

**Internal Final Evaluation  
Draft Report**

**MMR 801: Strengthened Institutional Capacity of Employers' Organizations**

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**Date: 14 January 2020**

Evaluation Title:	MMR 801 - Strengthen Institutional Capacity of Employers' Organizations
	ILO Project Code/IRIS Code: MMR/16/04/RBS (106442)
Type of Evaluation:	Final
Country:	Myanmar
Date of Evaluation:	August – September 2019
Name of Evaluation:	Lusiani Julia
ILO Administrative office:	ILO Liaison Office for Myanmar
ILO Technical Backstopping Unit:	ACTEMP
Date of Project Ends:	31 December 2019
Donor:	Regular Budget Supplementary Account (RBSA) 2018-2019
Total Project Budget:	US\$ 571,628
Evaluation Field Work:	16-17 September 2019
Key Words:	Employers' organizations, capacity building, public policy dialogue, members' services, research and advocacy, decent work

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## List of Abbreviations

ACT/EMP	Bureau of Employers 'Activities (ILO)
BCP	Business Continuity Plan
CPO	Country Programme Outcome
CSO	Civil Society Organization
DWCP	Decent Work Country Programme
EBA	Trade Preferential Agreement Everything But Arms
EO	Employers' Organizations
EOD	Employers' Organization Department
ILO	International Labour Organization
MGMA	Myanmar Garment Manufacturers' Association
MOLIP	Ministry of Labour, Immigration, and
MRCCI	Mandalay Regional Chamber of Commerce & Industry
OECD/DAC	The Organisation for Economic Co-operation and Development's (OECD) Development Assistance Committee (DAC)
OBW	Outcome Based-Workplan
P&B	Programme and Budget
RBM	Result Based Management
RBSA	Regular Budget Supplementary Account
ROAP	Regional Office of Asia and Pacific
SDG	Sustainable Development Goals
UMFCCI	Union of Myanmar Federation of Chambers of Commerce & Industry
UN	United Nations

## **Executive Summary**

### **Project and Evaluation Overview**

The Regional Office of Asia and the Pacific of the International Labour Organization (ILO) commissioned an internal final evaluation of the - Strengthen Institutional Capacity of Employers' Organizations (MMR 801) project, an ILO technical cooperation project funded by the Regular Budget Supplementary Account (RBSA) with a budget of US\$ 571,628. The evaluation covered the project implementation from January 2018 to November 2019.

The changing political, economic and social environment in Myanmar has opened opportunities for business organizations to engage in new and important areas including labour and employment. In order to help business and employer organizations in Myanmar's changing context, the International Labour Organization (ILO) Bureau for Employers' Activities (ACT/EMP) has been working with a number of Myanmar business organizations since 2014 to build the capacity of business and employers' organizations in Myanmar. The current project focused on all activities from RBSA 2018-2019 funding. The key outcomes of the project are:

- 1) UMFCCI carries out internal reforms that improve sustainability and increase internal capacity for policy dialogue and evidence-based research and advocacy.
- 2) Business organizations develop research, policy advocacy, and member services that promote creation of decent work and improve the enabling environment.
- 3) Myanmar Garment Manufacturers' Association (MGMA) provides high-quality labour services to members and advocate evidence-based enabling environment reforms that promote creation of decent work.

The purpose of this final internal evaluation was to enhance learning within the ILO and other stakeholders to enhance learning within the ILO and other stakeholders by assessing the project design validity, the relevance to stakeholders, and the effectiveness of the project in achieving its objectives. The evaluation likewise documents the challenges, lesson learned, good practices, and recommendations to enhance the achievement of the project.

The evaluator conducted data collection via face-to-face meetings and Skype in Yangon and Jakarta as well as with the ACT/EMP in HQ. The evaluator employed qualitative data collection methods including document review, key informant interviews, and focus group discussion with the relevant stakeholders. The stakeholder groups represented among the key informants included ILO staff in Yangon, Geneva, and Bangkok; representatives of employers' organizations in Yangon, representatives of companies' beneficiaries of UMFCCI trainings, and external partner from Danish Industry.

## Findings and Conclusions

**Design and Strategic Fit.** Overall, the project's rationale of strengthening employers' organizations in increasing their internal capacity for policy dialogue, evidence-based research and advocacy, providing high-quality labour services to members was sound. The proposed means to strengthen the capacity of employers' organizations through improved governance, services and policy coordination. These are guiding principles in project design. The project strategy to continue working with UMFCCL and MGMA as the main partners is very useful in contributing to the project result.

The project document did not set out a detailed theory of change with risk and assumptions, but the logical links between the outputs and their respective outcomes is clear. The theory that the combination of the three outcomes is sufficient to lead to the goals contains some assumptions. First there is an assumption that there is willingness by the Government and parliament to change the Labour Organizations Law (Employers Organizations chapter) in a way recognize the role of UMFCCL. This could be a highly political issue in Myanmar, and whether the change of the Law will significantly influence UMFCCL's and other organizations' roles. Second, there is another assumption that the parliament will take into account the views of social partners. The three project component outcomes are coherent and clear, although there is an overlap between Component Outcome 1 and Component Outcome 2 in relation to the research and policy advocacy, which could be clarified that Component Outcome 1 is to support UMFCCL (therefore some output related to UMFCCL in Component Outcome 2 could be merged to Component Outcome 1), and Component Outcome 2 to support regional chambers.

**Relevance to Stakeholders.** The project continues to work with the current set of partners: UMFCCL, MGMA, and to a lesser degree MRCCCL. These organizations was perceived as highly relevant in representing the business' voice. The work with UMFCCL is vital because UMFCCL is the national cross sectoral business association and play the leading role in representing employers in national dialogues. The work with MGMA is important given the growth of the garment sector and centrality to ILO's work in Myanmar generally.

**Effectiveness.** Overall, the project has delivered majority of its planned outputs for Outcome 1 and Outcome 2 and has fully achieved for Outcome 3. The main challenges of the project is to ensure the make sure that UMFCCL formally embraced its role of national employers organizations by agreeing internally in extending its mandate and being formally recognized as employers' organizations.

Per outcome:

**Outcome 1: UMFCCL carries out internal reform.** The project has successfully raised awareness of UMFCCL on different models of business representation and key function of the employers' organizations. There is a high commitment from UMFCCL to sustain the EOD services. However some challenges should be noted. First, related to the issues around Labour Organizations Law and Freedom of Association that still not allow to form and join organizations of their own choosing, and accordingly UMFCCL cannot registered as an employers' organizations. Second,

related to EOD services, EOD must be able to retain its professional staff to ensure service delivery to the members.

**Outcome 2: Business organizations develop research and policy advocacy.** There is an overlap between Component 1 and Component 2 in relation to the research and policy advocacy, especially related to the support to UMFCCL. UMFCCL needs to retain and strengthen the understanding of EOD staff in evidence-based advocacy system and ability to gathering and synthesizing members' view to consolidate employers' position. In the medium run, UMFCCL-EOD must be capable of following autonomously the labour law reform process and make sure that employers' views are duly taken into account by policy and lawmakers. It is also still too early to estimate the impact of the advocacy efforts of the UMFCCL.

**Outcome 3: MGMA provides high-quality labour services.** It appears that MGMA's service in labour and industrial fields get a very good response from the members companies. MGMA is monitoring its activities and documenting it quite well. The internal evaluations on the services by interviewing members and internal survey need to be organized regularly to provide feedbacks and inputs for the improvement of the services.

### **Management Effectiveness and Resource Use of Efficiency**

Overall, the evaluation found that the project staffing run quite well. The project coordinator, the national project officer, and the employers' specialist are able to deliver the project goals. The project has supported other technical projects and ILO liaison function in Myanmar to build the relations with and get engagement from the Employers' Organizations (EO) in Myanmar. The evaluator found that the budget was spent quite well and showed the good value of money for the project activities. Co-sharing / financial contributions received both from the employers' organizations and other ILO projects were substantial.

### **Sustainability and Impact**

The continuation of the services in labour and industrial relations field is highly feasible. Not only training services, consultation and labour audit could be strengthen. UMFCCL and MGMA could be the main service providers for the employers in this field. Further support from the ILO may be needed to encourage the EOD and MGMA to be more innovative and creative in marketing their services and aimed more revenue for sustainability. ACT/EMP could continue to provide expertise and technical backstopping using the existing mechanism as well as provide expert to be seconded in short-term to assist UMFCCL.

The main impact of the projects is seen in developing the professional capacity within the UMFCCL in dealing with the labour and industrial matters. A similar impact is happening in MGMA. The project also has good impact in encouraging employers' organizations to be active in the policy advocacy.

## Recommendations

1. ACT/EMP should provide technical follow-up support to the suite of services and policy advocacy of UMFCCI and MGMA  
*(ACT/EMP; High priority; Short-term timeframe; Medium resource implication)*
2. ILO Liaison Office in Yangon should maintain the active participation of the employers' organizations in the ILO's activities and coordinate the relations with the employers' organizations within the ILO  
*(ILO Yangon; High priority; short-term timeframe; Medium resource implication)*
3. Ensure the sustainability of revenue generating services by improving the capacity of the employers' organizations in expanding the services based on members' needs.  
*(ACT/EMP, UMFCCI, MGMA; High priority; Medium-long term; medium resource implication)*
4. Encourage UMFCCI and MGMA to have collaboration with regional employers' association to build stronger alliances and wider memberships, other international employers' organizations to seek support and learn from other employers' organizations.  
*(ACT/EMP, UMFCCI, MGMA; High priority; Medium-long term; low resource implication)*
5. ILO should encourage employers' organizations to give more attention to gender-specific messaging in its services.  
*(ACT/EMP; High priority; Medium-long term; medium resource implication)*

## Good Practices

1. Designate ILO Staff to liaise and manage the relations with the employers' organizations. The intensive presence and strong communication was effective in building trust and help the organizations and their staff to improve in the day to day challenges of running a business organizations. It also helps project (and to certain extent ILO) to keep on demand-driven approach and assist the employers to address issues that are of concern to them.
2. Fostering and empowering the employers' organizations to develop sustainable revenue generating service.  
The intensive capacity building and coaching of the young professional staff of the EOD-UMFCCI and MGMA by the project resulted in the confidence of the organizations to develop new services to their members. At the same time, gaining the commitment from the management to support the new service strategies and financial plan.
3. Engagement and lobbying strategy with government and other key actors in various channel.
4. The employers' organizations are actively voicing the business interest through different channels. Not only by formal tripartite setting but also through advocacy and lobbying



with the key stakeholders. Designate ILO Staff to liaise and manage the relations with the employers' organizations.

### **Lesson Learned**

1. Mutual benefits of the collaboration between ILO and the employers' organizations should be clarified. At the early stage, it is quite difficult to get the commitment from the management, however by clarifying the benefits that could be gained, it is easier to convince the management to support the new services and new structure for improving the capacity of the organizations. This also applied to other projects engaged with the employers' organizations. The EOs need to be convinced on how the collaboration will bring mutual benefit.
2. As the EOs developed, it will require more professional staff and new approaches to the members to be relevant organizations for the business. Regular monitoring and evaluation to the service provided and give more trust and responsibility to the younger generation will help the EOs in gaining new ideas that could improve their services to members.

## 1. Introduction

### 1.1 Project Context

Strong and representative business organizations play a vital role in an economy and society. They contribute to private sector development, growth in decent work, and improvements in industrial relations. They can help bring about a more peaceful and stable country and advance the UN's Sustainable Development Goals (SDG). The changing political, economic and social environment in Myanmar has opened opportunities for business organizations to engage in new and important areas including labour and employment. Business organizations are increasingly being asked to represent members, dialogue with government and deliver services in this and other areas.

In order to help business and employer organizations in Myanmar's changing context, the International Labour Organization (ILO) Bureau for Employers' Activities (ACT/EMP) has been working with a number of Myanmar business organizations since 2014 to build the capacity of business and employers' organizations in Myanmar.

### 1.2 Project Overview

Regular Budget Supplementary Account (RBSA) 2018-2019 funded the project MMR 801: Strengthening institutional capacity of employers' organizations (MMR 801) with a total budget of US\$571,628. The duration of the project from 1 January 2018 to 31 December 2019. This is the third and final phase of the RBSA funding for the project. The first phase was in 2014-2016 and the second phase was in 2016-2017.

The key outcomes of the project are as follows:

1. UMFCCI carries out internal reforms that improve sustainability and increase internal capacity for policy dialogue and evidence-based research and advocacy.
2. Business organizations develop research, policy advocacy, and member services that promote creation of decent work and improve the enabling environment.
3. Myanmar Garment Manufacturers' Association (MGMA) provides high-quality labour services to members and advocate evidence-based enabling environment reforms that promote creation of decent work.

