is under development under the current project, and to disseminate the content as widely as possible. This is considered an emerging good practice as it has the potential to not only raise the overall quality of the training, generating a minimum level of knowledge in a larger population, but also to ensure that contents can be further adjusted to the local contexts. Ensuring such a continued training process through a standardized training kit at a larger scale, also has the potential of harmonizing the messages that are being conveyed, as currently there are many actors delivering multiple messages related to industrial relations in the sector.

3. Development of the "Client Relationship Management database"

The ILO-GIP has developed a "*Client Relationship Management database*". This is considered an emerging good practice as it has the potential to provide a platform to document and monitor the effects of the ILO-GIP training at the factories; in addition it can be used to inform decision-making on eventual adjustments; and it can increase knowledge sharing between the different projects implemented by ILO Yangon and serve as a reference for future ILO garment projects in other parts of the world and in Myanmar, anticipating that the ILO's continued engagement in the country's garment sector in the years to come.

4. The collaboration between ILO-GIP and Aung Myin Hmu

The collaboration between ILO-GIP and *Aung Myin Hmu* is considered a good practice of the project as it allows for the mainstreaming of industrial relations issues into an already existing national training programme that is provided by a specialized institution in the garment sector. Likewise, it offers the possibility to train future workers *before* they are employed in the garment industry. Furthermore, it has a strong potential to be scaled-up to including other topics of interest to the ILO-GIP, for example, gender issues.

Also, the combined efforts of the ILO-GIP- *Aung Myin Hmu* to develop a new set of national occupational competencies standards, along with the NSSA, has enormous potential to improve the quality of both the technical and the industrial skills provided by TVET institutions. Whether this competencies framework will be approved by the NSSA, is yet unknown.

5. Tripartite Sub-working group on industrial relations training

As mentioned in the Effectiveness section, ILO GIP has promoted the creation of a *Tripartite Sub-Working Group on Industrial Relations Training* - under the *National Tripartite Dialogue Forum*. This is also considered to be a good practice as it allows the ILO-GIP to engage with the industry's social partners in industrial relations training programme, including the development of training materials for factory and sector level partners.

4.3. Conclusions

The following chapter presents a synthesis of the conclusions drawn from the analysis of the findings:

Validity of the intervention design

1. There is widespread agreement among informants that the identification and design process was not a fully inclusive and participatory process, since all constituents did not participate in the planning of the project, nor did they agree to/or fully commit to its implementation.
2. Inputs from all tripartite parties were not *systematically* sought and agreement from stakeholders on the whole project was not fully secured. Nevertheless, it is noted throughout the report that later, ILO-GIP has made all possible efforts to remedy this.
3. The above-mentioned shortcoming in the design process has resulted in an apparent lack of ownership of the project, initially by the workers' organisations, but mostly among the employers' organization as evidenced during the implementation of the project.
4. The evaluation found that generally speaking, the project design adequately succeeded in taking into account gender dimensions of the problems and challenges to be addressed, as well as the interests of the women target groups and of the planned interventions.

Project's Relevance and strategic fit

5. The ILO-GIP project is mostly seen as highly relevant, especially in light of the feeble institutional capacities of both workers and employers' organizations; the scarce recognition of labour rights; poor working conditions; and gender inequities that exist in the Myanmar garment sector.
6. Also, the evaluation concluded that the ILO-GIP is indeed fully aligned with broader ILO policies and strategies as defined in the *ILO-Myanmar Country Framework*; *ILO-Myanmar Decent Work Country Programme 2018-2021*; -and the *ILO Programme and Budget*.

Project progress and effectiveness

7. **Challenges to project implementation:** The initial project design was highly ambitious, especially keeping in mind the specific Myanmar context. Additionally, several factors have been identified as having negatively affected the project's implementation, especially during its first year of operation. The limited engagement of the MGMA has also affected the possibility for the ILO-GIP to establish a Project Advisory Committee, a project accountability mechanism, intended to be composed of tripartite representatives. In addition, the existence of multiple *systemic* issues (e.g. weaknesses of the legal and regulatory framework) in the garment sector, would need to be addressed through longer term strategies and programming.
8. **Main results to date and likelihood of achieving the planned objectives:** Notwithstanding the challenges, the ILO-GIP has accomplished significant achievements and, the overall impression is that the ILO-GIP project is moving in the right direction. However, there is also wide-spread agreement among project stakeholders that achieving the project's objectives will demand much more time than foreseen in the project's current implementation schedule, with a need for significant additional efforts from both the ILO/GIP and relevant social partners (workers and employers).

Efficiency of resource use

9. The project is considered as having made a cost-effective use of its financial and human resources. Furthermore, document review and interviews indicate that all project activities implemented so far were efficiently managed, including benefitting from the support of different ILO programmes, experts, offices and branches, which has reduced costs and further increased efficiency.

