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# Central Project Evaluation

Capacity Building for Private Sector Development  
in Myanmar

PN 2016.2134.1

## Evaluation Report

On behalf of GIZ by Simone Macbeth Forbes and Ye Min Thant

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### Evaluators:

Simone Macbeth Forbes, Ye Min Thant

### Authors of the Evaluation Report:

Simone Macbeth Forbes, Ye Min Thant

### Concept, coordination and management

Claudia Kornahrens, Head of section

Vera Hundt, Evaluation manager

GIZ Corporate Unit Evaluation

Central project evaluations section

### Responsible:

Albert Engel, Director

GIZ Corporate Unit Evaluation

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Christine Steel

Chris Steel Editorial Services

### Registered offices:

Bonn and Eschborn

Friedrich-Ebert-Allee 36 + 40

53113 Bonn, Germany

T +49 228 4460-0

F +49 228 4460 – 1766

E [evaluierung@giz.de](mailto:evaluierung@giz.de)

I [www.giz.de/evaluierung](http://www.giz.de/evaluierung)

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## Abbreviations

ADB	Asian Development Bank
ASEAN	Association of Southeast Asian Nations
BMZ	German Federal Ministry for Economic Cooperation and Development Deutsches Bundesministerium für Wirtschaftliche Zusammenarbeit und Entwicklung
CD	Capacity Development
CESD	Centre for Economic and Social Development
CITPAR	Community Involved Tourism Pa-O Region
CofO	Certificates of Origin
CPE	Central Project Evaluation
DeVAL	German Institute for Development Evaluation Deutsches Evaluierungsinstitut der Entwicklungszusammenarbeit
DFID	Department for International Development (UK)
DICA	Directorate of Investment and Company Administration
DSMED	Department of Small and Medium Enterprise Development
EbA	Everything but Arms
ERIA	Economic Research Institute for ASEAN and East Asia
EU	European Union
FGD	Focus Group Discussion
GAP	Good Agricultural Practices
GDP	(Growth of) Gross Domestic Product
GIZ	Deutsche Gesellschaft für Internationale Zusammenarbeit GmbH
HS	Harmonised Commodity Description and Coding System
ICT	Information and Communication Technology
IHHVTC	Inle Heritage Hospitality Vocational Training Center
JICA	Japan International Cooperation Agency
LNOB	Leave No One Behind
MFVP	Myanmar Fruit, Flower and Vegetable Producer and Exporter Association
MoHS	Ministry of Health and Sports
MoHT	Ministry of Hotels and Tourism
MIC	Myanmar Investment Commission
MoALI	Ministry of Agriculture, Livestock and Irrigation
MoC	Ministry of Commerce
Mol	Ministry of Industry
MoPF	Ministry of Planning and Finance

MSDP	Myanmar Sustainable Development Plan
MSME	Micro, Small and Medium Enterprise
MYAN-TRADE	Myanmar Trade Promotion Organisation
NLD	National League for Democracy
OECD/DAC	Organisation for Economic Co-operation and Development/Development Assist Committee
PCA	Peace and Conflict Assessment
PEV	GIZ Decentralised Project Evaluation
REX	Registered Exporter System
RoO	Rules of Origin
SDG	Sustainable Development Goal
SMART	Specific, Measurable, Attainable, Realistic, Timely
SMEs	Small and Medium Enterprises
SPS	Sanitary and Phytosanitary Standards
ToC	Theory of Change
UMFCCI	Union of Myanmar Federation of Chambers of Commerce and Industry
USAID	United States Agency for International Development
WEWG	Women's Entrepreneur Working Group



# The Project at Glance

Myanmar: Capacity Development for Private Sector Development

Project number	2016.2134.1
CRS-Code(s) (Creditor Reporting System Code)	25010
Project objective	The framework conditions and services available for sustainable growth of micro, small and medium-sized enterprises (MSMEs) and small producers in selected sectors are improved
Project term	10/2016-12/2018
Project volume	14,210,010.29 EUR
Commissioning party	German Federal Ministry for Economic Cooperation and Development European Union Co-financing
Lead executing agency	Ministry of Planning and Finance (MoPF)
Implementing organisations (in the partner country)	Ministry of Commerce (MoC), Myanmar Trade Promotion Organisation (MYANTRADE), Ministry of Industry (MoI), Department for SME Development (DSMED), Directorate of Investment and Company Administration (DICA), Department of Customs, Union of Myanmar Federation of Chambers of Commerce and Industry (UMFCCI), Ministry of Hotels and Tourism (MoHT), business associations, entrepreneurial community-based tourism organisations
Other development organisations involved	Japan International Cooperation Agency (JICA), World Bank, Asian Development Bank (ADB), International Trade Centre (ITC), USAID, Lux Development Agency
Target group(s)	Micro, small and medium-sized enterprises (MSMEs) and small producers, export-oriented small and medium enterprises (SMEs), villagers targeted by entrepreneurial community-based tourism organisations in Shan State



# Summary

This evaluation is focused on the Technical Cooperation Measure 'Capacity Development for Private Sector Development' in Myanmar (PN 2016.2134.1), which had a project duration of 2 years and 2 months, from 10/2016 to 12/2018. The project was implemented with co-financing from the European Union (EU) or Trade Development and had a total budget of EUR 14,210,010.29 (EUR 6,850,674.80 BMZ; EUR 6,850,674.88 EU). The project outcome reads that: 'The framework conditions and services available for sustainable growth of MSMEs and small producers in selected areas are improved.' To achieve the outcome, the project worked in two interrelated intervention areas, private sector development (funded by the German Federal Ministry for Economic Cooperation and Development, BMZ) with output A, B and C and trade development (EU co-financing) with output D, E, and F. The outputs are: (A) The capacities of MSMEs have improved in selected sectors; (B) Additional and qualitatively better public and private services are available to MSMEs and small-scale producers in selected sectors and regions; (C) The capacities of regional and national public sector authorities to shape framework and business conditions in chosen sectors and regions have been enhanced in the spirit of a social and ecological market economy; (D) Capacities have improved among public and private sector actors to shape trade policy reforms; (E) Customs procedures and processes for the import and export of goods have been improved; and (F) The quality infrastructure and the sanitary and phytosanitary standards (SPS) in selected sectors are aligned with EU standards.

**Evaluation design:** A semi-remote evaluation inception phase took place shortly before project closure, in November/December 2018; the on-site mission phase was implemented two months after project closure, in February/March 2019. For assessing certain dimensions of effectiveness and impact, three hypotheses were selected for in-depth contribution analyses. The project was assessed based on available indicator baseline and monitoring data, project survey data, secondary data and data gathered in interviews, focus group discussions (FGDs), workshops and field visits during the mission phase. Evaluation stakeholders were selected based on the project's theory of change (ToC), the map of actors and their project knowledge level. All participating stakeholders provided substantial and reliable data for change. Content analyses of statements and documents was applied; monitoring data and secondary data were analysed. Certain dimensions of effectiveness and impact were verified based on the contribution analyses, and the follow-the-money approach was used for analysing (production) efficiency. The evaluator team consisted of an international team leader and a local evaluator. The evaluation team accomplished all evaluation tasks together and ensured triangulation of sources, data and researchers.

## Summary of findings

**Predecessor project:** GIZ was one of the early development partners when Myanmar opened after many years of isolation. The predecessor project was important for initial capacity development and eye-opening learning and cooperation experiences of partners. It was equally important for GIZ to have an early in-country presence to get to know this new country (for GIZ and almost every development partner at the time) and to learn how to best support private sector development in Myanmar. Stakeholders confirmed that the predecessor project provided crucial and efficient support where it was most needed. The results and lessons learnt of the predecessor project were well consolidated in the design of the current project and continued measures led to extended results under the current project (see section 4.2 to 4.6). The results of the discontinued measures – mostly developed organisational capacities – are mostly durable. Factors of success for long-term results were partner commitment, political priorities and support for institutions, and the availability of funds.

**Relevance:** The project is very successful in terms of alignment with the strategic reference framework and meeting the needs of its direct target group. It is successful in terms of meeting the needs of the indirect target group, however these go beyond readiness for the EU market, which is a priority of the EU

financed trade development field of interventions. Gender differentiated needs could not be accommodated in the project concept to any significant extent. The project evolved from a well-resourced predecessor project. Though generally conducive to output and outcome achievement with scaling potentials, the wide range of thematic areas, the complex partner structure, steering by partner structure, and coverage of micro- to macro-level interventions limited opportunities for synergies within and between outputs. The project reacted well to changes of external factors (stagnating portfolio, Everything but Arms (EbA) review process) and timely initiated a strategic adaptation, exit and planning process.

**Effectiveness:** The project is successful in terms of outcome indicator achievement. The outputs too are largely achieved and the contribution stories, which were developed based on triangulated sources and data, are sound. Three pre-selected hypotheses – contribution to services for (1) private sector development; (2) for trade development; and (3) contribution to improved framework conditions – were confirmed; observed change could not solely or substantially be explained by alternative factors. However, sales decreased in supported community-based tourism projects between 2016 and 2018 due to external factors. Also, the project was rather unsuccessful in establishing partnerships with the industry (as a key lever to market readiness and access) and not able to verify its contribution to gender equality; both reflected in indicator measurement and in the contribution stories. The project was able to counteract some but not all risks for project success (armed conflict, community conflicts, Rakhine conflict, EbA review process, frustration because of delayed reforms). Opportunities for additional positive results have been seized (e.g. drafting of the National Food Safety Policy) and the mission did not find any hint of opportunities that the projects did not take. No negative results were identified.

**Impact:** The contributions to impact are plausible and three pre-selected hypotheses – contributions to A. public-private cooperation and partnerships, B. peaceful local dynamics, and C. sustainable and socially equitable economic growth – were confirmed, while explanations solely based on alternative factors were ruled out. However, it was not possible to verify impact through objective external sources. Relevant international indices, such as the Economic Research Institute for ASEAN and East Asia (ERIA) small and medium enterprise (SME) policy index or the World Bank Trading Across Borders Index, changed their methodology so that yearly values cannot be compared. Looking at Myanmar's ranking in comparison to neighbouring countries, Myanmar improved over the years, but not as much as other ASEAN countries. The project implemented mechanisms that were suitable to generate widespread impact; and project innovations were adopted and replicated by other actors. Impact, however, remains volatile in the longer term due to rising risk of conflict and uncertain macro-economic and market developments. These factors already limited project success at output and outcome levels (i.e. hold of activities in Northern Shan State, withdrawal of investors, fewer and fluctuating numbers of tourists entering Myanmar since 2016). The options for counteracting these risks are limited.

**Efficiency:** Interventions were focused from the predecessor to the current project. In line with its strategic focus on strengthening partner institutions, the chosen thematic areas, partner structure and instruments were adequate to achieve the outputs and outcome – as verified in indicator achievement – and are flexible for scaling of interventions. The project allocated instruments thoughtfully, monitored finances diligently and shifted resources if necessary, to maximise its outputs. Overall, the complexity of partner structure, topics and intervention levels was less conducive to boosting synergies and to linking and upscaling of interventions with different partners and on different levels. The project could not bring all its interventions to full potential, particularly in the area of partnerships (because priority was given to strengthening partners while market orientation came second), economic inclusion of women and improved framework conditions (e.g. draft status of critical documents such as a honey sector residue monitoring plan or a Draft Illegal Unreported and Unregulated Fishery Plan). The project did not maximise the use of the available budget for equipment. Opportunities for cooperation and synergies were seized. The evaluation mission acknowledges that the project built a foundation for impact beyond the formally agreed indicators of success by using a training of trainer approach, replicating models and pilot interventions. Where possible, the project also envisaged upscaling of local experiences at national level.

**Sustainability:** The project's capacity development approach was suitable to anchor capacities and results in partner institutions; and most of the supported services and framework conditions are anticipated to be durable. Based on lessons learnt, the project engaged in a strategic exit and simultaneous planning process of the follow-on project. The exit strategy generally was adequate to ensure sustainability of interventions that will not be further supported by the follow-on project or other actors. For some intervention areas however, sustainability constraints in terms of limited financial partner resources and capacities remain. Also, the project could not secure stable markets for the supported value chains in Shan State and Mandalay. Sustainability of results is uncertain due to external factors (conflict risks, EU and foreign policies, macro-economic development).

**Additional evaluation topic: benefits from information and communication technology (ICT) instrument use.** The project seized opportunities to improve services or the implementation of framework conditions with the help of ICT (effectiveness). Online registration and application reduce time and costs and make application processes more efficient. Webpages and apps efficiently make information available to the public. Except for software and databases, which were developed for certain internal organisational purposes, all ICT-related results are accessible to everyone (who uses ICT) and hence, are maximum scaled.

## **Identified factors of success and failure**

### **Management by GIZ**

- Long-term, sincere and genuine cooperation between project and partners
- Needs-/demand-based project approach, project flexibility to cover emerging ideas of partners
- GIZ technical capacity and innovative approaches provided by GIZ
- Needs-based strategic planning
- Active coordination and cooperation with other projects/donors to avoid duplications and to seize synergies
- Administrative procedures for recruitment and procurement

### **Management by partners**

- Motivation/ownership/driving force of partners (identified for current and the predecessor project)
- Capacity of partners (number, capacity and availability of personnel, budget). The availability of funds was also an identified factor of success and failure of the predecessor project
- Inter-government and inter-institutional cooperation; cooperation between private and public sector actors
- Donor coordination to avoid duplication and to facilitate seizing of synergies

### **External factors**

- Contribution of other projects to capacity development in a sector
- Political priorities and support for institutions (identified for the predecessor project)
- Overall development in Myanmar, e.g. infrastructure development in Shan State, ICT development
- Community conflicts
- Armed conflict
- Everything but Arms (EbA) review process
- Macro-economic developments
- Tourism flow into Myanmar; tourism development in the whole country

**Two important levers** for further private sector development in Myanmar were identified:

- Readiness and access to markets and enough (timely) return
- Tapping into investments opportunities/access to finance

## **Summary of recommendations for the follow-on project (implementation time frame 2019)**

### **Recommendations for extending the results and furthering sustainability in value chains and in thematic areas**

- To further support trade promotion at national level (diversification of products, producers, markets); possibly with long-term advisers in the Myanmar Trade Development Centre.
- To extend the scope of market readiness and access even more to diversified markets (local, ASEAN, EU etc.) for interventions on national, regional and local level.
- To continue introducing models and adequate innovations on micro/meso-level and to verify options for systematic upscaling of successful models/practices.
- To support community-based and other kinds of successful business models in local communities.
- To consider and verify options for supporting investments (e.g. linking to investors or other development projects/funds/facilities, check feasibility of development partnership with the industry).
- To explore options for further support to investment promotion services on national and regional level; possibly with long-term advisers at the Directorate of Investment and Company Administration (DICA).
- To explore options for strengthening services that support enterprises and MSMEs to set up the required systems for accessing finances from financial institution. To continuing raising awareness and enhancing public-private cooperation on access to finance. To explore synergies with the GIZ Financial Sector project also under the follow-on project.
- To continue feeding local needs, experiences and lessons learnt into the policy dialogue.
- To explore options for continued support to public-private dialogues and partnerships.
- To build on the successful experience with the use of information and communication technology and to verify options for the use of ICT in the follow-on project. Investigate ICT use and innovations in private sector development in the region.
- To phase out integrated regional development interventions under the private sector development project. German Development Cooperation could consider implementing a separate integrated regional development/decentralisation project.
- To review after a few months whether the implemented exit strategy panned out as anticipated. If required, the follow-on project could accommodate last finishing activities.

### **Recommendation for adjusting the project concept and efficiency, i.e. the organisational development hypotheses, partner structure and instrument assignment**

- To build on existing partnerships and successful cooperation. Against the background of reduced resources, further focusing of support to key partners might be required. Ideally, GIZ should try keeping in contact with all partners (through the project or other GIZ projects) to remain accessible and informed and to be able to reactivate cooperation within the scope of the follow-on project.
- To allow for continued phasing out of organisational development support to institutions and within value chains and to focus available resources on those outputs that more directly benefit the final beneficiaries (enterprises, MSMEs, communities).
- To plan and steer according to outputs to best exploit synergy potentials. Long-term advisers can be deployed to institutions but should be responsible for managing outputs. Interventions at local, regional and national levels should be interlinked to facilitate scaling-up of good practices and feeding lessons learnt into the policy framework.
- To remain flexible for needs-based support and specialised technical expertise and training (short-term experts), among others to also cover emerging topics.

### **Recommendations regarding suitable consideration of gender equality**

- To consider agreeing on a less ambitious gender focus with the German Federal Ministry of Economic Cooperation and Development, while giving priority to enhancing productivity, quality and sales.
- To strengthen a gender focal person within the project and to consider drafting a gender capacity development strategy to mainstream gender equality in interventions.
- To continue successful means of anchoring gender equality in framework conditions, e.g. continuation of dialogues that address gender concerns.

#### **Recommendation to consider the needs of different areas/regions in Myanmar**

- The German Development Cooperation has a regional implementation focus on Shan State; the BMZ Myanmar Country Strategy already allows for criteria-based interventions in other regions. The project should make use of this flexibility, explore the needs of different areas/regions and review support of other actors to certain areas/regions to focus its interventions well informed.

#### **Recommendation to remain vigilant about risks and conflict sensitive implementation**

- To strongly integrate risk considerations into the concept of the follow-on project.
- To implement conflict analyses/do-no-harm approach for all intervention areas, being particularly sensitive when working with local communities and in areas affected by armed conflict (ensuring conflict sensitivity of investments, implementation approaches, suitability of community-based approaches and business models).
- To monitor conflict-related risks and to remain flexible for adjustment of the implementation strategy, if required.

Criterion	Score	Rating
Relevance	91 of 100 points	Very successful
Effectiveness	90 of 100 points	Successful
Impact	82 of 100 points	Successful
Efficiency	85 of 100 points	Successful
Sustainability	78 of 100 points	Rather successful
Overall score and rating for all criteria	85 of 100 points Average Score of all criteria (sum divided by 5, max. 100 points see below)	Successful

100-point-scale	6-level-scale (Rating)
92-100	Level 1 = very successful
81-91	Level 2 = successful
67-80	Level 3 = rather successful
50-66	Level 4 = rather unsatisfactory
30-49	Level 5 = unsatisfactory
0-29	Level 6 = very unsatisfactory

# 1 Evaluation objectives and questions

This chapter defines the objectives of the final evaluation of the Capacity Development for Private Sector Development project (PN 2016.2134.1) in Myanmar (1.1), and the corresponding evaluation questions (1.2).

## 1.1 Objectives of the evaluation

The final evaluation of the Capacity Building for Private Sector Development project (2016.2134.1) is embedded in the central project evaluation for BMZ (Bundesministerium für Wirtschaftliche Zusammenarbeit und Entwicklung) business system of the Deutsche Gesellschaft für Internationale Zusammenarbeit GmbH (GIZ). Central project evaluations are carried out by external evaluators on behalf of the GIZ Evaluation Unit and fulfil three basic functions: (i) to support evidence-based decisions, (ii) to promote transparency and accountability, and (iii) to foster organisational learning within the scope of contributing to effective knowledge management (GIZ 2018a p.7). The objectives of the evaluation include: (a) To evaluate the project's success based on the criteria of the Organisation for Economic Co-operation and Development/Development Assistance Committee (OECD/DAC); (b) To draw conclusions and recommendations that support decision-making for the follow-on project's planning and implementation and that contribute to its development effectiveness; (c) To support knowledge management and learning in the sector and within involved organisations.

The evaluation was selected as part of a regionally stratified random sample which was drawn from all GIZ projects with a commission value of over EUR 3 million. It thereby contributes to achieving an evaluation cover rate of 30–50% of all GIZ projects with the respective commission value. Direct users are: (i) the follow-on project and its partners who use the findings for further strategy development, planning and implementation, and thereby for increasing the follow-on project's development effectiveness, (ii) the BMZ and the EU who use the findings for continuous policy dialogue, steering and strategy development in the sector and in Myanmar, (iii) stakeholders in private sector and trade development in Myanmar who use the results for shaping their political and administrative reforms and for improving services for the final beneficiaries, and (iv) the GIZ and the interested wider public who use the results for learning and programme development.

GIZ and partners implemented numerous events for the closure of the project and a comprehensive consultation process in preparation of the follow-on project. Limited time resources and transfer of GIZ staff to other projects and destinations restricted the availability of some key stakeholders for the evaluation, and partners were not involved in the inception and mission phase (see 1.2). The consultants were able to capture enough information from available GIZ staff and through documents.

## 1.2 Evaluation questions

The project is assessed based on standardised evaluation criteria and questions to ensure comparability by GIZ. This is based on the [OECD/DAC criteria](#) for the evaluation of development cooperation and the [evaluation criteria for German bilateral cooperation](#): relevance, efficiency, effectiveness, impact and sustainability. Aspects regarding the criterion coherence, complementarity and coordination are included in the other criteria. Specific evaluation dimensions and analytical questions are derived from this given framework by the GIZ. These evaluation dimensions and analytical questions are the basis for all central project evaluations in GIZ and can be found in the evaluation matrix (annex 1). In addition, the contributions to Agenda 2030 and its principles (universality, integrative approach, Leave No One Behind (LNOB), multi-stakeholder partnerships) are also considered as well as cross-cutting issues such as gender, the environment, conflict sensitivity, and human rights. Aspects regarding the quality of



implementation are also included in all OECD/DAC criteria. In addition, the GIZ Evaluation Unit asked to explore whether the ICT instruments used contributed to effectiveness and efficiency and held potential for transferal and scalability. Project and follow-on project staff considered the analytical questions as adequate to satisfy knowledge and learning needs of GIZ, partners and other stakeholders. Unlike in planning, partners were not consulted regarding the formulation of additional evaluation questions because of tight schedules at the closure of the project and for the planning of the follow-on project. The project anticipated the partner's requirements.

## 2 Object of the evaluation

This chapter describes the object of the evaluation, hence the project with its context and partner structure (section 3.1) and the underlying theory of change (section 3.2)

### 2.1 Definition of the evaluation object

Myanmar, a country of 676,576 km<sup>2</sup>, is home to 55,622,506 people (July 2018 est., CIA 2018) of seven bigger (and numerous smaller) ethnic groups, of which Burmese constitute the biggest group with about 68% of all inhabitants. After the military rule 1962–2011, Myanmar initiated democratic reforms with its first free and fair general elections in 2015. Progress has been made to stabilise the country under the ruling of the National League for Democracy (NLD) under Aung San Suu Kyi. Nevertheless, ethnic tensions persist, and a significant proportion of the country remains affected by conflict and associated tensions to a varying extent (est. 35.8% of townships which host close to 25% of the population; Asia Foundation 2017 p. 11). Recently, the conflict in Rakhine State draws attention from the international community; and in 2018, the EU reserved to suspend the EbA trade deal with Myanmar.

Due to its abundant resources (e.g. gas, copper, water) and agricultural areas, Myanmar has high economic potential. However, the population lacks access to resources, infrastructure and energy; and 26% of the population live below the poverty line (CIA 2018). The GDP annual growth rate increased from 5.9% in 2016/17 to 6.4% in 2017/18. The inflation rate was with 6.2% the highest rate in region in 2018; the Current Account Balance stood at -3% of the GDP in 2018 (ADB 2018). According to the World Bank (2018b p.1), 'growth was driven by a recovery in agriculture and especially crop production, improved manufacturing performance, and strong services growth despite a slight slowdown likely due to tourism and banking sector uncertainties'. Myanmar economy remains agrarian, with 65.4% of the population living in rural areas and agriculture accounting for 23.6% of employment; and 51.3% of total private sector employment (OECD/ERIA 2018, p. 346). SME sector data is scarce. Around 127,000 enterprises are registered with government agencies, and some 620,000 unregistered firms are estimated to be operating in the country (Bernhardt et al., 2016 p. 32). Data on the structural contribution of SMEs to the economy are limited; by some estimates they account for around 80% of employment (OECD/ ERIA 2018 p. 349). According to the World Bank (2018a) more than 90% of Myanmar's jobs are low-productivity and low-paid work in agriculture, household enterprise or small firms.

The **object of evaluation** is the Technical Cooperation Measure, 'Capacity Development for Private Sector Development' in Myanmar identified by project number 2016.2134.1, which will be referred to here as 'the project'. It builds on the predecessor project 'Strengthening Capacities of the Private Sector' (PN 2012.2451.8) which had a project duration of 4 years and 6 months (07/2012 to 12/2016) and a total budget of EUR 23.25 million. Assessing the long-term results of the predecessor project is part of the evaluation (see section 4.6). A GIZ–EU co-financing agreement with a total budget of EU 10 million and a term from 01/2015 to 12/2018 was concluded for trade development measures. The EU co-financing measures were implemented under the predecessor project (2015–2016) and under the current project



(2017-2018). The project is embedded in a German Development Cooperation programme which aims at improving prerequisites for sustainable and socially equitable economic growth (project-near impact), which is anticipated to contribute to sustainable and socially equitable economic growth (project-distant impact). The project (PN 2016.2134.1) lasts 2 years and 2 months, from 10/2016 to 12/2018. After change offers in 09/2017 and 08/2018 and a repeat offer in 08/2018 to accommodate financial changes, the budget amounts to EUR 14,210,010.29 (EUR 6,850,674.80 BMZ; EUR 6,850,674.88 EU carried over from the existing trade development EU co-financing). The project outcome reads: 'The framework conditions and services available for sustainable growth of MSMEs and small producers in selected areas are improved.' The project works in two interrelated intervention areas with six outputs: private sector development (BMZ funded) with outputs A to C; and trade development (EU co-financing) with outputs D to F. The project follows a multilevel approach with measures on national, regional (Shan State and Mandalay) and local levels. Shan State is the focal area of the German Development Cooperation in Myanmar. For regional-level private sector development interventions, the project focuses on tea, mango and tourism value chains.

**The project's indirect target group/final beneficiaries** are SMEs, MSMEs and small producers and, in the tourism value chain, villagers targeted by community-based organisations. These benefit from improved services and framework conditions offered and shaped by public sector, private sector and civil society stakeholders with the project's support. For integrated regional planning (part of output C), the indirect target group is the population in Shan State (more detailed analyses under section 4.2 Relevance). The direct target group includes public, private and civil society actors. **Macro-level public sector actors** comprise: the Ministry of Commerce (MoC) for trade development and facilitation (outputs D and E of the project), the Ministry of Planning and Finance with the Custom Department for trade facilitation (output E), and the Central Statistics Organisation for trade policy (output D). The Ministry of Industry (Mol) with the Department for SME Development (DSMED), the Ministry of Hotels and Tourism (MoHT) and the Ministry of National Planning and Economic Development with the Directorate of Investment and Company Administration (DICA) are project partners for improving public sector services for private sector development (output B). The MoHT and DICA are also partners in shaping framework conditions (part of output C). For achieving output F (SPS standards and quality infrastructure), the project cooperates with the Ministry of Agriculture, Livestock and Irrigation (Department of Fisheries, the Department of Agriculture) and the Ministry of Education, Ministry of Health and Sports (Food and Drug Administration). At regional level, the Shan State government is involved in Regional Integrated Planning (output C), and the regional branches of DICA, MoHT and DSMED contribute to service delivery and shaping framework conditions for private sector development.

**Private sector and civil society actors** are mainly business associations on meso- (agricultural value chain clusters in Shan State) and macro-level (e.g. Union of Myanmar Federation of Chambers of Commerce and Industry (UMFCCI), Myanmar Fruit, Flower and Vegetable Producer and Exporter Association (MFVP), and national sector associations). These are strengthened on all capacity development levels (human, organisational, cooperation mechanism, enabling framework) to extend and improve their services for the indirect target group/final beneficiaries and to contribute to enabling framework conditions. In this report, the name 'private sector actors' is used for implementing organisations on micro-, meso- and macro-level (as compared to enterprises/indirect target group as private sector actors at the micro-level). Micro-level civil society implementing partners are entrepreneurial community-based organisations in the tourism value chain. The mission can confirm the conclusion of the evaluation of the predecessor, that 'the target group and partners ... are in fact very diverse... The concrete features of the target group therefore differ significantly depending on specific value chain, sector or policy initiative the project intervened' (GIZ 2016c p.15).

## 2.2 Results model including hypotheses

The project aims at improving framework conditions and services for sustainable growth of MSMEs and small producers in selected areas (outcome, pink in figure 1). The formulated aspiration level is adequate and the objective achievable, particularly since the project builds on a predecessor project, which focused on capacity development and strengthened the relationships to key actors in the sector. The project has a history of change and repeat offers; these were approved to accommodate changes in the financial situation (transfer of residual EU funds, use of additional funds which were available within GIZ at the end of the calendar year). Minor adjustments were made to make two outcome indicators measurable and to initiate ICT activities, which gain importance under the follow-on project. The project updated its results model in 2018, partly together with partners, during a strategy process for designing the follow-on project. During the inception mission, the evaluation team further elaborated the results model and improved the theory of change based on the existing documents, interviews with GIZ staff, and a semi-remote workshop with core GIZ team members. The theory of change focuses on those core result hypotheses, which are most important for answering the evaluation questions. The hypotheses can best be described starting from the activities and results hypotheses within and between outputs and concluding hypotheses from output to outcome (and impact) level. The ToC is visualised in the results model in figure 1.

To achieve the outcome, the project worked in two interrelated intervention areas, private sector development (funded by BMZ) with outputs A to C and trade development (EU co-financing) with outputs D to F (grey in figure 1). Specifically, the outputs are: (A) The capacities of MSMEs have improved in selected sectors; (B) Additional and qualitatively better public and private services are available to MSMEs and small-scale producers in selected sectors and regions; (C) The capacities of regional and national public sector authorities to shape framework and business conditions in chosen sectors and regions have been enhanced in the spirit of a social and ecological market economy; (D) Capacities have improved among public and private sector actors to shape trade policy reforms; (E) Customs procedures and processes for the import and export of goods have been improved, and (F) The quality infrastructure and the sanitary and phytosanitary standards (SPS) in selected sectors are aligned with EU standards.