It is envisaged that the capacity built through the interventions will contribute to improving the understanding and participation of representative organizations of business in Myanmar in newly developing bipartite and tripartite dialogue mechanisms and gain better understanding of implications of international labour standards for employers. It will ensure that partners are on

path towards sustainability through increased revenue, expanding membership, and tailoring their offerings to the demand of the private sector. It will assist employers to transition from activities that are largely reactive initiatives to some work that is more long-term and strategic in nature, helping Myanmar businesses to take some proactive steps in their policy and service delivery work.

An international project coordinator based in Yangon worked for 12 months in full time basis until August 2019. The project coordinator was seconded from Programme for Employers Activities of the ITCILO (ACT/EMP Turin). The national project officer retains until the project ends. The project coordinator (currently back in his previous position at ITCILO) and the senior employers' specialist in DWT-Bangkok will continue to provide support on monthly- mission basis to UMFCFI until December 2019.

The internal final evaluation of the MMR 801 project was undertaken in accordance with the ILO policy. The evaluation is conducted as an independent process and managed by project administration.

## **2. Evaluation Purpose, Scope, Methodology and Standards**

### **2.1 Purpose and Scope**

The overall purpose of the final evaluation was to enhance learning within the ILO and other stakeholders. The objectives of the evaluation put in the Inception report of the evaluation (included at Annex C) were to assess the project design validity, the relevance to stakeholders, the effectiveness of the project in achieving its objectives, project implementation efficiency and the level of sustainability, and identify lesson learned and emerging good practices.

The evaluation focused on all the activities in the project from RBSA 2018-2019 funding of MMR 801. The Country Programme Outcome (CPO) MMR 801 related to Outcome 10, Indicators 10.1, 10.2 and 10.3 of the ILO P&B 2018-2019. Accordingly, this will be the ultimate outcome of the project.

### **2.2 Methodology and Standards**

The evaluation was conducted by an independent internal evaluator according to the principles of independence and confidentiality. The internal evaluator is an ILO official with no ties or conflict of interest with the management of the project. Limited interpretation assistance was provided by the national project officer during the interview with UMFCFI staff. The data collected as evidence for the evaluation are mainly qualitative; quantitative data from project reports were incorporated in the analysis where available.

Each ILO evaluation is expected to assess the programme in question against the evaluation criteria defined by OECD/DAC which are in line with international standards of good practice: (1) relevance; (2) effectiveness; (3) efficiency; (4) impact, and (5) sustainability. In addition the ILO's specific guidance and standards on result based management in project design described in the ILO Development Cooperation Manual (February 2016) and the ILO's policy guidelines for Evaluation (3<sup>rd</sup> Edition 2017) are utilized.<sup>1</sup>

Diversity, equality and cultural sensitivity will be integrated in the evaluation approach. The gender dimension will be considered as a cross-cutting concern throughout the methodology, deliverables and the final evaluation report. This implies involving a balance of male and female persons in the consultations and in the analysis, and recognizing persons of con-confirming gender where relevant.

### 2.3 Data Sources and Data Collection Methods

The evaluation mainly relied upon qualitative data collection methods including document review, key informant interviews (KIIs), focus group discussion and exploration on the reports produced by the project and its stakeholders. The Data Collection matrix at Annex D presents the evaluation questions together with the sources of data and main data collection methods used to answer each question and some sample questions. In analyzing the data the evaluation triangulated information from various sources and stakeholders perspectives as far as possible to ensure reliable and robust conclusions.

The stakeholder groups represented among the key informants included ILO staff in Yangon, Geneva, and Bangkok; representatives of employers' organizations in Yangon, representatives of companies' beneficiaries of UMFCFI trainings, and external partner from Danish Industry. The full list of persons interviewed is included in Annex E. The evaluator interviewed a total of 20 individuals (11 females; 9 males), either individually or in small groups, or by skype/telephone call. The interviews were conducted using question guides adapted to each stakeholder group and featuring open-ended questions. (See sample questions in the Data Collection Matrix in Annex D).

### 2.4 Evaluation Schedule

The evaluation commenced since 23 August 2019. The field schedule planned in coordination with LO-Yangon and ACT/EMP during the inception phase. The evaluator conducted face-to-face meetings during the fieldwork in Yangon from 16-18 September (see schedule as Annex E), as well as interview via skype. The analysis and report drafting was completed from 14 October to 12 December 2019.

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<sup>1</sup> [http://www.ilo.ch/wcmsp5/groups/public/---ed\\_mas/---eval/documents/publication/wcms\\_571339.pdf](http://www.ilo.ch/wcmsp5/groups/public/---ed_mas/---eval/documents/publication/wcms_571339.pdf)

## 2.5 Evaluation Limitations

The evaluation matrix notes a number of potential limitations of the data sources and methodology per question. Among others related to limited field interviews. Considering the key stakeholders of the project mostly from the employers' organizations, the interviews were limited to the employers' representatives. The evaluator did not make contact with the workers' organizations and government institutions, accordingly no verification on from the workers' organizations and government institution on the improved roles of employers' organizations in the labour and employment field. Consequently, no constituents' validation meeting was organized. As the stakeholders interviewed during the field mission were only from business and ILO Staff, it deemed not necessary to organize the validation meeting, which would have given limited avenues for validation of the findings.

Another limitation is that since the evaluator is an internal ILO Staff with main duties not only on evaluation, it is important to note that the time arrangement for organizing and drafting the report of the internal evaluation may take longer than if it is conducted by dedicated external evaluation.

## 3. Evaluation Findings

### 3.1 Design and Strategic Fit

This section provides an assessment of the project's rationale and design logic, strategic fit, adherence to ILO guidelines for results-based management, and feasibility of the scope.

#### 3.1.1. Validity of the design

Overall, the project's rationale of strengthening employers' organizations in increasing their internal capacity for policy dialogue, evidence-based research and advocacy, providing high-quality labour services to members was sound.

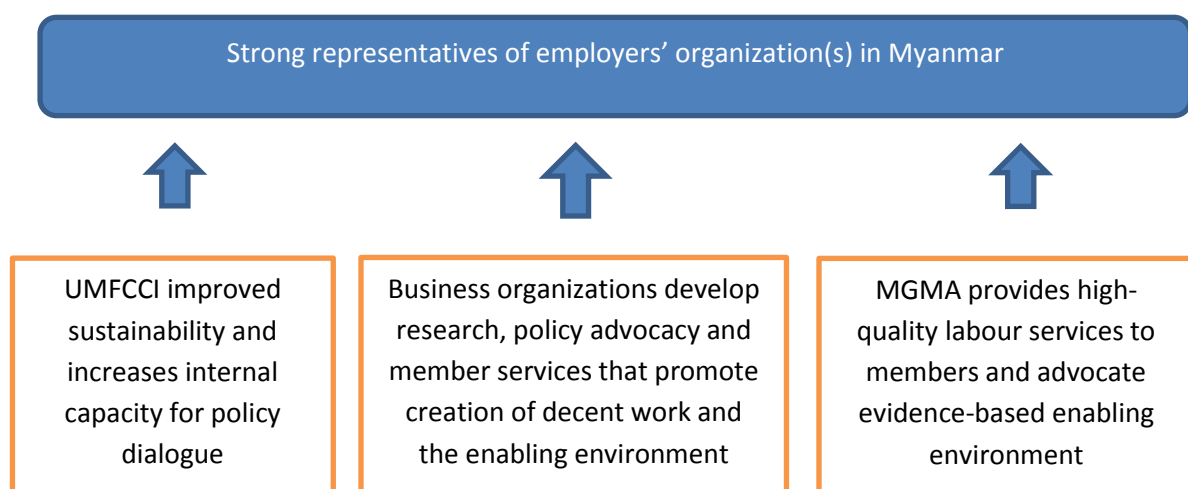
**Focus on service sustainability.** The project's focus on sustainability of services, broadening scope of research and policy advocacy beyond labour and employment issues to the broader range of business matters is unquestionably an important factor to have strong employers' organization, and it was well justified in the project design. Strong and representative business organizations play a vital role in an economy and society. They contribute to private sector development, growth in decent work, and improvements in industrial relations. They can help bring about a more peaceful and stable country and advance the UN's Sustainable Development Goals. The changing political, economic and social environment in Myanmar has opened opportunities for business organizations to engage in new and important areas including labour and employment. Business organizations are increasingly being asked to represent members, dialogue with government and deliver services in this and other areas. The design thinking was

that the project will expand the scope and depth of engagement with business organizations. It will ensure that partners are on path towards sustainability through increasing revenues, expanding membership, and tailoring their offerings to the demand of the private sector. It will assist employers to transition from activities which are largely reactive initiatives to some work which is more long-term and strategic in nature, helping Myanmar businesses to take some proactive steps in their policy and service delivery work.

**Validity of the strategy.** The proposed means to strengthen the capacity of employers' organizations was through improved governance, services and policy coordination. These are guiding principles in project design. The project continue to work with the current set of partner: UMFCCI, MGMA, and to lesser degree MRCCI. The work with UMFCCI is vital because they are the national business association and play leading role in representing employers in national dialogue. The work with MGMA is of special importance given the growth of the garment sector and centrality to ILO's work in Myanmar. This strategy is very useful in contributing to the project result.

Although the project document did not make any clear theory of change, it seems that the underlying theory of change, is that if UMFCCI (and other business organizations) carries out internal reforms that improve sustainability and capacity for policy dialogue (Outcome 1) and develops research and policy advocacy, and provides high-quality labour services (Outcome 3), then they will be a strong business organization that play a vital role in advocating for policies that facilitate job creation, which should improve decent work opportunities in Myanmar. The project outcome is in line with the ILO's strategy set out in the Strategic Policy Framework and then amplified in the ILO's Programme and Budget 2018-2019, especially Outcome 10: "strong representatives of employers' and workers' organizations."

The logic presented graphically below:



The project document did not set out a detailed theory of change with risk and assumptions, but the logical links between the outputs and their respective outcomes is clear. The theory that the

combination of the three outcomes is sufficient to lead to the goals contains some assumptions which if not met pose a risk to attainment of the goal. First there is an assumption that there is willingness by the Government and parliament to change the Labour Organizations Law (Employers Organizations chapter) in a way recognize the role of UMFCCI. This could be a highly political issue in Myanmar, and whether the change of the Law will significantly influence UMFCCI's and other organizations' roles. Second, there is another assumption that the parliament will take into account the views of social partners.

### 3.1.2 Adherence to ILO Results-based Management design guidance

The three project component outcomes are coherent and clear, although there is an overlap between Component Outcome 1 and Component Outcome 2 in relation to the research and policy advocacy, which could be clarified that Component Outcome 1 is to support UMFCCI (therefore some output related to UMFCCI in Component Outcome 2 could be merged to Component Outcome 1), and Component Outcome 2 to support regional chambers. In terms of ILO's guideline for results-based management in project design and evaluation, the Component Outcome statements could have been more specific and measurable.<sup>2</sup> The indicators included in the project log frame were practical and measurable in terms of data collection. It contains the elements of specific, measurable, available, relevant and time bound to monitor the progress.

### 3.1.3 Alignment with the ILO programming and wider programme

The project links with the first ever Decent work Country Programme (DWCP) 2018-2021 in Myanmar,<sup>3</sup> in the following areas:

Priority 1: Employment and decent work and sustainable entrepreneurship opportunities are available and accessible to all, including in vulnerable populations affected by conflict and disasters.

Outcome 1.1: By 2021, more women and men of working age have decent jobs and are engaged in entrepreneurship.

Priority 2: Application of fundamental principles and rights at work is strengthened through improved labour market governance.

Outcome 2.1: By 2021, freedom of association is strengthened through cohesive labour laws and enforcement capacities improved.

Outcome 2.3: By 2021, industrial relations system is strengthened at national, sectoral and enterprise level.

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<sup>2</sup> ILO Development Cooperation Manual, February 2016: [https://www.ilo.org/wcmsp5/groups/public/---dgreports/---exrel/documents/publication/wcms\\_452076.pdf](https://www.ilo.org/wcmsp5/groups/public/---dgreports/---exrel/documents/publication/wcms_452076.pdf)

<sup>3</sup> Myanmar Decent Work Country Programme 2018-2021: [https://www.ilo.org/wcmsp5/groups/public/---asia/---ro-bangkok/---ilo-yangon/documents/publication/wcms\\_645042.pdf](https://www.ilo.org/wcmsp5/groups/public/---asia/---ro-bangkok/---ilo-yangon/documents/publication/wcms_645042.pdf)

The development of Myanmar's first DWCP is a major step forward for the country with the tripartite involvement in the development process. Despite the comments provided by the employers' and workers' organizations are still far from the expected quality during the development, however the ILO Liaison Office in Yangon observed that this is an important movement in ensuring the government and social partners address a range of decent work challenges in Myanmar. Therefore, it is necessary to provide support to workers' and employers' organizations, so that they could deliver and monitor the progress of the DWCP.