Effectiveness of management arrangements

10. Considering the wide coverage of the project combined with the large quantity of the interventions, as well as the overall complexity of the project's context, the staffing for its implementation seems to be insufficient. Nevertheless, the project's management capacities and arrangements have so far been adequate and have facilitated quality results and good program delivery. The evaluation concluded that the ILO-GIP is being managed in a satisfactory manner.
11. ILO-GIP has benefitted from in-house expertise of multiple departments of the ILO; largely benefitted from experiences with similar projects in the garment sector in Ethiopia, Cambodia and Bangladesh; and has been pro-active in building fruitful relationships with many other initiatives in the Myanmar garment industry.

Sustainability

12. The evaluation notes that the project's sustainability strategies must be considered in terms of *processes*, related to increased national capacities, (both for continuity and for change), as well as in terms of *institutional sustainability*. Recognizing that strengthening national capacities requires long-term processes that are integrated in a realistic, long-term strategy and time frame is essential. For this, additional technical and financial support from the ILO and the donors is needed for the further development of a strengthened sectoral industrial relations system, as well as a for establishing a social dialogue and the effective creation of gender equality strategies in the Myanmar garment sector.

V. RECOMMENDATIONS

The ILO-GIP is highly relevant and has a strong potential to generate important results and impacts in the mid/long-term. However, key stakeholders consulted in this evaluation agreed that, without further support, the projects' achievements so far might gradually disappear. Thus, additional and continued assistance from both the ILO and the wider donor community will be necessary in order to consolidate the results achieved to date; to overcome the challenges to project implementation; and to achieve further progress in the promotion of constructive social dialogue and sound industrial relations in the Myanmar garment sector.

The following recommendations are based on the findings of this evaluation and follow from both the lessons learned and the conclusions.

1. Extension of the project's implementation schedule and budget

Addressed to: Sida and the ILO

Priority: High. Implementation time: Urgent

In order to allow the ILO-GIP to consolidate achievements, and to address the remaining challenges, the evaluation recommends Sida to consider approving an extension of the project's implementation schedule (1 year). Also, the ILO might consider finding ways to providing additional financial resources to extend staff contracts and to fund additional operational costs.

2. Capacity building for trade unions

Addressed to: The ILO-GIP, IWFM/CTUM and MICS

Priority: High. Implementation time: Short-term

ILO-GIP must keep on delivering the recently started capacity building plan for the garment sector trade unions. The preparatory activities related to needs identification for training are important and solid foundations for implementing the actual training; however additional time may be needed to ensure the delivery of the actual training of the trainers as well as larger scale implementation of training activities foreseen under the different training modules.

3. Availability of quality training materials and trainers

Addressed to: The ILO-GIP

Priority: High. Implementation time: Mid-term

Ensure the availability of quality training materials as well as of adequately prepared Trainers of Trainers. In order to do so, along with INWORK and the ITC-ILO in Turin, ILO-GIP needs to finalize the development and adaptation of the social dialogue training material to make it suitable to the Myanmar context. Once finalized, the training-package should be submitted to the SWG-IRT for its validation and approval.

Upon approval, when needed, select and hire (and eventually train) local service providers and/or conduct the actual ToT as relevant, according to a predefined time schedule.

4. Delivery and monitoring of the trainings in the participating factories

Addressed to: The ILO-GIP

Priority: High. Implementation time: Short-term

Implement the delivery of training at the enterprise level, based on a realistic delivery schedule. Taking into account the achievements so far by the project, it would be advisable to initiate trainings related to: Social dialogue; Sexual and Reproductive Health; Prevention of sexual and other harassment and discrimination; Gender Equality; Occupational Health and Safety at work.

Furthermore, in order to maximize the effective management, follow-up and monitoring of the training components, priority should also be given to the finalization and piloting of the Client Relationship Management Data Base-CRM.

The full training programme should be fully implemented if the project is granted a one year extension.

5. Development of a pilot on productivity

Addressed to: The ILO-GIP

Priority: High. Implementation time: Mid-term

Identify, among the participating factories, those in greater need to improve their productivity and be willing to participate, to develop pilot trainings on productivity.

6. Support to WCCs and improvement plans

Addressed to: The ILO-GIP

Priority: High. Implementation time: Mid-term

If the project indeed is granted the requested one-year extension, it is recommended that, along with finalizing the deployment of the training programme, the ILO-GIP prioritizes the establishment of Workplace Coordinating Committees in all participating factories that do not have one, and the assessing and strengthening of WCCs in participating factories where these exist; the development of bipartite improvement plans; the establishment of bi-partite OSH committees, and to develop a gender equality Action and Inclusion Plan in participating factories.