**Output A: The capacities of MSMEs have improved in selected sectors:** The project strengthens MSMEs, small-scale producers and community-based organisations (indirect target group; micro-level interventions) in selected value chains (tourism, tea and mango), for example through activities such as technical advice, training in agricultural practices and processing, product development and marketing, as well as through facilitation of exchange between and within value chain actors and through linking local companies to national and international lead companies for enhanced marketing (study visits, fairs). Men and women of different ethnic groups participate in the interventions. Equipment is provided in terms of training and information material. Specific results within output A are increased human and organisational capacities of the indirect target group (result A.1 in figure 1); and functional networks and partnerships (result A.2). MSMEs, community-based organisations and small-scale producers use their enhanced capacities to improve agricultural practices and processing, to develop tourism offers and to improve marketing (output A). This enables them to access new markets and to increase their sales (outcome). The output is managed by three international long-term experts (tourism 50%, tea and mango 50%, project leader approx. 20%), five national long-term experts (each 50%) and a development worker (50%). An integrated expert is assigned to work with the Myanmar Fruit, Flower and Vegetable Producer and Exporter Association (MFVP) and UMFCFI and supports the output with 50% of their time. Local subsidies were granted to community-based organisations in the tourism value chain for pilot activities.

**Output B: Additional and qualitatively better public and private services are available to MSMEs and small-scale producers in selected sectors and regions.** The project strengthens private (e.g. MFVP, UMFCFI, business associations, clusters, community-based tourism stakeholders) and public sector actors (e.g. Department for SME Development (DICA), Department for SME Development (DSMED)) on all capacity development (CD) levels. For example, the project provided technical advice

and process support for MFVP and UMFCCI to develop a membership policy and the draft chamber law. The associations increase their staff's skills to extend and use them to improve their services, e.g. to effectively disseminate information, to organise and contribute to fairs and to train their members (result B.1). This is supported by a financing agreement for membership management services at MFVP. Also, accounting software and a laptop is provided to MFVP. Among others, DICA and DSMED staff were trained and advised in process mapping, webpage and online application development. Public sector staff are enabled to improve services, including online registration, investment permit processing, preparation and dissemination of information and implementation of regional investment promotion measures (result 2.2). Local subsidies are given to DICA for investment law training. The indirect target group uses the enhanced services of the private and public sectors to improve their capacities (part of output B). Upscaling and institutionalisation of services lead to improved framework conditions and services for sustainable growth of MSMEs (outcome). Services directed to women promote their economic participation. Like output A, output B is managed by three international long-term experts (tourism 50%, tea and mango 50%, project leader approx. 20%), five national long-term experts (each 50%), a development worker (50%) and an integrated expert (MFVP and UMFCCI, 50%).

**Output C: The capacities of regional and national public sector authorities to shape framework and business conditions in chosen sectors and regions have been enhanced in the spirit of a social and ecological market economy.** Capacity development in participatory and regional planning instruments (activities) enable Shan State planning officers to establish participatory planning and monitoring systems at all levels in Shan State (result C.1). Support to national and regional cooperation formats (activities) results in effective public-private dialogues which focus on relevant topics in private sector and trade development such as access to finance and increasing women's participation in business (result C.2). Local subsidies were granted to DSMED to support the SME talks. Public-private dialogues allow for information exchange and cooperation and ensure that the interests of all relevant stakeholders are reflected in policy dialogues and subsequently developed regulatory frameworks, strategies, guidelines and regulations. The project provides advice on the legislative frameworks and policy development (activities). Actors such as MFVP, mango or tourism stakeholders formulate proposals for improving the business environment and feed those into the policy development process (result C.3). Based on the increased capacities of regional and national public actors (output C), framework conditions for sustainable growth of MSMEs and small producers are shaped (outcome). Dissemination of guidebooks, and complementary training (activities), enhances awareness and implementation of rules and regulations and improves business conditions (output C). The output is managed by one international and two national long-term experts, each 100%, and the project leader with approx. 30% of their time.

The diagram illustrates the logic model for the Myanmar Trade Facilitation Project, showing the flow from assumptions and project objectives down to specific activities and their impacts.

**Assumptions (Top Right):**

- Assumption: National and regional governments remain open to a dialogue-based participatory approach
- Assumption: National and regional governments remain open to organisational change
- Assumption: GoM continues to pursue reforms that support broad-based economic growth
- Assumption: Relevant ministries support the introduction of EU standards

**Project Objectives (Top Center):**

- Project-distant impact: Sustainable and socially equitable economic growth in Myanmar
- Project-near impact: Personnel, institutional, policy and infrastructural prerequisites have improved for sustainable and socially equitable economic growth in Myanmar (programme objective)

**Outcomes (Top Left):**

- Outcome: The framework conditions and services available for sustainable growth of micro, small and medium-sized enterprises (MSMEs) and small producers in selected sectors are improved.

**Activities (Middle and Bottom):**

- A: The capacities of MSMEs have improved in selected sectors.** (Linked to Outcome and Project-distant impact)
- A.1 increased human and organizational capacities in selected value chains**
- A.2 functional networks and partnerships are established**
- B.1 Individual, organizational and networking capacities of private sector actors and community-based organizations actors improved**
- B.2 Individual, organizational and networking capacities of public actors sector actors improved**
- B.3 Additional and qualitatively better public and private services are available to MSMEs and small-scale producers in selected sectors and regions.**
- C.1 Integrated Regional Planning in Shan-State is improved**
- C.2 Public Private Dialogues are used as means to shape framework conditions and business conditions**
- C.3 Technical advise for proposal development for improving the business environment**
- D.1 Increased capacity of the Myanmar - EU Trade Helpdesk**
- D.2 Public and private actors are advised on trade relevant strategies and framework conditions**
- D.3 Capacities have improved among public and private-sector actors to shape trade policy reforms.**
- E.1 The EU REX system is effectively applied.**
- E.2 Myanmar customs department and MoC apply the Harmonized System (HS) and RoO**
- E.3 An electronic system for preferential certificates of origin is set up at MoC.**
- F.1 Aquaculture, mung bean, wild fishery supply chains comply with EU/National Regulations**
- F.2 Food testing laboratories comply with ISO standard 17025**
- F.3 The quality infrastructure and the sanitary and phytosanitary controls (SPS) in selected sectors are aligned with EU standards.**

**Impact Indicators (Red Triangles):**

- HCD** (Highly Credible Data)
- LCE** (Low Credible Evidence)
- KCE** (Knowledge Credible Evidence)
- EHL** (Expert High Level)
- IF** (Intermediate Findings)

Outcome and outputs are within the project's sphere of responsibility; impact and assumptions are not. The position of results (e.g. from down to up) does not coincide with what comes first or is a precondition for another result; relations between results are marked by hypotheses/arrows.



**Output D: Capacities have improved among public and private sector actors to shape trade policy reforms.** The Myanmar–EU Trade Helpdesk is established under the Myanmar Trade Promotion Organisation (MYANTRADE) of the Ministry of Commerce (MoC) and supported through organisational development, training and technical advice (activities) to provide information, training, and match-making services to the private sector (result D.1). The project trains MoC staff and other relevant actors, such as enterprises, associations and customs officers (activities), which increases their levels of knowledge (result D.2). Training topics include EU regulations and standards, export to the EU, and market analysis tools. Enterprises and associations benefit from the Helpdesk services and enhance their abilities for trade (output A). Trained customs officers facilitate efficient customs procedures (output E). The project provides legal advice to the Department of Trade of the MoC and supports commenting on national, regional and international trade documents as well as public-private dialogues and information campaigns on trade-related topics (4.3). The MoC establishes its own training of trainer structure, improves and institutionalises its services and shapes framework conditions, e.g. the National Export Law (outcome). The Ministry of Health is supported to develop a consumer protection programme, a food security law and a food security control system (outcome). The output is managed by two international and two national long-term experts with 100% each, except for one of the international long-term expert who is also in charge of the overall monitoring of the project.

**Output E: Customs procedures and processes for the import and export of goods have been improved.** The project trains the Myanmar Customs Department, MoC, associations and exporters on the Harmonised Commodity Description and Coding System, the Rules of Origin (RoO) and the Registered Exporter (REX) System (activities). Myanmar Customs Department and MoC are enabled to apply the RoO, the REX System and international classification systems (results E.1 and E.2). An online application system for preferential certificates of origin (e-CofO) is set up and will be integrated into the ASEAN Single Window which is supported by USAID (result E.3). The online system is anticipated to reduce time and costs of exporters in the future. Trained exporters use their knowledge on classification of goods, the REX system and the e-CofO system for legitimate exports to the EU. Improved customs procedures and processes too, facilitate legitimate export and import of goods and thereby contribute to sustainable growth of enterprises (outcome). Changes in custom procedures are taken up by public and private service providers who adjust and improve their services to accommodate these changes (output B). The output is implemented by five national long-term experts (100% each).

**Output 6: The quality infrastructure and the SPS in selected sectors are aligned with EU standards.** The project trains government agencies (i.e. MoALI, MoHS), associations and operators in the fishery/aquaculture, textile/garment, honey, mung bean and coffee sectors on EU standards (activities). The actors use their improved skills to comply with (private sector) or inspect and safeguard (public sector) EU standards (result F.1). Trained associations adjust their services to inform and advise their members accordingly (output B). Food testing laboratories are strengthened through human and organisational capacity development (activities) and equipment that is relevant for ensuring compliance with EU standards (result F.2). Framework conditions and services for safeguarding compliance with national and international standards are a prerequisite for export to the EU and contribute to economic growth (outcome). The output is implemented by one international and one national long-term expert (each 100%).

The main **assumption** of the offer – that the Government of Myanmar continues to pursue reforms that support broad-based economic growth – has been confirmed as part of the ToC. It is most relevant for results that require change of government actors (output B) and their openness to dialogue-based participatory approaches (output C).

**Impact** is defined by formal thematic identifiers of BMZ, the higher-level German Development Cooperation programme and foreseen contributions to the Sustainable Development Goals (SDGs)

- Some BMZ identifiers refer to core problems of the target groups; e.g. GG 1 (difference on gender equality), PD/GG 1 (participative and inclusive private sector development as contribution to economic and political stability), AO1 (poverty reduction is significant objective) and FS1 (peace and safety).
- The project is embedded in a German Development Cooperation programme which aims at improving prerequisites for sustainable and socially equitable economic growth (project-near impact), which is anticipated to contribute to sustainable and socially equitable economic growth (project-distant impact).
- SDGs (project-distant impact): According to the offer, the project envisages contributing to SDG 1 (End poverty in all its forms everywhere); SDG 5 (Achieve gender equality and empower all women and girls); and SDG 8 (Promote inclusive and sustainable economic growth, employment and decent work for all). In the project report 06/2018, the project no longer refers to SDGs 1 and 5, but it does refer to additional SDGs, such as SDG 2 (End hunger) and SDG 16 (Promote peaceful and inclusive societies for sustainable development, and build effective, accountable and inclusive institutions at all levels).

It is expected that project-near and project-distant impacts will be achieved through the outcome of improved framework conditions and services. The sphere of responsibility of the project is defined by the formulated specific results, outputs and outcome (see figure 1); the impact is beyond the sphere of responsibility; yet contributions are outlined with plausible hypotheses. The object can be evaluated based on the ToC.

## 3 Evaluability and evaluation process

In the following, the evaluability of the project is discussed against the background of existing data (4.1). The evaluation process, including applied methods, are outlined in section 4.2

### 3.1 Evaluability: data availability and quality

**Basic documents** were of good quality and timely (see table below).

Basic document	Is available (Yes/No)	Estimation of actuality and quality	Relevant for OECD/ DAC criterion
Projects proposal and overarching programme/fonds proposal (etc.) and the 'Ergänzende Hinweise zur Durchführung'/additional information on implementation	Yes	Appropriate	All criteria
Modification offers where appropriate	Yes	All modifications available	All criteria
Contextual analyses, political-economic analyses or capacity assessments to illuminate the social context	Yes	Enough recent documents available (over 5)	All criteria
Peace and Conflict Assessment (PCA Matrix), Gender analyses, environmental and climate assessments, Safeguard & Gender etc.	Yes	PCA 02/2016, gender analyses 06/2018, environmental + climate assessments 03/2016, do no harm guidelines 09/2017 of good quality	All criteria

Basic document	Is available (Yes/No)	Estimation of actuality and quality	Relevant for OECD/ DAC criterion
Annual project progress reports and, if embedded, also programme reporting	Yes	Project 4/2018 + 02/2019, final report, programme 2017 + 2018, Predecessor reports	All criteria
Evaluation reports	Yes	Evaluation report predecessor project, EU financial audit	Impact, sustainability, predecessor project
Country strategy BMZ	Yes	Available	Impact, Relevance
National strategies	Yes	MSDP 2018-2030, National Export Strategy 2015-2019, SME Development Policy 2015	Relevance, Impact
Sectoral/ technical documents	Yes	Enough recent documents available (over 10)  ERIA, UNCTAD (2016), MIC, MoC, UMFCCI (2016), Ministry of Agriculture, Livestock and Irrigation (2017), Ministry of Commerce and International Trade Centre (2015), Ministry of Finance and Planning & UNU-WIDER (2018), World Bank (2017), MoC (2017), UNCTAD (2018), World Bank (2015), Economist Intelligence Unit (2018), Hluttaw (2017). Economist Intelligence Unit (2018)	Effectiveness, Impact
Results matrix	Yes	Available	Effectiveness
Results model(s), possibly with comments if no longer up to date	Yes	Available and updated	All criteria
Data of the results-based monitoring system (WoM) <sup>1</sup>	Yes	Monitoring data of good quality	Effectiveness, Impact
Map of actors <sup>1</sup>	Yes	Detailed maps for private sector development and trade development, donor mapping	All criteria
Capacity development strategy/overall strategy <sup>1</sup>	Yes	CD strategies for DICA, DSMED, tea, mango, tourism, integrated regional development and trade development of good quality	All criteria
Steering structure <sup>1</sup>	yes	Available and of good quality	Effectiveness, Impact
Plan of operations <sup>1</sup>	Yes	Available and of good quality	Effectiveness, Impact

<sup>1</sup> Mandatory for all projects based on 'Quality Assurance in Line (Qsil)'

Basic document	Is available (Yes/No)	Estimation of actuality and quality	Relevant for OECD/ DAC criterion
Cost data (at least current cost commitment report/Kostenträger-Obligo Bericht).	No	KTR-Obligo 30/11/2018	Efficiency
If available: cost data assigned to outputs			
Excel-sheet assigning working-months of staff to outputs	Yes	Complete	Efficiency
Documents regarding predecessor project(s)	Yes	Enough: change offers, results model, CD Strategies, steering structure, progress reports, context and gender analyses, evaluation, politökonomische Kurzanalyse, operational plans	Predecessor(s)
Documents regarding follow-on project	Yes	Enough: offer, incl. annexes, innovation scan	Follow-on project

**Baseline and monitoring data:** An overview about all indicators with SMART check is included in annex 2 (output indicators) and table 2 (outcome indicators). The indicators fulfil the SMART criteria to a satisfactory extent, and no additional indicators were required. Indicator E2 (Efficiency of custom clearance processes) is operationalised by a component of the World Bank Logistics Performance Index and therefore measures beyond the scope of the project. To substantiate success of output E, the evaluators confirmed tangible results of the interventions that contribute to efficiency in preparation for export and at the border – the e-CofO and capacity development on REX and HS coding. Baselines were established for all indicators; the data is adequate and overall of good quality. The project applies suitable methods and sources of verification for indicator measurement, including own studies, studies of other actors and documentation analyses. The studies conducted by the project are adequate for the purpose of measuring a certain indicator.

The project reviews its indicators quarterly. It uses the GIZ Excel format to document outcome and output indicator monitoring and developed its own formats to keep track of the various surveys and detailed data. Monitoring results are discussed in team meetings; facts and figures are used for communication, reporting and accountability (fact sheets, reports to BMZ and EU). The indicators are not part of the partner system; monitoring capacities of partners are limited, and the partners' high work load impedes their close involvement. Only those activities that aim at improving regional monitoring in Shan State include joint monitoring. To a limited extent, indicator F2 (testing of substances in laboratories) also relies on partner data. KOMPASS (qualitative monitoring methods) was not applied during the project duration. The monitoring system was coordinated by a designated GIZ staff member; a written outline is not available. Overall, the system is coherent and functional, and provides solid and accurate information for monitoring and for the evaluation.

**Availability of other and secondary data:** Secondary data included the evaluation report of the predecessor project, national and BMZ sectoral and strategic documents. The ERIA SME Policy Index and the World Bank's Trading Across Border Index were used for impact assessment. There is a pool of other actors' surveys and studies available which outline, for example, the situation of MSMEs and small-scale producers in specific value chains and framework conditions for private sector and trade development. These were used as background data for defining the evaluation object and for developing effectiveness and impact hypotheses. Since these studies were conducted during project implementation, they are not suitable to capture project effects and to substantiate OECD/DAC criteria assessment.



### 3.2 Evaluation process

The semi-remote evaluation inception phase took place shortly before project closure in November/December 2018; the on-site mission phase was implemented two months after project closure in February/March 2019. The GIZ Evaluation Unit and the project chose a semi-remote inception phase design, because the project collected substantial data in the context of winding up and in preparation of the follow-on project. The follow-on Capacity Development for Private Sector Development III project (PN 2018.2088.5) was commissioned in January 2019.

**Stakeholder participation in the inception phase:** Due to time constraints, stakeholders were not involved in the inception phase of the evaluation. Altogether 14 GIZ staff members, including the team leader of the follow-on project, participated in the inception mission.

**Stakeholder participation in the mission phase:** Organisations were identified based on the map of actors, interview statements, the theory of change, and the results hypotheses strands which were selected for assessing certain dimensions of project effectiveness and impact. Members of staff from these organisations were selected as evaluation stakeholders who could provide the most substantial and reliable data, facts, arguments and explanations for change (see table 1).

**Final beneficiaries:** In Shan State, more than 700 MSMEs and small-scale producers benefited from the project. A random sample was drawn from beneficiaries of the tea and mango value chain out of those persons who have worked most closely with the project. At least three ethnic group participated. Participation of women matched their representation as beneficiaries in the value chain (in a sample of 250 surveyed mango and 235 surveyed tea farmers, there were only 15% women, 13 in the mango and 59 in the tea value chain sample). Six of the MSMEs and small-scale producers also have functions in clusters/associations and, hence, hold a double role for the evaluation because they are private sector/civil society stakeholders as well as final beneficiaries. These actors have been listed under 'private sector/civil society stakeholders' in table 1 below. Due to logistical arrangement limitation, the evaluators were not able to meet final beneficiaries of community-based tourism projects. In the context of measuring outcome indicator 1, 67 tourism beneficiaries have been surveyed by the project with open and closed questions regarding the effects of tourism on their village. The evaluation will use the survey data, which is not reflected in indicator measurement, to outline impact potentials.

#### Discussion of potential limitations

- Most of the selected knowledgeable stakeholders participated in the evaluation, only three interviewees delegated the evaluation appointment to knowledgeable colleagues. Two partners could not provide for an appointment at all due to other commitments; however, their organisation/department has been involved. No significant limitations occurred for the evaluation.
- Most other stakeholders were available for a Skype appointment. The mission was able to capture enough information from this stakeholder group.

**Table 1: List of stakeholders of the evaluation and selected interviewee**

Organisation/company/target group <sup>2</sup>	Overall number of persons involved in evaluation	Participation in interview	Participation in focus group discussion	Participation in workshops	Participation in survey
<b>Donors</b>					
<i>Donors are named under 'other stakeholders' for anonymity reasons; less than 5 donors were consulted</i>					
<b>GIZ</b>	20 (13 women)	17		12	
<i>GIZ project team/GIZ partner country staff</i>					
<i>GIZ headquarters Germany</i>					
<b>Partner organisations (direct target group)</b>	13 (6 women)	13			
<i>Ministry of Industry, Department of SME Development (DSMED)</i>					
<i>Ministry of Commerce, MYANTRADE</i>					
<i>Ministry of National Planning and Economic Development, Directorate of Investment and Company Administration (DICA)</i>					
<i>Ministry of Agriculture, Apiculture Division under the Livestock, Breeding and Veterinary Department</i>					
<i>Directorate of Hotels and Tourism in Shan State</i>					
<i>Planning Department in Shan State</i>					
<b>Other stakeholders (public actors, other development projects, etc.)</b>	7 (1 women)	7			
<i>GIZ Bankenförderung und Finanzsystementwicklung</i>					
<i>GIZ Initiative für nachhaltige Agrarentwicklung und Lebensmittelqualität</i>					
<i>Japan International Cooperation Agency (JICA)</i>					
<i>European Union (EU)</i>					
<i>Department for International Development (DFID)</i>					
<i>Nathan</i>					
<i>Centre for Economic and Social Development (CESD)</i>					
<b>Civil society and private actors</b>	24 (7 women)	7	19		
<i>Myanmar Tea Association/Kar Ka Co. Ltd</i>					
<i>Pindaya Tea Cluster/Maw Shan Co. Ltd</i>					
<i>Pindaya Tea Cluster/Sii Kya Inn Green Tea Factory</i>					
<i>Ywar Ngan Tea Cluster, Hta min paung village green tea factory</i>					
<i>Southern Shan Fruits and Vegetables Producers Association (SSFVP)</i>					
<i>Southern Shan Mango Cluster and Yatsauk Mango Cluster</i>					
<i>Yatsauk Mango Cluster</i>					
<i>Inle Heritage Hospitality and Vocational Training Center</i>					
<i>Golden Island Cottages</i>					

<sup>2</sup> Please do not mention the organisation(s)/institution(s) by name in the case they wish not to be named or their explicit naming is endangering their security, work or staff.

Organisation/company/target group <sup>2</sup>	Overall number of persons involved in evaluation	Participation in interview	Participation in focus group discussion	Participation in workshops	Participation in survey
Community Involved Tourism Pa-O Region (CITPAR)					
Parami Development Network					
Union of Myanmar Federation of Chambers of Commerce and Industry (UMFCCI)					
Myanmar Fruit, Flower and Vegetable producer and exporter association (MFVP)					
Women's Entrepreneur Working Group (WEWG)					
Myanmar Agriculture Association					
Honey Association					
Myanmar Fisheries Products Processors and Exporters Association					
<b>Universities and think tanks</b>					
Named under 'other stakeholders' for anonymity reasons; less than 5 think tanks/universities were consulted					
<b>Final beneficiaries (indirect target groups)</b>					
Companies in the tea and mango value chains	11 (2 women)	11			
Villagers benefitting from community-based tourism	67 (25 women)				Project survey 67

**Date collection process:** the following methods were applied for the evaluation:

- GIZ workshops: Three working groups reflected on all OECD/DAC criteria with all evaluation dimensions. The workshop benefited from group discussion, consolidation and validation of individual perspectives. A preparatory workshop took place during the inception phase to elaborate the project's theory of change. Key GIZ staff were additionally consulted in interviews.
- Semi-structured interviews were conducted to reflect on all OECD/DAC criteria, all evaluation dimensions and questions. The focus of the interviews varied according to the stakeholder's area of involvement in the project. The method allowed for privacy and in-depth exploration of certain topics with immediate clarifying questions by the evaluators, if needed.
- Focus group discussions (FGDs) were implemented with the final beneficiaries and a few public and private sector actors in the tea, mango and tourism value chain, as well as with EU–Myanmar Helpdesk beneficiaries. The method was suitable to capture qualitative data on project effects on final beneficiary level (i.e. evaluation of effectiveness, impact and sustainability, relevance/meeting needs).
- The Green Tea Factory in Pindaya township, the Visitor Information Centre in Nyaung Shwe and a community-based tourism building in Sii Kya Inn Village in Shan State were visited. Interviews took place in offices where results (flow charts, guidelines) were shown and on display.

**Date analysis process:** the following methods were applied for the evaluation:

- Content analysis of statements (interviews, FGD) and workshop results has been applied for all OECD/DAC criteria, all evaluation dimensions and questions.

- Document analysis has been applied for all OECD/DAC criteria, all evaluation dimensions and questions.
- Analysis of monitoring data has been conducted by the mission to verify indicator achievement and to substantiate findings through data additionally gathered by the project. The monitoring data, among others, provides information on effects on target group and final beneficiary level.
- Analysis of secondary data to substantiate project impact.
- Contribution analysis was applied to verify certain dimensions of effectiveness and impact.
- The follow-the-money approach was used for the efficiency analyses (i.e. production efficiency).

All data was transcribed and transferred into an analysis system, structured according to the evaluation dimensions and questions. The system allowed for cross-reference between sources and data. Interview data has been coded (with Int\_ for interview, WS\_ for workshop group, FGD\_ for Focus Group Discussion) to ensure the anonymity of interviewees. The list of stakeholders is not attached to this report but was forwarded to the GIZ Evaluation Unit. The evaluators ensured:

- Triangulation of sources for all DAC criteria. Effectiveness and impact combine analyses of quantitative (dimension 1) and qualitative data (dimension 2 and 3).
- Triangulation of statements/workshop results (data) on the same question from different stakeholder groups and individuals.
- Triangulation of researchers within the evaluation team through joint data collection, analyses and reflections for all OECD/DAC criteria and dimensions.

**Roles of the evaluator team:** The international evaluator was the team leader and responsible for the overall evaluation process, communication of results and deliverables to GIZ. The local evaluator participated in all central tasks, including conceptualisation, data collection, analyses and presentations. Data analyses took place simultaneously to data collection to ensure that first findings were presented at the end of the mission.

**Validation and use of evaluation findings:** Tentative evaluation findings, including recommendations, were presented and discussed with the project and the follow-on project at the end of the mission phase ('debriefing', 1st validation). Evaluation participants, including the EU as co-financing organisation and GIZ staff who left Myanmar, received a summary of the debriefing and tentative recommendations by email and were encouraged to respond and comment on the findings (2nd validation). Discussions and comments were used to validate and substantiate the findings and recommendations. The evaluation report has been shared with GIZ in Myanmar, including the follow-on project, and the GIZ Evaluation Unit in Germany; the feedback was used to make the evaluation report more robustly (3rd validation). The recommendations of the evaluation are primarily addressed to the follow-on project. Knowledge transfer to Myanmar stakeholders and relevant GIZ units will be ensured by the project/follow-on project. The report will be shared with the BMZ and published on the German Development Cooperation transparency portal. BMZ and the EU can use the findings for continued policy dialogue, steering and strategy development in the sector and in Myanmar. Experts and the general interested public can access the findings on the webpage to use the results for shaping their programmes.

## 4 Assessment of the project according to OECD/DAC criteria

In this chapter, the evaluation bases, designs, methods and analyses of assessing the OECD/DAC criteria (4.2 to 4.6) and the long-term results of the predecessor project (4.1) are elaborated.

## 4.1 Long-term results of predecessor

### Evaluation basis and design for assessing long-term results of the predecessor(s)

**Evaluation basis:** The predecessor project was implemented over a period of 4 years and 6 months (07/2012 – 12/2016) with an overall budget of EUR 23.25 million. The EU co-financing agreement for trade development commenced 01/2015 with an implementation period of 36 months, until 12/2018. The trade development intervention area will be assessed as part of the current project's analyses according to the OECD/DAC criteria. The status of the private sector development intervention area of the predecessor project in 2016 has been established through progress reports and a former GIZ Decentralised Project Evaluation (PEV). The outcome is defined as: 'The public and private sector have improved strategy development and implementation capacities for SME promotion'. In many respects, the current project is a continuation of interventions which were initiated under the predecessor project. The evaluators examined whether the outcome indicators could be measured 2 years after closure of the predecessor project. This, however, was not reasonable, considering the resources available for the evaluation, and because measurement of the outcome indicators in 2019 would have captured the combined effects of the predecessor and the current project. The envisaged impact largely matches the impact which is anticipated for the current project, since both projects were part of the same German Development Cooperation programme, had similar formal BMZ identifiers and partly referred to the same SDGs. The evaluators conclude that impact of the current and the predecessor project are undistinguishable. The evaluators analysed to what extent the current project extended the results of the predecessor project. Continued intervention areas are assessed as part of the current project's evaluation based on the OECD/DAC criteria.

**Evaluation design:** The analysis follows the evaluation questions; no specific design was applied.

**Empirical methods:** The analysis is based on document analyses and interviews with stakeholders who were engaged in the predecessor project. Content analyses of statements was applied. Data strength is medium or low, because of the limited number of interviewees, who have to partly rely on distant memories. Data, sources and researchers were triangulated. The methods are adequate to answer the evaluation questions.