As for the ACT/EMP, the work in Myanmar is a priority. Since 2014, ACT/EMP has been working to build the capacity of business and employers' organizations in Myanmar. With the continuous support from ACT/EMP, the UMFCCL and other business associations have started to become active in labour and employment issues in Myanmar, taking on the role of employers' organizations alongside other traditional chamber functions. This shift is response to complex and evolving situation in Myanmar as it moves towards greater democracy.<sup>4</sup>

The project plays a key role in helping business organizations prepare for engagements with the ILO and other relevant projects in Myanmar, including the following:

- The 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. The 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.<sup>5</sup>
- Improving Labour Relations for Decent Work and Sustainable Development in the Myanmar Garment Industry (ILO-GIP) project aims to reduce poverty and contribute to the empowerment of Myanmar women working in the garment industry by improving labour relations, social dialogue and gender equality.<sup>6</sup>
- Legal and Institutional Reform for Improved Labour Market in Myanmar. This project assists Myanmar to develop a labour law framework that is gender responsive and based on the principles of tripartite social dialogue as well as improving compliance with International Labour Standards ratified by Myanmar.<sup>7</sup>

### 3.1.4 Relevance to Stakeholders

The project continues to work with the current set of partners: UMFCCL, MGMA, and to a lesser degree MRCCI. The work with UMFCCL is vital because UMFCCL is the national cross sectoral business association and play the leading role in representing employers in national dialogues. The project focused on consolidating important achievements to date, and assisting UMFCCL to

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<sup>4</sup> [https://www.ilo.org/wcmsp5/groups/public/---ed\\_dialogue/---act\\_emp/documents/publication/wcms\\_580963.pdf](https://www.ilo.org/wcmsp5/groups/public/---ed_dialogue/---act_emp/documents/publication/wcms_580963.pdf)

<sup>5</sup> [https://www.ilo.org/global/topics/safety-and-health-at-work/programmes-projects/WCMS\\_563285/lang--en/index.htm](https://www.ilo.org/global/topics/safety-and-health-at-work/programmes-projects/WCMS_563285/lang--en/index.htm)

<sup>6</sup> [https://www.ilo.org/yangon/projects/WCMS\\_568604/lang--en/index.htm](https://www.ilo.org/yangon/projects/WCMS_568604/lang--en/index.htm)

<sup>7</sup> [https://www.ilo.org/yangon/projects/WCMS\\_629316/lang--en/index.htm](https://www.ilo.org/yangon/projects/WCMS_629316/lang--en/index.htm)



improve sustainability in their leading role as employer representative in Myanmar. The work with MGMA is important given the growth of the garment sector and centrality to ILO's work in Myanmar generally. MGMA, however, is a less developed organization and needs time to ensure that work done to date results in sustained institutional change. MRCCI is a regional employers' association in Mandalay. The project provides support mainly in developing its business agenda 2020.

The bulk of the current support however is directed to UMFCCI and MGMA, therefore the evaluation focus on the progress made by both associations.

### 3.2 Project Effectiveness

This section begins with a global review of the key result achieved by the project towards its goal, along with the main challenges experienced by the project. This followed with a detailed discussion of the quality of the results attained per component and the contributing factors, both positive and negative. This section also discussed the quality and utilization of the monitoring and evaluation system, and the gender and labour standards mainstreaming.

#### 3.2.1 Overview of the Progress and Achievement of the Objectives

By the time of the final evaluation in September 2019, the project has delivered the majority of its planned outputs for Outcome 1 and Outcome 2 and has fully achieved for Outcome 3. The main challenges of the project is to ensure the make sure that UMFCCI formally embraced its role of national employers organizations by agreeing internally in extending its mandate and being formally recognized as employers' organizations.

The project is continuing the works that have been achieved from the RBSA funding since 2014. The current Project Coordinator came on board in August 2018 and occupied full-time position until August 2019. Afterward, he regularly undertakes mission to Yangon in turn with the senior employers' specialist from DWT- Bangkok. The national project coordinator has full time position until the end of the project in December 2019. All of the project stakeholders are highly appreciative of the works that have been done by the Project Coordinator and the national Project Officer. In fact, the representatives UMFCCI made efforts to retain the Project Coordinator in the country to help them in sustaining the role as the employers' organizations.

Table 1 summarizes the completion of the outputs and outcomes drawing on the project reporting and key informant interviews, including the programme implementation report of MMR 801 as of August 2019.

Development Objective	Extent of Achievement
<b>Strong and representative employers' organizations in Myanmar</b>	➤ Endorsement by UMFCCI Management Committee of a 3-year strategy plan and with the approval of an operational financial plan. Key points of the plan include: extension of UMFCCI mandate to cover labour matters, development of

	<p>a recruitment plan for the EOD, new departmental structure, development of a new service offer and gradual improvement of the capacity to conduct evidence-based advocacy on industrial relations and labour laws (meet criteria for success under P&amp;B Indicator 10.1)</p> <p>➤ The MGMA developed and launched an Employers Package (new suite of labour and industrial relations service) for company-members in January 2019. The sustainability plan has pricing strategy that offered the members either pay an annual subscription to access the suite of services free of charge or purchase individual service based on their needs. The revenue generated in November 2019, covered 110% of the annual salary cost for three (3) labour officers that proven to be sustainable.</p> <p>In 6 months, 75 companies has subscribed the package with over 600 participants joined the training offered. MGMA received around 7-10 call/emails everyday on advisory services relating to labour disputes and labour matters. (meet criteria for success under P&amp;B Indicator 10.2)</p> <p>➤ The UMFCCI built detailed positions and an advocacy strategy in relation to the following laws: Settlement of Labour Dispute Law (SLDL), Labour Organization Law, Minimum Wage Law, and Occupational Skills Development Law. UMFCCI also developed advocacy campaign for the continuation of the Trade Preferential Agreement Everything But Arms (EBA) with European Union.</p> <p>UMFCCI engaged with the government and unions through different channels to position employers' view in the labour laws process, the tripartite technical working groups, bilateral meetings, and others. (meet the criteria for success under P&amp;B Indicator 10.3)</p>
Outcomes and Outputs	Extent of Achievement
<p><b>Outcome 1: UMFCCI carries out internal reforms that improve sustainability and increase internal capacity for policy dialogue and evidence-based research and service delivery launched</b></p>	<p>➤ Today UMFCCI has fifteen departments, including The Employers' Organizations Department (EOD), dealing with labour and industrial relations matters, established in 2016 with the ILO support. The department is composed by 7 (seven) professional staff who are providing basic services to members and supporting the UMFCCI leaders in the labour law reform process. In August 2018 UMFCCI established the Industrial Relations Committee" who is overseeing the operation of the Employers Organizations Department and is the political body in charge of following up the labour law reform process. UMFCCI is playing <i>de facto</i> the role of a national employers' organization and representing the</p>
<p>Output 1: New membership strategy and fee plan to secure the</p>	

revenue streams for sustainable advocacy and service delivery launched	<p>employers in tripartite forums and technical working groups related to labour law. The Chamber formally extended its mandate to cover labour and employment matters and work as national employers' organizations by agreeing internally.</p> <ul style="list-style-type: none"> <li>➤ In terms of the services offered to the members, UMFCCL has developed around 30 courses covering labour laws matters, HR practices, OSH, CSR and responsible business, risk assessment, wages and pay systems, including the piloting of labour audit toolkit to help companies members in assessing their labour performance.</li> <li>➤ Based on the members needs assessment conducted in October and November 2018, there is still a need to monitor the suitability of the fee plan to make sure EOD is sufficiently staffed, capable of delivering a suite of quality services and generating revenue stream for UMFCCL.</li> </ul>
Output 2: Organizations and management reform strategies and implementation plans developed and reviewed with UMFCCL, in support of introducing new research and service delivery function	
Output 3: UMFCCL's professional staff capacity in research, policy advocacy, government relations, technical member services and communications expanded	
<b>Outcome 2: Business organizations develop research, policy advocacy, and members services that promote creation of decent work and improve the enabling environment</b>	<ul style="list-style-type: none"> <li>➤ Myanmar is going through an important process of labour law reform and UMFCCL need to give inputs in this process to make sure the labour law contributes in building a business environment conducive to business development and employment creation. UMFCCL is still developing a mature evidence based advocacy and still experience relatively scarce members' involvement in policy influence activities. The concept of evidence-based advocacy is relatively new in the country. The project is supporting UMFCCL in the preparation of key documents to illustrate employers' position on selected laws. It is still too early to estimate the impact of the advocacy efforts of UMFCCL, but according to the KII, many inputs by the employers are taken into consideration by MOLIP and the parliamentarians, such as on the second amendment to the Settlement of Labour Dispute Law.</li> <li>➤ The project played an important advisory role with the UMFCCL and MGMA leaders to develop an advocacy strategy illustrating the benefits of the EBA and the improvements in social compliance. Both UMFCCL and MGMA has launched a labour compliance audit service, include in their training calendar activities on child and forced labour.</li> </ul>
Output 1: UMFCCL's research and policy priorities advocated with technical assistance and support	
Output 2: A framework analysis on opportunities and threats to job creation and a strategic jobs growth strategy, with focus on technological change, is developed, launched and used for advocacy	
Output 3: Disaster resilience tools rolled out	

to regional chambers across Myanmar	<ul style="list-style-type: none"> <li>➤ The project is currently supporting three (3) studies that can provide important inputs for UMFCCI (and MGMA) in its policy advocacy. The studies are: 1) Platform economy - completed; 2) Impact of automation and digitalization in the garment sector-completed in December 2019; 3) Labour turnover and absenteeism on labour productivity in the garment sector in Myanmar – completed in November 2019</li> <li>➤ The project in collaboration with UNOCHA and the Union of Myanmar Chamber of Commerce and Industry (UMFCCI), adapted and localized a specific tool of the SRE platform called “Business Continuity Plan (BCP)”, which is the first indispensable step to set up a company disaster management system. In 2018 the toolkit was tested in a number of enterprises; then Train the Trainers activities were organized for UMFCCI dedicated trainers. Since November, UMFCCI Training Institute has included this course in its training calendars and is now able to autonomously promote and successfully deliver courses on BCP (four courses already delivered).</li> <li>➤ In July 2019, MRCCI launched a Business Agenda 2019-2022. This documents serve as advocacy roadmap, outlining policy positions on the importance issues to Mandalay’s employers.<sup>8</sup></li> </ul>
Output 4: Regional Chambers supported to improve organizational structure and/or service offerings	
<b>Outcome 3: MGMA provided high-quality labour services to members and advocate evidence-based enabling environment reforms that promote creation of decent work</b>	<ul style="list-style-type: none"> <li>➤ MGMA developed a new suite of labour and industrial relations services (Employers Package) for company-members. The employers’ package developed after analysis of companies’ needs based on Needs Assessment and Satisfaction Survey in October 2018 from around 180 members out of 500 members companies. The package launched in January 2019, and in 6 (six) months more than 600 participants from 75 companies attended the trainings.</li> <li>➤ MGMA developed labour audit service toolkit named “Voluntary Labour Compliance Assessment to encourage Myanmar garment companies to exceed in legal compliance beyond local requirement. The toolkit piloted on a garment factory and will be rolled by MGMA on a regular basis.</li> <li>➤ The project is supporting the development of induction/orientation package for newly recruit workers, workplace bipartite committee, basic OSH, and labour law compliance.</li> </ul>
Output 1: MGMA’s business members engaging their labour services on a regular basis	
Output 2: High-quality core products in MGMA’s labour service portfolio developed, especially in the areas of social dialogue, dispute	

<sup>8</sup> <https://www.mrcci.org.mm/Uploads/Downloads/BusinessAgenda2022%E2%80%93English.pdf>

prevention and dispute resolutions	
Output 3: MGMA advocacy materials developed on enabling environment/constraints to job creation in the garment sector	

### 3.2.2 Assessment of Outcome 1: UMFCCI carries out internal reform

Under this outcome the project aimed to ensure UMFCCI management agreement in extending its mandate and nurture the EOD, and develop a new strategy for the EOD to be sufficiently staffed, capable of delivering a suite of quality service and generating revenue stream for UMFCCI. The key results are:

- a. Needs Assessment and Satisfaction Survey in October and November 2018 to better understand the member's expectations and demands and orient the EOD;
- b. Strategy document for UMFCCI-EOD that contains a description of the current status, desired status in 2022 and key actions from March 2019 – December 2020. Management Committee approved the strategy and revised its internal regulation in July 2019;
- c. Recruitment of EOD professional staff is completed and the salaries are paid by UMFCCI;
- d. Development of new marketing/communication plan of the UMFCCI services that include advisory services, on site assistance in case of dispute, training, labour audit service - brochure and information in the website is available in Myanmar and English for this new services;
- e. Expansion of the training services to around 30 courses in a semestral training calendar (July-December 2019) covering main labour law matters, HR practices, OSH, CSR and introduction to responsible business. Prices was defined and most of the courses delivered by EOD staff.