7. Participation of nationally owned factories

Addressed to: The ILO-GIP and other garment sector related initiatives in Myanmar

Priority: High. Implementation time: Mid-term

In order to continue efforts directed at engaging with nationally owned factories, the evaluation recommends that the ILO-GIP:

- a. Mainstreams industrial relations in other garment sector/projects working with nationally owned factories. For example, provide ToT to the SMART project⁵⁴ on issues related to industrial relations; social dialogue, etc. in order for them to implement trainings in the factories participating in the project. Extend the collaboration with *Aung Myin Hmu* (where future workers are trained *before* they enter the factories): to include training on Gender Equality; training of master trainers; etc.
- b. Step up advocacy efforts directed at employers/nationally owned factories, in order to seek their active engagement with the project. Engaging and partnering with the ILO-GIP holds a strong potential for such factories. While in the short term the participation of these factories in the

⁵⁴ SMART Myanmar is a four-year project (2016-2019) funded by the European Union and implemented by sequa gGmbH. SMART Myanmar actively promotes and supports the sustainable production of garments "Made in Myanmar" striving to increase the international competitiveness of Small and Medium sized Enterprises (SMEs) in this sector.

project might generate costs in terms of time and human resources dedication to the project's activities, several initiatives in other countries have proved that at the middle-longer term the benefits will largely outweigh such initial costs as these result in: improved working conditions; strengthened social dialogue; better OSH, etc.; leading to potentially substantially diminish conflict in the workplace; together with improved quality of production, work performance, productivity and profitability for the company⁵⁵.

8. Coordination mechanisms for the different garment-sector initiatives

Addressed to: The ILO Liaison Office, the ILO-GIP and other garment sector related initiatives in Myanmar

Priority: Medium. Implementation time: Short-term

The high number of actors, stakeholders and projects underlines the need for enhanced coordination mechanisms for the different garment-sector initiatives in the country in order to avoid duplication, maximising knowledge sharing and sharing lessons learned, while using comparative advantages of different stakeholders as well as clearly dividing labour amongst different actors. The ILO/GIP has been recognised as the best-placed actor to advocate for a more structured coordination mechanism and to assume the leadership in coordinating the different actors and garment initiatives.

9. Garment sector initiatives mapping conference

Addressed to: The ILO-GIP and garment sector initiatives in Myanmar

Priority: Medium. Implementation time: Mid-term

ILO-GIP to lead, jointly with other garment sector initiatives, the organization of a national conference with the participation of the main international brands operating in Myanmar. The purpose of this is mapping what has been done, with what results, and what current actors are currently doing/planning, and most importantly, which institutions are best equipped to deliver what. In view of the large numbers of actors coordination among multiple initiatives and with the different brands is important to ensure the sustainability of the initiatives.

10. ILO's support to the promotion of social dialogue and sound industrial relations

Addressed to: ILO Yangon and ILO-GIP

Priority: High. Implementation time: Short-term

It is important for the ILO Yangon to continue with the promotion of social dialogue and sound industrial relations. For this purpose, it is recommended:

- a. That the recently appointed ILO-Yangon ACTEMP focal point coordinates and provides assistance to ILO-GIP to further encourage engagement and commitment from employers to agree on *the productivity training component* and in participating at the *industrial relations training at sectoral level*.
- b. To make explicit the linkages between ILO-GIP with the different components of the newly adopted DWCP 2018-2021, in order to improve national ownership of the project; and to increase both the feasibility as well as the proper estimation for a more realistic timeline for reaching expected the remaining outputs and objectives.
- c. To enhance the on-going coordination amidst ILO initiatives/projects by developing joint work-plans.

⁵⁵ Based on: *Progress and Potential: How Better Work is improving garment workers' lives and boosting factory competitiveness*. Better Work, 2016.

11. MIR Lab and MIRI

Addressed to: The ILO-GIP, ILO-Yangon, national stakeholders, donors

Priority: High. Implementation time: Mid-term

The outcomes of the feasibility studies for MIRI (which is currently underway) should be used to inform the design/inception of Phase II, and possibly be mainstreamed into the national labour market and industrial relations policies as these should not be stand-alone efforts under ILO-GIP.

12. ILO-GIP Phase II

Addressed to: The ILO-GIP, ILO HQ, ILO Yangon, Sida

Priority: High. Implementation time: Mid-term

An outcome of the remaining implementation schedule should be the design of an ILO-GIP phase II. The design process must be based on: the results attained by GIP Phase I; the acquired knowledge and experience; a mapping of existing/complementing projects/interventions (see above); a broad and thorough national participatory process with all relevant national stakeholders (trade unions; MGMA, MoLIP and other relevant Ministries); as well as, the participation of the relevant ILO experts/Departments/Branches (ILO-GIP, ILO-Yangon, INWORK, ACTEMP, ACTRAV, etc.).

Also, it would be advisable to coordinate with other ILO and garment sector initiatives as some of them will be planning next phases by mid-end 2019. Seek for complementarities and *actual* joint work-plans.