### Analysis and assessment regarding long-term results of the predecessor

The predecessor project started in 2012 as one of the first government development cooperation projects in Myanmar at the time. It followed the requirement of the BMZ to also cooperate with private sector and civil society actors. Myanmar was not well known to donors and implementing organisations. During its implementation, the concept of the predecessor project was repeatedly adjusted to cooperate with additional relevant partners, such as DICA, and to meet the needs deriving from national changes, like the decentralisation of DSMED and the DICA. The number of partners and thematic areas increased, as did the budget and the number of GIZ advisers in Myanmar. The predecessor project accommodated the partners' need for organisational development, for example by assigning integrated experts to key institutions. Interviewees stated that – from a retrospective perspective – the predecessor project constituted a testing phase and that success stories, like public-private dialogues, were continued in the current project (Int\_3,4,14,9 with GIZ). The current project builds to a great extent on the results of the predecessor project. The main actors (e.g. MSMEs, associations, Shan State regional government, DICA, DSMED, MFVP, UMFCI) and the core value chains (tea, mango, tourism) remain unchanged. However, the current project has a lower budget than the predecessor project, which resulted in a reduced number of GIZ staff and less integrated advisers in institutions. Following the recommendations of the PEV (GIZ 2016c), the project engaged more intensively on a sub-national level and has a stronger orientation towards private sector needs and demand-driven models of service delivery. Organisational development is only provided to selected institutions with high SME relevance. The concentration on

Shan State intensified. During the tenure of the predecessor project, donors and other projects launched new activities in Myanmar (USAID, DFID DaNa facility, Winrock). Other projects also started within the German Development Cooperation, resulting in the overarching German Development Cooperation programme. Development partners, projects and programmes benefited from the project's experiences and outputs but also contributed to supporting the sector. Discontinued areas of cooperation are:

**Organisational Development Union of Myanmar Federation of Chambers of Commerce and Industry (UMFCCI):**

An integrated expert had been assigned to the chamber to provide association and office management training and advice. A tangible result was the Association Management Handbook, which is still considered up to date and could be updated by chamber if there were a need. The chamber is functional, and the association management training is offered by chamber staff today. The current project cooperated with the chamber for the development of a Chamber Law (Int\_1 with private sector/civil society).

**Organisational Development of the Myanmar Fruit, Flower and Vegetable Producer and Exporter Association (MFVP):**

The current and the predecessor project supported the association with an integrated expert at the main office in Yangon and financial support. Priority of the predecessor project was to get the association operational, e.g. through strategic planning, donor liaison, accounting, management of membership and event management. The current project shifted its focus towards improved service provisions for members. In 2012, the association was not registered, employed four staff and had approximately 40 members, many of these inactive. March 2019, the association is registered, has 42 well educated staff, a strategic framework and 40,000 members. The annual revenue increased due to commercial activities and projects with strategically chosen development partners such as DFID and USAID (Int\_8 with GIZ; Int\_2,3 with private sector/civil society).

**Organisational Development Myanmar Tourism Federation:** The predecessor project assigned an integrated expert to the federation to support organisational change and to promote responsible tourism initiatives. Results in terms of responsible tourism were achieved in cooperation with the Hanns-Seidel Foundation and the Myanmar Responsible Tourism Institute and include still ongoing and successful initiatives, like the Responsible Tourism Award (MTRI 2017b) and the National Conferences for Community Involvement (MTRI 2017a). A supported Bed and Breakfast pilot area in Thandaunggyi developed to a hotspot for domestic, and to a lesser extent for international, tourism with about nine operating Bed and Breakfast accommodations, and four to five restaurants. These results are durable and, with support from Hanns-Seidel Foundation, anchored at in the Myanmar Responsible Tourism Institute and local tourism private sector organisations (Int\_3, 14 GIZ).

**Organisational Development Women Entrepreneur Working Group (WEWG):** The predecessor project supported the formation of the working group with individual and organisational capacity development. The working group initiated the Global Entrepreneurship Week, which has continued without GIZ support since 2016. From the perspective of the working group however, the cooperation phased out too quickly. Though managing, it struggles at times to run sustainably. The WEWG has benefited from training measures of the current project (digital marketing, MyCan) (Int\_4 with private sector/civil society, WS\_2 with GIZ).

**Organisational Development DICA:** An international adviser was assigned to the directorate to provided organisational and individual capacity development. A collective leadership training abroad on how to manage public consultations has positively influenced consultation processes until today. The predecessor project supported the development of organisational charts which direct customers to find and contact the appropriate person. These are still updated and displayed at the DICA offices in Yangon. The project engaged in human resource development and suggest establishing a human resource unit/division separate from the administration. This was taken up and in 2019, DICA is the only government directorate with a human resource development and research development division (DICA 2019). Furthermore, the predecessor project supported the development of DICA's webpage which is used by



more than 1,500 visitors a month. It also supported the directorate in mapping company registration and investment application processes. Guidebooks were developed and made available online to inform and support companies and investors. The Myanmar Investment Application Guidebook was last updated by DICA staff in April 2018 (Int\_3 with stakeholders). Furthermore, the directorate was supported in implementing an online customer surveys in February and October 2016. Today, (hard-copy) surveys are offered to visitors of every DICA branch. Data collection and analyses is conducted by the directorate without project support. In addition, the idea of a suggestion box was adopted and established at all branches. Following one of the suggestions, DICA now offers digital registration of visitors at the main office in Yangon to reduce waiting time (supported by DaNa facility) (Int\_1,3 with partners, Int\_7,12 with GIZ).

**Organisational Development DSMED:** The predecessor project advised drafting of the new SME Law (2015) and subsequently supported (and supports with the current project) its implementation. It provided organisational support and staff training (in entrepreneurship, SME finance, organisation of public events), supported development of a SME Handbook for internal training purposes, and assisted in publishing the annual SME Report published. It contributed to the decentralisation process by extending its support to regional branches.

**Policy research Centre for Economic and Social Development (CESD):** An integrated SME expert trained staff in policy research at a time when the centre was young and less developed in research capacities. One tangible result was a publication on MSME regional economic integration by Bernhardt, Kanay and Dickenson-Jones in 2016. Since CESD experiences high staff fluctuations with many researchers going abroad for their studies, the developed capacity could not fully be maintained. Many staff members who benefited from capacity development left the centre, some were promoted to higher ranking positions, although one person is coming back to resume a leadership position. Until today, CESD cooperates with international experts and local and international interns. The institution extended its data ownership policy to ensure that cooperation partners use generated data only for joint publication purposes. (Int\_7 with stakeholders)

**Facility 4 Partnership (F4P):** The F4P was tapped by different programme modules. It aimed to build capacities of civil society actors and to promote economic upgrading initiatives and innovative community-based development projects in Shan State. At least 10 proposals have received funding. All projects were implemented in partnership with at least two local organisations and include a partner contribution. Supported projects included: Shan State Bed & Breakfast Project (running, Int\_3 with GIZ), Hospitality Training Centre Project (running, IHHVTC webpage) and the Green Tea Model Factory (running, visited by the mission) (GIZ 2016d). Applying with the facility strengthened proposal writing capacities and some actors later successfully applied for funding/projects by other development partners (Int\_9 with GIZ). Instead of continuing with a facility, the current project aimed at establishing partnerships with the industry and investors to introduce innovations.

**Conclusion:** GIZ was one of the early development partners in Myanmar when the country opened after many years of isolation. The predecessor project was vital for initial capacity development and eye-opening learning and cooperation experiences of partners. It was equally important for GIZ to arrive in and get to know a new country (for about every development partner at the time) and to learn how to best support private sector development in Myanmar. Stakeholders confirmed that the predecessor project provided crucial and efficient support where it was most needed. The results and lessons learnt of the predecessor project were well consolidated in the design of the current project and continued measures led to extended results under the current project (see OECD/DAC criteria). The results of the discontinued measures – largely developed organisational capacities – are mostly durable. Factors of success for long-term results were partner commitment, political priorities and support for institutions, and the availability of funds.

## 4.2 Relevance

### Evaluation basis and design for assessing relevance

Focus of the assessment is the project 'concept', which encompasses project objective and theory of change with outputs, activities, instruments and results hypotheses as well as the implementation strategy (e.g. capacity development strategies). The criterion is assessed based on performance in four dimensions.

#### Evaluation basis:

##### **Assessment Dimension 1: The project concept is in line with the relevant strategic reference frameworks**

After many years of isolation, Myanmar's economy has been opening since 2012. Reforms have been initiated and frameworks for private sector and trade development have been, and continue to be, developed and revised to meet regional and global commitments, and ongoing reforms. The project and the predecessor project supported the development or expansion of several framework documents, such as the SME law and the National Export Strategy, which they are therefore aligned with, and which cannot serve as evaluation basis. The analysis covers BMZ strategies ('*Sektorkonzept Privatwirtschaftsentwicklung*' 2013, '*Freier und Fairer Handel als Motor für Entwicklung. Die deutsche Strategie für Aid for Trade*' 2017, '*Myanmar Länderstrategie*' 2018), and the Myanmar Sustainable Development Plan, which outlines Myanmar's commitment for contributing to the SDGs. It also considers national sector framework documents, such as the Myanmar Agriculture Strategy 2017, and Myanmar's decentralisation efforts.

##### **Assessment Dimension 2: The project concept matches the needs of the target group(s)**

According to OECD/ERIA (2018 p. 348), 'private sector activity is hampered by long and costly administrative procedures for starting a business, registering property, dealing with construction permits and trading across borders, as well as the difficulty of enforcing contracts'. The core problem are insufficient framework conditions and services for sustainable growth of (enterprises), MSMEs and small producers. The project's direct target group are those public and private sector/civil society actors who have the mandate to provide services for enterprises and to contribute to the shaping of framework conditions. The indirect target group/final beneficiaries are export-oriented enterprises for trade development, and MSMEs, small-scale producers and villagers targeted by entrepreneurial community-based tourism organisations for private sector development. Macro-level interventions target all SMEs, MSMEs and small producers in Myanmar (e.g. investment applications); meso- and micro-level interventions focus on Shan State and Mandalay.

To Leave No One Behind (LNOB), the project targets farmers from remote and poor areas, different ethnic groups and both genders at micro-level. Concerning women's equality in Myanmar, the project's gender analysis concludes that 'long-rooted discriminative practices and social norms embedded in a patriarchal society are hindering the equal enjoyment of rights and opportunities for women in Myanmar' (GIZ 2018b p.13).



**Assessment Dimension 3 and 4: The project concept is adequately designed to achieve the chosen project objective. The project concept was adapted to changes in line with requirements and re-adapted where applicable**

Evaluation basis is the theory of change (section 3.2).

**Evaluation design:** For all four dimensions, the analysis follows the evaluation questions; no specific design will be applied.

**Empirical methods:** The analyses of dimension 1, 2, 3 and 4 is based on document analyses and complementary data gathered in a workshop and interviews with GIZ, donors/projects, public and private sector/civil society actors. For assessing dimension, two additional datasets were collected from private/civil society actors and indirect target group in FGDs, among others with a focus on the LNOB principle in project implementation. Content analyses of statement and workshop results were applied. The applied methods are adequate to answer the evaluation questions; data strength is medium (triangulation of sources and researchers, limited data because not all stakeholders are aware about the project concept; but rather know about the implementation of project activities). The data collection possibilities allow the analysis of the evaluation questions.

**Figure 2: Tea pruning**



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## **Analysis and assessment regarding relevance**

**Assessment Dimension 1: The project concept is in line with the relevant strategic reference frameworks**

The project reviews its contributions to strategic reference frameworks, partly with the help of consultants, and proactively seeks for coordination with its partners and development partners to ensure complementarity and subsidiarity with the efforts of its Myanmar partners (WS\_4 with GIZ). Its concept is fully aligned with the German sector concept *Sektorkonzept Privatwirtschaftsentwicklung* (2013) and the German Aid for Trade Strategy *Freier und Fairer Handel als Motor für Entwicklung. Die deutsche Strategie für Aid for Trade* (2017), i.e. in terms of identified core problems, formulation of project outcome and impacts, indirect target groups and central actors. The project embraced specified principles of the sector concept, such as systematic approach and result orientation, subsidiarity and demand orientation, economic, social and ecological sustainability and is aligned with the proposed support strategy of the sector concept: (1) Creating suitable political, legal and administrative framework conditions; (2) Supporting competitive and sustainable economy structures; (3) Cooperation with the private sector for sustainable investments (p.16ff). The envisaged outputs of the trade and private sector development fields of interventions are compatible with the Aid for Trade Strategy which aims for integration into regional and international trade relations, specifically through 1. trade policy and regulations; 2. trade development; 3. trade-related infrastructure; 4. development of productive capacities, and 5. trade-related adoption measures (p. 4). The German Aid for Trade Strategy refers to the EU Aid for Trade Strategy, which was adopted in October 2007, following the 2005 WTO Aid for Trade Initiative. The EU as well as the BMZ Aid for Trade Strategies were adjusted in 2017, among others to intensify effectiveness by stronger interlinking of aid and development policies, and to outline contributions towards the SDGs.

The BMZ Country Strategy for Myanmar was developed during project duration and last updated September 2018. The strategy embraces the goals of Myanmar's government, the Agenda for Sustainable Development 2013, the LNOB principle of the Agenda 2030, the BMZ Asia Strategy, relevant BMZ sector strategies, and BMZ guidelines for cross-cutting issues such as human rights,

decentralisation and gender (p. 4). As future direction, it outlines continuous and consolidated support to two priority areas, out of which one is the support to sustainable economic development with a focus on strengthening of SMEs for job creation and employment. The country strategy confirms the regional focus on Shan State because previous interventions were successful, and a regional emphasis supported programmatic and efficient focusing. In this respect, the project contributed to the development of the country strategy. The regional implementation is not dogmatic though. New GIZ projects evolved based on partner needs and cornerstones of German Development Cooperation. GIZ in Myanmar has recently ventured into a strategic development process with concerted planning based on synergies and complementarity between projects; considering the grown development partner landscape and the stagnating portfolio. Few interviewees wondered whether this process could have been initiated in 2016 already, before the start of the current project (Int\_1 with stakeholders, Int\_4 with GIZ).

The project contributes to implementing the Myanmar Agriculture Strategy 2017, i.e. by contributing to the outcomes of (1) enhanced governance and capacity of institutions responsible for agricultural development, (2) increased productivity and farmer's income, and (3) improved market linkages and competitiveness.

A consultant verified how the project contributes to the Myanmar Sustainable Development Plan 2018, which outlines Myanmar's commitment to the Social Development Goals, specifically to action plan/strategic output C.1.1 increased productivity and farmers' income, 2.1 legal and regulatory frameworks provide a clear and stable foundation for business activity and are applied fairly and transparently, 3.3.4 robust environment for sustainable trade and investment to grow inclusively, and 3.4.12 ensure that our products meet required safety standards and enhance our competitiveness in exporting agricultural and other products.

Stakeholders confirmed that the project is aligned with the Myanmar government's decentralisation efforts, the Myanmar Investment Promotion Plan 2018 (e.g. contributing in terms of investment related publications, transparency and simplification of the company registration process) and the Environment Policy with its three strategic areas: (a) clean environment and healthy, functioning ecosystems; (b) sustainable development; and (c) mainstreaming environmental protection and management (WS\_3,4 with GIZ).

Synergies between different sectors are part of the project concept, which links private sector development (including farming and processing practices, business development services, private sector representation in policy processes and framework development) with trade development (including trade policy, trade promotion, trade facilitation, food safety, quality infrastructure) and integrated regional development planning and monitoring, while taking into consideration agricultural and environmental policies. In its activities, the project makes use of synergies with the financial sector (dialogues on access to finance, information service) and the vocational education and training sector (training course at Inle Heritage Hospitality and Vocational Training Center). Consideration of ecological (fertiliser, eco-friendly tourism etc.) and social (conflict sensitivity, inclusion of ethnic groups and both gender; community-based tourism) dimensions are inherent part of the project; its focus however lies on the economic dimension of development (see project outcome and indicators).

## **Assessment Dimension 2: The project concept matches the needs of the target group(s)**

Direct target group: Since 2012, the (predecessor and current) project pursued a long-term partner-centred approach. The predecessor project had a strong focus on organisational development, partly supported by integrated experts deployed to partner institutions. As partner capacity was built, the project gradually shifted its support to demand-oriented service delivery for the final beneficiaries. Together with partners, the project drafted capacity development strategies for DICA, DSMED, integrated regional planning and trade development. The strategic process was used to develop the project concept based on identified strength, weaknesses, opportunities and threats. The strong partner-centred approach led to

planning and steering according to partner structures instead of project management by output area. Project support was described as genuine and sincere by stakeholders. Interviewees highly appreciated the long-term involvement, innovative approaches and flexibility to cover emerging topics. (Int\_1, 2, 3, 4, 5, 6, 7, 8, 9, 10, 11, 12, 13 with partners, Int\_1, 2, 4 with private sector/civil society, FGD\_1, 2, 3 with private sector/civil society).

The indirect target groups include MSMEs and enterprises in different sectors/value chains and villagers targeted by community-based tourism organisations. These have common needs (e.g. regarding registration services from public actors) but also highly differentiated needs – for instance depending on their sector and their market readiness (e.g. specific information and training needs, market linkages for a specific value chain). The project conducted needs assessments and formulated capacity development strategies for the tourism, mango and tea value chains to ensure that it met the needs of the final beneficiaries. Based on the needs assessment, it introduced relevant services, for example alongside farming, processing and marketing in value chains (see Effectiveness 4.3). The value chains in Shan State were well selected, based on growth potential, development needs and support by other development partners. Shan State is Myanmar's main region for tea farming; and Inle Lake has been a tourist destination since before 2012. Also, the late extension to Mandalay made sense from a technical point of view because Mandalay is a main mango farming area in Myanmar and borders Shan State. Stakeholders pointed out that the value chains require investments and access to finance for further development. Both aspects are included in the project's concept, yet the farmers and processors require more support (FGD\_1,2). The project embraced the LNOB principle and human rights on final beneficiary level by reaching out to remote areas, by including beneficiaries from different ethnic groups and by implementing community-based approaches. Effects on gender equality are formally agreed with BMZ; yet not mainstreamed into the project concept (e.g. in terms of a gender capacity development strategy or an appointed focal person). Gender equality was sought through the public-private dialogue 'Towards Increasing Women's Participation in Business', a business development service directed to women entrepreneurs and gender balance in training participation. However, the service was not maintained, women participated less in training and their direct benefit from value chain support largely depended on traditional roles (e.g. picking tea by women, craft-making by women). In the mango value chain, which is traditionally male dominated, the project supported a women's group in mango processing. Stakeholders concluded that the project tries for gender mainstreaming but that the local context is strong and challenging (e.g. more men in higher-level positions) (Int\_3 with GIZ, WS\_2 with GIZ). Aligned with the EU trade development field of intervention, the project facilitated readiness for export and access to EU markets also under the private sector development field of intervention to maximise synergies. The final beneficiaries envisage exporting to diversified markets (FGD\_1,2,4 with final beneficiaries and private sector/civil society); related interventions were implemented by the project, yet to a lesser extent than interventions directed towards the EU market. Diversification of export markets is expected to reduce the vulnerability of exporters (WS\_4 with GIZ).

**Assessment Dimension 3 and 4: The project concept is adequately designed to achieve the chosen project objective. The project concept was adapted to changes in line with requirements and re-adapted where applicable**

The project evolved from a well-resourced predecessor project. The PEV of the predecessor project observed that 'entering into a new context with hardly any prior cooperation experiences and a lack of solid information on economic activities, the approach of the private sector development project rather evolved "organically", around cornerstones set by the Government of Myanmar and BMZ. This context explains partially outside impressions of a very large portfolio of activities not always closely interlinked and focused on one common objective' (GIZ 2016, p7). While the current project was more focused, it still had a large portfolio, covering private sector development (including farming and processing, business development services, marketing and exporting, private sector representation in policy processes and framework development), trade development (including trade policy, trade promotion, trade facilitation,

food safety, quality infrastructure) and integrated regional development planning and monitoring. It aims at improving framework conditions and services available for sustainable growth of MSMEs and small-scale producers in selected sectors. The outcome is designed broad enough to cover all thematic areas as well as private sector and trade development effects. It specifically directed project measures towards framework conditions and services. Outputs B to F outline results in terms of improved framework conditions and/or services. Output A anticipates increased capacities of the indirect target group, which is not clearly reflected in the formulation of the outcome. Output A is – as pilot and model intervention area in Shan State, and later Mandalay – inherent part of the project concept and follows the recommendation of the 2016 PEV to focus more on sub-national level. The theory of change (section 3.2 'results model') entails specific results, instruments and activities for project success in all outputs, on all intervention levels and for different thematic areas. The hypotheses outline the complete spectrum of the result logic. They reflect the use of services as well as effects on target group level, both verified through indicators. In that sense, the project's sphere of responsibility of the project is well defined. Nevertheless, it seems ambitious to produce measurable outcome-level results in different thematic areas at the macro-, meso- and micro-levels (see outcome indicators) and to link implementation and experiences on different levels. The project could deal with its complexity because it had enough skilled staff. The private sector development area of intervention was tailored to actors and value chains (instrument/GIZ staff assignment, planning, budgeting, steering). This was beneficial in terms of direct and indirect target group demand orientation but less conducive for boosting synergies between interventions with different actors and value chains, or for upscaling pilot initiatives in Shan State, and feeding local lessons learnt into policy processes at the national level (Int\_4,15 with GIZ).

The trade development field of intervention under the EU description of action, had its own outcome formulation (specific objective: 'In both, the public and private sector, the capacities for implementing and developing trade policy initiatives are increased'). This contributed to a stronger output orientation and reporting of the trade development field of intervention in the BMZ business system (document analysis, monitoring system). Interviewees described limited synergies between trade and private sector development (Int\_7,13,1 with GIZ), partly because the trade development area of intervention started 1.5 years after the private sector development project and because both fields of interventions worked with different sectors/value chains (private sector development: tourism, mango, tea; trade development: fishery and aquaculture, mung bean, honey), which implies different direct target groups (e.g. different ministries and departments, different sector associations) and indirect target groups (MSMEs and enterprises getting or being – almost – ready for export). Positively highlighted were synergies in joint exhibitions at fairs and the development of market scans and information material for EU export (Int\_2,9 with GIZ, WS\_4 with GIZ).

The project aligned its concept to accommodate changes in the Myanmar and German strategic references frameworks; e.g. it reviewed its alignment with Myanmar Sustainable Development Plan, and when the BMZ Myanmar Country Strategy provided more flexibility for implementation in different regions, the project extended its mango value chain support to Mandalay. During project tenure, it became clear that the budget for the follow-on project would be reduced and that the EU co-financing for the trade development field of intervention would not be extended. The project therefore initiated a comprehensive strategy of systematic focussing and phasing out of selected interventions without leaving loose ends. In this process, the follow-on project was conceptualised based on lessons learnt (WS\_2,4 with GIZ). In view of a need for downsizing, the extension to Mandalay came at a rather late time. Three external factors impacted on project success and partly on its implementation design. The 2015 elections brought hope for change; however, this takes longer than anticipated and leads to frustrations within the local population. As a result of the conflict in Rakhine State, fewer tourists entered Myanmar since 2016, and communities were therefore unable to get the full benefit from the community-based tourism initiatives (project monitoring data, FGD\_3 with private sector/civil society, Int\_4 with GIZ, Trading Economics 2019). The project could not adjust to this change. The EU initiated a review of the EbA agreement which

could make it more costly to export to the EU. The project reacted by targeting diversified markets. Furthermore, these external factors appear to have strained the relationship between the Government of Myanmar and development partners in general. The project continued to work closely with its partners.

**Overall conclusion:** The project is very successful in terms of alignment with the strategic reference framework and meeting the needs of its direct target group. It is successful in terms of meeting the needs of the indirect target group; however, these go beyond readiness for the EU market, which is a priority of the EU financed trade development field of interventions. Gender-differentiated needs could not be accommodated in the project concept to any significant extent. The project evolved from a well-resourced predecessor project. Though generally conducive to output and outcome achievement and for remaining flexible regarding scaling potentials, the wide range of thematic areas, the complex partner structure, steering by partner structure, and coverage of micro- to macro-level interventions limited opportunities for synergies within and between outputs. The project reacted well to external changes (stagnating portfolio, EbA review process) and initiated a timely strategic adaptation, exit and follow-on project planning process.

Criterion	Assessment dimension	Score and rating
Relevance	The project concept* is in line with the relevant strategic reference frameworks.	30 of 30 points
	The project concept* matches the needs of the target group(s).	26 of 30 points
	The project concept* is adequately designed to achieve the chosen project objective.	17 of 20 points
	The project concept* was adapted to changes in line with requirements and re-adapted where applicable.	18 of 20 points
Overall score and rating		Score: 91 of 100 points Rating: very successful

## 4.3 Effectiveness

### Evaluation basis and design for assessing effectiveness

The criterion is assessed based on performance in three dimensions, verified with quantitative data (indicator measurement, project monitoring data, assessment dimension 1) and qualitative data (interviews, FGDs and workshops, assessment dimension 2 and 3).



## Evaluation basis:

### Assessment Dimension 1: The project achieved the objective (outcome) on time in accordance with the project objective indicators

Project outcome indicators are used to verify to what extent the agreed project outcome has been achieved. The outcome indicators were checked against the SMART criteria (see table 2 below). Only outcome indicator 1 required slight adjustments to make it SMART. The project aims at improving framework conditions and services for sustainable growth of MSMEs and small-scale producers in selected areas (outcome). Outcome indicator 2 assesses improved services, outcome indicator 3 improved framework conditions. Outcome indicator 1 captures increased sales and hence growth of MSMEs and small producers, which is the purpose of improving framework conditions and services. The indicator measures changes in Shan State and Mandalay interventions at the micro- and meso-level, and as such is achievable. Yet it also points beyond outcome level towards impact. Trade relevant effects are captured under outcome indicator 3 (assessment of guidelines relating to the National Export Strategy and of public services for trade promotion).