The project has successfully raised awareness of UMFCCI on different models of business representation and key function of the employers' organizations. There is a high commitment from UMFCCI to sustain the EOD services. However some challenges should be noted. First, related to the issues around Labour Organizations Law and Freedom of Association that still not allow to form and join organizations of their own choosing, and accordingly UMFCCI cannot registered as an employers' organizations. Second, related to EOD services, EOD must be able to retain its professional staff to ensure service delivery to the members. The service quality and quantity should be improved to convince the members and compete with other priorities of the members. One example of improvement is on the office space of EOD, although it is located in a strategic place, but the office is too small and disorganized.

### 3.2.3 Assessment of Outcome 2: Business organizations develop research and policy advocacy

Under this outcome the project aims to support UMFCCI in advocating policy priorities for the employers, support regional chambers in disaster resilience and improving their organization structure and services to members. They key results are:

- a. UMFCCI with the support from the project, actively engaged in the discussion of the labour laws reform by presenting key documents to illustrate employers' position on selected laws. The key documents are in the forms of position papers (in the Settlement of Labour Dispute Laws), detailed comments (in the Labour Organization Law and Minimum Wages Law), proposed amendment, and internal lobbying strategy.
- b. The employers develop an advocacy strategy illustrating the EBA and the improvements in social compliance, and launching the labour compliance audit that is including in their training activities. UMFCCI also organized a major forum on Business and Human Rights with around 300 participants including business representatives, government officials, representatives of international communities, local CSOs and students from law faculties. The forum positioned UMFCCI as the leader employers' organization that stands for human rights, peace and sustainability.
- c. The project is currently supporting three (3) studies that can provide important inputs for UMFCCI (and MGMA) in its policy advocacy. The studies are: 1) Platform economy - completed; 2) Impact of automation and digitalization in the garment sector-on going; 3) Labour turnover and absenteeism on labour productivity in the garment sector in Myanmar . The dissemination is planned in January 2020.
- d. The project in collaboration with UNOCHA and the Union of Myanmar Chamber of Commerce and Industry (UMFCCI), adapted and localized a specific tool of the SRE platform called "Business Continuity Plan (BCP)", which is the first indispensable step to set up a company disaster management system. In 2018 the toolkit was tested in a number of enterprises; then Train the Trainers activities were organized for UMFCCI dedicated trainers. Since November, UMFCCI Training Institute has included this course in its training calendar and is now able to autonomously promote and successfully deliver courses on BCP (four courses already delivered).
- e. In July 2019, MRCCI launched a Business Agenda 2019-2022. This document serves as advocacy roadmap, outlining policy positions on the importance issues to Mandalay's employers.

As mentioned before, there is an overlap between Component 1 and Component 2 in relation to the research and policy advocacy, especially related to the support to UMFCCI. Under this outcome, the evaluator again has question on the ability of UMFCCI to retain and strengthen the understanding of EOD staff in evidence-based advocacy system and ability to gathering and synthesizing members' view to consolidate employers' position. In the medium run, UMFCCI-EOD must be capable of following autonomously the labour law reform process and make sure that employers' views are duly taken into account by policy and law makers. It is also still too early to estimate the impact of the advocacy efforts of the UMFCCI. There is also need to promote the labour compliance audit service for the members to be proven that it will helps the business especially in the garment sector.

### 3.2.4 Assessment of Outcome 3: MGMA provides high-quality labour services

Under this outcome, the project aims to increase MGMA's capacity in delivering labour service in the regular basis. The key results are:

- a. MGMA launched the new suite of labour and industrial relations services (Employers package) for company members in January 2019. The suite includes a hot line for information, an advisory desk, on-site assistance in the case of labour disputes, training services and a labour audit service. The suite of service can be purchased by paying an annual fee or individual services can be purchased based on the members' needs. The revenue generated as of November 2019 from the Employers package has covered 110 per cent of the annual salary cost of 3 labour officers. This meets the expectation for sustainability.
- b. Within one year July 2018 until July 2019, MGMA has been able to expand its labour services. It has 3 labour officers in charge for the service delivery. Since the launched in January 2016 of the Employers Package, 90 members has subscribed, 16 trainings were organized and attended by around 600 participants (70% women and 30% men), 7 to 10 calls or emails received daily to request information on labour issues, and assisting its members in negotiations and dealing with authorities, 1 labour audit services. MGMA conducted an internal evaluation of its services to the members, and they were very satisfied, the topics are relevant and the trainers are good.

It appears that MGMA's service in labour and industrial fields get a very good response from the members companies. MGMA is monitoring its activities and documenting it quite well. The internal evaluations on the services by interviewing members and internal survey need to be organized regularly to provide feedbacks and inputs for the improvement of the services. By doing this, MGMA will be able to capture the members' needs and provide relevant and up-to-date services to the members. MGMA should actively promote the labour audit service as this could be an opportunity for growing this service especially in the garment sector. A more targeted promotion and marketing strategy might help in getting more companies using this service.

### 3.2.5 Gender and inclusion strategies

The project did not described any specific strategies to address specific gender issues in the developing the services of the employers' organizations or the sectoral associations. The project reports only provide sex-disaggregated data related to the training participants. In the interview with KII, it is noted that the issue of sexual harassment exist in the garment sector and there is a need for the company to design more inclusion strategy in its policy. Considering the importance of the gender and inclusion issues in the business sustainability, it will be imperative to start introducing and influencing employers' organizations to pay more attention to this issue. It is noted in the study of absenteeism and labour turnover by UMFCI as supported by the project, some data on the impact of sexual harassment is gathered, and it could be good basis to continue the awareness of gender and inclusion strategies for the business.

### **3.3 Management effectiveness and Resource Efficiency**

This section addresses the effectiveness of the project management and staffing, ILO technical support and the operation of monitoring and evaluation system, as well as the efficiency of financial resources.

Overall, the evaluation found that the project staffing run quite well. The project coordinator was seconded from ILO-ACTEMP/ITC Turin. He is able to manage the project effectively despite that his assignment just started in August 2018 and ended his full-time assignment in August 2019. After that, he takes monthly mission to Yangon in turn with the Employers' Specialist from DWT-Bangkok. A dedicated full time national project officer plays an important role in ensuring that the project activities are delivered in timely manner and ensure the ownership from the UMFCCL, MGMA and other employers' associations. He works closely in UMFCCL including visiting EOD/UMFCCL on daily basis when it is necessary. This approach has proven effective to build the trust and provide supports to the staff of the employers' organizations in responding to the challenges promptly.

ACT/EMP is also fully supporting the implementation of the project by providing technical expertise and financial contribution. The previous supports provided by ACT/EMP since 2014 built a solid foundation to continue the ILO assistance in solidifying the UMFCCL's commitment to represent and provide services to employers in Myanmar in more efficient and informed way. During 2018 – 2019, the project works focused on building the sustainability of services whereas ACT/EMP has mandate, expertise and tools and the project is sufficiently making use of these resources. Because of the previous works, ACT/EMP has strong working relationship with UMFCCL and MGMA at the leadership and staff level, and has a proven record of collaboration with these organizations. The conditions facilitate the existing project support to be more effective and efficient.

The project has utilized external consultation to accomplish a wide range of technical issues. For example in doing the Needs Assessment and Satisfaction Survey for UMFCCL-EOD and MGMA that gave comprehensive overview on service needed and strategy of marketing and pricing. An international consultant was hired to facilitate the development of strategic plan in restructuring the EOD. The project collaborated with the local law firm in supporting UMFCCL in getting better understanding of interpretation of the labour laws. The project also collaborated with international consultant with a local company in building training materials and packages to be delivered by MGMA and UMFCCL.

The project has supported other technical projects and ILO liaison function in Myanmar to build the relations with and get engagement from the Employers' Organizations (EO) in Myanmar. On the other hand, the other projects also supported the development of some technical training materials and methodologies for the UMFCCL and MGMA, such as the in the area of OSH, Vision Zero Fund project made close collaboration.



### 3.4 Monitoring and Evaluation and Documentation

Although the evaluator did not find any monitoring and evaluation plan for the project, the evaluator found proper documentation of its achievement at least annually. Since it is part of the Country Priority Program, the project also followed the reporting requirement of the ILO's Programme & Budget (P&B) and followed the monitoring of the OBW mechanism. The project coordinator produced a logical framework that included the measurable indicators and corresponding means of verifications per outcome components. This framework met the requirements of the RBM standards, and the performance indicators set in each outcomes is realistic. The project achievements reported in the programme implementation report of MMR 801 in SM/IR 2018-19.

The project supported UMFCCI and MGMA in carrying internal evaluation and monitoring to their services by doing survey to the members companies participating in the training and subscribing other labour and industrial services. This practices should be continued and build as the culture in the employers' organizations.

### 3.5 Cost Effectiveness

The evaluator found that the budget was spent quite well and showed the good value of money for the project activities. Co-sharing / financial contributions received both from the employers' organizations and other ILO projects were substantial. It is noted by the evaluator that approximately US\$ 142,000 contributions made by UMFCCI and MGMA and US\$70,000 from other projects received in supporting the project activities in 2018-19. Table 2 presents the planned budget by the major categories as of November 2019. The project is expected to achieve 100% delivery.

Table 2. Budget allocation and expenditure as of November 2019

Categories	Planned	Expenditure	Balance
Total	571,628	564,139	7,489
Sub total activities cost			
Outcome 1	84852	84852	
Outcome 2	130824	128175	2,649
Outcome 3	70352	70352	
Project management/staff cost	285,600	280760	4,840

### 3.6 Sustainability

This section presents the evaluation findings regarding the project's planning for sustainability as well as the prospects that the results achieved will be sustained or expanded beyond the life of the project. The evaluation assessed the prospects that the project outcomes achieved will continue to serve their intended purpose or expand, based on project reports and key informant interviews.

#### 3.6.1 Sustainability Planning

The strategy envisaged in the project document aimed at creating the capacity of UMFCCL and MGMA in providing services, broadening scope of research and advocacy, and expanding the membership and gradually decreasing the assistance provided by the ILO. This gradual shift in programme structure required the organizations to make internal reform to improve its internal capacity and generating revenue to self-financing the staff costs. The project prepared the sustainability planning together with the UMFCCL in terms of sustaining the service of EOD. The new organizational chart for the EOD endorsed by the management including the new job descriptions for its professional staff. The financial planning foresee losses in the first year of operations (2019), break-even in the second year (2020) and profit-making as from the third year of operation (2021). In order to facilitate the development of a fully fledged department, with an agile decision-making, the EOD will have more autonomy and a different reporting line.

In terms of ILO assistance, the employers' specialist in DWT-Bangkok will mainly support the EOs in Myanmar, including providing technical support on the training services and policy research and advocacy.

#### 3.6.2 Sustainability Prospect

Overall, there is good prospects of sustaining the suite of services with a specific focus on services developed by the UMFCCL and MGMA where the project has made intensive efforts to invest in building the capacity and commitment of the UMCCCL and MGMA in labour and industrial relations field.

The evaluation considers the sustainability of the outcomes which the project has produced or contributed in the further detail below.

#### **The new suites of services in labour related areas and Employers' Package launched by UMFCCL and MGMA respectively.**

The major outcomes of the endorsement by UMFCCL Management Committee of a 3-year strategy and its implementation within 6-months that proven good results in January 2019. The decision to strengthen the EOD and invest in its capacity clearly shows that the decision has been taken to assume the responsibility and extend the organizational mandate to cover labour and industrial relations matters.

The Employers Package launched by MGMA included the marketing and pricing strategy as endorsed by MGMA Board and showed promising sustainability of the services. Within 11 months (as of November 2019), the revenue generated by the Employers' Package has covers 110 per cent of the annual salary cost for the labour officers, proving to be fully sustainable.

The evaluation raises some risks to the successful rolling out of the services, noted at the interviews with KII and the desk review of the documentations.

**Technical risk:** There is a risk that the EOD staff may not have the level of expertise to ensure that the training modules is continually updated and that material is prepared properly without any assistance from the ILO. This could be addressed by the ILO (through the ILO Liaison office and its relevant project or Specialist in Bangkok) by maintaining the collaboration and monitoring the services provided by the EOD. At least after the project coordinator ends its full-time assignment, still carry out mission to Myanmar on monthly basis in turn with the employers' specialist to provide technical advice. The national project officer's role will need to retain to ensure the smooth transition and help in connecting the EOD with other technical projects in ILO Yangon.