Furthermore, it would be advisable to include, as part of the project phase II, support from the ILO to MOLIP in terms of capacity building; design of a national strategy on labour relations in the garment sector and its governance structure.

13. ILO integrated strategy in the garment sector

Addressed to: The ILO-GIP, ILO HQ, ILO Yangon, Sida and other donors

Priority: High. Implementation time: Mid-term

Adopting a comprehensive and coordinated ILO response to the needs of the Myanmar constituents and other key industry stakeholders to advance decent work and sound industrial relation in the garment sector, would be highly advisable.

In the future, rather than developing separate projects or programmes the ILO should adopt a “programmatic approach”. In other words, a long-term and strategic array of specific yet interconnected interventions that contribute to higher objectives (DWCP and P&B), with separate projects explicitly supporting the overall programme objectives.

14. Private sector contributions

Addressed to: The ILO-GIP, ILO HQ, ILO Yangon, Sida and other international and private sector donors

Priority: High. Implementation time: Mid-term

In order to avoid conflicts of interest that might negatively influence the employers’ and national owned factories willingness to join in ILO-GIP (or other projects) it is recommended to manage the private sector contributions through thematic/sectorial pool funds at the ILO-HQ level.

ANNEXES

ANNEX A: Terms of Reference



ILO-GIP MTIE TOR

Double-click to open the Evaluation Terms of Reference

ANNEX B: Master List of Interview Questions

I. Introduction to the interview

Thank you for participating in this interview. My name is **Rafael Munoz**. I am the consultants conducting the GIP Project MTE on behalf of the ILO.

The purpose of this interview is to help us better understand the project, its results and effects. In order to do so, I would like you to respond to some questions, **based on your experience and perspective** as a stakeholder on the GIP Project.

Your answers will be treated with the strictest **confidentiality**.

The evaluator will ask the respondent to introduce him/herself and his/her role/participation in the project

Do you have any questions before we begin?

II. Evaluation questions

General

- **General assessment** on the project: **Strengths** and **weaknesses**

1. Project's Relevance and strategic fit:

To what extent the project is responding to the real needs of the beneficiaries and stakeholders?

Follow-up questions:

1. To what extent is the project addressing issues related to the **strengthening of sound industrial relations** at the factory, sectoral and national levels?
2. To what extent do **project strategies, tools** (including training tools) and approaches address and **respond to the changing context**?
3. Are the project strategies and interventions **appropriate for promoting fundamental principles and rights at work**?
4. What **gender approaches** have been applied in the project?
5. To what extent are the project approaches strategic and based on the **ILO's comparative advantages**?
6. Are the project interventions **aligned with and in support of relevant social partners**? Are interventions aligned with the recent **Decent Work Country Programs**, other **relevant regional and global commitments** as well as **ILO's strategic Objectives**?
7. How well does the project **complement other national/ international programmes and projects in the country** that are related to this subject? Are **synergies** between programmes actively sought?

8. How well aligned is the project with activities of **other UN agencies or of international development aid organizations** at national and local levels?

2. Validity of intervention design:

Is the project design realistic?

To what extent are the results framework and its indicators, targets and the overall M&E strategy and practices appropriate?

Follow-up questions:

1. Have **outcomes, outputs** and performance **indicators** been well designed, with clear and relevant baselines and targets?
2. Are design and logframe of the project **valid and consistent**? Have any **adjustments** been made in the logframe?
3. Was an integrated and appropriate **strategy for sustainability** included? Were **risks appropriately identified** and were underlying **key assumptions** made explicit? Did the project have a **mitigation strategy** for these risks taking into account the national context?
4. Were the **consultation process during the project design stage** as well as the process of **problem and strategies identification** undertaken in a participatory manner? How did the consultation results inform the project design?
5. Did the project design adequately consider the **gender dimensions** of the problems and challenges to be addressed, of the interests of the women target groups and of the planned interventions?

3. Project progress and effectiveness:

To what extent is the project progressing in reaching its immediate objectives, expected outputs and outcome targets, as well as the delivery of quality outputs.

Is the project is on track to achieve the immediate objectives as well as to strengthening the broader (legal and institutional) frameworks, specifically the project's development objectives.

1. **To what extent is the project likely to attain its objectives?**
2. What are the major **factors influencing the achievement or non-achievement** of the project objectives?
3. What are **the challenges faced by the project** in achieving the results and how were they addressed?
4. To what extent is the project successful in **addressing gender equality?**

4. Efficiency of resource use:

Are the project resources/inputs (funds, expertise, time, etc) efficiently used and converted into results?

Follow-up questions:

1. **Are resources** (funds, human resources, time, expertise etc.) allocated and **delivered strategically** to achieve the project objectives?
2. Given the size of the project, its complexity and challenges, **are the existing management structure and technical capacity allocated to the project sufficient and adequate?**
3. **How well does the project manage finances** (including work and financial planning, budget forecasts, spending and reporting)? What monitoring system is in place to assess and improve resource utilization and its efficiency?