**Table 2: Outcome indicators**

<b>Project objective indicator according to the offer/original indicator</b>	<b>Assessment according to SMART criteria/assessment</b>	<b>Adapted project objective indicator</b>
<p><i>Outcome Indicator 1</i></p> <p><i>50% of 320 surveyed owners of MSMEs and 50% of 474 small producers in selected sectors and regions, including at least three ethnic groups with a share of 10% each, confirm a 20% increase in sales. Results for men and women differ by a most 10%.</i></p> <p><i>Baseline value:</i></p> <p><i>Tourism: EUR 45.60</i></p> <p><i>Tea: EUR 1.80</i></p> <p><i>Mango: EUR 346.90</i></p> <p><i>Target value:</i></p> <p><i>Tourism: 20% (EUR 54.70)</i></p> <p><i>Tea: 20% (EUR 2.20)</i></p> <p><i>Mango: 20% (EUR 416.30)</i></p> <p><i>Ethnic groups: 3</i></p> <p><i>Difference between men and women</i></p>	<p>The indicator largely meets the SMART criteria.</p> <p><u>Specific:</u> The project defined the 'sectors' tea, mango and tourism (value chains); the 'region' is Shan State. 'Surveyed owners of MSMEs and small producers' are participants in project activities and who are linked to clusters. The 'ethnic groups' were not specified in the target value. The baseline and target values were not disaggregated by 'gender' beforehand.</p> <p><u>Measurable (note):</u> The indicator should be measured in a 'representative survey'. The survey was implemented in such a way that the sample was drawn from MSMEs and small producers who participate in project activities and who are linked to clusters, with the goal to survey the same people for baseline and final assessment (which however was not always possible). It is unclear why only 50% of participant should confirm a 20% average increase in sales</p>	<p>The outcome indicator as per offer is three-dimensional, measuring increase in sales in sectors and regions, limited gender differences in sales, and ethnic group participation in increased sales. It is unclear how average sale values should be calculated for 50% of surveyed persons only. For the evaluation, the indicator will be specified as follows:</p> <p><i>Outcome Indicator 1 (adapted)</i></p> <p><i>320 surveyed owners of MSMEs and 474 small producers in the tea, mango and tourism value chains in Shan State confirm a 20% increase in sales.</i></p> <p><i>Among the 794 surveyed owners of MSMEs and small producers are representatives from at least three different ethnic groups with at least 79 persons per ethnic group included in the sample.</i></p> <p><i>The final values for men and women in the tea and mango value chain differ max. 10%</i></p>

max. 10%	<p>and how this should be calculated.</p> <p><u>Relevant</u>: The project supports MSMEs in Shan State (output 1). It is plausible that this leads to increased sales, yet increased sales go beyond the output and the outcome levels which reflect capacity improvement of MSMEs (output), public and private actors (outcome). While the outcome is sufficiently measured by outcome indicator 2 and 3, indicator 1 adds vital information on indirect target group level. With output interventions and the focus on Shan State the indicator is achievable. In this regard, the indicator is relevant to the project concept.</p>	<p><i>Baseline value:</i></p> <p><i>Tourism: EUR 45.60</i></p> <p><i>Team: EUR 1.80</i></p> <p><i>Mango: EUR 346.90</i></p> <p><i>Target value:</i></p> <p><i>Tourism: 20% (EUR 54.70)</i></p> <p><i>Tea: 20% (EUR 2.20)</i></p> <p><i>Mango: 20% (EUR 416.30)</i></p> <p><i>Values for men and women in the tea and mango value chain differ by max. 10%</i></p>
<p><i>Outcome Indicator 2:</i></p> <p><i>5 new demand-oriented or improved services are used by at least 2,000 MSMEs and small producers surveyed.</i></p> <p><i>Base value: 0</i></p> <p><i>Target value: 5 services; 2,000 users</i></p>	<p>SMART criteria fulfilled.</p> <p><u>Specific</u> (note): The project supported 'demand-oriented services' for which the demand was established beforehand, either through experiences of the predecessor project or in dialogue with the partners. <u>Relevant</u> (note): with use of services, the indicator technically goes beyond the outcome level of availability of services. Capturing the use of services however is instrumental for the conclusion, that services are relevant/demand-oriented. The indicator was not adapted.</p>	<p><i>Outcome Indicator 2 (not adapted)</i></p> <p><i>5 new demand-oriented or improved services are used by 2000 MSMEs and small producers surveyed.</i></p> <p><i>Base value: 0</i></p> <p><i>Target value: 5 services; 2,000 users</i></p>
<p><i>Outcome Indicator 3</i></p> <p><i>The surveyed MSMEs and small producers confirm that the government framework conditions in their sectors, including access to support services, have improved on average by one level on a scale from 1 to 5.</i></p> <p><i>Base value: The baseline will be defined retrospectively (comparison</i></p>	<p>The indicator meets the SMART criteria.</p> <p><u>Specific</u> (note): 'The surveyed MSMEs and small producers' for evaluating 'access to finance' are participants in project activities and who are linked to the mango clusters. They match the participants who were surveyed for outcome indicator 1 measurement (one survey for both outcome indicators). For</p>	<p><i>Outcome Indicator 3 (not adapted)</i></p> <p><i>MSMEs and small producers confirm that the government framework conditions in their sectors, including access to support services, have improved on average by one level on a scale from 1 to 5.</i></p> <p><i>Measured dimensions are 'access to finance', 'NES', Community-based related rules and regulations in Shan</i></p>

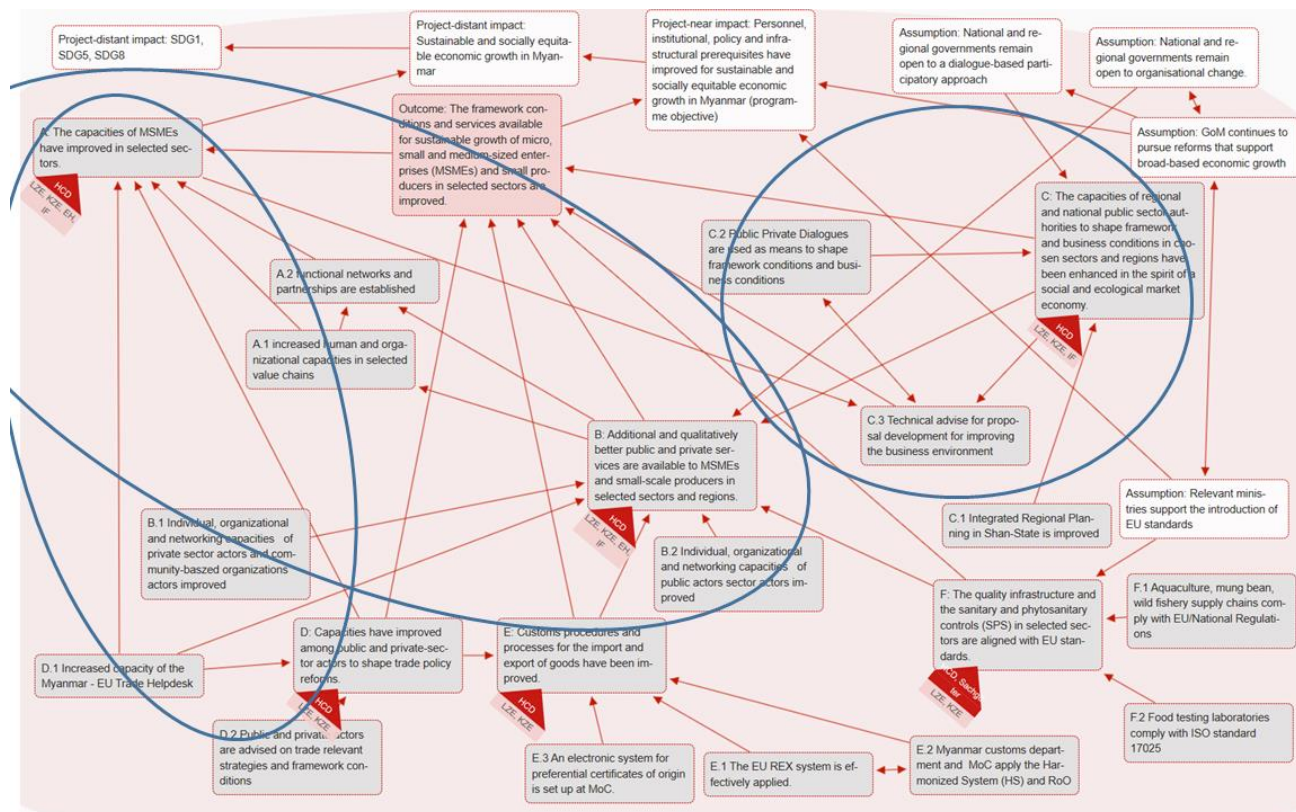
<p>2016 and 2018)</p> <p><i>Target value: Average one level improvement on a scale of 1-5</i></p>	<p>assessing the National Export Strategy and trade services, the project surveyed MFVP members who may or may not be direct project beneficiaries.</p> <p>'Framework conditions' are defined as strategies, guidelines and laws that the project supported.</p> <p><u>Measurable</u> (note): No DEval survey was conducted for final indicator measurement. For the final project progress report, the project implemented its own survey. <u>Achievable</u>: As the project specified framework conditions, the indicator is achievable.</p>	<p><i>State. 'Public sector services for trade development'</i></p> <p><i>Base value: The baseline will be defined retrospectively (comparison 2016 and 2018)</i></p> <p><i>Target value: Average one level improvement on a scale of 1-5</i></p>
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## **Assessment Dimension 2: The activities and outputs of the project contributed substantially to the project objective achievement (outcome)**

The evaluation is based on the theory of change (section 2.2 Results model). In preparation of the evaluation mission, three strands were selected for which the contribution story will be devised; these are marked in the results model below. The strands contribute to different aspects of the outcome (improved framework conditions, improved services, public and private actors), cover trade and private sector development, contributed to outcome indicators, and demonstrate the project's multilevel approach (national, regional and local levels).



**Figure 3: Results model developed for the evaluation, with marked selected strands**



**Hypothesis 1:** The project contributes to improved public and private services for private sector development by providing organisational, individual and networking capacity development to key actors (output B, results B.1, B.2, as well as verification of contributions to result A.1 and A.2 and output A)

**Hypothesis 2:** The project contributes to improved public services for trade promotion by strengthening the Myanmar–EU Trade Helpdesk (result D.1 and output D)

**Hypothesis 3:** The project supports consultation, lobbying and drafting processes and thereby contributes to improving framework conditions (results C.1, C.2 and output C)

The hypotheses include contributions in cooperation with several stakeholders; these will be outlined as examples. During the inception phase, alternative hypotheses were implied in terms of strong conducive factors, e.g. that economic development picked up because Myanmar, after the military regime, strives for regional and international integration (Int\_1 with GIZ) and Myanmar actors are highly committed to reforms (Int\_1, 3 with GIZ). The influence of these conducive factors was explored during the mission.

**Assessment Dimension 3: Additional positive results have been monitored, opportunities for further positive results have been seized. No project-related negative results occurred – or the project responded adequately**

The evaluation did not identify unintended results. Unintended negative results were neither identified in project minutes, planning and reporting documents, nor mentioned in inception phase interviews. Unintended positive results were mentioned in that the success of some measures went beyond expectations (e.g. trade fairs) or that opportunities arose and were seized (e.g. support to the National Food Safety Policy).

**Evaluation design:** The analysis follows the evaluation questions; no specific design was applied for dimension 1 and 3. The analyses of dimension 2 is based on the contribution analyses. Contribution stories were devised based on data gathered during the inception and mission phases. A third data

collection, after the mission phase, is not possible. Therefore, alternative hypotheses were verified during the mission. The contribution stories were presented during the mission and additional evidence was gathered through feedback loops (discussion of interim results, feedback to debriefing and report) and used to strengthen the contribution stories. The design was chosen because experimental and quasi-experimental designs with control groups were not feasible at the end of the project, or with the resources available for the evaluation.

**Evaluation methods:** To assess dimension 1, the evaluators relied on the project's monitoring data; no additional data collection was required for indicator measurement. The analyses of dimensions 2 and 3 were based on open questions raised in workshops, interviews and FGDs with GIZ, public actors, and private/civil society actors, donors/projects and final beneficiaries. The evaluators searched for studies that could provide counterfactual information, particularly on outcome indicator 1 (changes in sales) but did not find sufficiently comparable data (e.g. MSMEs, sectors, Shan State). The counterfactual situation was created qualitatively and retrospectively based on the observations of the interviewees, e.g. by asking what would have happened without the project? Content analyses of statements and feedback was applied to answer the evaluation questions. Data strength is strong or medium; sources, data and evaluators have been triangulated. The applied methods allow answering the evaluation questions.

## Analysis and assessment regarding effectiveness

### Assessment Dimension 1: The project achieved the objective (outcome) on time in accordance with the project objective indicators

The project largely achieved the outcome of improving framework conditions and services available for sustainable growth of MSMEs as verified by agreed indicators of success.

- Outcome Indicator 1 (adapted): 320 surveyed owners of MSMEs and 474 small-scale producers in the tea, mango and tourism value chains in Shan State confirm a 20% increase in sales. Among the 794 surveyed owners of MSMEs and small-scale producers are representatives from at least three different ethnic groups with at least 79 persons per ethnic group included in the sample. The final values for men and women in the tea and mango value chain differ max. 10%.

*Baseline value:* Tourism: 2 communities/320 households, 1 ethnic group (Pa-O), EUR 45.60, Tea: 236 producers, 3 ethnic groups (Da Nu, Palaung, Pa-O) EUR 0.61 Euro/1.6 kg sales, Mango: 132 producers, 3 ethnic groups (Shan, Da Nu, Barma) EUR 457.30 sales/0.4 ha/year.

*Target value:* Tourism: 20% (EUR 54.70), Tea: 20% (EUR 0.74), Mango: 20% (EUR 548.80). 3 ethnic groups. Values for men and women in the tea and mango value chain differ by max. 10%.

*Actual value:* Tourism: -29,9% (32,0 Euro). Tea: 31.5% (0,82 Euro); Mango: 101.2% (920,10 Euro). 7 ethnic groups, however only Da Nu are represented with more than 79 people).

The indicator is 63% achieved (in 2 of 3 sectors, 3% reduction for missing data on gender effects).

The indicator is multidimensional, measuring gender differentiated change in three value chains and ethnic group inclusion. The project explains overachievement in the mango value chain by successful pruning which was particularly effective after 2 years' project duration and hence, at the time of indicator measurement. Income from tourism in Shan State decreased due to a lower and fluctuating number of tourists entering Myanmar since 2016. For methodology reasons, the project was unable to confirm economic inclusion of women in this sample (small sample in the mango value chain, family income measured in the tourism value chain, spike in tea value chain). The target to included three different ethnic groups is overachieved in terms of the number of ethnic groups but not fully achieved in terms of group sizes (Da Nu and Pa-O have been involved with more than 79 persons, other ethnic groups with less representation).

- **Outcome Indicator 2:** 5 new demand-oriented or improved services are used by at least 2,000 MSMEs and small producers surveyed.

*Baseline value:* 0, *Target value:* 5 services; 2,000 users, *Actual value:* 11 new and improved services were developed and used by 2,077 beneficiaries. The indicator is 100% achieved.

The following private sector development services were supported:

*Tourism:* Entrepreneurship training by Parami, digital marketing through the webpage of the Shan Regional government (517 users). *Tea cluster:* Cluster internal good agricultural practices training and control system for organic group certification, a community model tea factory (496 members). *Mango cluster:* GlobalGAP, mango handbook (258 users). *DICA and DSMED:* SME talk/information events, online MSME registration, information material, investment application in regions and states (806 users).

The indicator builds on output indicators B1 (five new demand-oriented services for MSMEs and small-scale producers are offered by public and private service providers. Out of these, one is targeting women entrepreneurs). The mission therefore confirmed whether services are offered by local actors. A training for women entrepreneurs was only given one time to the Women's Entrepreneur Working Group but it is not offered by the group itself. This service therefore was not considered for indicator achievement.

- **Outcome Indicator 3:** The surveyed MSMEs and small producers confirm that the government framework conditions in their sectors, including access to support services, have improved on average by one level on a scale from 1 to 5 (with 1 = very poor and 5 = very good)

Assesses government framework conditions: Guidelines of the National Export Strategy, Community-Based Tourism Standards, Public Trade Promotion Services (e.g. participation in regional/international trade fairs, SPS etc.), access to finance; sample: 608 persons

*Baseline value:* Ø 2.30, *Target value:* Ø 3.30, on average one level improvement, *Actual value:* Ø 3.43, on average 1.13 level improvement. The indicator is 100% achieved.

In addition, the project contributed to the adoption of a National Residue Plan of the Fishery Sector and the ease of the Import Law.

## **Assessment Dimension 2: The activities and outputs of the project contributed substantially to the project objective achievement (outcome)**

The project worked in six concerted output areas. The formally agreed output indicators were achieved or overachieved with two exceptions (for details on indicator SMART check and achievement see annex 2): The project did not establish a business development service directed at women (indicator B1) and it was unable to establish as many partnerships with the industry as it anticipated (indicator A2) because the project's priority was strengthening of partners while market orientation came second (WS\_2 with GIZ). In addition, ethnic conflicts in Northern Shan State resulted in a hold of some activities and cancellation of a potential partnership. Indicator E2 is operationalised by a sub-index of the World Bank Logistics Performance Index (Efficiency of the clearance process, i.e., speed, simplicity and predictability of formalities, by border control agencies, including customs). The indicator is nearly achieved; yet it captures efficiency at the border also beyond the sphere of responsibility of the project. Concretely, the project successfully supported the e-CofO and the application of the REX system and HS coding. These contribute to efficiency at the border, and particularly the e-CofO application provides a predictable, simplified and transparent process, saves time and costs. In preparation of the evaluation, three hypothesis strands of project implementation were selected for detailed analyses.

## **Contribution story 1: The project contributes to improved public and private services for private sector development by providing organisational, individual and networking capacity development to key actors**

The project provides organisational, individual and networking capacity development to public and private sector/civil society stakeholders in the tea, mango and tourism value chain (activities). Regional associations, clusters and community-based tourism stakeholders expand their capacities (results B.1) to support clusters and community-based business models at the micro- and meso-level. Public and private actors make use of the project's advisory services (result B.1 and B.2) to enhance their services for MSMEs and enterprises (output B). At the national level, five local long-term experts supported DICA and DSMED in service improvement. Value chain stakeholders and the Ministry of Hotels and Tourism (MoHT) were supported by two international and three local long-term experts based in Shan State. In addition, a development worker supported organisational development of partners in Shan State. The tourism value chain was implemented with the additional help of the consulting PEM-Mesoplan. Use of the new and improved services allows MSMEs and community-based tourism stakeholders to increase the quality and quantity of products/offers and to enhance their sales (outcome indicator 1). Community/cluster-based approaches ensure inclusiveness and distribution of income. Successful services are being institutionalised and upscaled/replicated by partners (outcome indicator 2).

*Example from DICA:* After approval of the new Myanmar company law (effective since Aug 2018), online registration became prominent and was supported by ADB. The project complemented this by assisting the directorate to map the registration process and to develop a user guidebook for online registration.

*Example from DSMED:* To reach out to the general public, the predecessor project supported the department to introduce Saturday Talks. These have been managed by the department since 2016, while the project only provided financial support. The project also advised on outlining the SME online registration process on the department's webpage and related registration training.

*Example from agricultural value chains:* An integrated expert advised the Myanmar Fruit and Vegetable Producers and Importer Association (MFVP) on a participatory and homogeneous membership policy for all branches which allowed for proper registration of members, fee collection, transparent spending and investment in services. The project provided technical training to farmers, normally together with a cluster for sustainability (activities, together with stakeholders from output B). Farmers improved their knowledge in good agricultural practices, processing/packing and marketing (specific results A.1). Bottom-up networks between farmers/producers, processors and traders in the tea and mango value chains were formed and their meeting facilitated by the project (specific result A.2). Fairs and match-making services were supported through technical advice and financial support (activities, together with stakeholders from output B). These provided opportunities for marketing and for establishing market links (specific result A.2). Application of newly gained skills resulted in higher quality and quantity of (processed) produce and market readiness (output A, Shan State, Mandalay).

*Example from tourism value chains:* The project provided technical, networking and organisational capacity development to community-based tourism stakeholders (activities, partly together with stakeholders from output B). Community-based tourism organisations and villages cooperated with small businesses such as Golden Cottages and Isle Sanctuary (specific result A.2); the project supported in finalising the agreements. Parami and the Inle Heritage Hospitalities and Vocational Training Centre also received financial support for establishing training services. Community-based tourism stakeholders benefit from supported training services and improve their knowledge, for example in proposal writing, hospitality, cooking and marketing (specific result A.1). They use their improved skills (output A), for example, to develop tourist offers that preserve local cultures and heritages, promote environmental conservation, create demand for local products and employ and educate staff from local communities. Improved marketing services and local fairs promote the region and touristic offers (output B). Marketing attracts more tourists who stay longer in the region.

The following factors of success and failure were mentioned:



- Technical expertise, training and long-term support were very much appreciated (Int\_1,2,3 with private sector/civil society, Int\_1,3,8,9,10 with partners, FGD\_1,2,3).
- Capacity development in organic agricultural practices was hampered when the application required investments costs (e.g. natural fertiliser; FGD\_1, 2 with final beneficiaries, private sector).
- Tea producers pointed out that they need bigger markets than the current sales to Germany/TeeGschwender and stable markets. The domestic market would be more stable and convenient; and the Chinese market could be a possibility (FGD\_1 with final beneficiaries, private sector).
- A community owned model green tea factory was established in Sikay Inn Township (affordable technology, processing close to farms). The successful model was replicated by communities and individuals. The evaluators visited the model green tea factory and a replicated tea factory. The latter was owned by a community member and used for non-organic tea processing. The model green tea factory is owned by the community, yet ownership can be transferred, and some members have been bought out.
- The GlobalGAP certification is an investment, depending on the number of days the inspectors require for certification. Stakeholders said that the certificate was useful for guiding farmers towards good practices but did not yet provide benefits in terms of premium prices (FGD\_2 with final beneficiaries, private sector).
- The project created opportunities for mango farmers to connect to the Germany, Thailand, Japan or Chinese markets, e.g. through forums, fairs or meetings. However, no concrete selling agreement was concluded. Farmers were uncertain whether they can guarantee certain quality criteria (uniformity of size, colour, damage) or use the packing material required. A test export to Germany took place in 2018 (Herbert Widmann GmbH) with positive resonance (FGD\_2 with final beneficiaries, private sector).
- Project partners, like MFVP, clusters or DICA, were described as committed to positive change (WS\_3,4 with GIZ, Int\_1,8,3,7,14 with GIZ, Int\_2,4 with stakeholders).

## **Contribution story 2: The project contributes to improved public services for trade promotion by strengthening the Myanmar–EU Trade Helpdesk**

The Myanmar–EU Trade Helpdesk was established under the Myanmar Trade Promotion Organisation (MYANTRADE) and supported through organisational development, training and technical advice (activities). Myanmar–EU trade Helpdesk staff enhance their capacities (result D.1) to introduce services for shaping trade policy (output D) and private sector development (output B).

*Example technical training:* The project trained MoC staff in training relevant actors (e.g. enterprises, associations and customs officers) on topics such as EU regulations and standards, export to the EU, and market analyses tools (training of trainers). Myanmar–EU Helpdesk staff have been coached during training implementation and at the end of the project, three trainers of MYANTRADE have qualified.

*Example market-intelligence:* A GIZ consultant provided training and developed a format, with sources, to allow for easy updating the available factsheets in the future. Some of the EU Export Market Scans were developed with contributions from the MFVP (e.g. tea value chain).

*Example match-making:* The project advised the MoC in organising fairs, together with the private sector (first joint booths). Training in marketing and match-making services was provided and is now part of the Helpdesk services (how to pitch and talk to foreign buyers). Financial support was provided for visiting fairs (e.g. BIOFACH) together with supported stakeholders of the tea value chain so that initial experiences could be made.

Enterprises benefit from the Helpdesk services and enhance their readiness for trade (output A). Capacity development of departments and associations results in adjustment of their services (output B); information and capacities are passed on to SMEs and lead to greater potential for economic growth.

Successful services are being institutionalised and upscaled/replicated by MoC (outcome indicator 3). The Helpdesk was supported part-time by three international and four local long-term experts. Factors of success or failure were highlighted:

- The provided technical expertise and training provided were relevant and highly appreciated (Int\_1,12,13 with partners, Int\_5 with private sector/civil society, FGD\_4 with final beneficiaries/private sector).
- Limited cooperation of different national actors and departments can be a bottle-neck, e.g. a weak working relationship between the Department of Trade and the Custom Department; which, however, improved regarding technical topics (WS\_4 with GIZ). Also, donor coordination by partners is conducive to project efficiency, for example as demonstrated by DICA (Int\_2,4,5 with stakeholders, Int\_1,3 with partners).

### **Contribution story 3: The project supports consultation, lobbying and drafting processes and thereby contributes to improving framework conditions**

The project supports lobbying functions and private sector representation in consultation processes as well as public-private dialogues (specific result 3.2). Partners participate in consultation processes, lobby and negotiate their interests, and use the results of the dialogues and additional technical assistants on specific topics to shape framework conditions. The project also advises partners in drafting of framework conditions (result 3.1). Framework documents are brought to approval (outcome indicator 3). Implementation of framework conditions is supported with information and awareness raising services by the project (output 2, outcome indicator 2).

*Example National Export Strategy:* Over the years, the MFVP was supported in its efforts to extend the sectors of the National Export Strategy and to include agriculture, which accounts for about 30% of Myanmar's GDP. Advice was provided for informal liaison with the Ministry of Commerce, for lobbying at events and for participation in public-private dialogues. The decisive public-private dialogue was facilitated by the project in 2017 with participants from MFVP, Ministry of Commerce, Ministry of Agriculture and Ministry of Education. The extension of the Strategy was discussed and subsequently announced. MFVP was supported by an integrated expert with 80% of their time.

*Example Chamber Law:* An integrated expert and a consultant supported the UMFCCL in an extensive process to come to a collectively approved draft that meets the needs of all members and is compatible with the existing legal framework. In 2019, the chamber holds a consolidated draft which it expects to be approved by DICA by the end of 2019.



**Figure 4: Public-private dialogue ‘access to finance’ in Shan State (Facebook accessed 27.03.2019)**



The following factors of success and failure were mentioned:

- Some strategic framework documents remain in consolidated draft status, for example, a draft National Residue Plan Honey, draft National Standards for Mango, a draft Trade Law, a draft Food Safety Policy. Some actors raised concerns regarding the finalisation of the documents (FG\_4, Int\_4 with stakeholders).
- There is uncertainty about continued finance for some cooperation formats, such as the Saturday Talks. However, trust and communication between public and private actors are enhanced due to project interventions, and – even if some formats might not be continued – the way of cooperation generally has changed for the better (Int\_9,10 with partners, Int\_2,3 with private sector/civil society, FGD\_2 beneficiaries/private sector).
- Other actors contributed to the development of framework conditions. Together with the Lux Development Agency and ITC, the project supported the formulation and testing of national community-based tourism standards. Essential consultations took place in two conferences which were facilitated by the project. The standards were approved at the end of 2018 (Project Progress Report 2, Int\_3,17 with GIZ, WS\_2 with GIZ).

Alternative hypotheses: Development is triggered by the motivation of partners: Partner motivation and commitment was highlighted as one of the major success factors and many project partners could spearhead development without the project. However, stakeholders confirmed that development would not have happened or not have happened to that extent without support of the project. The project offered vital technical and process-oriented support and international experience (WS\_3,4 with GIZ, Int\_1,8,3,7,14 with GIZ, Int\_2,4 with stakeholders). Partner commitment as well as partner human and financial capacities remain of importance for continuation of interventions and sustainability.

Alternative hypotheses: Development is triggered by economic development: Since Myanmar opened in 2012, the country initiated economic reforms aiming at attracting foreign investment and reintegrating into the global economy. Myanmar's economy developed with a fluctuating increase of GDP from 5.9% in 2016 to a 7.0% forecast for 2019 (ADB 2019b) and a volatile inflation rate. These factors influence on private sector development. For example, infrastructure development was mentioned as a conducive factor to the success of value chain support in Shan State, and ICT development made ICT-related

results possible in the first place. However, these factors don't explain the results of the project. The project outputs and outcome mark tangible intervention areas, which possibly benefited from economy-related conducive factors, but would not have been achieved without the project's technical and process-oriented support aligned with international experiences and standards (WS\_3,4 with GIZ, Int\_1 with GIZ, Int\_2,4 with stakeholders, Int\_1,2,3,12,13 with partners).

One interviewee pointed out that economic development wouldn't be enough to explain positive change, which also requires reform in social areas (Int\_3 with stakeholders). Another interviewee pointed out that it will be important for future development whether economic growth and income will be distributed inclusively (Int\_2 with stakeholders). 'Despite [economic] improvements, living standards have not improved for the majority of the people residing in rural areas. Burma remains one of the poorest countries in Asia – approximately 26% of the country's 51 million people live in poverty' (CIA 2018). Economic growth and reintegration into the regional and global economy will bring new challenges in terms of standards, treaties, investors and buyers in Myanmar, which Myanmar may master better with support.

The three pre-selected hypotheses were confirmed. Observed change cannot solely or substantially be explained by alternative factors (see table below).

*HYPOTHESES    CONTRIBUTION STORIES – VERIFICATION*

<i>Contribution to improved public and private services for private sector development</i>	<b>Confirmed</b> – results B.1, B.2, output B, Outcome (Indicator 2), Verified how services lead to enhanced local capacities (results A.1, A.2., output A) and increased sales (outcome indicator 1). Int_1,2 with private sector/civil society, Int_1,3,8,9 with partners, Int_3,8,9,16 with GIZ, WS_2 with GIZ
<i>Contribution to improved public services for trade promotion</i>	<b>Confirmed</b> – result D.1. Output D, Outcome (Indicator 3). Beyond the hypotheses, verified that services enhance capacities of MSMEs (output A). Information provided by the Helpdesk is distributed through associations (output B). Int_2,12,13 with partners, Int_1,3,5 with private sector/civil society, FGD_4 with beneficiaries/private sector; WS_4 and Int_1,2 with GIZ
<i>Contribution to improved framework conditions</i>	<b>Confirmed</b> – result C.2, C.3, output C, Outcome (outcome indicator 3) Int_2,3,8,9 with partners, Int_2,3 with private sector/civil society, Int_2,4 with stakeholders, Int_8,11,16,3,17 with GIZ, WS_2 with GIZ
<i>Economic development-initiated change</i>	<b>Factor is of relevance</b> but cannot explain project outcome; 'just economic development is not enough for reform' WS_3,4 with GIZ, Int_1 with GIZ, Int_2,4 with stakeholders, Int_1,2,3,12,13 with partners
<i>Partner motivation is the main drive for change</i>	<b>Factor of success</b> , however, results could not have been achieved without the technical and process-oriented support of the project  WS_3,4 with GIZ, Int_1,8,3,7,14 with GIZ, Int_2,4 with stakeholders

**Assessment Dimension 3: Additional positive results have been monitored, opportunities for further positive results have been seized. No project-related negative results occurred – or the project responded adequately**

The risks from the offer were monitored and changes were reported to BMZ. The project was able to counteract some of the risks: it trained enough partner staff to compensate staff fluctuations, it sought for coordination to avoid duplication of efforts, and its implementation was sensitive to local conflicts. Some risk became evident – i.e. in the form of armed conflicts in northern Shan State and in the form of a

conflict within stakeholders of a community-based tourism project – and interfered with project activities and results. These had to be put on hold, were less successful or less extensive, but not negative. The EU review process of the EbA agreement was not anticipated nor identified as risk in the offer. The project reacted by extending – even more – to other markets, but could only counteract to a limited extent, considering that it was in its last year of implementation and that the strategic aim of the EU co-financed trade development field of intervention was EU market readiness and access. However, no negative results developed.

Overall, no negative results were mentioned during the inception or mission phase. (WS\_2,3,4 with GIZ, Int\_1-16 with GIZ, Int\_1-13 with partners, Int\_1,2,3,4,5,6,7 with stakeholders, Int\_1,2,3,4 with private sector/Civil Society FGD\_1,2,3 with final beneficiaries and private sector/Civil Society). One interviewee responded, ‘there have only been positive outcomes with GIZ’ (Int\_1 with partners). Opportunities for additional positive results have been monitored in a sense that the project remained vigilant towards opportunities, and additional interventions were included in the work plan and activity monitoring. For example, the project supported the development of the National Food Safety Policy or an Illegal, Unreported and Unregulated fishing (IUU) Plan when the needs and opportunities became clear during project implementation (Int\_11 with GIZ; Int\_4 with stakeholders). Together with DICA, the project published the Socio-Economic Atlas of Myanmar (Kraas, Spohner and Aye Aye Myint, 2017); the rights for the publication, however, are with the publisher. After adjustment of the BMZ Country Strategy, the project seized the opportunity to extend its mango chain support to Mandalay.

**Conclusion:** The project is successful in terms of outcome indicator achievement. The outputs too are largely achieved and the contribution stories, developed based on triangulated sources and data, are sound. Three pre-selected hypotheses – contribution to services for (A) private sector development; (B) for trade development; and (C) contributions to improved framework conditions – were confirmed; observed change could not solely or substantially be explained by alternative factors. However, sales decreased in supported community-based tourism projects in Shan State due to external factors. Also, the project was rather unsuccessful in establishing partnerships with the industry (as a key lever to market readiness and access) and not able to verify its contribution to gender equality, both reflected in indicator measurement and in the contribution stories. The project was able to counteract some but not all risks for project success (armed conflict, community conflicts, Rakhine conflict, EbA review process, frustration because of delayed reforms). Opportunities for additional positive results were seized (e.g. drafting of the National Food Safety Policy) and the mission did not find any hints for opportunities which were not taken by the projects. No negative results were identified.