**Institutional risk:** There is a risk that EOD may not be able to retain professional staff if it cannot offer a good remuneration, career opportunity and good working condition. Although EOD provides good learning opportunity for its young staff, the staff may not stay forever with the EOD. It is necessary for the EOD to keep its records properly to ensure institutional documentation and not leave it to the individual, at the same time improving the working conditions and organizational culture to promote mutual respects and trusts among the staff members and executive members, this may lead to enhance the morale of the staff members. Another suggestion is to improve physical working environment, for example a simple renovation to the EOD office to make it more tidy and convenient both for the staff and the visitor will bring change to the image of the EOD as the professional service provider.

**Prospects:** the continuation of the services in labour and industrial relations field is highly feasible. Not only training services, consultation and labour audit could be strengthen. EOD and MGMA could be the main service providers for the employers in this field. Further support from the ILO may be needed to encourage the EOD and MGMA to be more innovative and creative in marketing their services and aimed more revenue for sustainability. ACT/EMP could continue to provide expertise and technical backstopping using the existing mechanism as well as provide expert to be seconded in short-term to assist UMFCCL. For example, the project coordinator is proposing a budget line to send expert from ITC Turin in helping employers' organization in a short period. If the proposal approved, Myanmar could be the first piloting country considering the progress made and continue the momentum of commitment from the employers' organizations.

**Strengthen the advocacy strategy and capacity based on membership needs**

UMFCCI actively took part in the tripartite social dialogue and fully engaged in the labour law reform process. At organizational level. In the biennium 2018-2019, UMFCCI provided comments to the following laws: Settlement of Labour Dispute Law, Labour Organizational Law, Minimum Wage Law, and Occupational Skill Development Law. UMFCCI also engaged with the government through different channels to position employers' view in the labour law process.

Going beyond the labour law reform, UMFCCI developed structured-advocacy strategy and research on Myanmar Sustainable Development Plan and, EBA agreement as the main driver of development for the labour-intensive garment industry and other sector in Myanmar.

It is necessary to continue the progress made on advocacy and research capacity to ensure that UMFCCI sustains its role as the leading organization in the area of responsible business and sustainability. The technical expertise needs to be strengthened and the recognition of UMFCCI as the employers' organization by the government need to be gained.

### **3.7 Impact**

The efforts made by the project on developing the professional capacity within the UMFCCI in dealing with the labour and industrial matters have had tangible impacts in the structure and capacity of the employers' organization to provide training and other services on labour and industrial matters. The training calendar and the revenue received from the training services could be sustained and expanded with consistent support from the management and a strategic vision for its development in the short and medium terms. A similar impact is happening in MGMA. The MGMA played an important role in ensuring continuity in access to EU-GSP. It is necessary for MGMA to support its members in complying with the labour related requirements and to deal with the increasing unionization of garment workers.

The project has good impact in encouraging employers' organizations to be active in the policy advocacy. Not only UMFCCI, the employers' organization at the provincial level, such as UMRCCI, also advocate the business voice to the local government. The policy advocacy not only related to labour matters but also social and economic issues that would affect the business in general. This momentum needs to be sustained to have stronger employers' organization in the country. The project did not make any discernible long term impact in terms of reducing gender inequalities and gender-based discrimination.

## **4. Conclusions**

### **Design validity and coherence**

The focus on building the sustainability of the service, broadening scope of research and policy advocacy beyond labour and employment issues by gradually decreasing the assistance provided to the employers' organizations were well justified. The proposed means to strengthen the capacity of employers' organizations was through improved governance, services and policy coordination. The project made significant contributions in empowering UMFCCI and in taking a

leading role as employers' representative in Myanmar. MGMA has made internal commitment to pursue institutional change to be able to support the garment industry. However, both UMFCCI and MGMA have successfully developed its training services and policy advocacy strategy as planned.

The three project component outcomes are coherent and clear, although there is an overlap between Outcome 1 and Outcome 2 in relation to the research and policy advocacy, which could be clarified that Outcome 1 is to support UMFCCI (therefore some outputs related to UMFCCI in Outcome 2 could be merged to Outcome 1), and Outcome 2 to support regional chambers.

### **Relevance to Stakeholders**

The bulk of the support, which was directed to UMFCCI and MGMA and to lesser extent to the regional chambers such as MRCCI, was highly relevant. UMFCCI is the national business organization and play the leading role in representing employers in national dialogues. MGMA also played important role in representing garment industry in Myanmar. The supports provided both in research products and capacity building have assisted the employers in building new services, understand and engaged better in the policy advocacy related to labour and employment issues.

### **Effectiveness**

By November 2019, the project has delivered the majority of its planned outputs for Outcome 1 and Outcome 2 and has fully achieved for Outcome 3. The most important achievement of the project has been assisting two key employers' organizations – UMFCCI and MGMA – to roll out a suite of labour related service by newly-acquired professional staff. This has enabled these organizations to improve their policy advocacy, training, and service delivery significantly.

Concerning Outcome 1, the project has successfully raised awareness of UMFCCI on different models of business representation and key function of the employers' organizations. There is a high commitment from UMFCCI to sustain the EOD services. On Outcome 2, in the medium run, UMFCCI-EOD is capable of following autonomously the labour law reform process and make sure that employers' views are duly taken into account by policy and law makers. It is also still too early to estimate the impact of the advocacy efforts of the UMFCCI. The last Outcome 3, it appears that MGMA's service in labour and industrial fields get a very good response from the members companies.

### **Management Effectiveness and Efficiency of Resource Use**

Overall, the evaluation found that the project staffing run quite well. Coordination between the project and backstopping by ACT/EMP and Employers' Specialist provide smooth transition before the project ends in December 2019. The project also played important role in bridging the relation between the employers' organizations and other project in ILO Yangon and to

coordinate the activities for the employers to support each other. The financial resources were used efficiently.

### **Sustainability and Impact**

Since the beginning of the project in 2018, ACT/EMP has emphasized that the project should focus on sustainability of the service provided by the employers' organizations to their members. The project has contributed to the development and delivery of a range of sustainable services. As these organizations continue to develop, their needs become more specialized and the engagement would need more technical and activity-based. It also shifted from an engagement fully supported by the ILO to the more independent nature of the employers organizations.

## **5. Recommendation**

The following recommendations are directed to the ILO and the main employers' organizations in Myanmar and are divided into immediate and intermediate terms recommendations to ensure sustainability of the achievements of the project. Each recommendation includes the responsible agency/ies, priority, time frame, and resource implications.

6. ACT/EMP should provide technical follow-up support to the suite of services and policy advocacy
  - ACT/EMP should provide transitional technical support to the EOD-UMFCCI and MGMA from the project coordinator to the Employers' specialist in DWT-Bangkok to strengthen the services and ensure the sustainability of the service delivery especially in the area of training and consultancy on labour and industrial matters.
  - ACT/EMP should continue to provide technical inputs and expertise for the development of the policy advocacy and strategies especially to support the labour laws process with active participation of the employers' organizations.
  - ACT/EMP should review and monitor the progress made by UMFCCI and MGMA in terms of internal institutional reforms to strengthen its role as the employers' representatives and the delivery of services as a way to ensure sustainability.

*(ACT/EMP; High priority; Short-term timeframe; Medium resource implication)*
7. ILO Liaison Office in Yangon should maintain the active participation of the employers' organizations in the ILO's activities and coordinate the relations with the employers' organizations within the ILO
  - ILO Yangon should ensure that a liaison officer to manage relation with the employers' organization will be designated. Having a national staff that could help in managing and communicating the ILO's agenda and employers' agenda is important to foster the trust by the employers to the ILO. It is important to have strong working relationship at the leadership and staff level to gain such trust.
  - ILO Yangon should coordinate the relations with the employers' organizations with the projects in Myanmar, ACT/EMP and relevant technical unit in the ILO. ILO Yangon and

ACT/EMP could give advice and technical inputs both to the projects and the employers' organization, so that there will be mutual benefit.

*(ILO Yangon; High priority; short-term timeframe; Medium resource implication)*

8. Ensure the sustainability of revenue generating services by improving the capacity of the employers' organizations in expanding the services based on members' needs.
  - With limited support from the ILO, encourage UMFCCL and MGMA to regularly organize Need Assessment and Satisfaction Survey for their members and users of the services. It is important to have buy-in from the owners of the companies to use the services.
  - Encourage UMFCCL and MGMA to promote the labour audit service to be used widely by the export-oriented companies.
  - Encourage the employers' organizations to be more creative and innovative in marketing the services, including using social media.

*(ACT/EMP, UMFCCL, MGMA; High priority; Medium-long term; medium resource implication)*

9. Encourage UMFCCL and MGMA to have collaboration with regional employers' association to build stronger alliances and wider memberships, other international employers' organizations to seek support and learn from other employers' organizations. ILO has assisted UMFCCL in making collaboration with Danish Industry. This kind of collaboration should be expanded. UMFCCL needs to have wider network internationally and ILO could help in making such networking.

*(ACT/EMP, UMFCCL, MGMA; High priority; Medium-long term; low resource implication)*

10. ILO should encourage employers' organizations to give more attention to gender-specific messaging in its services.

*(ACT/EMP; High priority; Medium-long term; medium resource implication)*

## 6. Emerging Good Practices and Lesson Learned

### 6.1 Good Practices

The evaluation noted several good practices that could be continued in working with the employers' organizations.

5. Designate ILO Staff to liaise and manage the relations with the employers' organizations. The intensive presence and strong communication was effective in building trust and help the organizations and their staff to improve in the day to day challenges of running a business organizations. It also helps project (and to certain extent ILO) to keep on demand-driven approach and assist the employers to address issues that are of concern to them.
6. Fostering and empowering the employers' organizations to develop sustainable revenue generating service.

The intensive capacity building and coaching of the young professional staff of the EOD-UMFCCI and MGMA by the project resulted in the confidence of the organizations to develop new services to their members. At the same time, gaining the commitment from the management to support the new service strategies and financial plan.

7. Engagement and lobbying strategy with government and other key actors in various channel.

The employers' organizations are actively voicing the business interest through different channels. Not only by formal tripartite setting but also through advocacy and lobbying with the key stakeholders.

## **6.2 Lesson Learned**

The evaluation suggests some important lesson learned that may be used to inform the future collaboration with the employers' organizations.

3. Mutual benefits of the collaboration between ILO and the employers' organizations should be clarified. At the early stage, it is quite difficult to get the commitment from the management, however by clarifying the benefits that could be gained, it is easier to convince the management to support the new services and new structure for improving the capacity of the organizations. This also applied to other projects engaged with the employers' organizations. The EOs need to be convinced on how the collaboration will bring mutual benefit.
4. As the EOs developed, it will require more professional staff and new approaches to the members to be relevant organizations for the business. Regular monitoring and evaluation to the service provided and give more trust and responsibility to the younger generation will help the EOs in gaining new ideas that could improve their services to members.



## Annex A. ILO Emerging Good Practice Template

<p>Evaluation Title: Internal Final evaluation</p> <p>Project TC Symbol: MMR/16/04/RBS (106442)</p> <p>Name of Evaluator: Lusiani Julia</p> <p>Date: 14 January 2020</p> <p>The following emerging good practices has been identified during the course of the evaluation.</p> <p>Further text can be found in the full evaluation report</p>	
GP Element	Designate ILO Staff to liaise and manage the relations with the employers' organizations
Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.)	The intensive presence and strong communication was effective in building trust and help the organizations and their staff to improve in the day to day challenges of running a business organizations. It also helps project (and to certain extent ILO) to keep on demand-driven approach and assist the employers to address issues that are of concern to them.
Relevant conditions and context: limitations or advice in terms of applicability and replicability	The conditions for applicability is the available staff and expert to provide suggestions and inputs to the employers' organizations. This include the support from the employers' specialist and a national staff to maintain the good communication and relationship.
Establish a clear cause-effect relationship	The support from the ILO will foster the trust from the employers' organizations and in-turn that ILO could be the influential organization in labour and employment area for the employers' organizations.
Indicate measurable impact and targeted beneficiaries	Targeted beneficiaries is at least UMFCCI and MGMA and the measurable impact is employers' organizations more involve in the employment, social and economic policy-making.
Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO Strategic Programme Framework)	Engagement with employers will help promote creation of decent jobs and promotion of entrepreneurship.
Other documents or relevant comments	