5. Impact orientation and sustainability of the intervention:

What are the main impacts (positive, negative, expected, un-expected) generated by the project?

Follow-up questions:

1. **Has the regulatory and policy environment become more conducive** to promote sound industrial relations in the garment sector, at the factory as well as at sectoral levels? Can this change be attributed to the attributions/results of the project?
2. Is there evidence of **stronger workplace or sectoral industrial relations and social dialogue** among the project's stakeholders as a result of the activities undertaken?
3. **Are any follow-up actions required to continue the momentum of the project?**

6. Effectiveness of management arrangements:

To what extent is the current management system appropriate to achieving desired results and outcomes within a timely, effective and efficient manner?

Follow-up questions:

1. **Are management capacities and arrangements adequate** and do they facilitate quality results and efficient program delivery? Is there a clear understanding of the roles and responsibilities by all parties involved?
2. **Is the project receiving adequate administrative, technical and - if needed - policy support from the ILO offices and specialists in the field and the responsible technical units in headquarters?**
3. **Does the project receive adequate political, technical and administrative support from its national partners**, especially local governments? Do implementing partners provide for effective project implementation?
4. **Has cooperation with project partners been efficient?**
5. How effective are **internal management**, including the strategic and annual planning, staff arrangements, governance and oversight of the project?

6. Have project management and relevant stakeholders monitored project performance and results in an effective manner? **Is there an effective monitoring & evaluation “system” in place?** Is relevant information systematically collected and collated, with data sex-disaggregated (and by other relevant characteristics)? Is reporting regular and timely, and of a satisfactory quality?
7. Has there been effective, strategic use of **coordination and collaboration with other ILO projects and other donor’s projects in other countries?**
8. Has there been **any change to the risks identified** at the outset of the project outset (Risk Matrix), and what adverse impacts were faced so far? **Have risk mitigation strategies been adequate or do this need to be adjusted?**

7. Capacity building and institutionalisation:

Are the implementation arrangements put in place by the project relevant/effective to ensure appropriate capacity building of its institutional counterparts?

Follow-up questions:

1. **How does the project engage with the tripartite constituents** (Government, workers’ and employers’ organizations) during project implementation and **how does the project aim to achieve institutionalization of the project interventions?**
2. Based on the evidence, **which types of capacity building activities are effective which are less effective?** What **lessons** can be derived from these experiences?
3. **How likely are the project outcomes going to be sustainable? What is needed** to increase the likelihood of sustainability of the project interventions?
4. **What lessons can be learned** from the project (to be applied in the second part of the project’s implementation or in the next phase of this or similar future projects)? **What potential “good practices”** can be identified, especially with regard to intervention models that can potentially be expanded, shared and replicated?
5. **What should be avoided in the next phase and/or what kind of corrective actions** should be taken during the continued project implementation?

What’s next/Recommendations

- What are the **remaining challenges/deficits** ?
- Does the country need **further external support** to improve working conditions in the garment sector?.
- In that case, what could be **ILO’s Contribution?**
- And the **government’s and National/Project partners**
- Are there any other issues you would like to address/discuss?

ANNEX C: List of Documents Reviewed

Documents relevant for ILO Myanmar Evaluation on Decent Work.

ILO/ILO Myanmar

- ILO Evaluation Guidance Note 12.
- ILO Myanmar website: <http://www.ilo.org/yangon/lang--en/index.htm>
- *Memorandum of Understanding Between the ILO and the Government of Myanmar concerning the appointment of an ILO Liaison Officer in Myanmar.* (2002)
- *Supplementary Memorandum of Understanding Between the ILO and the Government of the Union of Myanmar.* (2007)
- *Decent Work in Myanmar, ILO Programme Framework: November 2012 – April 2014.*
- *ILO and H&M Sign Unique Agreement on Sustainable Global Supply Chains in the Garment Industry* (2014) https://www.ilo.org/pardev/information-resources/news/WCMS_306151/lang--en/index.htm
- *An Agreement for the Extension of the Supplementary Understanding and its Minutes of the Meeting dated 26 February 2007, for an additional one-year trial period from 26 February 2015 to 25 February 2016.*
- *Asia-Pacific Garment and Footwear Sector Research Note Issue 6 November 2016 Employment and Wages in Myanmar's Nascent Garment Sector.* ILO Regional Office for Asia and the Pacific.
- *Strengthening Institutional Capacity of Employers' Organizations in Myanmar to Promote Decent Work Principles and Sustainable Enterprises.* ACT-EMP, ILO, 2016.
- *Legal and Institutional Reforms for Improved Labour Market Governance in Myanmar: ILO's Strategy for Support Under the Initiative.* 29 September 2016, Natsu Nogami, Senior Legal Officer, ILO Liaison Office in Myanmar. (PowerPoint)
- *Tripartite Declaration Concerning Multinational Enterprises and Social Policy.* Adopted by the Governing Body of the International Labour Office at its 204th Session (Geneva, November 1977) and amended at its 279th (November 2000), 295th (March 2006) and 329th (March 2017) Sessions. ILO-Geneva.
- *The MNE Declaration: What's in it for Workers? - Your Guide to the MNE Declaration for Workers,* ACTRAV/ILO 2017.
- *Safety and Health in Myanmar Supply chains - A Vision Zero Fund project.* 2017-2021. https://www.ilo.org/safework/projects/WCMS_563285/lang--en/index.htm
- *Myanmar Labour Issues from the Perspective of Enterprises: Findings from a survey of food processing and garment manufacturing enterprises /* Thomas Bernhardt, S Kanay De, Mi Win Thida; International Labour Organization; Myanmar Center for Economic and Social Development; Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ) GmbH; International Development Research Center. Yangon: ILO, CESD, GIZ and IDRC, 2017)
- *Myanmar: Decent Work and Sustainable Development Goals Baseline Indicators,* ILO, May 2018.
- *Myanmar Decent Work Country Programme 2018-2021, A Tool to Advance Decent Work and Sustainable Development.* 2018.
- *Improving the Safety and Health of Young Workers,* ILO 2018. Funded by USDOL.