Criterion	Assessment dimension	Score and rating
Effectiveness	The project achieved the objective (outcome) on time in accordance with the project objective indicators.	35 of 40 points
	The activities and outputs of the project contributed substantially to the project objective achievement (outcome).	28 of 30 points
	<p>No project-related negative results have occurred – and if any negative results occurred the project responded adequately.</p> <p>The occurrence of additional (not formally agreed) positive results has been monitored and additional opportunities for further positive results have been seized.</p>	27 of 30 points
Overall score and rating		<p>Score: 90 of 100 points</p> <p>Rating: Successful</p>

## 4.4 Impact

### Evaluation basis and design for assessing impact

The criterion is assessed based on performance in three dimensions, verified with quantitative data (secondary sources, dimension 1) and qualitative data (interviews, FGDs and workshops, dimension 2 and 3).

#### Evaluation basis:

The foreseen overarching development results of the project are outlined by the Development Cooperation programme, Sustainable economic development in Myanmar. The programme aims at improving personnel, institutional, policy and infrastructural prerequisites for sustainable and socially equitable economic growth and thereby embraces interactions of the economic, ecological and social dimension of sustainability. Three of the four programme indicators will be used to verify impact of the project under dimension 1 and 2.

Anticipated contributions to formal BMZ identifiers and SDGs are outlined in section 2.2 'results model'. UNDP, together with the Central Statistics Organisation in Myanmar, published the SDG baseline report

in 2017 (CSO, UNDP, 2017). No second SDG indicator measurement report has been compiled and hence, actual changes regarding SDG achievement cannot be verified (dimension 1,3). The plausibility of contributions to the SDGs is elaborated under dimension 2.

### **Assessment Dimension 1: The intended overarching development results have occurred or are foreseen**

Project impact is foreseen to be achieved through the outcome of improved framework conditions and services. Output A entails direct support to MSMEs and small producers in Shan State, and thereby has the potential to lead to sustainable and socially equitable economic growth of these enterprises in Shan State directly. The outcome indicator was used to verify what the project has done to Leave No One Behind (LNOB) and to prepare corresponding impact, under dimension 1 but also in context of the impact hypotheses verified under dimension 2.

The programme indicator 2 ('Selected experts of administration, economy, donor community and politics confirm that MSME relevant public and private institutions increased their capacities') is measured by the SME policy index (OECD/ERIA 2018). The index changed its data collection and aggregation methodology since 2014, so that baseline and actual values cannot be compared. Both (the 2014 and the 2018) indices map and benchmark SME policies across eight policy areas ('dimensions') with several components ('sub-dimensions'). These dimensions and sub-dimensions differ between 2014 and 2016 to a varying extent. In 2014, the programme baseline was determined alongside the dimensions: 'Institutional Framework', 'Access to Support Services', 'Promotion of Entrepreneurial Education', and 'Access to Finance'. The project relevant sub-dimensions – 'Institutional Framework' and 'Access to Support Services' of the 2014 index – can be found in the 2018 Index so that in principle, data can be compared. (The dimension 'Access to Support Finance' will not be analysed as it looks at macro-level interventions which are beyond the scope of the project but possibly within the mandate of the GIZ Financial Sector project; the dimension 'Promotion of Entrepreneurial Education' is more relevant for the GIZ vocation education project.) The evaluation mission compared the development of Myanmar in comparison to all assessed ASEAN countries (ranking). In this sense, impact was verified based on whether Myanmar developed in relevant dimensions – 'Institutional Framework' and 'Access to Support Services' as much as its neighbouring countries. In addition, the ranking of Myanmar in the World Bank Doing Business–Trading across border index was analysed as well.

### **Assessment Dimension 2: The outcome of the project contributed to the occurred or foreseen overarching development results**

Based on the conceptual framework, three impact strands were selected for exploration:

- A. The outcome is conducive to public-private and civil society partnerships as prerequisites for sustainable and socially balanced economic growth and contributes to achieving SDGs 17.17 and 16.17
- B. Project outcome is not impeding positive interethnic relations/dynamics in Shan State and conducive to achieving SDG 16
- C. The outcome contributes to sustainable and socially equitable economic growth, SDG 8, and 1

### **Assessment Dimension 3: No project-related negative results at impact level have occurred – and if any negative results occurred the project responded adequately. The occurrence of additional (not formally agreed) positive results at impact level has been monitored and additional opportunities for further positive results have been seized.**

Planning and reporting documents do not identify unintended positive or negative results at impact level; and these do not seem to be inherent part of the project's monitoring system. Unintended impact-level positive or negative results were not formulated in inception phase interviews and were further explored



in mission phase interviews, workshops and FGDs.

**Evaluation design:** The analysis follows the evaluation questions; no specific design was applied for dimension 1 and 3. The analysis of dimension 2 was based on the contribution analysis. Contribution stories were grounded on data gathered during the inception and the mission phase. A third data collection, after the mission phase, was not possible. Therefore, alternative hypotheses were verified during the mission. The contribution stories were presented at the end of the mission and additional evidence was gathered through feedback loops (discussion of interim results, feedback to debriefing and report) and used to review and strengthen the contribution stories. The design was chosen because experimental and quasi-experimental designs with control groups were not feasible at the end of the project and with the resources available for the evaluation.

**Evaluation methods:** For assessing dimension 1, the 'SME/ERIA policy indices' 2014 and 2018, the 'trading across borders' index and project monitoring data for outcome indicator 1 were analysed. For dimension 2 and 3, monitoring data, project documents, reports and minutes were analysed. The analysis of all three dimensions was complemented by workshops/interviews/FGDs with GIZ, public actors, private sector/civil society actors and final beneficiaries. Content analysis of statements and documents was applied to answer the evaluation questions. The evidence strength is medium (triangulation of data, sources and evaluators). The data collection possibilities allowed answering the evaluation questions.

## **Analysis and assessment regarding Impact**

### **Assessment Dimension 1: The intended overarching development results have occurred or are foreseen**

Analysing the dimensions 'Institutional Framework' and 'Access to Support Services' of the ERIA/SME policy index, the gap between Myanmar and 10 other ASEAN countries increased between 2014 and 2018. Myanmar's ranking fell from rank 7 for 'Institutional Framework' in 2014 to rank 10 in 2018. For 'Access to Support Services', the ranking fell by one position, from 8 in 2014 to 9 in 2018. Complimentary analysis of the text shows that Myanmar developed (see below); however, it progressed less than its neighbouring countries. This is also illustrated in the World Bank's 2018 'Trading across Borders Index', where Myanmar fell from rank 103 in 2016 to rank 168 in 2019 (World Bank 2015a, 2016, 2017a, 2018c, 2019a).

Private sector development: The project is mentioned twice in the ERIA/SME policy index 2018: It's support to the National Export Strategy (NES) 2015 is acknowledged as well as its support to business development services. The index concludes that 'the government has made an effort to promote the provision of business development services through various initiatives. At the regional level, information and basic support are provided through the regional offices of DICA... The private sector has taken a much more prominent role in the provision of business development services over the past few years' (ERIA 2018 p. 357); the highlighted private sector institutions, however, do not participate in the project. Regarding the institutional framework, the index notes that 'Myanmar is currently at a very early stage of developing SME policies. The institutional framework for SME policy is rather fragmented, and there appears to be a degree of policy stagnation since the last assessment. ... Notable progress on company registration has been made over the past 3 years by the country's Directorate of Investment and Company Administration (DICA)'.

Trade development: The SME policy index states that 'Myanmar has room to improve trade facilitation in many areas, especially concerning formalities. However, the country has shown a strong commitment to simplifying its processes' (ERIA 2018 p. 357) (see also output indicator E1 and E2). The policy index highlights the tasks of the Myanmar Trade Centres which match the project's support to the Myanmar-EU Helpdesk (ERIA 2018 p. 354). In 2017, the EU was the 6th biggest trade partner of Myanmar and imported goods worth EUR 1,549 million (key imports garment (72%) and agricultural products, EU



2019d). Considering the ongoing conflict in Rakhine but also in Kachin and Shan States, the EU in 2018 expanded restrictive measures and adopted a framework for targeted measures against officials responsible for serious human rights violations (EU 2018a). The EU initiated a review on the trade preferences through EbA (EU 2018b). This would impede project impact in the direction of increased trade to the EU as it would make export more costly for Myanmar companies.

The mission concludes that impact can be described as in the ERIA SME policy index, although progress development in Myanmar is behind other ASEAN countries as reflected in Myanmar's ranking. Impact does not (yet) reflect in objective sources and may be slowed down by the current EU EbA review process.

The project embraces the LNOB principle by targeting final beneficiaries from remote and poor areas, men and women, different ethnic groups, different value chains and whole communities (details in context of hypotheses under dimension 2). The project aims at upscaling lessons learnt on local to the national level, e.g. by supporting the development of community-based tourism standards or by incorporating fruit and vegetables into the National Export Strategies (thereby including more sectors/final beneficiaries of the project). The project advises to diversify products and markets to reduce vulnerability of value chains and sectors (WS\_4 with GIZ).

## **Assessment Dimension 2: The outcome of the project contributed to the occurred or foreseen overarching development results**

Based on the conceptual framework, three impact strands were selected for exploration:

Contribution story A: The outcome is conducive to public-private and civil society partnerships as prerequisites for sustainable and socially balanced economic growth and contributes to achieving SDGs 17.17 and 16.7.

The project envisages to improve public-private and civil society partnerships in two ways:

1) The project strengthens lobbying capacities and private sector representation in national and regional consultation formats and processes (activities). Public sector partners introduced and organised cooperation formats, like the Saturday Talk and public-private dialogues (output-level). Even though longer-term sustainability of some of these may be unclear due to financial implication, interviewees confirmed improved cooperation, understanding and trust between public and private sector stakeholders and that the way of cooperation was more effective than traditionally organised public-private consultations (WS\_2,4 with GIZ; Int\_8 with GIZ; Int\_1,2,6,7,8 with partners, Int\_1,4 with stakeholders, FGD\_2 with final beneficiaries). Consultation processes contribute to information exchange (*example public-private dialogue*, 'Access to Finance' with follow-up service development by DSMED) jointly agreed interventions (*example: joint development of factsheets* by government and associations) and better consideration of the needs of different stakeholders in decisions, follow-up action and developed strategic framework documents (*example expansion of the National Export Strategy*) (outcome level, details section 4.3 Effectiveness). Inclusive and participatory mechanisms are prerequisites for sustainable and socially balanced economic growth (programme objective). The project thus directly contributes to SDG indicator 16.7 'Ensure responsive, inclusive, participatory and representative decision-making at all levels' and SDG indicator 17.17 'Encourage and promote effective public, public-private and civil society partnerships, building on the experience and resourcing strategies of partnerships' – and to achieving. In addition, the project contributes to achieving SDG indicator 16.7 through participatory government planning mechanisms (integrated regional development in Shan State) (BMZ identifier PD/GG 1) (WS\_3 with GIZ).

2) On the micro-level, the project supports community-based approaches where investors, communities and community-based organisations/associations/clusters jointly implement socially balanced economic initiatives (beneficiaries from remote and poor areas, both gender, different ethnic groups). The project

supports partnerships for introducing innovations (e.g. development partnership with tea Gschwender who financed a gas tea dryer) which – through achieving higher quality and quantity of products – contribute to increased competitiveness, more sales and possibly more export. These are small scale, yet tangible, examples of multi-stakeholder partnerships envisaged under SDG indicator 17.16 'Enhance the global partnership for sustainable development, complemented by multi-stakeholder partnerships that mobilise and share knowledge, expertise, technology and financial resources, to support the achievement of the Sustainable Development Goals in all countries, in particular developing countries', which in turn contribute to achieving SDG indicators 17.11, 'Significantly increase the exports of developing countries, in particular with a view to doubling the least developed countries' share of global exports by 2020' (WS\_3,4 with GIZ, Int\_4 with GIZ).

Contribution story B: Project outcome is not impeding interethnic relations/dynamics in Shan State and conducive to achieving SDG 16.

Considering ongoing conflicts in Myanmar, German Development Cooperation is thoughtful about interethnic relations and dynamics (BMZ identifier FS1). Specifically in Shan State, interviewees confirmed that the project measures were implemented transparently, were inclusive and conflict sensitive (programme indicator). *Examples for transparency:* The project consulted partners and obtained all necessary permissions. It planned together with partners and established suitable steering structures. The project communicated transparently via Facebook. *Examples given inclusiveness:* The project's services in principle, are available to all stakeholder. They benefit MSMEs from different ethnic groups in Shan State (outcome indicator 1) and of differing wealth status. The project supported community-based approaches which benefit whole communities. The predecessor project supported the formation of the WEWG to promote economic inclusion of women. *Example conflict sensitive:* Inclusive approaches are expected to prevent conflicts. The project developed do-no-harm guidelines and applied them, e.g. when conflict within stakeholders of a community-based tourism project or armed conflict in Northern Shan State impeded success of interventions. (Int\_5,6,7,8,9,10 with partners, FGD\_1,2,3 with private sector/civil society and final beneficiaries, WS\_3,4 with GIZ). Transparent, inclusive and conflict sensitive measures are anticipated to maintain and facilitate positive interethnic relations and dynamics in Shan State and Mandalay, which is a precondition to local sustainable and socially equitable economic development. Decisive for conflict prevention and peace in Myanmar is the ongoing formal peace process. Development and implementation of conducive policies and plans will support peaceful coexistence and goal one of the Myanmar National Sustainable Development Plan 2018 to 2030 is 'Peace, National Reconciliation, Security and Good Governance'. Through long impact chains, the interventions thereby has potential to contribute to conflict prevention and to be conducive to achieving

**Box 1: Community-based tourism – impact potentials on local level**

For the different community-based tourism projects, models outline how communities are involved and benefit from the intervention, in terms of income generation through job creation, transportation services, foods and beverages, tour packages (which include visiting local markets, villages, and handmade souvenir shops), infrastructure development (public toilet), and payments in villages funds. Some projects generate money for education and health services. Private sector and community-based organisations said that communities, village committees and service providers groups in the communities benefit most from community-based tourism (FGD\_3). Out of 67 surveyed PaO (25 women, 42 men), only 3 rated the effect of tourism development in their village negative (because the tidiness in the village was bad), while most participants rated the effects positive (36 participants) and very positive (26 participants). Positive change was described in terms of increased knowledge, skills and cleanliness as immediate effects, better transport and access to electricity (24 answers) as well as positive impact on sustaining the traditional culture, village development and unity (29 answers), more job opportunities, income and benefits from the village fund (30 answers) as well as generally social welfare (6 answers). This underlines the potential of the community-based tourism projects to contribute to sustainable and socially equitable economic growth on the local level.

SDG indicator 16.1 'Significantly reduce all forms of violence...'. Current risks to peaceful coexistence in the whole of Myanmar are the crisis in Rakhine State, the active armed conflicts in Shan State and Kachin State, and generally interethnic tensions.

Contribution story C: The outcome contributes to sustainable and socially equitable economic growth, SDG 8, and SDG 2

The project aims at promoting economic growth (reflected in formal BMZ identifier AO1) which, specifically in the private sector development field of intervention; is socially equitable because it benefits poor and remote regions, different ethnic groups, whole communities, men and women (see box 1). The project considered the ecological dimension of economic growth. i.e. by promoting organic good agriculture practices (GAP) and through ecological consideration in tourism promotion. Achievements captured in the related outcome indicator 1 (increase in sales) indicate that impact is realistic at the local level. To make it happen, value chain and sector stakeholders require access to markets and timely returns. Through additional match-making services, trade promotion, trade facilitation, SPS and quality infrastructure interventions (outputs), the project supported sectors to prepare for trade and to explore and to potentially access markets.

The project also improved services at national level which can be used by all MSMEs and enterprises in Myanmar (online registration, investment application) and which, in that respect, are non-discriminative (outcome indicator 2). In addition, the project supports dialogues on topics that are relevant for sustainable and socially equitable economic growth, such as 'Investment Promotion for Sustainable Tourism' and 'Access to SME Finance'. Through dialogues and cooperation formats, the project ensures better consideration of the needs of different stakeholders in decisions and follow-up action and contributes to non-discriminative framework documents (see above, outcome indicator 3). Improved services and framework conditions are prerequisites of sustainable and socially equitable growth (programme objective). This contributes to achieving Myanmar's goal three in its National Sustainable Development Plan 2018 to 2030 'Job creation and private sector-led growth', which, through longer result chains, will contribute and to achieving SDG 2 'End hunger' and SDG 8 'Decent work and economic growth'. Increased export of aquaculture products (as opposed to fish caught in the wild) to the EU contributes to achieving SDG 14 'Life below water'.

Interventions of other actors in private sector and trade development (e.g. JICA, EU/ITC, Winrock, Nathan, DaNa facility) contribute to impact. However, the EU review process of the EbA agreement constitutes an obstacle for export to the EU and related impact. Economic development influences impact, too. While economic development cannot explain envisaged impact (which requires economic as well as social and ecological development); macro-economic indicators (e.g. inflation rate, GDP and unemployment) can negatively affect impact.

The three pre-selected hypotheses were confirmed. Change cannot be explained solely based on alternative factors as reflected in the table below.

*HYPOTHESES      CONTRIBUTION STORIES – VERIFICATION*

<i>Outcome to partnerships to prerequisites to SDG 17.17 and 16.7</i>	<b>Confirmed</b> – Outcome to prerequisites. The links to the SDGs were construed by the mission and partly verified in GIZ workshops. WS_2,3,4 and Int_4,8 with GIZ; Int_1,2,6,7,8 with partners, Int_1,4 with stakeholders, FGD_2 with final beneficiaries
<i>Transparent, inclusive, conflict sensitive to SDG 16</i>	<b>Confirmed</b> – The link to the SDG was developed by the mission and verified with GIZ in a workshop group. Int_5,6,7,8,9,10 with partners, FGD_1,2,3 with private sector/civil society and final beneficiaries, WS_3,4 with GIZ

<i>Outcome to sustainable, equitable economic growth to SDG 2, 8, 14</i>	<b>Confirmed</b> – Int_2,4,8 with partners, Int_1,2,3,4 with private sector/civil society, Int_3,5,8,9, WS_3,4 with GIZ, Project Progress Report II
<i>Economic development-initiated change</i>	<b>Influence</b> – However, impact requires economic as well as social and ecologic development. WS_3,4 and Int_1 with GIZ, Int_2,4 with stakeholders, Int_1,2,3,12,13 with partners
<i>Partnership without project</i>	<b>Not confirmed</b> – WS_2,4 with GIZ, Int_8 with GIZ; Int_1,2,6,7,8 with partners, Int_1,4 with stakeholders, FGD_2 with final beneficiaries

Mechanisms for widespread impact: The mission acknowledges that the project established suitable and effective mechanisms for widespread impact. These include:

- Support to the establishment of relevant services which are permanently provided to the private sector (sustainability of relevant services).
- Support to the establishment of relevant services at the national level which are available for all enterprises, MSMEs and small-scale producers (maximum scaled).
- Training a sufficient number of institutional staff as trainers on relevant topics. Training is anchored in institutions. i.e. at MoC, DICA, DSMED, within clusters/association (sustainability of relevant services).
- Capacity building for events which increase regional capacity and which are permanent or being implemented periodically, i.e. fairs, cycling, Visitor Information Centre (sustainability, potential for scalability of number and size of events possible).
- Providing affordable and easy to copy technology (sustainability and potential for scalability). Limits to widespread micro-level impact are access to electricity, road infrastructure and budget constraints of farmers and producers.
- Availability of hard-copy products and online information; online application systems, using channels for national distribution, e.g. of the integrated regional development planning and monitoring handbook (horizontal and vertical upscaling).
- Support to national framework documents of long-term validity (vertical upscaling).
- Contributing to the EU permission to export fish caught in the wild and aquaculture products.

**Assessment Dimension 3: No project-related negative results at impact level have occurred – and if any negative results occurred the project responded adequately. The occurrence of additional (not formally agreed) positive results at impact level has been monitored and additional opportunities for further positive results have been seized.**

It is the project's objective to improve framework conditions and services available for sustainable growth of MSMEs and small producers. The project focuses on economic development and reflects interactions between the social, economic and ecological dimensions of sustainability in its concept (see section 4.2 'Relevance'), implementation and impact, i.e. the programme objective (see 4.4 'Impact', dimension 2). The risks of the offer, which could endanger outcome and impact, were monitored, and their status reported to the BMZ. In addition, the project followed the development of the Rakhine conflict and the EbA review process since 2018.

Against the background of conflict potentials in Myanmar, the project, in its private sector development field of intervention, emphasised on social inclusion (poor and remote areas, ethnic groups, women) and conflict sensitivity to counteract potential risks and to achieve impact. Two interviewees wondered whether the project could have done more to create gender equality and impact for the bottom of the pyramid, e.g. by working more on inclusive business models, for example in cooperation with the DaNa facility, the Young Entrepreneur Association in Myanmar, and the GIZ supported Global Inclusive

Business Action Network (Int\_4,5 with stakeholders, DaNa facility, DICA, DISI, UK Aid, 2018). The project held training sessions on good agriculture, aquaculture, manufacturing and beekeeping practices, and established organic tea and mango value chains with support to farming, processing, marketing and export. The success of these interventions highly depends on further market development (see 4.3 'Effectiveness'). To counteract risks arising from unstable markets, the project advised for diversified markets and products, even more after initiation of the EbA review process. Individuals mentioned potential negative ecologic effects from tourism for the water quality of Lake Inle. This could not be confirmed by the mission. While there may have been potential for more impact, no negative results at impact level were identified in project documents or during the mission phase (WS\_2,3,4 with GIZ, Int\_1-16 with GIZ, Int\_1-13 with partners, Int\_1-7 with stakeholders, Int\_1-4 with private sector/civil society FGD\_1,2,3 with final beneficiaries and private sector/civil society). Impact, however, remains volatile in the longer term owing to likelihood of conflict escalation and uncertain macro-economic and market developments. These factors already limited project success on output and outcome level (i.e. hold of activities in Northern Shan State, withdrawal of investors, fewer and fluctuating numbers of tourists entering Myanmar since 2016).

Unintended positive results occurred in the sense that partners continued and replicated training and innovations. Associations which benefited from training, share the information with their members (horizontal 'spreading'). Successful practices and models were taken up and are being replicated by final beneficiaries and partners on their own initiative (horizontal upscaling): pruning is common in Shan State and six tea factories are using the affordable and adequate technology introduced by the project (observation). The MoC is planning to set up helpdesks with other countries, such as Korea, Thailand and Japan (WS\_3,4 with GIZ; Int\_2 with partners). Shan State government budgets for the replication of four visitor information centres (without coffee shop or other self-income-generation business models). Also, the number of cycling event visitors increased from approx. 400 to 500 in the last year (Int\_17 with GIZ, Int\_8 with partners).

**Conclusions:** The contributions to impact are plausible and three pre-selected hypotheses – contributions to (A) public-private cooperation and partnerships; (B) peaceful local dynamics; and (C) sustainable and socially equitable economic growth – were confirmed, while explanations based solely on alternative factors were ruled out. However, it was not possible to verify impact through objective external sources. Looking at Myanmar's ranking in relevant international indices, like the ERIA SME policy index or the World Bank Trading Across Borders Index, in comparison to neighbouring countries, Myanmar developed over the years, but not as much as other ASEAN countries. The project implemented mechanisms that were suitable to generate widespread impact; and project innovations were adopted and replicated by other actors. Longer-term impact, however, remains volatile due to conflict escalation potential and uncertain macro-economic and market developments. These factors already limited project success at output and outcome level (i.e. hold of activities in Northern Shan State, withdrawal of investors, fewer and fluctuating numbers of tourists entering Myanmar since 2016). The options for counteracting these risks are limited. Two actors wondered whether the project could have done more for social inclusion in economic development.

Criterion	Assessment dimension	Score and rating
Impact	The intended overarching development results have occurred or are foreseen.	30 of 40 points
	The outcome of the project contributed to the occurred or foreseen overarching development results.	27 of 30 points
	No project-related negative results at impact level have occurred – and if any negative results occurred the project responded adequately.	25 of 30 points
	The occurrence of additional (not formally agreed) positive results at impact level has been monitored and additional opportunities for further positive results have been seized.	
Overall score and rating		Score: 82 of 100 points Rating: Successful

## 4.5 Efficiency

### Evaluation basis and design for assessing efficiency

The assessment of efficiency analyses two dimensions, input-output relations (dimension 1, follow-the-money approach) and input-outcome relations (dimension 2)

#### Evaluation basis:

#### **Assessment Dimension 1: Production efficiency: The project's use of resources is appropriate with regard to the outputs achieved**

The analysis is based on cost-output data and the follow-the-money approach. BMZ-financed projects started to assign costs to outputs as part of their project concept and implementation only in 2018. The cost-output data for the evaluation therefore was estimated retrospectively, using a GIZ Excel-tool developed for this purpose. Output achievement was assessed based on output indicator measurement (project monitoring data). Relevant project documents to verify inputs, activities and outputs as well as



financial reflections and steering were available (reports, operational plans, minutes).

## **Assessment Dimension 2: Allocation efficiency: The project's use of resources is appropriate with regard to achieving the projects objective (outcome)**

The sum of all output costs is the cost of the outcome. The analysis is partly based on cost-outcome data and reflects overarching questions, such as the influences of partner structure, instruments, cooperation, co-financing and partner contributions on efficiency. Outcome achievement was assessed based on outcome indicator measurement (project monitoring data). Project documents that reflect on partner structure, instruments, cooperation and outcome achievement were available (reports, operational plans, minutes).

**Evaluation design:** The analyses, particularly of dimension 1, is based on the follow-the-money approach, which is also called 'expenditure tracking'. It entails the description, analyses and assessment of all costs, results and retracing of expenditures for results with the aim to identify possible improvements. No comparative data is required. The analysis follows the analytical questions in the evaluation matrix. Selected pilot indicators suggested by the GIZ Evaluation Department were tested (see annex 1 'Evaluation matrix'). The design was chosen because the Excel-tool, analytical questions and indicators are tailored to GIZ projects and provide adequate approximations to actual costs-output relations. The assessment of allocation efficiency is only partly based on cost data. The evaluation questions are broader and cover overarching questions.

**Evaluation methods:** The estimation of cost-output relations was complex, particularly for the private sector development field of intervention, because the project planned and budgeted according to partner institutions and value chains. Costs were assigned to outputs based on cash forecast plans and estimates on how cooperation with certain partners/value chains contributed to outputs. Project progress reports, operational plans and team meeting minutes were analysed. Additional data was gathered through workshop groups and interviews with GIZ and, to a limited extent, public sector partners, donors/projects and private sector/civil society actors. Retrospective assignment of costs to outputs is less accurate than ongoing assignment during project term and data was interpreted with great caution. Strength of interview data is medium; triangulation of sources and evaluators was possible. The data collection possibilities allowed the application of the evaluation design.

## **Analysis and assessment regarding efficiency**

### **Assessment Dimension 1: Production efficiency**

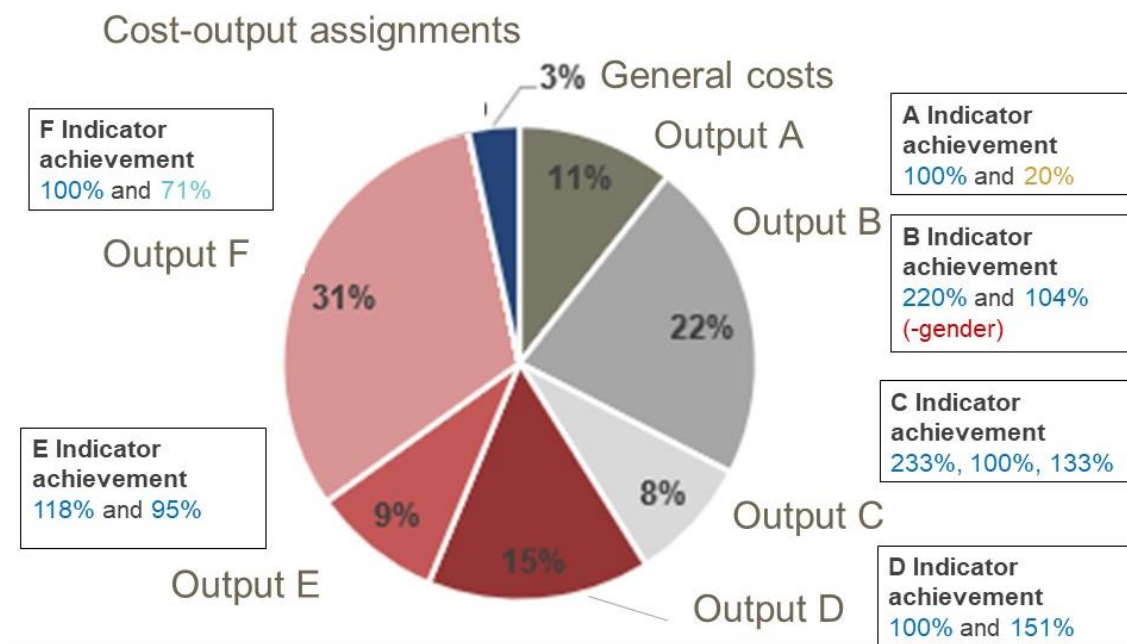
**Cost-output relations:** The output indicators are achieved, all bar two exceptions: The project did not establish a business development service directed to women (indicator B1) and it was not able to establish as many partnerships with the industry as it anticipated (indicator A2) (details see annex 2). The outputs are formulated on an adequate aspiration level and the output indicators largely meet the SMART criteria and therefore are considered appropriate measurements of output achievement. To consolidate regional planning achievements of the predecessor project, the current project invested in regional monitoring in Taunggyi (output C). This intervention area is not reflected in output or outcome indicators. From 10/2016 to 12/2018, the project had a total budget of EUR 14,210,010.29 (including EUR 6,850,674.80 from BMZ and EUR 6,850,674.88 EU carried over from the existing trade development EU co-financing). The spent funds, excluding general expenses of GIZ, were invested as follows:

- Approximately 31% of the spent funds were invested in output F 'SPS and quality infrastructure'. Compared to other outputs, a larger share of the cost was borne for consultancy services (as opposed implementation by GIZ staff), i.e. because the consulting Expertise France managed SPS and a suitable consulting pool for highly technical training and strategic advice was required. A higher share of the costs was borne by procurement of quality infrastructure/laboratory equipment, even

though the total budget available for equipment was not utilised because of lengthy procedures within GIZ. The output indicators (export of fish caught in the wild and of aquaculture products to the EU; testing of parameters in the laboratory) are achieved or nearly achieved. Particularly the EU export permissions are 'impactful' achievements.