Evaluation Title: Internal Final evaluation
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Project TC Symbol: MMR/16/04/RBS (106442) Name of Evaluator: Lusiani Julia Date: 14 January 2020 The following emerging good practices has been identified during the course of the evaluation. Further text can be found in the full evaluation report	
GP Element	Fostering and empowering the employers' organizations to develop sustainable revenue generating service
Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.)	<p>The intensive capacity building and coaching of the young professional staff of the EOD-UMFCCI and MGMA by the project resulted in the confidence of the organizations to develop new services to their members. At the same time, gaining the commitment from the management to support the new service strategies and financial plan.</p> <p>The launched of new services in labour related areas from companies' members. The service suite includes a hotline for information, advisory desk, on-site assistance in case of labour dispute, training service and labour audit service.</p>
Relevant conditions and context: limitations or advice in terms of applicability and replicability	The ability to maintain professional staff and quality services to members.
Establish a clear cause-effect relationship	The financial independency and sustainability is a key factor to have strong employers' organizations.
Indicate measurable impact and targeted beneficiaries	Targeted beneficiaries is the continuation of the labour services by UMFCCI and MGMA as the income sources for the organizations. The measurable impact is the growing of the services used by the members.
Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO Strategic Programme Framework)	Increase membership of the employers' organization and its financial sustainability .
Other documents or relevant comments	

Project TC Symbol: MMR/16/04/RBS (106442) Name of Evaluator: Lusiani Julia Date: 14 January 2020 The following emerging good practices has been identified during the course of the evaluation. Further text can be found in the full evaluation report	
GP Element	Engagement and lobbying strategy with government and other key actors in various channel
Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.)	The employers' organizations are actively voicing the business interest through different channels. Not only by formal tripartite setting but also through advocacy and lobbying with the key stakeholders. At organizational level, UMFCCI ha simproved its capacity to develop informed and evidence-based positions and to stimulate debates amongst the employers such as on labour law reform, on EBA with EU, and other business agenda.
Relevant conditions and context: limitations or advice in terms of applicability and replicability	UMFCCI is de facto the national employers' organizations in Myanmar. It needs to be formally recognized as the organization representing business view to have more influencial position in the social dialogue forum.
Establish a clear cause-effect relationship	Making sure that the employers' representatives are capable of duly representing and position business view in the social dialogue and labour law process will enhance their leadership on policy issue and influence policy development.
Indicate measurable impact and targeted beneficiaries	Targeted beneficiaries is UMFCCI and the measurable impact is UMFCCI recognized as employers'representative and actively involve in the employment, social and economic policy-making.
Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO Strategic Programme Framework)	Enhanced capacity of the employers' organization to analyze and lobby the business environment and influence policy development.
Other documents or relevant comments	

## Annex B. ILO Emerging Lesson Learned Template

<p>Evaluation Title: Internal Final Evaluation</p> <p>Project TC Symbol: MMR/16/04/RBS (106442)</p> <p>Name of Evaluator: Lusiani Julia</p> <p>Date:</p> <p>The following lesson learned has been identified during the course of the evaluation. Further text can be found in the full evaluation report</p>	
LL Element	Mutual benefits of the collaboration between ILO and the employers' organizations should be clarified
Brief summary of lesson learned (link to project goal or specific deliverable)	At the early stage, it is quite difficult to get the commitment from the management, however by clarifying the benefits that could be gained, it is easier to convince the management to support the new services and new structure for improving the capacity of the organizations. This also applied to other projects engaged with the employers' organizations. The EOs need to be convinced on how the collaboration will bring mutual benefit.
Context and related preconditions	
Targeted users/Beneficiaries	The relevant employers' organizations.
Challenges/negative lessons – Causal factors	To convince the employers' organization that ILO is a neutral organization and consider the interest of the employers.
Success/Positive issues – Causal factors	The employers is a key partner to the ILO, so it is important to understand their position and role to ensure its involvement in the labour and economy policy development.
ILO administrative issues (staff, resources, design, implementation)	
Other relevant comments	

<p>Evaluation Title: Internal Final Evaluation</p> <p>Project TC Symbol: MMR/16/04/RBS (106442)</p> <p>Name of Evaluator: Lusiani Julia</p> <p>Date:</p>
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The following lesson learned has been identified during the course of the evaluation. Further text can be found in the full evaluation report	
LL Element	Mutual benefits of the collaboration between ILO and the employers' organizations should be clarified
Brief summary of lesson learned (link to project goal or specific deliverable)	At the early stage, it is quite difficult to get the commitment from the management, however by clarifying the benefits that could be gained, it is easier to convince the management to support the new services and new structure for improving the capacity of the organizations. This also applied to other projects engaged with the employers' organizations. The EOs need to be convinced on how the collaboration will bring mutual benefit.
Context and related preconditions	It is necessary for the UMFCCI to keep its records properly to ensure institutional documentation and not leave it to the individual, at the same time improving the working conditions and organizational culture to promote mutual respects and trusts among the staff members and executive members, this may lead to enhance the morale and professionalism of the staff members.
Targeted users/Beneficiaries	The staff of the employers' organizations (mainly UMFCCI).
Challenges/negative lessons – Causal factors	To ensure that UMFCCI could develop a good corporate culture among the staff and board members .
Success/Positive issues – Causal factors	The employers is a key partner to the ILO, so it is important to understand their position and role to ensure its involvement in the labour and economy policy development.
ILO administrative issues (staff, resources, design, implementation)	
Other relevant comments	

Evaluation Title: Internal Final Evaluation

Project TC Symbol: MMR/16/04/RBS (106442)

Name of Evaluator: Lusiani Julia

Date:

The following lesson learned has been identified during the course of the evaluation. Further text can be found in the full evaluation report

LL Element	UMFCCI and MGMA need to maintain their professional staff and new approaches to the members to be relevant organizations for the business.
Brief summary of lesson learned (link to project goal or specific deliverable)	
Context and related preconditions	
Targeted users/Beneficiaries	The relevant employers' organizations.
Challenges/negative lessons – Causal factors	To convince the employers' organization that ILO is a neutral organization and consider the interest of the employers.
Success/Positive issues – Causal factors	The employers is a key partner to the ILO, so it is important to understand their position and role to ensure its involvement in the labour and economy policy development.
ILO administrative issues (staff, resources, design, implementation)	
Other relevant comments	

Annex C. Inception report of the evaluation

**Inception Report**  
**Internal Final Evaluation**  
**MMR 801: Strengthened Institutional Capacity of Employers' Organizations**

**Submitted by: Lusiani Julia**

**Date: 23 August 2019**

ILO Project Code/IRIS Code	MMR/16/04/RBS (106442)
Project Title	MMR 801: Strengthen Institutional Capacity of Employers' Organizations
Project dates	01/01/2018 – 31/12/2019
Responsible Chief	Ms. Piyamal Pichaiwongse, Deputy Liaison Officer, ILO-Yangon
Administrative Unit in charge of the project	Liaison Office - Myanmar
Unit in charge of backstopping	ACTEMP-HQ
Timing of evaluation	Final
Type of Evaluation	Internal
Donor	RBSA (2018 – 2019)
Project Budget	571,628 USD
Evaluation mission dates	18-19 September 2019
Evaluation field visits	Myanmar
TOR preparation date	August 2019
Evaluation Team	Lusiani Julia – Evaluator

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## 1. Background and Overview of the Project

### Evaluation Background

The final evaluation of the project, “MMR 801: Strengthened institutional capacity of employers’ organizations”, known as “MMR 801” is being undertaken as a requirement of the project document and in accordance with the ILO policy regarding projects with a budget of over 500,000 USD and less than 1 million USD. The ILO Regional Office for Asia and the Pacific (ROAP) has recruited an internal evaluator, Ms. Lusiani Julia, Senior Programme Officer of the ILO-Jakarta Office, to conduct the evaluation. The evaluation is being conducted as an independent process and is managed by project administration. The internal evaluator is an ILO official with no ties or conflict of interest with the management of the project. The evaluation commenced on 15 August 2019 and is due for completion on 15 November 2019.

This Inception Report responds to the final evaluation Terms of Reference (TOR) dated 7 August 2019. The preparation activities have been supported by the coordinating staff of the ILO Liaison Office in Myanmar and by the ACT/EMP in Geneva. The report provides a summary description of the project; the objectives and scope of the evaluation; the proposed evaluation methodology; a detailed work plan; and a summary of progress to date.

### Overview of the MMR 801 Project

Regular Budget Supplementary Account (RBSA) 2018-2019 with a budget of US \$571,628 funded the MMR project. Its duration is from 1 January 2018 to 31 December 2019. Significant amount if RBSA funding has continued to be provided to MMR 801 since 2014; this is the third RBSA funding. The project targets to develop capacity of the business and employers’ organizations in Myanmar. The primary partner of the project is the Union of Myanmar Federation of Chambers of Commerce and Industry (UMFCCI).

The project seeks to enhance the capacity of business and employers’ organizations in Myanmar. The key outcomes of the project are as follows:

- 1) UMFCCI carries out internal reforms that improve sustainability and increase internal capacity for policy dialogue and evidence-based research and advocacy.
- 2) Business organizations develop research, policy advocacy, and member services that promote creation of decent work and improve the enabling environment.
- 3) Myanmar Garment Manufacturers’ Association (MGMA) provides high-quality labour services to members and advocate evidence-based enabling environment reforms that promote creation of decent work.

It is envisaged that the capacity built through the interventions will contribute to improving the understanding and participation of representative organizations of business in Myanmar in newly developing bipartite and tripartite dialogue mechanisms and gain better understanding of implications of international labour standards for employers. It will ensure that partners are on path towards sustainability through increases revenue, expanding membership, and tailoring their offerings to the

demand of the private sector. It will assist employers to transition from activities that are largely reactive initiatives to some work that is more long-term and strategic in nature, helping Myanmar businesses to **take some proactive steps in their policy and service delivery work.**

ILO/ACTEMP has strong working relationships with UMFCCI and MGMA at the leadership and staff level. The project will continue to be based on an approach through which ILO Staff sit in-house at partner associations and work with them on a daily basis. The project staff consist of an international staff as the project coordinator and a national project officer. The ILO Liaison Office in Myanmar provides administrative support and the technical backstopping provided by ILO/ACTEMP.

## **2. Evaluation Purpose, Objectives, Scope and Stakeholders**

### **Purpose and Objectives**

As specified in the Final Evaluation Terms of Reference (TOR), the purposes of the final evaluation is to enhance learning within the ILO and other stakeholders.

Following a review of the objectives presented in the TOR, the evaluator proposes the adjusted list of objectives below. An additional objective has been added by the evaluator relating to assessing the design validity, relevance of the project, and efficiency as these categories are included in the list of suggested questions. Thus, the specific objectives of the evaluation are to:

- Assess the validity and coherence of the project design and the relevance of the intervention strategies to the employers' organizations in the context of Myanmar;
- Determine project effectiveness, including the extent of the UMFCCI and other employers' organizations have increased its capacity and are capable of providing new labour related services to members, and to what extent its policy portfolio has covered labour and employment issues;
- Assess the project implementation efficiency;
- Identify achievement of project objectives at outcome and impact level,; considering how and why the intended results have or have not been achieved and any relevant unexpected or unplanned changes that occurred especially in enhancing social dialogue and gender mainstreaming;
- Provide recommendations to relevant stakeholders toward the sustainability of the project outcomes and initial impacts and future possible directions;
- Identify lessons learned and emerging potential good practices for key stakeholders (including new developments and/or challenges that may have contributed or hindered the achievement of the objective of the MMR 801).

### **Evaluation Scope and Client**

#### **Evaluation Scope**

The evaluation should focus on all the activities in the project from the RBSA 2018 – 2019 funding of MMR 801. Given that the work is activity in 2018/19, the evaluation will use the later milestones, outputs and indicators against which to assess progress, through as far as possible the evaluation will assess progress against outcomes that is changes in behavior, and impacts. This evaluation will be guided by:

- The Independent Final Evaluation Report of the previous RBSA-funding projects (MMR/14/01/RBS and MMR/16/02/RBS) as the baseline to assess the progress in 2018-2019;
- The valuation criteria defined by OECD/DAC, that is, coherence and design, relevance, effectiveness, efficiency, impact and sustainability;
- The logical framework defined in the programme documents and the ILO Programme and Budget for 2018-2019.

## Client

The primary clients of the evaluation are the Employers' organizations in Myanmar, ILO Liaison Office in Myanmar, and ACTEMP. Secondary parties making use of the results of the evaluation will include ILO technical departments, DWT-Bangkok and ROAP.

## 3. Methodology

### 3.1 Overall Approach, Standards and Ethical Considerations

The evaluation will be conducted by an ILO Official from CO-Jakarta who has no prior involvement in the project with oversight provided by ILO Evaluation Office. The designated project staff will assist the interpretation for the internal evaluation in the fieldwork in Myanmar.

The evaluation will utilise mixed methods (qualitative and quantitative) to gather evidence from the available documentation and related publications and from a comprehensive range of stakeholder perspectives to answer the evaluation questions. The primary basis of the evaluation will be qualitative. The qualitative evidence will be based on interviews with relevant stakeholders that have participated in and are intended to benefit from the project as well as analysis of project-related documents and other contextual material. The analysis will also incorporate quantitative summative target values tracked and reported by the project. Quantitative data will be obtained from project documents including the Progress Reports, monitoring and evaluation system data and records maintained by the project partners.