ILO-GIP

- Website on ILO-GIP project. https://www.ilo.org/yangon/projects/WCMS_568604/lang-en/index.htm
- Project Document (2016)
- ILO Mid-Term valuation Terms of Reference (2018).
- Improving Labour Relations for Decent Work and Sustainable Development in the Myanmar Garment Industry (ILO-GIP), Briefing note on the ILO-GIP Mid-term Internal Evaluation. (2018)
- Inception Report ILO-GIP (2017)
- Improving Labour Relations for Decent Work and Sustainable Development in the Myanmar Garment Industry (ILO – GIP) Project Brief 01.08.2017.
- First Annual Narrative Report ILO-GIP (2018)
- ILO-GIP Updated Logical Framework December 2017.
- Improving Labour Relations for Decent Work and Sustainable Development in the Myanmar Garment Industry (ILO – GIP), Project Brief 2. May 2018.
- Charting a Path to Good Growth in Myanmar’s Garment industry” May 2018 – (Preliminary version- Synthesis report).
- Working title: Gender Equality Assessment of Selected Factories in the Myanmar Garment Industry (Preliminary version of GEA). ILO, June 2018.
- Updated ILO-GIP Risk Matrix -July 2018.

Ministry of Labour, Immigration and Population

- *The New Legal Framework (Labour Organization Law, Industrial Dispute Settlement and Collective Bargaining)*, by Dr.Than Win, Director-General, Department of Labour Relations, Ministry of Labour, PowerPoint Presentation. (undated).

MGMA

- MGMA-Myanmar Garment Industry 10-year Strategy 2015 – 2024, <http://cc.bingj.com/cache.aspx?q=MGMA-Myanmar+Garment+Industry+10-year+Strategy+2015+-+2024&d=5010686692950684&mkt=en-CA&setlang=en-US&w=D7mw6M0hHtzmmJG4APivPDKiRpXniuFb>
- <http://www.myanmargarments.org/about/mgmas-code-of-conduct/> (2015)

ITUC

- *Foreign Direct Investment in Myanmar, What Impact on Human Rights?* International Trade Union Confederation, October 2015.

H&M

- *H & M Sustainability Commitment. Hennes & Mauritz AB group*, January 2016.
- *H&M Global Non-Discrimination and Non Harassment Policy*. (2016)
- *Article: H&M’s Extensive Sustainability Work in Myanmar*, 6 Feb 2017. (Available online).
- *Article: H&M Factory in Myanmar Damaged in Violent Labour Dispute*, Shwe Yee Saw Myint, Yimou Lee, 7 March 2017. (Available online)
- *H&M Group Sustainability Report 2017, Hennes and Mauritz AB Group*, 2017.
- *H&M Global Labour Relations Policy*.(undated)

C&A Foundation

- *From Boycott to Boom? A Socio- Environmental Map of Myanmar's Garment Industry in 2016.* IMPACTT, C&A Foundation, (September 2016)
- Ediger, Laura and Chris Fletcher. *Labor Disputes in Myanmar: From the Workplace to the Arbitration Council.* Report. BSR Business of a Better World, San Francisco. (A research report funded by the C&A Foundation). (May 2017)

Fair Wear Foundation

- *Setting up Anti-harassment committees and violence prevention systems, The experience of Fair Wear Foundation.* FWF, 2015.
- *Myanmar Country Study,* Fair Wear Foundation. (2016).
- *Gender-Based Violence in Global Supply Chains: Resource Kit.* Fair Wear Foundation. (2016).
- *Violence and Harrassment against Women and Men in the Global Garment Supply Chain,* Fair Wear Foundation, A Fair Wear Foundation Contribution to the standard-setting discussion at the 107th International Labour Conference on ending Violence and Harrassment Against Women and Men in the World of Work, 12 March 2018.
- *Breaking the Silence, The FWF Violence and Harassment **Prevention** Programme,* Fair Wear Foundation. Funded by Ministry of Foreign Affairs of the Kingdom of the Netherlands. (2018)
Available online: <https://www.fairwear.org/2017-gender-forum/gender-forum-resources/>
Published with ILO-ITC Turin.