- Approximately 22 % of the spent funds were used for output B 'services'. The emphasis originated from the recommendation of a decentral project evaluation in 2016 to focus on demand-oriented service delivery, as well as from the variety of topics and the number of public and private cooperation partners in the area of service delivery. The corresponding output indicators (establishment of services, use of services) are over-fulfilled; hence, the (relatively) higher input resulted in a high output which directly feeds into the outcome (outcome indicator 2). The project only failed to introduce a service directed at women.
- Approximately 15% were invested in output D 'Trade Promotion'. Compared to other trade development outputs, output D required more personnel and travel costs; the latter particularly for establishing match-making services at the MoC, i.e. for facilitating participation in trade fairs. The output indicators are fulfilled. The established Myanmar–EU Helpdesk was supported in institutionalising training that also benefited achieving output E 'Trade facilitation' (e.g. training on HS coding, RoO, REX) and output F 'SPS and quality infrastructure' (e.g. training in global aquaculture practices).

**Figure 5: Approximate cost-output relations after retrospective assignment**



- Approximately 11% of spent funds contributed to output A 'MSME capacities' in Shan State. Indicator measurement confirms that individual capacities increased, but only one partnership with the industry could be maintained. Due to a conflict within local tourism stakeholders, the project withdrew its support and shifted resources within output A to tourism promotion through YouTube videos (WS\_2 with GIZ).
- Approximately 9% of the spent funds were invested in output E 'Trade facilitation'. While in the initial need assessment, eight priority areas for cooperation were identified, these over time condensed into three priority areas. The output indicators are fulfilled or nearly fulfilled. Concretely, the project successfully supported the e-CofO, the REX system and HS coding. The resources, which were not used for output E were shifted to output F (Int\_2 with GIZ, WS\_4 with GIZ).

- Approximately 8% of the spent funds were invested in output C 'Capacities to shape framework and business condition'. The indicators are achieved or even overachieved (relevance of high-level events like public-private dialogues, feeding of proposals into the policy process, implementation of initiatives to increase regional competitiveness in Shan State). Integrated regional development monitoring activities, however, are not captured in the output or outcome indicators (about 2% of the total budget). The initial plan of hosting a costly high-level event on regional monitoring outside Shan State was adjusted to a local launching ceremony of the Planning and Monitoring Handbook to save costs (Int\_5 with GIZ).
- Approximately 3% of the spent funds covered general costs (e.g. for support staff, preparation of the follow-on project). The general expenses of GIZ are not considered in this analysis.

The partner structure evolved from a BMZ requirement in 2012 to also work with the private sector and civil society organisations, a need for capacity building on all levels, and the recommendation of the decentral project evaluation of the predecessor project to intensify engagement at the sub-national level and to orient the project towards private sector needs and demand-driven models of service delivery. The project cooperated with stakeholders on the macro-, meso- and micro-levels with interventions at national, regional and local levels. This had the anticipated measurable effects on the direct target group (government, private sector/civil society organisations) and the indirect target group (MSMEs, small-scale producers and members of community-based tourism organisations). Since 2016, the project has worked in Shan State and in 2018, it extended its mango value chain support to Mandalay where mango farming is more common. The project mapped its partners and developed CD strategies for DICA (output B and C), DSMED (output B), value chains in Shan State and Mandalay (output A and B), integrated regional development (output C) and trade development (output D to F). One interviewee stated that the selection of partners was spot-on, allowed for broad coverage under the predecessor project, and was focused on driving forces under the current project. Interviewees pointed out how important ownership and motivation of partner institutions were for change (see section 4.3 'Effectiveness'). The strong partner orientation underlined the project's demand-oriented approach but still came along with a complex portfolio and a variety of thematic areas to cover. As also reflected under relevance (section 4.2), the partner structure was overall adequate for reaching the results; yet it remained complex and did not boost synergies and scaling-up potentials (risk of working in 'silos').

In line with its CD partner and steering structure, the project planned and steered its resources according to partner institutions and value chains and centred its instruments around partner institutions, value chains and integrated regional development. While the predecessor project was – in line with its focus on organisational development – financially able to assign more advisers to partner institutions and to deploy integrated experts to four institutions (namely UMFCCL, MFVP, Tourism Association, CESD), the current project had to focus its interventions carefully and reflect on the use of instruments, considering what would be the most efficient way of achieving its results. The project maintained an office in Shan State, where a national long-term expert managed integrated regional development interventions (output C), while two international and three national long-term experts supported the tea/mango and tourism value chains (output A and B, and less to output C). A development worker provided organisational development to multiple stakeholders and supported tourism promotion in Shan State. At the national level, an integrated expert worked with MFVP and, to a lesser extent, with UMFCCL to further support capacity development of these institutions (equally contributing to output A, B and C). Integrated experts are staff members of local institutions; yet they are also part of a development project. Three local long-term experts were assigned directly to partner institutions, i.e. DICA (output B and C) and DSMED (output B), and the project had offices with three international and four national experts at the Ministry of Commerce in Nya Pyi Taw and Yangon (output D and E, MoC office close to the Customs Department). Output F was managed by a long-term expert ('quality infrastructure') and a consultant from Expertise France together with four national long-term experts (sanitary and phytosanitary standards – SPS). The direct support and 'in-house' technical assistance of the project were very much appreciated by public

and private sector institutions (Int\_1,2,3 with partners, Int\_1,2,3 with private sector/civil society).

Financial support (financing and local subsidies) was provided for identified activities (e.g. SME talks by DSMED, training of trainers on investment law by DICA) which were implemented with the support of GIZ staff assigned to the respective institution. For two areas of intervention, the project worked with consultant companies as implementers. The tourism value chain (contributing to output A, B and to a lesser extent output C) was supported by PEM in cooperation with Icon Institute and Mesopartner, and SPS under output F was managed by Expertise France. For the tourism value chain, the project observed that the subcontract created a project in the project with own leadership and reporting structures (WS\_2 with GIZ). Short-term experts were deployed for manifold technical inputs, training, studies and advisory services for all outputs, including drafting of the chamber law, public relations training and coaching, training on integrated regional development, and marketing. At times, however, recruiting was slow, partly because very specific competences were required and partly because of lengthy processes within GIZ (Int\_1,11 with GIZ). The personnel and financing instrument mix was well chosen for the project and the partner structure, considering the total budget of the project (WS\_2.4 with GIZ, Int\_14 with GIZ).

The project invested in office equipment, IT, vehicles, printing of fact sheets and project products, and consumables (fuel, electricity). Laboratory equipment attracted most investment, which contributed to output F 'quality infrastructure and SPS'. Originally, the planned budget for equipment had been higher, but because of administrative procedures and limited capacities within GIZ Germany and the EU rule to request the funds at a certain deadline, the budget was only partly spent. GIZ was able to procure prioritised equipment but not up to the available amount. This managerial challenge did not reflect in indicator achievement. The project confirmed that the funds available were adequate for achieving the outputs (WS\_2,4 with GIZ).

**Steering and budgeting:** The project planned annually together with its partners and monitored it through the steering committees of respective project areas. Agreed activities were budgeted and included in the operational plans; the project then developed monthly cash forecasts to request funds. The project experienced common deviations between budget, available cash and spending, but these did not affect project efficiency. At the end of 2018, the project received residual and special funds for levelling the way of the follow-on project in terms of researching ICT-related needs and potentials as well as digital innovations in the region. Interviewees confirm that the financial means were moderate to reach the outputs (WS\_2, 4 with GIZ).

## **Assessment Dimension 2: Allocation efficiency**

The project aims at improving framework conditions and services available for sustainable growth of MSMEs and small producers in selected sectors. The outcome is to 87% achieved, as verified by three outcome indicators (details see 4.3 'Effectiveness'). The project failed to achieve an increase of sales in the tourism value chain in Shan State and in establishing a service directed at women.

The **EU co-financing** added great value to the project and allowed implementation of trade development measures with its own outputs and indicators; these could not have been covered with BMZ funding only. The co-financing agreement required proportionally adequate administrative processes and harmonisation (Int\_14 with GIZ). Different outcome formulations in the BMZ offer and the EU description of action, however, are likely to have contributed to a more output-oriented implementation of the trade development field of interventions. While both fields of interventions, private sector and trade development, were successful as separate fields of interventions, it seems that only limited synergies in terms of joint activities were feasible (see 4.2 'Relevance'). Considering the complexity of the project, combining two fields of interventions with a variety of thematic areas and a distinguished partner structure for each output, this seems nearly inevitable.

**Partner contributions** were provided in terms of offices, meeting room, internet, electricity, water supply,

travel costs and staff. The contributions were estimated at EUR 1,235,491.00. They matched the calculations of the project offer and were provided reliably (WS\_2,4 with GIZ).

The project concept evolved from a well-funded predecessor project with a broad-range portfolio. The current project focuses more on certain partner institutions but still worked with many partners and covered a wide variety of topics, i.e. private sector development (including farming and processing, business development services, private sector representation in policy processes), trade development (trade policy, trade promotion, trade facilitation, food safety, quality infrastructure) and integrated regional development planning and monitoring. **Thematic areas, partner structure** and the partner-oriented **instrument mix** of the project were generally conducive to the outcome as reflected in indicator achievement. However, a few interviewees wondered whether the project could have focused more on selected areas (Int\_1 with stakeholders, Int\_4 with GIZ). Even though not reflected in indicator measurement (outcome indicator 3 assesses adopted frameworks), some interventions have not been fully utilised, i.e. some framework documents remain in draft status such as the Trade Law, the National Residue Plan for the Honey Sector, the Food Safety Policy and the National Mango Standards. Shan State's private sector development activities appear to be less interlinked with national-level interventions. In the longer term, this limits the project's opportunities for upscaling of success stories and for integrating lessons learnt into framework conditions. One reason lies in the specifics of the agriculture value chain, where several government stakeholders are concerned with different aspects of a value chain (i.e. Ministry of Agriculture, Ministry of Industry, Ministry of Commerce, Ministry of National Planning and Economic Development) (Int\_15,4 with GIZ). For these agriculture value chains, the MFVP acts as national lobbyist. For integrated regional planning, there were no national-level interventions and no counterpart.

**Cooperation:** The project made appropriate use of cooperation opportunities and seized synergies in terms of joint activities with other development partners and projects. It engaged in 'casual' and formal donor coordination mechanisms (Int\_1,2,3,5,6 with stakeholders, WS\_2,4 with GIZ). Together with the International Labour Organization (ILO), Germany is co-facilitating the sector coordination group 'Job creation', where the project facilitates the sub-working group on trade (Project Progress Report 2, p. 5). Under the Myanmar Sustainable Development Plan, mechanisms for donor coordination are outlined and will be established in the future. In 2018, clusters were formed within the German Development Cooperation to ensure coordination and complementarity, particularly in future planning. Examples of coordinated interventions are:

- In cooperation with the GIZ project '*Bankenförderung und Finanzsystementwicklung*' (part of the same German Development Programme), the project supported the DSMED SME talk 'Availability of SMEs Financial Access' in Shan State. As follow-up, the DSMED, together with the project, compiled a leaflet on SME financing and loan options (service/outcome). The contact to banks is established and DSMED will be able to update the information in the future. Some mango farmers used the information to receive loans. Both GIZ projects also supported a forum on MSME Financial Services in June 2018 in Nay Pyi Taw and the Myanmar Economic Forum in October 2018 in Yangon (Project Progress Report 2, WS\_2 GIZ).
- In cooperation with the GIZ project '*Förderung der beruflichen Bildung*' (part of the same German Development Programme) and the Inle Heritage Hospitality Vocational Training Center (IHHVTC), a new curriculum based on the Common ASEAN Tourism Curriculum was developed. IHHVTC was accredited as the first assessment centre in Shan State by the National Skills Standard Authority (GIZ factsheet, WS\_2 with GIZ, Project Progress Report).
- Together with the Centre for the Promotion of Imports from developing countries, the project supported fair participation. While the Centre financed participation of private sector stakeholders, the project contributed the costs for the participation of public sector stakeholders and sector associations. The joint intervention strengthened cooperation between associations, public and private actors (Int\_2 with GIZ).



Other cooperation partners include JICA (e.g. translation of the Investment Guide), Nathan (integration of the e-CofO into the ASEAN single market) HELVETAS (Myanmar Tea Festival). While cases are known, where different donors worked on the same task, this did not happen to the project due to proactive coordination.

The steering committee meetings of the trade development field of intervention were postponed in the

**Figure 6: Certificate of Origin online application**  
<https://onlineco.myanmartradenet.com/> (accessed 27.03.2019)

last year of implementation and the EU was unsatisfied with its visibility (Int\_11 with GIZ, Int\_4 with stakeholders). Two interviewees wondered whether the project could have tried to link up their target groups at the local level with existing facilities, such as the DaNa facility (Int\_14 with GIZ, Int\_5 with stakeholders), although it generally looks at rather bigger scale projects and investments.

**Conclusions:** The project evolved from a well-resourced predecessor project and interventions were focused from the predecessor to the current project. In line with its strategic focus on strengthening partner institutions, the chosen thematic areas, partner structure and instruments were adequate to achieve the outputs and outcome, as verified in indicator achievement, and to remain flexible for scaling of interventions. Within its focus, the project mindfully allocated instruments and financial means, monitored diligently and shifted resources if necessary, to maximise its outputs. Overall, the complexity of partner structure, topics and intervention levels was less conducive to boosting synergies and to linking and upscaling of interventions with different partners and on different levels. The project could not bring all its interventions to full potential, particularly in the area of partnerships (because priority was given to strengthening partners while market orientation came second), economic inclusion of women and improved framework conditions (e.g. draft status of critical documents such as a honey sector residue monitoring plan or a Draft Illegal Unreported and Unregulated Fishery Plan). The project did not make maximum use of the available budget for equipment. Opportunities for cooperation and synergies were seized. The evaluation mission acknowledges that the project built a foundation for impact beyond the formally agreed indicators of success by using a training of trainer approach, replicable models and pilot interventions and envisaged upscaling of local experiences to the national level if possible.



Criterion	Assessment dimension	Score and rating
Efficiency	The project's use of resources is appropriate with regard to the outputs achieved.  [Production efficiency]	60 of 70 points
	The project's use of resources is appropriate with regard to achieving the projects objective (outcome).  [Allocation efficiency]	25 of 30 points
Overall score and rating		Score: 85 of 100 points  Rating: Successful

## 4.6 Sustainability

### Evaluation basis and design for assessing sustainability

Sustainability is assessed alongside two dimensions, anchorage of results in (partner) structures (dimension 1), and a forecast of durability (dimension 2)

#### Evaluation basis:

#### **Assessment Dimension 1: Prerequisite for ensuring the long-term success of the project: Results are anchored in (partner) structures**

The evaluators reviewed what the project has done to ensure sustainability, including the project's exit strategy, and verified anchorage of results. Sustainability has been differently assessed according to the measures, which – to the knowledge of the evaluators – are taken up or not taken up by the follow-on project. This is under the assumption that intervention areas that will receive further support, do not necessarily require the same level of anchorage as interventions that have to be maintained by partners without further support. Possible constraints and conducive factors for sustainability were identified.

#### **Assessment Dimension 2: Forecast of durability: Results of the project are permanent, stable and long-term resilient**

Based on the analyses of dimension 1 and additionally collected data, the evaluators planned to discuss potential forecasts on how the current situation may develop in the future, considering identified factors that might influence the durability, stability and resilience of long-term results in the future (e.g. ownership of partners, financial means, human capacities). This was only partially possible because of unclarity of further development of external factors.

**Evaluation design:** The analysis follows the evaluation questions; no specific design will be applied.

**Evaluation methods:** Assessment is based on document analyses with a focus on those sections that outline how the project plans and reports to have anchored results in stakeholder structures. Additional data was collected during workshops, interviews with GIZ, public sector actors and private sector/civil society actors, and FGDs with the indirect target group. The mission reviewed apparent results during visits (e.g. tea factory, visitor information centre, offices). Evidence strength is medium; data, sources and evaluators will be triangulated. The data collection possibilities allow answering the evaluation questions.

## **Analysis and assessment regarding sustainability**

### **Assessment Dimension 1: Prerequisite for ensuring the long-term success of the project: Results are anchored in (partner) structures**

The project aimed at anchoring technical, organisational and cooperation capacities within partner institutions for longer-term sustainability. The capacity development approach of the project was very much appreciated, training contents were relevant, useful and resulted in enhanced knowledge and capacities (Int\_1,2,3,4,8,9,10,11,12,13 with partners, Int\_1,2,3,4 with private sector/civil society, FGD\_1,2,3,4, project monitoring data). To ensure long-term availability of training services and information provisions, the project implemented training of trainer approaches and digitalised information material. Training of trainers and organising events, such as fairs or SME talks, were first implemented closely together with partners, then by partners themselves with limited technical support of the project, and finally only with financial contribution from GIZ. Templates and instructions were developed, which can easily be followed by partners to update existing information, e.g. to develop market scans in the future. As of December 2017, the project engaged in a strategic planning and simultaneous phasing out process. This included training of change agents within institutions in cooperation with the Myanmar Change Agent Network (MyCan), communication with partners about options for the way forward and systematic handing over to partners (WS\_2,4 with GIZ, Int\_1,4 with stakeholders). The process coincided with the cluster formation in Myanmar and lessons learnt were used to conceptualise the follow-on project. It is the project's objective to improve services and framework conditions. The mission therefore verified to what extent supported services (outcome indicator 2, Myanmar–EU Help desk services) and framework conditions are anchored in the partner systems.

Framework conditions: Results of private sector needs assessments and lessons learnt from model interventions were fed into policy processes – as much as possible – for longer-term sustainability. Adopted framework documents are of durable validity. Implementation may have to be supported in the future, particularly of recently adopted framework documents such as the Community-Based Tourism Standards.

Services: Most of the new and improved services were found to be anchored in the partner system (WS\_2,4 with GIZ, Int\_1,2,3,4,8,9,10,11,12,13 with partners, Int\_1,2,3 with private sector/Civil Society, FGD\_1,2,3). *Examples:* The Visitor Information Centre in Nyaung Shwe is run by the MoHT and cycling events continue without project support ('owned' by a local group). Organisational development of MFVP has resulted in a strong operational management structure and financial sustainability through different sources of income (commercial activities, membership, projects with strategically chosen development partners such as DFID and USAID) (Int\_8 with GIZ, Int\_2,3 with stakeholders). Online services and application systems are established permanently, as long as they are aligned with the needs and requirements.

Constraints, however, exist regarding sustained funding (e.g. within government institutions for organising fairs, public-private dialogues, updating of informational websites), longer-term staff capacities (staff fluctuations and availability due to other tasks) and capacities for required inter-government and inter-institutional coordination (Int\_5,6,7,9,10 with partners).

As conducive factors for sustainability, some intervention areas will be further supported by the follow-on

project (e.g. the EU–Myanmar Help desk), other GIZ projects (value chain support, cooperation with MoI) and other development partners (e.g. new EU ITC possibly working in SPS and selected value chains, development projects with DICA or in Shan State). Also, some framework documents which were not brought to adoption are likely to be followed up on by other development partners (for example, the EU ITC project might take on finalising the Trade Law, the Food Safety Policy and the Honey National Residue Plan).

As another conducive factor for long-term sustainability, interviewees mentioned partner commitment and motivation for change. Specifically, DICA and MFVP were described as competent and important players, not only by the project but also by other stakeholders (Int\_2,3,4,5 with stakeholders).

## **Assessment Dimension 2: Forecast of durability: Results of the project are permanent, stable and long-term resilient**

Overall, it is plausible that anchored services and events are likely to sustain without project support if finances and capacities can be maintained (dimension 1). Some shortcomings were highlighted where additional efforts might be required:

- The supported agricultural value chains in Shan State and Mandalay made progress in terms of quality of products, productivity and sales. It was not possible for the project to secure stable markets for the supported value chains. Targeted value chains under the trade promotion field of intervention (fishery and aquaculture, mung bean, honey, garment) increased relevant export knowledge and capacities and benefit from improved services and framework conditions. Critical bottlenecks remain in terms of access to markets and returns; but these are critical for long-term sustainability and development.
- The organic green tea value chain cluster (training, certification, processing) is currently functional; however, the export of organic-certified green tea to the EU is still in the testing stage. Long-term success depends on organic market development as well as quality and productivity within the value chain. At the time of the evaluation, farmers held organic group certifications. The model green tea factory has been replicated in Shan State. Additional tea factories are run with different business models and are used for processing of non-organic tea (FGD\_12, Int\_6,7 with private sector/civil society, observation).
- A multi-stakeholder group of mango farmers considers investment in hot water treatment equipment which is required for export to ASEAN and EU market. The group might not yet be able to invest (Int\_16 with GIZ). So far, only test exports of mangos were realised.
- Strengthening of associations and clusters was successful; although meso- and micro-level actors are concerned regarding sustained funding of meetings (FGD\_1,2).
- Community-based tourism organisations mentioned a need for further support to refine their strategic directions, to create awareness within communities and to promote their area effectively. The project would leave too early (FGD\_3).
- The Shan State Monitoring Plan is based on the Shan Comprehensive Development Plan 2016 to 2021 which was developed based on the National Comprehensive Development Plan. It is uncertain whether the plan will require updating and adjustment to be aligned with the Myanmar Sustainable Development Plan 2018 to 2030. The planning department has only limited capacities for implementing the monitoring plan without further support (Int\_5,6,7 with stakeholders, Int\_5 with GIZ).
- MYANTRADE is committed to continue its services. Staff resources, however, are limited. Training has been provided free of charge but there might be an option to ask for reasonable compensation in the future (Int\_2,12,13 with partners). The political partner of the follow-on project is the MoC and further project support to MYANTRADE will be provided.

Uncertain external factors endanger sustainability. Continuous ethnic conflicts could prohibit flourishing of the tourism value chain and possibly influence foreign policies and engagement of international investors and traders. A stop of the EU trade preferential system under the EbA agreement would make export to

the EU more costly to traders who then would find it more difficult to exploit the project results to their full potential. The project counteracted by supporting access to diversified markets, but could only adjust to a limited extent, considering that it was in its last year of implementation and that the strategic aim of the EU co-financed trade development field of intervention was EU market readiness and access (WS\_2,4 with GIZ). On the positive side, if exporters fulfil the high EU standards, they can also export to other regions and countries. Finally, future macro-economic development of Myanmar is a critical factor for private sector and trade development.

**Conclusion:** The project's capacity development approach was suitable to anchor capacities and results in partner institutions; and most of the supported services and framework conditions are anticipated to be durable. Based on lessons learnt, the project engaged in a strategic exit and simultaneous planning process of the follow-on project. The exit strategy generally was adequate to ensure sustainability of interventions which will not be further supported by the follow-on project or other actors. For some intervention areas however, sustainability constraints in terms of limited financial partner resources and capacities remain. Also, the project was not able to secure stable markets for the supported value chains in Shan State and Mandalay. Sustainability of results is uncertain due to external factors (conflict risks, EU and foreign policies, macro-economic development).

Criterion	Assessment dimension	Score and rating
Sustainability	Prerequisite for ensuring the long-term success of the project:  Results are anchored in (partner) structures.	<i>40 of 50 points</i>
	Forecast of durability:  Results of the project are permanent, stable and long-term resilient.	<i>38 of 50 points</i>
Overall score and rating		<i>Score: 78 of 100 points</i>  <i>Rating: rather successful</i>

#### 4.7 Additional evaluation topic: the benefits of ICT instrument use

The use of information communication technology is on the increase in Myanmar (see ICT development index). Though the use of ICT is not a stipulated focus of the project, the project seized opportunities to increase effectiveness and efficiency through ICT. For example:

- Software and databases were for membership management or to improve book keeping of associations.
- The project supported the webpages of DICA, MoC, MoHT and the SME Agency. It established the webpage [www.visitinle.com](http://www.visitinle.com) and worked with YouTube videos and Facebook to distribute relevant information to the public.
- The project supported online applications (registration, investment application, CofO) which simplify the application processes, reduce costs and time of applications and contribute to transparency of application processes and approvals.
- The project supported services apps for farmers ('Greenovator') and cyclers (Strava, 2019).
- The project supported the Women's Entrepreneur Working Group in digital marketing. Although the training is not permanently offered by the Working Group, it was highlighted that digital marketing is effective and that good approaches have been copied among members.

All the above results are part of either improved services or implementation of framework conditions and hence, contribute to project effectiveness. Online registration and application reduce time and costs and make application processes more efficient. Webpages and apps efficiently make information available to the public. Except for software and databases that were developed for certain internal organisational purposes, all ICT-related results are accessible to everyone (who uses ICT) (maximum scaled).

As of August 2018, the project used '*Sondermittel*' (additional funds which were available within GIZ at the end of the calendar year) for establishing needs and potentials for ICT between technology enterprises from urban and farmers and producers from rural areas. In January and February 2019, the follow-on project implemented an innovation scout in 3 ASEAN countries, looking for business innovations in the region, among other considering ICT solutions.

**Figure 7: Tourism promotion at Heho Airport and in the Visitor Information Centre in Nyaung Shwe in Shan State**



## 4.8 Key results and overall rating

**Predecessor project:** GIZ was one of the early development partners in Myanmar when the country opened after many years of isolation. The predecessor project was essential for initial capacity development and eye-opening learning and cooperation experiences of partners. It was equally important for GIZ to arrive in and get to know a new country (as for all development partners at the time) and to learn how to best support private sector development in Myanmar. Stakeholders confirmed that the predecessor project provided crucial and efficient support where it was most needed. The results and lessons learnt of the predecessor project were well consolidated in the design of the current project and



continued measures led to extended results under the current project (see OECD/DAC criteria). The results of the discontinued measures – mainly developed organisational capacities – are mostly durable. Factors of success for long-term results were partner commitment, political priorities and support for institutions, and the availability of funds.

**Relevance:** The project is very successful in terms of alignment with the strategic reference framework and meeting the needs of its direct target group. It is also successful in terms of meeting the needs of the indirect target group, however, these go beyond readiness for the EU market, which is a priority of the EU financed trade development field of interventions. Gender differentiated needs could not be accommodated in the project concept to any significant extent. The project evolved from a well-resourced predecessor project. Though generally conducive to output and outcome achievement and for remaining flexible regarding scaling potentials, the wide range of thematic areas, the complex partner structure, steering by partner structure, and coverage of micro- to macro-level interventions limited opportunities for synergies within and between outputs. The project reacted well to changes of external factors (stagnating portfolio, EbA review process) and timely initiated a strategic adaptation, exit and planning process.

**Effectiveness:** The project is successful in terms of outcome indicator achievement. The outputs too are largely achieved and the contribution stories, developed based on triangulated sources and data, are sound. Three pre-selected hypotheses – contribution to services for (A) private sector development; (B) for trade development; and (C) contribution to improved framework conditions – were confirmed; observed change could not solely or substantially be explained by alternative factors. However, sales decreased in supported community-based tourism projects in Shan State due to external factors. Also, the project was rather unsuccessful in establishing partnerships with the industry (as a key lever to market readiness and access) and not able to verify its contribution to gender equality, both reflected in indicator measurement and in the contribution stories. The project was able to counteract some but not all risks for project success (armed conflict, community conflicts, Rakhine conflict, EbA review process, frustration because of delayed reforms). Opportunities for additional positive results have been seized (e.g. drafting of the National Food Safety Policy) and the mission did not find any hints for opportunities that were not taken by the projects. No negative results were identified.

**Impact:** The contributions are plausible and three pre-selected hypotheses – contributions to (A) public-private cooperation and partnerships; (B) peaceful local dynamics; and (C) sustainable and socially equitable economic growth – were confirmed, while explanations solely based on alternative factors were ruled out. However, it was not possible to verify impact through objective external sources. Relevant international indices, like the ERIA SME policy index or the World Bank Trading Across Borders Index, changed their methodology so that yearly values cannot be compared. Looking at Myanmar's ranking in comparison to neighbouring countries, Myanmar has developed over the years, but not as much as other ASEAN countries. The project implemented mechanisms that were suitable to generate widespread impact; and project innovations were adopted and replicated by other actors. Impact, however, remains volatile in the longer term due to potential of conflict escalation and uncertain macro-economic and market developments. These factors have already limited project success at the output and outcome level (i.e. hold of activities in Northern Shan State, withdrawal of investors, fluctuating/fewer tourists entering Myanmar since 2016). The options for counteracting these risks are limited. Two actors wondered whether the project could have done more for social inclusion in economic development.