As mentioned above, the evaluation will be carried out in the context of the evaluation criteria and approaches for international development assistance established by OECD/DAC Evaluation Quality Standard. In addition, the ILO's specific guidance and standards on results based management in project design described in the ILO Development Cooperation Manual (February 2016) as well as and the ILO's policy guidelines for Evaluation (3<sup>rd</sup> Edition 2017) will be utilized.<sup>9</sup>

The evaluation will adhere to confidentiality and other ethical considerations throughout, following the United Nations Evaluation Group (UNEG) Ethical Guidelines and Norms and Standards in the UN System (<http://www.unevaluation.org/document/detail/1914>). The evaluation process will observe utmost confidentiality related to sensitive information and feedback elicited during the individual and group interviews. To mitigate bias during the data collection process and ensure a maximum freedom of expression of the implementing partners, beneficiaries and other stakeholders, limited project staff will be present during interviews. The designated project staff may accompany the evaluation team to make

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<sup>9</sup> [http://www.ilo.org/wcmsp5/groups/public/---ed\\_mas/-eval/documents/publication/wcms\\_571339.pdf](http://www.ilo.org/wcmsp5/groups/public/---ed_mas/-eval/documents/publication/wcms_571339.pdf)

introductions and help in interpretation when necessary to facilitate the evaluation process, to make the respondents feel comfortable.

Diversity, equality and cultural sensitivity will be integrated in the evaluation approach. The gender dimension will be considered as a crosscutting concern throughout the methodology, deliverables and the final evaluation report. This implies involving a balance of male and female persons in the consultations and in the analysis of findings, and recognizing persons of non-conforming gender where relevant.

## 3.2 Data Collection Methodology

### Evaluation Questions

The evaluation TOR provides a set of questions to guide the evaluation. These questions are organized under the evaluation criteria (1) Design validity and coherence (2) Relevance; (3) Effectiveness; (4) Efficiency of Resource Use ; (5) Impact; (6) Sustainability and (7) Special aspects on social dialogue, international labour standards, and gender.

Upon commencement of work, the evaluator analyzed the questions included in the TOR and proposed some re-classification and adjustment to the wording to improve clarity for the analysis. These suggestions were shared with the Evaluation Officer in ROAP and ACT/EMP. The refined list of questions, adapted from the TOR is given below. Questions that have been adjusted or added by the evaluator are identified in red text. Other questions may be identified by the evaluator prior to or during the field mission. The evaluator expects that comments and feedbacks from ROAP and ACT/EMP to be received prior to the field mission.

### Refined List of Evaluation Questions

#### 1. Design Validity and coherence

- a. Determine the validity of the project design (i.e. outcomes, outputs and activities) and the underlying theory of change still valid, including the appropriateness of the methodologies and strategies employed given in the business process and Myanmar context. Did these assist or hinder the achievement of the project's goals set out in the Project Document?
- b. Were the timeline and objectives of the project clear, realistic and likely to be achieved within the established time schedule and with the allocated resources, including human resources?
- c. How appropriate and useful are the milestones identified in assessing the progress made? To what extent were external factors and assumptions identified at the time of the design? Have the underlying assumptions on which the project was based proven to be true?
- d. Assess the strategic fit: a) was the overall design coherent with other ILO's priorities and policy 2018- 2019 outcome 10<sup>10</sup>? b) How does the project fit in with the wider development objectives of the UN or relevant SDG targets and indicators or Myanmar's national development strategy?

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<sup>10</sup> P&B2016-17 outcome 10: Strong and representative Employers' and Workers' Organization. Link to indicator 10.2 on Organizations that have successfully created, strengthened and delivered sustainable services to respond to the needs of existing and potential members; and Indicator 10.3 on Organizations that have successfully enhanced their capacity to analyze the business environment and influence policy development.

- c) Did the project complement any initiatives of other stakeholders? Note: The three sub-questions have been grouped together as they all relate to strategic fit.
- e. How does the project (specifically the 2018-19 phase) respond to the evaluation recommendations from the RBSA Independent Evaluation conducted for MMR 801 in 2017?
- f. Was the strategy for sustaining the project results clearly defined clearly at the design stage of the project?

## **2. Relevance**

- a. Examine whether the project has responded to the real institutional needs of the UMFCCI and other employers' organizations around their governance structure, service provision, policy advocacy efforts and leadership abilities, and whether the project is still consistent and relevant to the needs of the business communities, and current development in Myanmar?
- b. Was the project designed based on an analysis of UMFCCI and other employers' organizations needs and grounded on strategic intervention points based on priorities expressed?
- c. Assess whether the problems and needs that gave rise to the project still exist or have changed. If the needs changed, did the project adapt its strategies?

## **3. Effectiveness (including effectiveness of management arrangement)**

- a. Has the planned objectives been achieved? To what extent 1) the UMFCCI and other partner organizations are able to be actively engaged in labour and employment policy development; 2) the UMFCCI and other partner organizations are able to provide new labour related services to its members. If not, what are the main constraints, problems and areas in need of further attention? If yes, what are the main contributing factors.
- b. Does the project collaborate with other projects and programmes to enhance its impact and effectiveness?
- c. Has the project received adequate administrative, technical and if needed, political support from concerned ILO offices (liaison Office, ACTEMP and DWT-Bangkok)? If not why?
- d. Has the project management arrangement been adequate to carry out the work? Any monitoring plan or tools used to monitor the progress made?
- e. How effectively has the project management and ILO monitored project performance and results? Is a monitoring and evaluation system in place and how effective has it been? Is information regularly analysed to feed into management decisions?

## **4. Efficiency (A measure of how economically resources/inputs i.e. funds, expertise, time etc. are converted to result)**

- a. Have resources been allocated strategically to achieve results? And have they been delivered in a timely manner? If not, what were the factors that have hindered timely delivery of outputs? Any measures that have been put in place?
- b. The extent to which the resources have been leveraged with other related interventions or other projects to maximise impact, if any?

## 5. Impact

- a. What has been the impact of the project on Institutional building, process, and policy change that can be attributed to the ILO work in strengthen the capacity of the UMFCCI and other employers' organizations?
- b. Has there been any changes (or some progress) made on the economy and society – that the employers' organization has played in relation to labour related issues in Myanmar which can be attributed to the project (because the employers' and business organization has embraced the labour mandate, etc.)?
- c. The extent that the UMFCCI has played its role as a social partner, representative voice of business and as a source of information for its members.

## 6. Sustainability

- a. Taking into account the Myanmar's context, the extent to which the results of the interventions (particularly on the institutional capacity development of the UMFCCI) are likely to be durable and can be maintained or even scaled up and replicated by the partners after the project ended. What has been planned as exist strategy?

## 7. Special aspects to be addressed

- a. The extent that the work has promoted ILO's strategic objectives on social dialogue and international labour standard (taking into consideration the context of the project). Any improvement in the tripartite or bipartite social dialogue in Myanmar?
- b. The extent to which gender has been addressed in the design and implementation or in the results of the interventions?

### Data Sources and Data Collection Methods

The evaluation will draw evidence to answer these questions from a range of sources, using a variety of methods. The **Data Collection Matrix** at **Annex 1** presents the evaluation questions together with the sources of data and main data collection methods that will be used to answer each question and possible methodological limitations per question.

The main sources of data and methods are described below. In analyzing the data, the evaluator will triangulate information from various sources and stakeholder perspectives as far as possible to ensure reliable and robust conclusions.

#### Document review

- Review of documents directly related to the project including design, implementation progress and reporting documents and materials produced by the project. The ACT/EMP has provided the key project documents through email transfer. **See List of Documents for Review at Annex 4.** Transfer and collection of documents is ongoing at the time of the submission of the Inception Report and the evaluator will gather further documents and materials produced during the field mission.
- Review of context related materials.
- Webpages of ILO Myanmar Liaison Office

### Stakeholder interviews

Stakeholder interviews, either individual or group-based as appropriate, will be conducted by the evaluator face-to-face or by Skype calls for those stakeholders in locations that cannot be visited by the evaluator due to the limitation of resources. The evaluator will make a field mission to Yangon, the administrative hub of the project, to meet with staff and stakeholders. Therefore, interviews will be held in person with those staff and constituents based in Yangon. **The draft field mission schedule is included at Annex 3.**

For each main stakeholder group, the evaluator will use a question guide for a semi-structured interview process, based on the evaluation questions with adjustments made to the question list according to the specific group. The evaluator will use a standard introduction about the evaluation for all the interviews.

The Jakarta CO Programme Officer in consultation with the evaluator has provided a list of the contact persons. **See List of Contact Persons at Annex 2.** The stakeholders comprise the following groups:

- ILO staff at HQ –ACT/EMP with technical backstopping oversight and/or desk officer for Asia.
- ILO Yangon – Myanmar (Deputy Liaison Officer, Project Coordinator, National Project officer, Other CTAs of relevant projects).
- Employers’ Organizations in Myanmar (representatives of UMFCCL, MGMA, Mandalay Chamber of Commerce and Industry).
- Other relevant stakeholders

Depending on the number of participants and their affiliations, stakeholder focus group discussions will be considered to discuss the project’s achievements, challenges, recommendations for sustaining achievements and future directions. The list of participants to be invited is not yet confirmed. The outputs of the session will be documented for inclusion in the evaluation report.

**Limitations of the methodology.** The evaluation matrix notes a number of potential limitations of the data sources and methodology per question. Broadly speaking the limitations of the methodology include the following:

- **Limited field interviews:** Considering the key stakeholders of the project mostly from the employers’ organizations, the interviews will be limited to the employers’ representatives. The evaluator has not received any suggestions to interview the representatives from the government or workers’ organizations. The evaluator will need to confirm whether interview with the government and unions are necessary for the valuations.
- **ILO staff gaps:** A further limitation is that the project coordinator is not based in Yangon, accordingly it is very limited time to conduct the field mission.
- **No constituents’ validation meeting:** For reason that the stakeholders interviewed during the field mission are only from business and ILO Staff, it may not necessary to organize validation meeting, which will give limited avenues for validation of the findings. The evaluator will continue to contact relevant stakeholders by email or skype should there is a need to ask for clarification.



#### 4. Work Plan and Deliverables

The evaluation comprises three major phases - inception, data collection and analysis and reporting, which will be approximately consecutive. The detailed work plan, based on the TOR with some adjustment following consultations, is shown in Table 1.

**Table 1. Workplan: Proposed time frame and responsibilities**

Phase	Responsible Person	Tasks	Proposed timeline
I Inception	Evaluator	<ul style="list-style-type: none"> <li>○ Desk Review of project related documents</li> <li>○ Telephone/email briefing with the ACTE/EMP backstopping technical unit and project coordination</li> <li>○ Prepare the inception report and submit to evaluation officer in ROAP and ACT/EMP</li> </ul>	23 August
	Project coordinator/ACT/EMP/ROAP	<ul style="list-style-type: none"> <li>○ Provides feedback on the inception report and requests amendment/ approves report</li> </ul>	30 August
II Data collection	Evaluator (logistical support by the project and Liaison Office)	<ul style="list-style-type: none"> <li>○ Interviews with HQ staff and other relevant ILO officers and stakeholders by Skype or teleconference (if needed)</li> <li>○ Field visit in Yangon For interviews with stakeholders, project staff and other relevant officers in Yangon</li> <li>○ Debriefing in Yangon</li> </ul>	12 – 19 September
III Analysis & reporting	Evaluator	<ul style="list-style-type: none"> <li>○ Draft report based on desk review, field visit, interviews/questionnaires with stakeholders in Yangon</li> </ul>	Draft reported submitted by 11 October
IV Draft report review	Project coordinator	<ul style="list-style-type: none"> <li>○ Circulate draft report to key stakeholders</li> <li>○ Stakeholders provide comments</li> <li>○ Consolidate comments of stakeholders and send to evaluator</li> </ul>	Comments consolidated by 25 October

VI Revision	Evaluator	<ul style="list-style-type: none"> <li>○ Finalize the report including explanations on why comments were not included</li> <li>○ Submit Evaluation Summary</li> </ul>	8 November 2019
VII	ROAP	<ul style="list-style-type: none"> <li>○ Review the revised report and submit it to EVAL for final approval</li> </ul>	22 November 2019

### Key deliverables and dates

The key deliverables set out in the TOR and their due dates/submission dates are as follows:

Deliverable	Submission Date
Inception Report	23 August, 2019
Field mission	16 – 18 September 2019
First draft evaluation report	11 October 2019
Final Evaluation report and evaluation summary template	22 November 2019

## 5. Progress to Date

The evaluator officially commenced work on 25 July as per the assignment from ROAP Evaluation Regional Office. The evaluator contacted Mr. Paolo Salvai, Project Coordinator, and Mr. Nyein Chan, National Project Officer, for preparation and gain an understanding of the project background and context and ACT/EMP interests in particular issues to be explored in the evaluation.