UN Women

- *Advancing Gender Equality Within a Federal Governance Model in Myanmar,* by Christine Forster, UN Women 2017.

UN

- *UN Guiding Principles on Business and Human Rights,* Implementing the United Nations "Protect, Respect and Remedy" Framework, United Nations Office of the High Commissioner for Human Rights. 2011.

OECD

- *OECD Declaration on International Investment and Multinational Enterprises* (2000)
- *OECD Guidelines for Multinational Enterprises.* (2008)
- *OECD Due Diligence Guidance for Responsible Supply Chains in the Garment and Footwear Sector.* (2017)
- *OECD Guidelines for Responsible Business Conduct and Sector-Specific Guidance,* A Manual for Canada, Un Global Compact, Global Compact Network Canada. (2018)

Other Resources Consulted during Document Review

- *GB.316/INS/5/5, Appendix II (2013).*
- *Myanmar Officially Recognizes Trade Union Confederation*, 2015
<https://www.solidaritycenter.org/myanmar-officially-recognizes-trade-union-confederation/>
- *Underpaid and Undervalued, How Inequality Defines Women’s Work in Asia*, OXFAM, 2015.
- *Made in Myanmar, Entrenched poverty or decent jobs for garment workers?* OXFAM, (based on survey of June – July 2015 carried out by OXFAM in collaboration with – the Cooperative Committee of Trade Unions (CCTU), Action Labor Rights (ALR), 88 Generation, and Labour Rights Defenders & Promoters (LRDP).
- *Under Pressure, A Study of Labour Conditions in Garment Factories in Myanmar which are wholly Korean Owned or in a Joint Venture with Korean Companies.* Action Labour Rights, March 2016.
- *Raising the Bottom: A Report on the Garment Industry in Myanmar.* Progressive Voice, December 2016.
- *Trade Union Building in Myanmar*, Sabrina Zajak 17 February 2017, Open Democracy Forum, Online: <https://www.opendemocracy.net/sabrina-zajak/trade-union-building-in-myanmar>
- Heng, Molyaneth and Ashish Bajracharya. 2017. “*Garment Sector Health Interventions in Cambodia: A Comprehensive Review,*” Research Report. Phnom Penh, Cambodia: Population Council, The Evidence Project.
- *The Myanmar Dilemma Can the garment industry deliver decent jobs for workers in Myanmar?* by Martje Theuws, Pauline Overeem of the Centre for Research on Multinational Corporations (SOMO), Action Labor Rights (ALR), Labour Rights Defenders and Promoters (LRDP, Updated version August 2017.
- *Myanmar Case Study for the Workforce Disclosure Initiative*, WDI, November 2017.
- *Addressing sustainability in evaluation*, by Will Allen (2014). Published on BetterEvaluation website : https://www.betterevaluation.org/en/blog/addressing_sustainability_in_evaluation
- *Social dialogue, CBA, Conflict resolution.* Mats Svensson, IF Metall, Training workshop Yangon August 2018.

ANNEX D: List of Persons Interviewed

Name	Position	Organisation
Mr. Rory Mungoven	Liaison Officer	ILO
Ms. Catherine Vaillancourt-Laflamme	ILO-GIP CTA	ILO
Ms. Mariana Infante	Senior Technical Officer Vision Zero Fund	ILO
Ms. Nyein Chan	ILO-GIP NPC	ILO
Ms. Aye Thet Oo	ILO-GIP NO	ILO
Ms. Natsu Nogami	CTA Labour Governance Programme	ILO
Mr. Jamie Davis	Country Director	Solidarity Center
Mr. Tomas Lundstrom	Counsellor-Development	Sida
Mr. Tobias Fischer	Country manger	H&M
Mr. Jacob Clere	Representative	Smart Myanmar
Mr. Thet Hnin Aung	General secretary	MICS
Ms. Eike Feddersen	Representative	GIZ
Mr. U Myo Aung	Permanent Secretary	MOLIP
Ms. Sue Tym	Representative	Aung Myin Hmu
. Daw Khaing Zar Aung,	President	IWFM/CTUM
Dr. Zaw Win Aung	Representative	CTUM
Mr. Min Soe Han	SWG-IRT Member , Labour Officer, MGMA	MGMA
Mr. Christopher Land-Kazlakaus	NORMES – Tech Spec, Freedom of Assoc & Collective Bargaining	ILO
Mr. Mats Svenson	International Secreatay	IF Metall
Mr. Aung Kyaw Soe,	Assistant Director Devpt. Of labour	MOLIP
Mr. Thein Min Tun	Staff Officer Devpt. Of labour	MOLIP