**Efficiency:** Interventions were focused from the predecessor to the current project. In line with its strategic focus on strengthening partner institutions, the chosen thematic areas, partner structure, and instruments were adequate to achieve the outputs and outcome, as verified in indicator achievement, and to remain flexible for scaling of interventions. Within its focus, the project thoughtfully allocated instruments and financial means, monitored diligently and shifted resources if necessary, to maximise its outputs. Overall, the complexity of partner structure, topics and intervention levels was less conducive to boosting synergies and to linking and upscaling of interventions with different partners and at different



levels. The project could not bring all its interventions to full potential, particularly in the area of partnerships (because priority was on strengthening partners while market orientation came second), economic inclusion of women and improved framework conditions (e.g. draft status of critical documents such as a honey sector residue monitoring plan or a Draft Illegal Unreported and Unregulated Fishery Plan). The project did not make maximum use of the available budget for equipment. Opportunities for cooperation and synergies were seized. The mission acknowledges that the project built a foundation for impact beyond the formally agreed indicators by using training of trainer approaches, replicable models and pilot interventions and envisaged upscaling of local experiences to the national level if possible.

**Sustainability:** The project's capacity development approach was suitable to anchor capacities and results in partner institutions; and most of the supported services and framework conditions are anticipated to be durable. Based on lessons learnt, the project engaged in a strategic exit and simultaneous planning process of the follow-on project. The exit strategy generally was adequate to ensure sustainability of interventions which will not be further supported by the follow-on project or other actors. For some intervention areas, however, sustainability constraints in terms of limited financial partner resources and capacities remain. Also, the project could not secure stable markets for the supported value chains in Shan State and Mandalay. Sustainability of results is uncertain due to external factors (conflict risks, EU and foreign policies, macro-economic development).

**Additional evaluation topic: benefits from ICT instrument use:** Though the use of ICT is not a stipulated focus of the project, it seized opportunities to create ICT-based results (databases for membership management, book keeping software for associations, support to webpages, dissemination of information through YouTube videos and Facebook, online applications, support to public relation and digital marketing). These results are part of either improved services or implementation of framework conditions and hence, contribute to project effectiveness. Online registration and application reduce time and costs and make application processes more efficient. Webpages and apps efficiently make information available to the public. Except for software and databases that were developed for certain internal organisational purposes, all ICT-related results are accessible to everyone (who uses ICT) and hence, maximum scaled.

Criterion	Score	Rating
Relevance	91 of 100 points	Very successful
Effectiveness	90 of 100 points	Successful
Impact	82 of 100 points	Successful
Efficiency	85 of 100 points	Successful
Sustainability	78 of 100 points	Rather successful
Overall Score and Rating for all criteria	85 of 100 points Average Score of all criteria (sum divided by 5, max. 100 points see below)	Successful

100-point-scale (Score)	6-level-scale (Rating)
92-100	Level 1 = very successful
81-91	Level 2 = successful
67-80	Level 3 = rather successful
50-66	Level 4 = rather unsatisfactory
30-49	Level 5 = unsatisfactory
0-29	Level 6 = very unsatisfactory

# 5 Conclusions and recommendations

## 5.1 Factors of success or failure

### Management by GIZ

- Long-term, sincere and genuine cooperation between project and partners
- Needs-/demand-based project approach, project flexibility to cover emerging ideas of partners
- GIZ technical capacity and innovative approaches provided by GIZ
- Needs-based strategic planning
- Coordination and cooperation with projects/donors to avoid duplications and to seize synergies
- Administrative procedures for recruitment and procurement

### Management by partners

- Motivation/ownership/driving force of partners (identified as factor of success and failure of current and the predecessor project)
- Capacity of partners (number, capacity and availability of personnel, budget). The availability of funds was also an identified factor of success and failure of the predecessor project
- Inter-government and inter-institutional cooperation; cooperation between private and public sector actors
- Donor coordination to avoid duplication and to facilitate seizing of synergies

### External factors

- Contribution of other projects to capacity development in a sector
- Political priorities and institutional support (factor of success and failure of the predecessor project)
- Overall development in Myanmar, e.g. infrastructure development in Shan State, ICT development
- Community conflicts
- Armed conflict
- Everything but Arms (EbA) review process
- Macro-economic developments
- Tourism flow into Myanmar; tourism development in the whole country

**Two important levers** for further private sector development in Myanmar were identified:

- Readiness and access to markets and enough (timely) return
- Tapping into investments opportunities/access to finance

## 5.2 Conclusions and recommendations

### 1 Recommendations for extending the results and furthering sustainability in value chains and in thematic areas

Time frame for implementation: 2019

**Findings:** Trade promotion services were appreciated, used and effective in terms of capacity development and readiness for the EU (and other) markets. Commitment of partners was confirmed, and further opportunities described, e.g. upcoming opening of a Myanmar International Trade Centre (MITC) and plans for replication of the help desk model. **Recommendation:** To further support trade promotion at national level (diversification of products, producers, markets); possibly with long-term advisers in the

MITC.

**Findings:** The supported agricultural value chains in Shan State and Mandalay made progress in terms of quality of products, productivity and sales. Targeted value chains under the trade promotion field of intervention (fishery and aquaculture, mung bean, honey) increased export relevant knowledge and capacities. Critical bottlenecks remain in terms of access to markets and returns. It is uncertain how the EU market will develop. **Recommendation:** Extending the scope of readiness and access even more to diversified markets (local, ASEAN, EU etc.).

**Findings:** The introduction of innovations and appropriate technologies on local level was appreciated, and successful models and practices were taken up and replicated within clusters (pruning, tea factories). The organic green tea value chain cluster is currently functional; the export of organic-certified green tea to the EU, however, is still in the testing stage. Long-term success depends on organic market development as well as quality and productivity within the value chain. At the time of the evaluation, farmers held organic group certifications. The green tea model factory has been replicated in Shan State. Additional tea factories are run with different business models and are used for processing non-organic tea. **Recommendation:** To continue introducing model adequate innovations at the micro/meso-level and to verify options for systematic upscaling of successful models/practices. To support links and partnerships to organic and non-organic markets; to support community/group-based and other kinds of successful business models in local communities. The project could explore options for tapping into available facilities/funds and check the feasibility of development partnership with the industry to boost innovations. **Recommendation:** A multi-stakeholder/shareholder mango group in Yatsauk is considering investment in hot water treatment equipment (treating of mangos, quality improvement, precondition for exporting). The project could verify options for supporting the investment (e.g. continued mango value chain support in Mandalay, considering temporary support for the stakeholder group until the investment pays off in terms of returns, linking to investors or other development projects/funds, check feasibility of development partnership with the industry).

**Findings:** Investment promotion services at national and regional levels were successful. Commitment and interest of partners to continue was confirmed. **Recommendation:** To explore options for further support to investment promotion services at national and regional levels; possibly with long-term advisers at DICA.

**Findings:** Improving access to finance is critical for private sector development in Myanmar. The project successfully supported information services and dialogue formats on access to finance. Improving access to finance and public-private cooperation are targets of the overarching German Development Cooperation programme (impact). **Recommendation:** To explore options for strengthening services that support enterprises and MSMEs to set up the required systems for accessing finances from financial institution. To continue raising awareness and enhancing public-private cooperation on access to finance. To explore synergies with the GIZ Financial Sector project also under the follow-on project.

**Findings:** Public-private dialogues and consultation formats have been introduced and proven successful for improving cooperation and for better representation of different needs in framework conditions. Enhanced public-private cooperation is a target of the overarching German Development Cooperation programme (impact). **Recommendation:** To continue feeding local needs, experiences and lessons learnt into the policy dialogue. To explore options for continued support to public-private dialogues and partnerships. Further support might be needed to maintain established formats.

**Findings:** In the past, clusters and associations depended on GIZ financial contributions to meetings; and interviewees were concerned about their ability to maintain the necessary level of coordination.

**Suggestion:** Explore other means of sustained financing, e.g. through the national representation (MFVP).

**Findings:** The project supported tourism initiatives in Shan State and managed to help feed the lessons learnt into National Community-Based Rules and Regulations. A conflict in one community led to a withdrawal of GIZ interventions. Community-based tourism approaches can be successful but were said to require longer-term interventions. Further support to strategic development and promotion of the Lake Inle region would be appreciated by stakeholders. The project could not achieve a higher income of local communities through tourism due to unstable tourist numbers in Myanmar. **Suggestion:** To investigate options for further support, targeting tourists from different countries and considering fluctuations in tourist numbers in Myanmar. To continue implementing of do-no-harm and conflict sensitive approaches in communities.

**Findings:** Myanmar's people increasingly benefit from ICT which provides an opportunity for ICT use to enhance project effectiveness and efficiency. In particular, the project had positive experiences by using ICT for service delivery. This included development of informational applications for cyclists and farmers and webpages for DICA, the SME Agency and the Lake Inle Region, which, in the latter case, also served as a portal to connect stakeholders. Particularly highlighted were the benefits of online DICA applications and e-CofO in terms of more efficient and transparent processes. **Suggestion:** Build on successful experiences and verify options for the use of ICT in the follow-on project. Investigate ICT use and innovations in private sector development in the region.

**Findings:** The integrated regional development planning and monitoring intervention area appear to have limited synergies to other activities in Shan State and at national level. The topic is highly relevant to Myanmar and project interventions were successful; however, further progress towards implementing the monitoring plan or spreading participatory planning and monitoring to other regions would require concerted intervention. This does not seem feasible within the scope of the current or follow-on private sector development project. **Recommendation:** To phase out regional integration development interventions under the private sector development project. German Development Cooperation could consider implementing a separate regional integration development/decentralisation project.

**Findings:** The project implemented a suitable phasing out/exit strategy to level focused interventions of the follow-on project with reduced budget and without leaving loose ends. Some intervention areas, which could not be finalised during the term of the project duration, are likely to be concluded by other actors.

**Recommendation:** To review after a few months whether the implemented strategy panned out as anticipated. If required, include last finishing activities in the follow-on project.

## **2 Recommendation for adjusting the project concept and efficiency, i.e. the organisational development hypotheses, partner structure and instrument assignment**

Time frame for implementation: 2019

**Findings:** Since the beginning of the predecessor project in 2012, the project pursued a long-term partner-centred approach. Particularly the predecessor project had a strong focus on organisational development of institutions and within value chains, partly supported by integrated experts deployed to partner institutions. The project gradually focused its interventions and by the end of the current project, several partners have built enough capacities to sustain their services and measures. The strong partner-centred approach led to planning and steering according to partner structures instead of project management by output area. This was appropriate and effective, yet not conducive for exploiting all linkages between cooperation areas with different partners and within value chains. **Recommendation:** To build on existing partnerships and successful cooperation. Against the background of reduced resources, further focusing of support to key partners might be required. Ideally, GIZ should try keeping in contact with all partners (through the project or other GIZ projects) to remain accessible and informed and to be able to reactivate project cooperation if beneficial. **Recommendation:** To allow for continued phasing out of organisational development support to institutions and within value chains (the instrument

‘integrated expert’ becomes less relevant) and to focus available resources on outputs that benefit the final beneficiaries (enterprises, MSMEs, communities) more directly. **Recommendation:** To plan and steer according to outputs to best exploit potential linkages. Long-term advisers can be deployed to institutions but should be responsible for managing outputs. Interventions at local, regional and national levels should be interlinked to facilitate scaling-up of good practices and feeding of lessons learnt into the policy framework. **Recommendation:** To remain flexible for needs-based support and specialised technical expertise and training (short-term experts), among others to also cover emerging topics.

### 3 Recommendations regarding suitable consideration of gender equality

Time frame for implementation: 2019

**Finding:** Promotion of gender equality is highly relevant to Myanmar and effects on gender equality were formally agreed with the German Federal Ministry of Economic Cooperation and Development (BMZ). The anticipated effects at the level of MSMEs however are not verifiable. Levers of the project are: selecting value chains that benefit men and women; ensuring women’s participation in training; supporting services that target women entrepreneurs; and representing men’s and women’s needs in policy processes. Nevertheless, private sector development project priorities were increased sales and growth of MSMEs. As a second step, measures aiming at gender equality could be introduced in successful MSMEs. **Recommendation:** Consider agreeing on a less ambitious gender focus with the German Federal Ministry of Economic Cooperation and Development. **Recommendation:** Strengthen a gender focal person within the project and consider a gender capacity development strategy to mainstream gender equality in interventions of the follow-on project.

**Recommendation:** Continue successful means to anchor gender equality in framework documents, e.g. continuation of dialogues that address gender concerns.

### 4 Recommendation to consider the needs of different areas/regions in Myanmar

Time frame for implementation: 2019

**Observation:** The German Development Cooperation has a focus on Shan State, and the BMZ Myanmar Country Strategy already allows for criteria-based interventions in other regions. The project made use of this opportunity and extended mango value chain support to Mandalay. **Recommendation:** Make use of the flexibility, explore the needs of different areas/regions and review support of other actors to certain areas/regions to focus well informed.

### 5 Recommendation to remain vigilant about risks and conflict sensitive implementation

Time frame for implementation: 2019

**Finding:** The project experienced situations where conflicts at the meso- and micro-level led to a hold of interventions. Conflict-related risks impeded outcome achievement and endanger impact and sustainability of project interventions. Potentially escalating conflicts could impact on the overall economic development in Myanmar and the engagement of international traders and investors in the country.

**Recommendation:** To strongly integrate risk considerations in the concept of the follow-on project. To implement conflict analyses and do-no-harm approaches for all intervention areas, being particularly cautious when working with local communities and in areas affected by armed conflict (ensuring conflict sensitivity of investments, implementation approaches, suitability of community-based approaches and business models). To monitor conflict-related risks and to maintain flexibility for implementation strategy adjustment, if required.



# Annex

## Annex 1: Evaluation matrix

	Assessment dimension	Evaluation questions (pilot phase, work in progress)	Evaluation indicator	Available data sources	Additional data collection	Evaluation strategy (evaluation design, method, procedure)	Expected evidence strength (narrative)
Relevance	<b>RELEVANCE (max. 100 points)</b>						
	The project concept* is in line with the relevant strategic reference frameworks.  Max. 30 points	Which strategic reference frameworks exist for the project? (e.g. national strategies incl. national implementation strategy for 2030 Agenda, regional and international strategies, sectoral, cross-sectoral change strategies, if bilateral project especially partner strategies, internal analysis frameworks e.g. safeguards and gender**)	Descriptions; no indicator required	* Reports, offer	* Interview GIZ	the analysis follows the evaluation questions, no specific design was applied 1. document analyses; 2. Clarification with AV/stakeholders; 3. workshop	n/a
		To what extent is the project concept in line with the relevant strategic reference frameworks?	* Alignment is reflected in the results model, the offer, reports, the CD strategy and other core documents; alignment can be pointed out and described	* Results model, the offer, reports, the CD strategy and other core documents, strategies of the partner country	kick-off workshop, if required complementary interview GIZ/partners, private and civil society actors	the analysis follows the evaluation questions, no specific design was applied 1. document analyses; 2. Workshop; 3. Clarification with AV/stakeholders	Middle (triangulation of data and researchers; limited sources)

		To what extent are the interactions (synergies/trade-offs) of the intervention with other sectors reflected in the project concept – also regarding the sustainability dimensions (ecological, economic and social)?	* Anticipated interactions are described in documents * Anticipated interactions can be described by GIZ	* Results model, the offer, reports, the CD strategy, gender analyses and other core documents	kick-off workshop, clarification with AV/project staff, if required complementary interview (see impact/sustainability)	the analysis follows the evaluation questions, no specific design was applied 1. document analyses; 2. Workshop; 3. Clarification with AV/project staff; 4. interviews target group + private/civil society actors (questions under impact/sustainability)	Middle (triangulation of data and researchers; limited sources)
		To what extent is the project concept in line with the Development Cooperation (DC) programme (If applicable), the BMZ country strategy and BMZ sectoral concepts?	* Alignment is reflected * Alignment can be pointed out and described by GIZ	Country strategy, BMZ sectoral concepts, programme offer and report, project offer and reports	kick-off workshop, if required complementary interview GIZ/AV	the analysis follows the evaluation questions, no specific design was applied 1. document analyses; 2. Workshop; 3. Clarification with AV/project staff	Middle (triangulation of data and researchers; limited sources)
		To what extent is the project concept in line with the (national) objectives of the 2030 Agenda? To which Sustainable Development Goals (SDG) is the project supposed to contribute?	* The concept of aligned with the MSDP * SDG contribution can plausibly be described	UNDP SDG Baseline Indicator Report, MSDP, programme and project offers and progress reports	kick-off workshop, if required complementary interview GIZ/AV, GIZ staff	the analysis follows the evaluation questions, no specific design was applied 1. document analyses; 2. Workshop; 3. Clarification with AV/project staff	Middle (triangulation of data and researchers; limited sources)
		To what extent is the project concept subsidiary to partner efforts or efforts of other relevant organisations (subsidiary and complementarity)?	* Subsidiary is reflected in documents and can be described	Actor's map, offer, reports, operational planning, CD strategies	Kick-off workshop, interviews GIZ, partners, other relevant organisations	the analysis follows the evaluation questions, no specific design was applied 1. document analyses; 2. Interviews GIZ, partners, other relevant organisations	Middle (triangulation of data and researchers; limited sources)
	The project concept* matches the needs of the target group(s).  Max. 30 points	To what extent is the chosen project concept geared to the core problems and needs of the target group(s)?	* Detailed description of target group exists; needs are clearly identified * Capacity development strategy, results model and offer sufficiently differentiate between different target groups; * Indicators reflect target groups sufficiently; * Proof of do-no-harm approach	CD strategy, results model, offer, gender analyses, country strategy, technical documents available	Interviews GIZ, partners, private and civil society actors and target group, workshop, focus groups	the analysis follows the evaluation questions, no specific design was applied 1. document analyses, 2. workshop, interviews, focus group	Strong (triangulation of sources, data, researcher)

		How are the different perspectives, needs and concerns of women and men represented in the project concept?	* Support to sectors with typical women and men domination; *Sufficient consideration of gender in the concept	gender analyses, operational planning, project progress reports, results matrix and monitoring data	Interviews GIZ, partners, private and civil society actors and target group, workshop, focus groups	the analysis follows the evaluation questions, no specific design was applied 1. document analyses, 2. workshop, interviews, focus group	Strong (triangulation of sources, data, researcher)
		To what extent was the project concept designed to reach particularly disadvantaged groups (LNOB principle, as foreseen in the Agenda 2030)? How were identified risks and potentials for human rights and gender aspects included into the project concept?	* Proof of do-no-harm approach  * Sufficient consideration of LNOB in the project concept	gender analyses, operational planning, project progress reports, results matrix and monitoring data	Interviews GIZ, partners, private and civil society actors and target group, workshop, focus groups	the analysis follows the evaluation questions, no specific design was applied 1. document analyses, 2. workshop, interviews, focus group	Strong (triangulation of sources, data, researcher)
		To what extent are the intended impacts realistic from today's perspective and the given resources (time, financial, partner capacities)?	Hypothetical question at the end of the project. Tangible indicators see impact (evaluation question included there because from today's perspective, given resources of the partner system/follow-on project, not the current project concept must be considered)				
	The project concept* is adequately designed to achieve the chosen project objective.  Max. 20 points	Assessment of current results model and results hypotheses (theory of change, ToC) of actual project logic: - To what extent is the project objective realistic from today's perspective and the given resources (time, financial, partner capacities)? - To what extent are the activities, instruments and outputs adequately designed to achieve the project objective? - To what extent are the underlying results hypotheses of the project plausible? - To what extent is the chosen system boundary (sphere of	* objective realistic; * activities, instruments and outputs adequate, * system boundaries clear and plausible, * influences consider, * assumptions and risks complete and plausible	results model, results matrix, offer, reports, CD strategies; interviews inception phase;	interviews (focus on effectiveness related questions)	the analysis follows the evaluation questions, no specific design was applied 1. document analyses, 2. workshop inception phase, 3. interviews as deemed necessary	Strong (triangulation of sources, data, researcher)

		responsibility) of the project (including partner) clearly defined and plausible? - Are potential influences of other donors/organisations outside of the project's sphere of responsibility adequately considered? - To what extent are the assumptions and risks for the project complete and plausible?					
		To what extent does the strategic orientation of the project address changes in its framework conditions?	* changes are addressed as necessary	offer, results matrix, reports, country analyses and technical documents	Kick-off Workshop, GIZ interviews	the analysis follows the evaluation questions, no specific design was applied 1. document analyses, 2. kick-off workshop, 3. interviews as deemed necessary	Middle (triangulation of sources, data, researcher, limited sources)
		How is/was the complexity of the framework conditions and guidelines handled? How is/was any possible overloading dealt with and strategically focused?	* sufficient or good handling	Team meeting minutes,	Kick-off Workshop, GIZ interviews	the analysis follows the evaluation questions, no specific design was applied 1. document analyses, 2. kick-off workshop, 3. interviews as deemed necessary	Middle (triangulation of sources, data, researcher, limited sources)
	The project concept* was adapted to changes in line with requirements and re-adapted where applicable.  Max. 20 points	What changes have occurred during project implementation? (e.g. local, national, international, sectoral, including state-of-the-art sectoral know-how)	Descriptions; no indicator required		Kick-off Workshop, GIZ interviews	the analysis follows the evaluation questions, no specific design was applied 1. document analyses, 2. kick-off workshop, 3. interviews as deemed necessary	
		How were the changes dealt with regarding the project concept?	* Adaptation is demonstrated in documents (offers, reports), and can be described		Kick-off Workshop, GIZ interviews	the analysis follows the evaluation questions, no specific design was applied 1. document analyses, 2. kick-off workshop, 3. interviews as deemed necessary	Middle (triangulation of sources, data, researcher, limited sources)

\*The 'project concept' encompasses project objective and theory of change (ToC\*\*\*) with outputs, activities, instruments and results hypotheses as well as the implementation strategy (e.g. methodological approach, CD strategy, results hypotheses).

\*\* In the GIZ safeguards system risks are assessed before project start regarding following aspects: gender, conflict, human rights, environment and climate. For the topics gender and human rights not only risks but also potentials are assessed. Before introducing the new safeguard system in 2016 GIZ used to examine these aspects in separate checks.

\*\*\* Theory of change = GIZ results model = graphic illustration and narrative results hypotheses.

	Assessment dimension	Evaluation questions (pilot phase, work in progress)	Evaluation indicator	Available data sources	Additional data collection	Evaluation strategy (evaluation design, method, procedure)	Expected evidence strength (narrative)
	<b>EFFECTIVENESS (max. 100 points)</b>						
<b>Effectiveness</b>	The project achieved the objective (outcome) on time in accordance with the project objective indicators*  max. 40 points	To what extent has the agreed project objective (outcome) been achieved (or will be achieved until end of project), measured against the objective indicators? Are additional indicators needed to reflect the project objective adequately?	* Outcome indicators and additional indicator achieved; * indicator sufficiently reflect the module objective	monitoring data, reports; ERIA policy index	clarification interview with monitoring expert; final report pending	the analysis follows the evaluation questions, no specific design was applied; indicator SMART check, document analyses and clarification	strong (based on sound monitoring system)
		To what extent is it foreseeable that unachieved aspects of the project objective will be achieved during the current project term?	n/a (final evaluation)				
	The activities and outputs of the project contributed substantially to the project objective achievement (outcome).*  max. 30 points	To what extent have the agreed project outputs been achieved (or will be achieved until end of project), measured against the output indicators? Are additional indicators needed to reflect the outputs adequately?	* Outcome indicators are achieved; * indicators sufficiently reflect the module objective	monitoring data, reports; ERIA policy index	clarification interview with monitoring expert	the analysis follows the evaluation questions, no specific design was applied; indicator SMART check, document analyses and clarification	strong (based on sound monitoring system)
		How does project contribute via activities, instruments and outputs to the achievement project objective (outcome)? (contribution-analysis approach)	* contribution plausible	monitoring data, reports	kick-off workshop, interviews	the analysis follows the evaluation questions, no specific design was applied 1) document analyses, 2. kick-off workshop, 3. interviews, analyses contribution theory, comparison of statements	strong (triangulation of data, sources and evaluators)
		Implementation strategy: Which factors in the implementation contribute successfully to or hinder the achievement of the project objective? (e.g. external factors, managerial setup of project and company, cooperation management)	* description * success factors can be identified * hindering factors can be identified	monitoring data, reports	interviews	the analysis follows the evaluation questions, no specific design was applied 1) document analyses, 2. kick-off workshop, 3. interviews, analyses contribution theory, comparison of statements	middle (subjective opinions, triangulation of data, sources and evaluators)

		What other/alternative factors contributed to the fact that the objective was achieved or not achieved?	* No indicator, description * non-achievement can be explained	monitoring data, reports	interviews	the analysis follows the evaluation questions, no specific design was applied 1) document analyses, 2. kick-off workshop, 3. interviews, analyses contribution theory, comparison of statements	middle (subjective opinions, triangulation of data, sources and evaluators)
		What would have happened without the project?	No indicator, description	monitoring data, reports	interviews	the analysis follows the evaluation questions, no specific design was applied 1) document analyses, 2. interviews	middle (subjective opinions, triangulation of data, sources and evaluators)
		To what extent have risks (see also Safeguards & Gender) and assumptions of the theory of change been addressed in the implementation and steering of the project?	* risks and assumptions have been addressed by the project as necessary	monitoring data, reports	interviews GIZ (concept related)	the analysis follows the evaluation questions, no specific design was applied 1) document analyses, 2. interviews	strong (triangulation of data, sources and evaluators)
	No project-related negative results have occurred – and if any negative results occurred the project responded adequately.	Which negative or positive unintended results does the project produce at output and outcome level and why?	* no negative results or adequate reaction can be identified	monitoring data, reports	interviews	the analysis follows the evaluation questions, no specific design was applied 1) document analyses, 2. kick-off workshop, 3. interviews	strong (triangulation of data, sources and evaluators)
	The occurrence of additional (not formally agreed) positive results has been monitored and additional opportunities for further positive results have been seized.	How were risks regarding unintended negative results at the output and outcome level assessed in the monitoring system (e.g. compass)? Were risks already known during concept phase?	* risks and assumptions have been monitored	monitoring data, reports, minutes	clarification interview with monitoring expert, interviews GIZ	the analysis follows the evaluation questions, no specific design was applied 1) document analyses, 2. interviews	strong (triangulation of data, sources and evaluators)
	max. 30 points	What measures have been taken by the project to counteract the risks and (if applicable) occurred negative results? To what extent were these measures adequate?	* risks and negative results have been addressed by the project adequately	monitoring data, reports, minutes	interviews	the analysis follows the evaluation questions, no specific design was applied 1) document analyses, 2. interviews	strong (triangulation of data, sources and evaluators)
		To what extent were potential unintended positive results at outcome level monitored and exploited?	* The project reflected about unintended results * The project exploited positive unintended results	monitoring data, reports, minutes	interviews	the analysis follows the evaluation questions, no specific design was applied 1) document analyses, 2) interviews	strong (triangulation of data, sources and evaluators)

\* The first and the second evaluation dimensions are interrelated: if the contribution of the project to the objective achievement is low (2nd evaluation dimension) this must be considered for the assessment of the first evaluation dimension also.