Project Coordinator in coordination with ACT/EMP drafted the Terms of reference for the internal evaluation. Based on this TOR, the evaluator prepared the draft inception report. The field mission is to Yangon planned on 16-18 September. The interpreter in Myanmar will be provided by the project.

The evaluator plans to discuss further on the field mission agenda, and to conduct skype interview with ACT/EMP prior to the field mission. She will continue arranging the outstanding calls during the week in Yangon when there are gaps between meetings.

## 6. Report Structure

The indicative structure of the final evaluation report is provided below. The order of particular sub-sections may be adjusted during the development of the report.

### Front pages

- Title page
- Table of Contents
- List of Tables and Figures

- List of Acronyms
- Executive Summary (approximately 5 pages)

**I. Background and Project Description**

**II. Evaluation Objectives and Methodology**

2.1 Purpose and Scope

2.2 Methodology

**III. Evaluation Findings**

3.1 Design validity

3.2 Relevance

3.3 Progress and Effectiveness

3.4 Efficiency

3.5 Sustainability

3.6 Impact

**IV. Conclusions**

- Sub-Sections corresponding to each of the major sections in the Findings section.

**V. Lessons Learned and Good Practices**

**VI. Recommendations** - identifying in parentheses the stakeholder(s) to which each recommendation is directed to, in addition its timeframe (short, medium or long-term) and resource implication (low, medium, or high)

**VII. Annexes**

The annexes to the report will include the Evaluation TOR, data collection matrix, list of persons met, list of documents reviewed, completed Lessons Learnt and Emerging Good Practices templates; updated progress against the Monitoring and Evaluation framework, any additional analysis or samples of project materials deemed useful by the evaluator.

The length of the evaluation report will be not more than 35 pages, excluding the executive summary and annexes. All reports, including drafts, will be written in English.

### Annex D. Data Collection Matrix

The Data Collection Matrix lists the TOR evaluation questions and the proposed source of data and the method of collection for each question. The evaluator has adjusted the wording in some places for clarity. Some questions have been moved to different thematic sections that are considered more appropriate. These adjustments are identified in parentheses following the question concerned.

Key: KII= Key informant interview; FGD= Focus Group discussion

Questions	Data Sources	Data Collection Method	Sample Questions	Limitations
<b>Design validity and coherence</b>				
Determine the validity of the project design (i.e. outcomes, outputs and activities) and the underlying theory of change still valid, including the appropriateness of the methodologies and strategies employed given in the business process and Myanmar context. Did these assist or hinder the achievement of the project's goals set out in the Project Document?	MMR 801 Project documents  MMR 801 Project personnel	Document analysis  KII FGD	How were the strategies selected and justified? Does the selection stand up to scrutiny? From view of various stakeholders, Did the project choose the best strategies?	
Were the timeline and objectives of the project clear, realistic and likely to be achieved within the established time schedule and with the allocated resources, including human resources?	Project documents Stakeholders: ILO staff responsible for MMR 801 ACT/EMP UMFCCI/employers' organizations	As above	Were the scope and objectives realistic given the available time and resources?	
How appropriate and useful are the milestones identified in assessing the progress made? To what extent were	As above	As above	How was the design process conducted? How are the needs	Project document contains limited

Questions	Data Sources	Data Collection Method	Sample Questions	Limitations
external factors and assumptions identified at the time of the design? Have the underlying assumptions on which the project was based proven to be true?			reflected in the design?	information on the analysis process
Assess the strategic fit: a) Was the overall design coherent with other ILO's priorities and policy 2018- 2019 outcome 10? b) How does the project fit in with the wider development objectives of the UN or relevant SDG targets and indicators or Myanmar's national development strategy? c) Did the project complement any initiatives of other stakeholders? Note: The three sub-questions have been groups together as they all relate to strategic fit.	MMR 801 Prodoc Country Programmes SDG targets and indicators ACT/EMP ILO Deputy Liaison Officer Project Coordination	As above	Is there a clear linkage between the strategies and the problems they are intended to address? How clear and valid is the project's Theory of Change? (internal logic) and the assumed causal pathways? To what extent did the project design complement and collaborate with other initiatives (ILO or other)?	Project design document is not very detailed
How does the project (specifically the 2018-19 phase) respond to the evaluation recommendations from the RBSA Independent Evaluation conducted for MMR 801 in 2017?	Project document 2017 Independent Final Evaluation Recommendation Stakeholders: Project Coordinator	As above	How are specific the recommendations reflected in the design?	

Questions	Data Sources	Data Collection Method	Sample Questions	Limitations
	ACT/EMP Employers' organizations			
Was the strategy for sustaining the project results clearly defined clearly at the design stage of the project?	Project document  ACT/EMP Project coordinator	As above	How well is the sustainability strategy set out in the documentation? How did the designers and project manager perceive and promulgate the sustainability strategy?	
<b>Relevance</b>				
Examine whether the project has responded to the real institutional needs of the UMFCCL and other employers' organizations around their governance structure, service provision, policy advocacy efforts and leadership abilities, and whether the project is still consistent and relevant to the needs of the business communities, and current development in Myanmar?	Project documents and reports UMFCCL, MGMA and other stakeholders	Document review  KII	What are the UMFCCL's needs in relation to its role as the business representatives? How well did this project meet your actual needs?	Potential interviewee selection bias. Ideally, the evaluator would be able to randomly. Due to language barrier, the evaluator will be accompanied by the project staff
Was the project designed based on an analysis of UMFCCL and other employers' organizations needs and	Project document ACT/EMP Project Staff Deputy Liaison Officer	As above	How well did the project respond to the needs in the	

Questions	Data Sources	Data Collection Method	Sample Questions	Limitations
grounded on strategic intervention points based on priorities expressed?			country, especially business community?	
Assess whether the problems and needs that gave rise to the project still exist or have changed. If the needs changed, did the project adapt its strategies? (added by evaluator)	Progress reports  Project Staff  Stakeholders	Document review  KII  FGD	Did the project remain relevant to the issues throughout? Have there been changes in the need of business communities?	
<b>Effectiveness (including effectiveness of management arrangement)</b>				
Has the planned objectives been achieved? To what extent 1) the UMFCI and other partner organizations are able to be actively engage in labour and employment policy development; 2) the UMFCI and other partner organizations are able to provide new labour related services to its members. If not, what are the main constraints, problems and areas in need of further attention? If yes, what are the main contributing factors.	Project reports against immediate objectives and goal – impacts.  Project Staff UMFCI	Desk Review  KII  FGD	To what extent do you think the project has achieved its objectives? Why? What assisted or hindered their achievement?	Potential interviewee selection bias. Ideally, the evaluator would be able to randomly. Due to language barrier, the evaluator will be accompanied by the project staff
Does the project collaborate with other projects and programmes to enhance its impact and effectiveness?	All stakeholders	As above	In what way did MMR 801 collaborate with other projects, government and	

Questions	Data Sources	Data Collection Method	Sample Questions	Limitations
			unions or other stakeholders to leverage its effectiveness/impact?	
Has the project received adequate administrative, technical and if needed, political support from concerned ILO offices (liaison Office, ACTEMP and DWT-Bangkok)? If not why?	Project reports Project staff Deputy Liaison Officer ACT/EMP or Employers' specialist	As above	The question concerns management effectiveness as well as efficiency. Also ask how well management arrangements worked centrally by ACT/EMP and in the country	
How effectively has the project management and ILO monitored project performance and results? Is a monitoring and evaluation system in place and how effective has it been? Is information regularly analysed to feed into management decisions?	As above	As above	Is there any M&E system in place? How effective What use did the project management team make of the project M&E data?	
<b>EFFICIENCY (A measure of how economically resources/inputs i.e. funds, expertise, time etc. are converted to results)</b>				
Have resources been allocated strategically to achieve results? And have they been delivered in a timely manner? If not, what were the factors that have hindered timely delivery of	Project reports Project staff Liaison Office ACT/EMP	Document review KII	Compare the allocated resources with results obtained. In general, did the results obtained	



Questions	Data Sources	Data Collection Method	Sample Questions	Limitations
outputs? Any measures that has been put in place?			justify the costs incurred?	
The extent to which the resources have been leveraged with other related interventions or other projects to maximise impact, if any?	As above	As above	In what way the MMR 801 collaborate with other projects and programmes towards project goals? What additional value the project bring?	
<b>Impact</b>				
What has been the impact of the project on Institutional building, process, and policy change that can be attributed to the ILO work in strengthen the capacity of the UMFCCL and other employers' organizations?	Project reports Project staff Stakeholder representatives	Document review KII FGD	Is there any evidence that the project improved the capacity of UMFCCL and other employers' organizations? What new policy and services provided by UMFCCL in the last 2 years?	
Has there been any changes (or some progress) made on the economy and society – that the employers' organization has played in relation to labour related issues in Myanmar which can be attributed to the project (due to the fact that the employers'	As above plus National country priorities	As above	Is there any linkage between the business' roles and the social economy policy adopted by the country?	No stakeholders other than business communities and ILO to be interviewed.

Questions	Data Sources	Data Collection Method	Sample Questions	Limitations
and business organization has embraced the labour mandate, etc.)?				
The extent that the UMFCCL has played its role as a social partner, representative voice of business and as a source of information for its members.	Project reports Project staff UMFCCL	As above	What new policy and services provided by UMFCCL in the last 2 years? What are the involvement of UMFCCL in the country?	
<b>Sustainability</b>				
Taking into account the Myanmar's context, the extent to which the results of the interventions (particularly on the institutional capacity development of the UMFCCL) are likely to be durable and can be maintained or even scaled up and replicated by the partners after the project ended. What has been planned as exist strategy?	Project reports Project staff UMFCCL	As above	What are the project results will likely to be maintained by UMFCCL? What is the plan to sustain it?	Depends how well the sustainability strategy is articulated in writing and has been shared and disseminated
<b>Special aspects</b>				
The extent that the project has promoted ILO's strategic objectives on social dialogue and international labour standard (taking into consideration the context of the project). Any improvement in the	Project reports Project staff All stakeholders	Reporting KII FGD	How the project and business communities engaged with the workers and workers' representatives?	No stakeholders other than business communities and ILO to be interviewed.

Questions	Data Sources	Data Collection Method	Sample Questions	Limitations
tripartite or bipartite social dialogue in Myanmar?			How is the engagement of business in the tripartite forum?	
The extent to which gender has been addressed in the design and implementation or in the results of the interventions?	As above	As above	Is there any evidence that the project has influenced gender and ILS in the employers' policy advocacy and capacity? (e.g. sectors dominated by female/males)	Lack of data on gender mainstreaming in the project documentation. The evaluation can look for signs that the project's sustainable results include changes in gender patterns in the employers' policy advocacy and capacity.

## **Annex E: List of Contacts for the Final Evaluation of MMR 801 Project**

### **a) ILO staff in Myanmar**

#### **Liaison Office**

- Ms. Piyamal Pichaiwongse, Deputy Liaison Officer
- Project team
  - Mr. Paolo Salvai, ILO Project Coordinator
  - Mr Nyein Chan, National Project Officer
- Other CTAs of other projects, if relevant
  - Mariana Infante, CTA Vision Zero Fund Project
  - Catherine Vaillancourt-Laflamme, CTA Garment Industry project

### **b) Other key stakeholders:**

- ACTEMP HQ
  - Sanchir Tugschimeg, desk officer for Asia
- Employers organisations in Myanmar
  - Daw Khine Khine New, Joint Sec Gen UMFCCI/MGMA
  - Employers Organisation department staff (7), UMFCCI
  - Ms. Ami Shein, MGMA Managing Director
  - MGMA Staff – labour officers (3)
  - Kyaw Oakkar, Sec Gen Mandalay Chamber of Commerce and Industry
- Others
  - Christiane Shultz, Project Manager AVE
  - Bente Toftkær, Manager, Danish Industry
  - UMFCCI and MGMA selected members

## **AnnexF. List of Documents Reviewed**

- Project Document MMR 801
- Initial draft work plan and baseline of the project outcomes
- Log frame of Institutional Capacity of Employers' Organizations in Myanmar
- MMR 801 Output Based Budget
- CPO MMR 801 Annual Review
- Current status of the ACT/EMP work plan activities related to RBSA Project, prepared by Paolo Salvai, ACT/EMP Project Coordinator dated 7 July 2019
- Implementation Report of MMR 801 – Outcome 10 Indicator 10.1 (2018-2019)
- Implementation Report of MMR 801 – Outcome 10 Indicator 10.2 (2018-2019)
- Implementation Report of MMR 801 – Outcome 10 Indicator 10.3 (2018-2019)
- Independent Final Evaluation Report MMR/14/01/RBS and MMR/16/02/RBS