Debriefing meeting

Name	Position	Organisation
Mr. Rory Mungoven	Liaison Officer	ILO
Ms. Catherine Vaillancourt-Laflamme	ILO-GIP CTA	ILO
Ms. Mariana Infante	Senior Technical Officer Vision Zero Fund	ILO
Ms. Aye Thet Oo	ILO-GIP NO	ILO
Ms. Mhwe Lon	National Programme Officer	ILO
Ms. Natsu Nogami	CTA Labour Governance Programme	ILO
Ms. Maria hauer	Counsellor-Development	SIDA
Mr. Tobias Fischer	Representative	H&M
Mr. Nay Lin Aung	Representative	MICS
Mr. Min Soe Han	Labour Officer	MGMA
Mr. Min Soe Han	SWG-IRT Member , Labour Officer, MGMA	MGMA
Mr. Aung Kyaw Soe,	Assistant Director Devpt. Of labour	MOLIP
Mr. Thein Min Tun	Staff Officer Devpt. Of labour	MOLIP

Remote Interviews

Name	Position	Organisation
Ms. Anne Kulmann	Senior Advisor – Business and Human Rights Department for Asia, Middle East and Humanitarian Assistance	Sida
Mr. Jared Bissinger	Former ACTEMP	ILO
Mr. John Ritchotte	INWORK, Labour Relations and Collective Bargaining Specialist	ILO
Mr. Andrea Marinucci	INWORK – Technical Officer: Ind. Rel in Global Supply Chains	ILO
Ms. Luz Espinoza	Finance Officer, BUD/CT, ILO Geneva	ILO
Mr. Peter Rademaker	Coordinator Donor Relations PARDEV	ILO
Ms. Sanchir Tugschimeg,	Desk Officer for Asia ACTEMP	ILO
Ms. Jennifer Hahn	Donor Relations Officer PARDEV	ILO

ANNEX E: Field-work Itinerary

No.	Date	Time	Place	Name	Position	Organisation	
Sun	12 August 2018			Catherine Vaillancour-Laflamme	CTA	ILO	
Mon	13 August 2018	09:30-10:30	ILO Office	Mariana Infante	Senior Technical Officer	ILO	
Mon	13 August 2018	11:00-12:00	ILO Office	Nyein Chan	NPC	ILO	
Mon	13 August 2018	12:00-13:00	Lunch Time				
Mon	13 August 2018	13:00 -14:00	ILO Office	Jamie Davis	Country Director	Solidarity Center	
Tues	14 August 2018	9:00-10:00	Nordic House	Mr Tomas Lundstrom		SIDA	
Tues	14 August 2018	11:30-12:30	H&M Office, Sule Square	Mr Tobias Fischer		H&M	
Tues	14 August 2018	13:30-14:30	UMFCCI	Jacob Clere		Smart Myanmar	
Tues	14 August 2018	15:30 - 16:30	ILO Office	Rory Mungoven	Liaison Officer	ILO	
Wed	15 August 2018	10:00- 11:00	MICS Office	Thet Hnin Aung		MICS	
Wed	15 August 2018	15:00-16:00	GIZ Office	Ms Eike Feddersen		GIZ	
Thurs	16 August 2018	08:30-10:00	ILO Office	Catherine and Aye Thet Oo		ILO	
Thurs	16 August 2018			Fly to Nay Pyi Taw			
Thurs	16 August 2018	15:00-16:00	MOLIP Office, Nay Pyi Taw	U Myo Aung	Permanent Secretary	MOLIP	

Thurs	16 August 2018			Fly to Yangon		
Fri	17 August 2018	09:00-10:00	Aung Myin Mhu	Sue Tym		Aung Myin Mhu
Fri	17 August 2018	10:30-11:30	ILO Office	Daw Khine Zar Aung, Dr Zaw Win Aung		CTUM
Fri	17 August 2018	13:00:00-14:00	9th floor,UMFCCI (MGMA Office)	Min Soe Han	SWG-IRT Member , Labour Officer, MGMA	9th floor,MGMA
Fri	17 August 2018	17:30-18:30	ILO Office	Christopher Land- Kazlakaus		ILO,Geneva
Fri	17 August 2018	Evening (dinner)		Mr Mats		IfMetall
Mon	20 August 2018	10:00-11:00	ILO Office	U Aung Kyaw Soe, U Thein Min Tun		MOLIP Officials
Mon	20 August 2018	13:00 - 17:00		IF Metall training		IfMetall
Tues	21 August 2018	09:00-12:00		Seminar		ILO Office