	Assessment dimension	Evaluation questions (pilot phase, work in progress)	Evaluation indicator	Available data sources	Additional data collection	Evaluation strategy (evaluation design, method, procedure)	Expected evidence strength (narrative)
	<b>IMPACT (max. 100 points)</b>						
Impact	The intended overarching development results have occurred or are foreseen. *  Max. 40 points	To which overarching development results is the project supposed to contribute (cf. module and programme proposal, if no individual measure; indicators, identifiers, link to national strategy for implementing 2030 Agenda, link to SDGs)? Which of these intended results at the level of overarching results can be observed or are plausible to be achieved?	* Description, no indicator	* Programme reports, project and programme progress report, results model, validated in the workshop;	1) kick-off workshop 2) interviews, 3) focus groups	the analysis follows the evaluation questions, no specific design was applied 1) document analyses, 2) workshop, 3) Interviews/focus groups	Strong (triangulation of data, sources and evaluators)
		Target group and 'LNOB': Is there evidence of results achieved at target group level/specific groups of population? To what extent have targeted marginalised groups (such as women, children, young people, the elderly, people with disabilities, indigenous peoples, refugees, IDPs and migrants, people living with HIV/AIDS and the poorest of the poor) been reached?	* LNOB visible in operational planning and included in indicator measurements (differentiation gender and ethnic groups) * Interviewees describe results on target group level	* Programme reports, project progress report, monitoring data, gender strategy, do-no-harm guidelines, PCA Matrix 2016, CD strategies	1) kick-off workshop 2) interviews, 3. focus groups	the analysis follows the evaluation questions, no specific design was applied 1) document analyses, 2) Interviews/focus groups	Strong (triangulation of data, sources and evaluators)
	The outcome of the project contributed to the occurred or foreseen overarching development results*  Max. 30 points	To what extent is it plausible that the results of the project on outcome level (project objective) contributed or will contribute to the overarching results? (contribution-analysis approach)	* Interviewees explain plausibly how the results are being achieved	* Programme reports, project progress report, results model	1) kick-off workshop 2) interviews, 3) focus groups	the analysis follows the evaluation questions, no specific design was applied 1) document analyses, 2) workshop, 3) Interviews/focus groups	Middle (subjective opinions, triangulation of data, sources and evaluators)
		What are the alternative explanations/factors for the results observed? (e.g. the activities of other stakeholders, other policies)	* description * altering factors can be identified	* Programme reports, project progress report, results model	1) Kick-off workshop 2) interviews, 3) focus groups	the analysis follows the evaluation questions, no specific design was applied 1) document analyses, 2) workshop, 3) Interviews/focus groups	Middle (subjective opinions, triangulation of data, sources and evaluators)

		What would have happened without the project?	* description	* Programme reports, project progress report, results model	1) kick-off WS, 2. interviews, 3) focus groups	the analysis follows the evaluation questions, no specific design was applied 1) document analyses, 2) Interviews/focus groups, contribution analyses	Middle (subjective opinions, triangulation of data, sources and evaluators)
		To what extent is the impact of the project positively or negatively influenced by framework conditions, other policy areas, strategies or interests (German ministries, bilateral and multilateral development partners)? What are the consequences of the project?	* description * relevant framework conditions can be identified	* Programme reports, project progress report, results model	1) kick-off WS, 2. interviews	the analysis follows the evaluation questions, no specific design was applied 1) document analyses, 2) Interviews, contribution analyses	Middle (subjective opinions, triangulation of data, sources and evaluators)
		To what extent has the project made an active and systematic contribution to widespread impact? (4 dimensions: relevance, quality, quantity, sustainability; scaling-up approaches: vertical, horizontal, functional or combined)? If not, could there have been potential? Why was the potential not exploited?	* contribution (success factors) in documents * the contribution can be specified, * project reflections on widespread impact comprehensible	* Programme reports, project progress report, results model, verified in workshop, CD strategies, Map of Actors,	1) kick-off WS, 2. interviews	the analysis follows the evaluation questions, no specific design was applied 1) document analyses, 2) kick-off Workshop, 3) Interviews, contribution analyses	Middle (triangulation of data, sources and evaluators)
	No project-related negative results at impact level have occurred – and if any negative results occurred the project responded adequately.  The occurrence of additional (not formally agreed) positive results at impact level has been monitored and additional opportunities for further positive results have been seized.	Which positive or negative unintended results at impact level can be observed? Are there negative trade-offs between the ecological, economic and social dimensions (according to the three dimensions of sustainability in the Agenda 2030)? Were positive synergies between the three dimensions exploited?	* There are no negative results or trade-offs, * positive results and synergies between the three dimensions can be described	* Programme reports, project progress report, results model, verified in workshop	1) kick-off workshop, 2) interviews, 3) focus groups	the analysis follows the evaluation questions, no specific design was applied 1) document analyses, 2) workshop, 3) Interviews/focus groups	Middle (triangulation of data, sources and evaluators)
		To what extent were risks of unintended results at the impact level assessed in the monitoring system (e.g. compass)? Were risks already known during the planning phase?	* risks are included in the monitoring system	* Programme reports, project progress report, results model, verified in workshop	interviews	the analysis follows the evaluation questions, no specific design was applied 1) document analyses, 2) Interviews	Middle (triangulation of data, sources and evaluators)

Max. 30 points	What measures have been taken by the project to avoid and counteract the risks/negative results/trade-offs**?	* if risks, negative results, trade-offs occurred, the project noticed these timely and took appropriate action	* Programme reports, project progress report, results model, verified in workshop	1) kick-off workshop, 2) interviews, 3) focus groups	the analysis follows the evaluation questions, no specific design was applied 1) document analyses, 2) kick-off WS, 3) Interviews/focus groups	Middle (triangulation of data, sources and evaluators)
	To what extent have the framework conditions for the negative results played a role? How did the project react to this? Evaluators: To what extent have the framework conditions played a role for the negative results?	* If the framework conditions were not conducive, the project noticed this timely and took appropriate action	* Programme reports, project progress report, results model, verified in workshop	1) kick-off WS, 2. interviews	the analysis follows the evaluation questions, no specific design was applied 1) document analyses, 2) WS, 3) Interviews	Middle (triangulation of data, sources and evaluators)
	To what extent were potential unintended positive results and potential synergies between the ecological, economic and social dimensions monitored and exploited?	* unintended positive results and potential synergies are exploited	* Programme reports, project progress report, results model, verified in workshop	interviews	the analysis follows the evaluation questions, no specific design was applied 1) document analyses, 2) Interviews	Middle (triangulation of data, sources and evaluators)

\* The first and the second evaluation dimensions are interrelated: if the contribution of the project outcome to the impact is low or not plausible (2nd evaluation dimension) this must be considered for the assessment of the first evaluation dimension also.

\*\* Risks, negative results and trade-offs are separate aspects and are all to be discussed here.

	Assessment Dimension	Evaluation questions (pilot phase, work in progress)	Evaluation indicators (pilot phase, only available in German so far)	Comment evaluators	Available data sources	Additional data collection	Evaluation strategy (evaluation design, method, procedure)	Expected evidence strength (narrative)
Efficiency	<b>EFFICIENCY (max. 100 points)</b>							
	The project's use of resources is appropriate with regard to the outputs achieved.  [Production efficiency: Resources/outputs]  Max. 70 points	1 To what extent are there deviations between the identified costs and the projected costs? What are the reasons for the identified deviation(s)?	Das Vorhaben steuert seine Ressourcen gemäß des geplanten Kostenplans (Kostenzeilen). Nur bei nachvollziehbarer Begründung erfolgen Abweichungen vom Kostenplan. The project steers its resources according to the planned	can be assessed	-	Excel-tool cost assignment, workshop, interviews	The analysis of the data in the efficiency-tool follows the analytical questions in the evaluation matrix which are based on the follow-the-money approach 1) cost will be analysed 2) document analyses 3) interviews/kick-off workshop	middle (triangulation of data, sources and researchers)

		budget (budget lines). All deviations are plausibly explained					
2 Focus: To what extent could the outputs have been maximised with the same amount of resources and under the same framework conditions and with the same or better quality (maximum principle)? (methodological minimum standard: Follow-the-money approach)		Das Vorhaben reflektiert, ob die vereinbarten Wirkungen mit den vorhandenen Mitteln erreicht werden können. The project reflects whether the inputs are sufficient to achieve the outputs	can be assessed	-	Excel-tool cost assignment, workshop, interviews	The analysis of the data in the efficiency-tool follows the analytical questions in the evaluation matrix which are based on the follow-the-money approach 1) cost will be analysed 2) document analyses 3) interviews/kick-off workshop	middle (triangulation of data, sources and researchers)
		Das Vorhaben steuert seine Ressourcen gemäß der geplanten Kosten für die vereinbarten Leistungen (Outputs). Nur bei nachvollziehbarer Begründung erfolgen Abweichungen von den Kosten. The project steers its resources according to the planned budget per output. All deviations are plausibly explained	Project is not <i>Gemeinsame Verfahrensreform</i> commissions, and costs have not been estimated per output (veranschlagte Kosten). Operational plans have not been budgeted; budget planning documents are not available to the evaluators. Indicator can be assessed in the sense that the project steers its resources to maximise output achievement	-	Excel-tool cost assignment, workshop, interviews	The analysis of the data in the efficiency-tool follows the analytical questions in the evaluation matrix which are based on the follow-the-money approach 1) cost will be analysed 2) document analyses 3) interviews/kick-off workshop	middle (triangulation of data, sources and researchers)
		Die übergreifenden Kosten des Vorhabens stehen in einem angemessenen Verhältnis zu den Kosten für die Outputs. The general costs are in adequate proportion to the output costs	can be assessed	-	Excel-tool cost assignment, workshop, interviews	The analysis of the data in the efficiency-tool follows the analytical questions in the evaluation matrix which are based on the follow-the-money approach 1) cost will be analysed 2) document analyses 3) interviews/kick-off workshop	middle (triangulation of data, sources and researchers)

		Die durch ZASS Aufschriebe erbrachten Leistungen haben einen nachvollziehbaren Mehrwert für die Erreichung der Outputs des Vorhabens. ZASS services are of added value for output achievement	can be assessed	-	Excel-tool cost assignment, workshop, interviews	The analysis of the data in the efficiency-tool follows the analytical questions in the evaluation matrix which are based on the follow-the-money approach 1) cost will be analysed 2) document analyses 3) interviews/kick-off workshop	middle (triangulation of data, sources and researchers)
	3 Focus: To what extent could outputs have been maximised by reallocating resources between the outputs? (methodological minimum standard: Follow-the-money approach)	Das Vorhaben steuert seine Ressourcen, um andere Outputs schneller/ besser zu erreichen, wenn Outputs erreicht wurden bzw. diese nicht erreicht werden können (Schlussevaluierung). If outputs are achieved/cannot be achieved, the project steers its resources in such a way that other outputs are achieved faster/better.  Oder: Das Vorhaben steuert und plant seine Ressourcen, um andere Outputs schneller/ besser zu erreichen, wenn Outputs erreicht wurden bzw. diese nicht erreicht werden können (Zwischenevaluierung)	can be assessed	-	Excel-tool cost assignment, workshop, interviews	The analysis of the data in the efficiency-tool follows the analytical questions in the evaluation matrix which are based on the follow-the-money approach 1) cost will be analysed 2) document analyses 3) interviews/kick-off workshop	middle (triangulation of data, sources and researchers)

	4 Were the output/resource ratio and alternatives carefully considered during the design and implementation process – and if so, how? (methodological minimum standard: Follow-the-money approach)	Das im Modulvorschlag vorgeschlagene Instrumentenkonzept konnte hinsichtlich der veranschlagten Kosten in Bezug auf die angestrebten Outputs des Vorhabens gut realisiert werden. The instrument mix in the offer was realised well (adequat, functional, conducive?) in relation to the available budget and the anticipated outputs	The Excel-tool calculates based on the sum of all salaries; cost distribution is imprecise when a budget line includes more than one member of staff. The suitability of the instrument mix per output can be assessed with limited reference to the actual costs occurred	-	Excel-tool cost assignment, workshop, interviews	The analysis of the data in the efficiency-tool follows the evaluation matrix, based on the follow-the-money approach 1) cost will be analysed 2) document analyses 3) interviews/kick-off workshop	middle (triangulation of data, sources and researchers)
		Die im Modulvorschlag vorgeschlagene Partnerkonstellation und die damit verbundenen Interventionsebenen konnte hinsichtlich der veranschlagten Kosten in Bezug auf die angestrebten Outputs des Vorhabens gut realisiert werden. The choice of partners, and intervention levels, in the offer was realised well (functional, conducive, well chosen?) in relation to the available budget and the anticipated outputs	The Excel-tool does not offer disaggregation of costs per partner/intervention level. In case of the project partners and intervention levels to not concur with the output structure. The importance of partner and intervention levels for output (indicator) achievement can be assessed, with limited reference to the actual costs occurred	-	Excel-tool cost assignment, workshop, interviews	The analysis of the data in the efficiency-tool follows the analytical questions in the evaluation matrix which are based on the follow-the-money approach 1) cost will be analysed 2) document analyses 3) interviews/kick-off workshop	middle (triangulation of data, sources and researchers)
		Der im Modulvorschlag vorgeschlagene thematische Zuschnitte für das Vorhaben konnte hinsichtlich der veranschlagten Kosten in Bezug auf die angestrebten Outputs des Vorhabens gut realisiert werden. The choice of thematic areas in the offer	Thematic areas go across the outputs. The indicator is not meaningful in the context of the project and will not be assessed				



		was realised well (functional, conducive, well chosen?) in relation to the available budget and the anticipated outputs					
		Die im Modulvorschlag beschriebenen Risiken sind hinsichtlich der veranschlagten Kosten in Bezug auf die angestrebten Outputs des Vorhabens gut nachvollziehbar. The risks in the offer are plausible in relation to the budget and the anticipated outputs	Risks have not been related to budget. If risks occur, they may inflict cost (unpredictable). If necessary, GLZ has an option for change offers. The indicator cannot be assessed				
		Die im Modulvorschlag beschriebene Reichweite des Vorhabens (z.B. Regionen) konnte hinsichtlich der veranschlagten Kosten in Bezug auf die angestrebten Outputs des Vorhabens voll realisiert werden. The outreach defined in the offer was realised well (achieved) in relation to budget and the anticipated outputs	The project works on national level (improved framework and services) with anticipated national outreach; and on regional and local level with regard to pilot activities. Outreach is defined by output indicator achievement and costs will be analysed according to outputs. Scaling-up, and continuation by partners are part of the impact and sustainability analyses	-	Excel-tool cost assignment, workshop, interviews	The analysis of the data in the efficiency-tool follows the analytical questions in the evaluation matrix which are based on the follow-the-money approach 1) cost will be analysed 2) document analyses 3) interviews/workshop	middle (triangulation of data, sources and researchers)
		Der im Modulvorschlag beschriebene Ansatz des Vorhaben hinsichtlich der zu erbringenden Outputs entspricht unter den gegebenen Rahmenbedingungen	Part of relevance analyses				

		dem state of the art. The project approach as per offer is state of the art, considering anticipated outputs and framework conditions					
<p>The project's use of resources is appropriate with regard to achieving the projects objective (outcome).</p> <p>[Allocation efficiency: Resources/Outcome]</p> <p>Max. 30 points</p>	6 To what extent could the outcome have been maximised with the same amount of resources and the same or better quality (maximum principle)?	Das Vorhaben orientiert sich an internen oder externen Vergleichsgrößen, um seine Wirkungen kosteneffizient zu erreichen. The project uses comparative figures to achieve its results in a cost-effective way	can be assessed	-	Excel-tool cost assignment, workshop, interviews	Analysis of the data in the efficiency-tool follows the analytical questions in evaluation matrix which are based on the follow-the-money approach 1) cost will be analysed 2) document analyses 3) interviews/kick-off workshop	middle (triangulation of data, sources and researchers)
	Were the outcome-resources ratio and alternatives carefully considered during the conception and implementation process – and if so, how? Were any scaling-up options considered?	Das Vorhaben steuert seine Ressourcen zwischen den Outputs, so dass die maximalen Wirkungen im Sinne des Modulziels erreicht werden. (Schlussevaluierung) The project steers its resources between the outputs to achieve the maximum outcome	can be assessed	-	Excel-tool cost assignment, workshop, interviews	The analysis of the data in the efficiency-tool follows the analytical questions in the evaluation matrix which are based on the follow-the-money approach 1) cost will be analysed 2) document analyses 3) interviews/kick-off workshop	middle (triangulation of data, sources and researchers)
		Das im Modulvorschlag vorgeschlagene Instrumentenkonzept konnte hinsichtlich der veranschlagten Kosten in Bezug auf das angestrebte Modulziel des Vorhabens gut realisiert werden. the instrument mix in the offer was realised well (adequat, functional, conducive?) in relation to the available budget and the anticipated outcome	The suitability of the instrument mix can be assessed with limited reference to the actual costs occurred	-	Excel-tool cost assignment, workshop, interviews	The analysis of the data in the efficiency-tool follows the analytical questions in the evaluation matrix which are based on the follow-the-money approach 1) cost will be analysed 2) document analyses 3) interviews/kick-off workshop	middle (triangulation of data, sources and researchers)

		Die im Modulvorschlag vorgeschlagene Partnerkonstellation und die damit verbundenen Interventionsebenen konnte hinsichtlich der veranschlagten Kosten in Bezug auf das angestrebte Modulziel des Vorhaben gut realisiert werden. The choice of partners, and intervention levels, in the offer was realised well (functional, conducive, well chosen?) in relation to the available budget and the anticipated outcome	It can be assessed how important partner structure and intervention levels are for outcome achievement, with limited reference to the actual costs occurred	-	Excel-tool cost assignment, workshop, interviews	The analysis of the data in the efficiency-tool follows the analytical questions in the evaluation matrix which are based on the follow-the-money approach 1) cost will be analysed 2) document analyses 3) interviews/kick-off workshop	middle (triangulation of data, sources and researchers)
		Der im Modulvorschlag vorgeschlagene thematische Zuschnitte für das Vorhaben konnte hinsichtlich der veranschlagten Kosten in Bezug auf das angestrebte Modulziel des Vorhabens gut realisiert werden. The choice of thematic areas in the offer was realised well (functional, conducive, well chosen?) with the available budget and in relation to the anticipated outcome	It can be assessed whether thematic areas could be accommodated well during the implementation considering the outcome and the available budget	-	Excel-tool cost assignment, workshop, interviews	The analysis of the data in the efficiency-tool follows the analytical questions in the evaluation matrix which are based on the follow-the-money approach 1) cost will be analysed 2) document analyses 3) interviews/kick-off workshop	middle (triangulation of data, sources and researchers)
		Die im Modulvorschlag beschriebenen Risiken sind hinsichtlich der veranschlagten Kosten in Bezug auf das angestrebte Modulziel des Vorhabens gut nachvollziehbar. The risks in the offer are plausible in relation to the budget	Risks have not been related to budget. If risks occur, they may inflict cost (unpredictable extent). If necessary, GIZ has an option for change offers. The	-			

		and the anticipated outcome	indicator cannot be assessed				
		Die im Modulvorschlag beschriebene Reichweite des Vorhabens (z.B. Regionen) konnte hinsichtlich der veranschlagten Kosten in Bezug auf das angestrebte Modulziel des Vorhabens voll realisiert werden. The outreach defined in the offer was realised well (achieved) in relation to budget and the anticipated outcome	Outcome is defined on national level (improved framework and services) and outreach pe se national. Outreach is defined by outcome indicator achievement	-	Excel-tool cost assignment, workshop, interviews	The analysis of the data in the efficiency-tool follows the analytical questions in the evaluation matrix which are based on the follow-the-money approach 1) cost will be analysed 2) document analyses 3) interviews/kick-off workshop	middle (triangulation of data, sources and researchers)
		Der im Modulvorschlag beschriebene Ansatz des Vorhaben hinsichtlich das zu erbringenden Modulziels entspricht unter den gegebenen Rahmenbedingungen dem state of the art. The project approach as per offer is state of the art, considering anticipated outcome and framework conditions	Part of relevance analyses	-			
	8 To what extent were more results achieved through synergies and/or leverage of more resources, with the help of other bilateral and multilateral donors and organisations (e.g. Kofi)? If so, was the relationship between costs and results appropriate?	Das Vorhaben unternimmt die notwendigen Schritte, um Synergien mit Interventionen anderer Geber auf der Wirkungsebene vollständig zu realisieren. The project implements the necessary steps to fully realise synergies on result level with the interventions of other donors	can be assessed	-	Excel-tool cost assignment, workshop, interviews	The analysis of the data in the efficiency-tool follows the analytical questions in the evaluation matrix which are based on the follow-the-money approach 1) cost will be analysed 2) document analyses 3) interviews/kick-off workshop	middle (triangulation of data, sources and researchers)

		<p>Wirtschaftlichkeitsverluste durch unzureichende Koordinierung und Komplementarität zu Interventionen anderer Geber werden ausreichend vermieden. The project avoids economic losses through insufficient coordination and complementarity with interventions of other donors</p>	can be assessed	-	Excel-tool cost assignment, workshop, interviews	The analysis of the data in the efficiency-tool follows the analytical questions in the evaluation matrix which are based on the follow-the-money approach 1) cost will be analysed 2) document analyses 3) interviews/kick-off workshop	middle (triangulation of data, sources and researchers)
		<p>Das Vorhaben unternimmt die notwendigen Schritte, um Synergien innerhalb der deutschen EZ vollständig zu realisieren. The project implements all necessary steps to fully realise synergies within the German TC</p>	can be assessed	-	Excel-tool cost assignment, workshop, interviews	The analysis of the data in the efficiency-tool follows the analytical questions in the evaluation matrix which are based on the follow-the-money approach 1) cost will be analysed 2) document analyses 3) interviews/kick-off workshop	middle (triangulation of data, sources and researchers)
		<p>Wirtschaftlichkeitsverluste durch unzureichende Koordinierung und Komplementarität innerhalb der deutschen EZ werden ausreichend vermieden. The project avoids economic losses through insufficient coordination and complementarity within the German TC</p>	can be assessed	-	Excel-tool cost assignment, workshop, interviews	The analysis of the data in the efficiency-tool follows the analytical questions in the evaluation matrix which are based on the follow-the-money approach 1) cost will be analysed 2) document analyses 3) interviews/kick-off workshop	middle (triangulation of data, sources and researchers)
		<p>Die Kombifinanzierung hat zu einer signifikanten Ausweitung der Wirkungen geführt bzw. diese ist zu erwarten. The Co-financing increased results (significantly)</p>	can be assessed	-	Excel-tool cost assignment, workshop, interviews	The analysis of the data in the efficiency-tool follows the analytical questions in the evaluation matrix which are based on the follow-the-money approach 1) cost will be analysed 2) document analyses 3) interviews/kick-off workshop	middle (triangulation of data, sources and researchers)

			Durch die Kombifinanzierung sind die übergreifenden Kosten im Verhältnis zu den Gesamtkosten nicht überproportional gestiegen. General costs did not increase unproportional to the total budget because of co-financing	can be assessed	-	Excel-tool cost assignment, workshop, interviews	The analysis of the data in the efficiency-tool follows the analytical questions in the evaluation matrix which are based on the follow-the-money approach 1) cost will be analysed 2) document analyses 3) interviews/kick-off workshop	middle (triangulation of data, sources and researchers)
			Die Partnerbeiträge stehen in einem angemessenen Verhältnis zu den Kosten für die Outputs des Vorhabens Partner contributions are in adequate relation to output costs	can be assessed	-	Excel-tool cost assignment, workshop, interviews	The analysis of the data in the efficiency-tool follows the analytical questions in the evaluation matrix which are based on the follow-the-money approach 1) cost will be analysed 2) document analyses 3) interviews/kick-off workshop	middle (triangulation of data, sources and researchers)

	Assessment dimension	Evaluation questions (pilot phase, work in progress)	Evaluation indicator	Available data sources	Additional data collection	Evaluation strategy (evaluation design, method, procedure)	Expected evidence strength (narrative)
	<b>SUSTAINABILITY</b>						
<b>Sustainability</b>	Prerequisite for ensuring the long-term success of the project: Results are anchored in (partner) structures.	What has the project done to ensure that the results can be sustained in the medium to long term by the partners themselves?	* Documents and statements verify action that will lead/are expected to lead to sustainability	Progress project and programme reports, CD Strategies, operational planning, fact sheets	workshop/Interviews	the analysis follows the evaluation questions, no specific design was applied 1. Document analyses, 2. Interviews	Strong (triangulation of data, sources and evaluators)
	Max. 50 points	In which way are advisory contents, approaches, methods or concepts of the project anchored/institutionalised in the (partner) system?	* Documents and statements verify institutionalisation	Progress project and programme reports, CD Strategies, operational planning, fact sheets	workshop/Interviews	the analysis follows the evaluation questions, no specific design was applied 1. Document analyses, 2. Interviews	Middle (assumed lack of objective data, triangulation of data, sources and evaluators)



	Assessment dimension	Evaluation questions (pilot phase, work in progress)	Evaluation indicator	Available data sources	Additional data collection	Evaluation strategy (evaluation design, method, procedure)	Expected evidence strength (narrative)
		To what extent are the results continuously used and/or further developed by the target group and/or implementing partners?	* Documents and statements verify further use by the target group/implementing partners	Progress report	workshop/Interviews	the analysis follows the evaluation questions, no specific design was applied 1. Document analyses, 2. Interviews	Middle (assumed lack of objective data, triangulation of data, sources and evaluators)
		To what extent are resources and capacities at the individual, organisational or societal/political level in the partner country available (longer term) to ensure the continuation of the results achieved?	* resources and capacities are confirmed	Progress project and programme reports, CD Strategies, operational planning, fact sheets	workshop/Interviews	the analysis follows the evaluation questions, no specific design was applied 1. Document analyses, 2. Interviews	Middle (conclusions, triangulation of data, sources and evaluators)
		What is the project's exit strategy? How are lessons learnt prepared and documented?	* The project has an exit strategy * Learning experiences are documented and shared	Progress project and programme reports, CD Strategies, operational planning, fact sheets	workshop/Interviews	the analysis follows the evaluation questions, no specific design was applied 1. Document analyses, 2. Interviews	Strong (triangulation of data, sources and evaluators)
	Forecast of durability: Results of the project are permanent, stable and long-term resilient.  Max. 50 points	To what extent are the results (outcome and impact) of the project durable, stable and resilient in the long-term under the given conditions?	* The results are considered to be durable, stable, resilient	Progress project and programme reports, CD Strategies, operational planning, fact sheets	workshop/interviews/focus groups; analyses of the 1st dimension	the analysis follows the evaluation questions, no specific design was applied 1. Document analyses, 2. Interviews/focus groups	Middle (conclusion, triangulation of data, sources and evaluators)
		What risks and potentials are emerging for the durability of the results (outcome and impact) and how likely are these factors to occur? What has the project done to reduce these risks?	* no risks emerge, * if risks emerged; they were counteracted by the project	Progress project and programme reports, CD Strategies, operational planning, fact sheets	workshop/interviews/focus groups; analyses of the 1st dimension	the analysis follows the evaluation questions, no specific design was applied 1. Document analyses, 2. Interviews/focus groups	Middle (conclusion, triangulation of data, sources and evaluators)

	Assessment dimension	Evaluation questions	Evaluation indicator	Available data sources	Additional data collection	Evaluation strategy (evaluation design, method, procedure)	Expected Evidence Strength (narrative)
Predecessor and additional Evaluation Questions	<b>Predecessor and additional Evaluation Questions</b>						
	Sustainability and impact of predecessor project	How much does the current project build on the predecessor project? (Further analyses of continued measures integrated in OECD/DAC analyses of the current project)	Description	progress reports, final report, evaluation report	interviews with GIZ, partners and private/civil society actors	the analysis follows the evaluation questions 1) Document analyses, 2) interviews	medium (triangulation of sources, data and researcher)
		How important was the predecessor project for the success of the current project?	Description	progress reports, final report, evaluation report	interviews with GIZ, partners and private/civil society actors	the analysis follows the evaluation questions 1) Document analyses, 2) interviews	medium (triangulation of sources, data and researcher)
		Which measures have been discontinued? Why?	Description	progress reports, final report, evaluation report	interviews with GIZ, partners and private/civil society actors	the analysis follows the evaluation questions 1) Document analyses, 2) interviews	medium (triangulation of sources, data and researcher)
		How are the results/impacts of these measures being assessed in 2018? Is there an objective source of verification?	Results/impacts are being assessed positively (existent, relevant, desirable, sustainable)	-	interviews with GIZ, partners and private/civil society actors	The analysis follows the evaluation questions, interviews; if possible further document analyses in a second step	low (triangulation of data and researcher), limited number of interviewees
		Which factors were/are conducive to long-term results and sustainability/which were/are not? How important are/were they? Is there an objective source of verification?	Conducive factors can be identified	-	interviews with GIZ, partners and private/civil society actors	The analysis follows the evaluation questions, interviews; if possible further document analyses in a second step	low (triangulation of data and researcher), limited number of interviewees
		How are results anchored in the partner structure? Is there an objective source of verification?	Results are anchored in the partner structure?	-	interviews with GIZ, partners and private/civil society actors	The analysis follows the evaluation questions, interviews; if possible further document analyses in a second step	low (triangulation of data and researcher), limited number of interviewees
	Follow-on project	No questions raised by the follow-on project					

	Assessment dimension	Evaluation questions	Evaluation indicator	Available data sources	Additional data collection	Evaluation strategy (evaluation design, method, procedure)	Expected Evidence Strength (narrative)
	If ICT played a role: To what extent did the use of ICT instruments contributed to effectiveness? To what extent did it contributed to efficiency? To what extent do the used ICT instrument hold a potential for transferal and scalability?	If ICT played a role: To what extent did the use of ICT instruments contributed to effectiveness? To what extent did it contributed to efficiency? To what extent do the used ICT instrument hold a potential for transferal and scalability?	Description	monitoring data, reports	interviews GIZ, partners	the analysis follows the evaluation questions, no specific design was applied 1) document analyses, 2. interviews,	medium (triangulation of data, sources and evaluators)

## Annex 2: List of resources

(excluding documents directly developed by the project, e.g. project progress reports)

ADB (2015): *Survey of trade-related private sector in Myanmar*. 2015 Philippines: Asian Development Bank.

ADB (2017): *Second survey of trade-related private sector in Myanmar*, Produced by ADB Project TA 8707 (REG) in cooperation with UMFCCL, Myanmar [online]  
[https://www.adb.org/sites/default/files/project-documents/46191/46191-001-dpta-en\\_1.pdf](https://www.adb.org/sites/default/files/project-documents/46191/46191-001-dpta-en_1.pdf) [31.01.2019].

ADB (2018a): *Asian Development Outlook. Update 2018*. Philippines: Asian Development Bank. [online]  
<https://www.adb.org/publications/asian-development-outlook-2018-update> [15.02.2019].

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<https://www.adb.org/countries/myanmar/economy> [accessed 03/2019].

Asia Foundation (2017): *The Contested Areas of Myanmar: Subnational Conflict, Aid and Development*. San Francisco: The Asia Foundation. [online] <https://asiafoundation.org/wp-content/uploads/2017/10/ContestedAreasMyanmarReport.pdf> [11.12.2018].

Bernhardt, T., S. Kanay De and G. Dickenson-Jones (2016), Myanmar SMEs' Participation in ASEAN and East Asian Regional Economic Integration – with a Focus on Processed Food and Agriculture Manufacturing, Yangon: CESD Economic Reforms Working Paper No. 1/2016.[online]  
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BMZ (2011): *Aid for Trade – Handelsbezogene Entwicklungspolitik. Übersektoriales Konzept* 9/2011. Bonn/Berlin: BMZ [online].  
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Deutsche Gesellschaft für  
Internationale Zusammenarbeit (GIZ) GmbH

Registered offices  
Bonn and Eschborn

Friedrich-Ebert-Allee 36 + 40  
53113 Bonn, Germany  
T +49 228 44 60-0  
F +49 228 44 60-17 66

Dag-Hammarskjöld-Weg 1-5  
65760 Eschborn, Germany  
T +49 61 96 79-0  
F +49 61 96 79-11 15

E [info@giz.de](mailto:info@giz.de)  
I [www.giz.de](http://www.giz.de)