

# **MID-TERM EVALUATION**

## **Leadership, Effectiveness, Adaptability, and Professionalism in Myanmar's Civil Service**

# **(LEAP)**

## **FINAL EVALUATION REPORT**

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## Acronyms

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ACC	Anti-Corruption Commission
ARC	ASEAN Resource Center (UCSB)
ASEAN	Association of South East Asian Nations
AWP	Annual Work Plan
CREP	COVID Relief Economic Plan
CICS	Central Institute for Civil Service
CO	Country Office (UNDP)
CPD	Country Programme Document
CPIA	Country Policy and Institutional Assessment
CSO	Central Statistics Organization
CSR	civil Service Reform
CSR-AP	Civil Service Reform Action Plan
DSW	Department of Social Welfare
CTA	Chief Technical Advisor
DAO	Development Affairs Offices
DDG	Deputy Director General
DFAT	Department of Foreign Affairs and Trade
DG	Director General
DIM	Direct Implementation Modality
EAO	Ethnic Armed Organisations
EC	European Commission
FAR	Framework for Administrative Reform (GoM)
GEPA	Gender Equality in Public Administration (Myanmar)
GEWE	Gender Equality and Women's Empowerment
GoM	Government of Myanmar
HRM	Human Resource Management
ICT	Information and Communication Technology
	Leadership, Effectiveness, Adaptability, and Professionalism in Myanmar's Civil Service
LEAP	
LNOB	Leave No One Behind
LPAC	Local Project Appraisal Committee
M&E	Monitoring and Evaluation
MERRP	Myanmar Economic Recovery and Reform Plan
MSDP	Myanmar Sustainable Development Plan
MTE	Mid Term Evaluation
NLD	National League for Democracy
	Development Co-operation Directorate--Development Assistance Committee
OECD-DAC	
PPSoGS	Public Perception Survey of Government Services

PWD	Persons With Disabilities
RRF	Results and Resource Framework (RRF)
SDG	Sustainable Development Goal
SELDS	Senior & Executive Leadership Development Scheme
SESP	Social and Environmental Screening Procedure
SIDA	Swedish International Development Agency
TOT	Training of Trainers
UCSB	Union Civil Service Board
UGO	Union Government Office
UN	United Nations
UNDAF	UN Development Assistance Framework
UNDP	United Nations Development Programme

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# Executive Summary

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## Background to the Evaluation:

The project under evaluation, "Leadership, Effectiveness, Adaptability and Professionalism in Myanmar's Civil Service- (LEAP)", was designed to support the implementation of the Government of Myanmar (GoM) Civil Service Reform Action Plan (CSR-AP) 2017-2020. The purpose of the CSR-AP was to strengthen the civil service, which would allow the GoM to gradually address inherent organizational and cultural biases prevalent in the service.

The Mid-Term Evaluation of the (LEAP) was conducted via Zoom from 8 November 2020 to 28 February 2021. The evaluation was carried out by a team of three international consultants and one Myanmar team member. A military intervention took place in Myanmar during the final drafting of the evaluation report. The impact of this action on the LEAP project and the civil service reform process was unknown at the time of this writing.

## Description of the Project:

The Government of Myanmar signed a project document with UNDP in November 2018, using the Direct Implementation Modality. The project document stipulated that LEAP would be operational from 1 January 2018 to 31 December 2022. LEAP has had funding from Sweden, Australia, and UNDP. The Government of New Zealand has also contributed in-kind technical assistance, but these funds have been outside the LEAP budget. LEAP is governed by a Project Board chaired by UCSB and UNDP, with additional members from GoM, including selected States and Regions, as well as LEAP project donors.

The LEAP Prodoc and Project reports identify three outputs for LEAP during its period of operation:

Output 1: Ethics, meritocracy, inclusivity, and responsiveness applied in Myanmar Civil Service

Output 2: People centred services enhanced due to more effective and professional civil service.

Output 3: Civil service oversight, accountability, standards, and capacity strengthened at the Union and sub-national levels.

The funds expended by the project from 2018 through 2020 is unofficially estimated to be broken down as follows:

SIDA	1788763	56%
DFAT	996425	31%
UNDP	402564	13%
TOTAL	3187752	

## Evaluation Methodology

The LEAP project is at its mid-point in its life, anticipating the opportunity to more fully test the policies and guidelines prepared during its first three years. Thus, a prospective evaluation of the contribution of the early lessons learnt to the design for the future is required. As a result, this Mid-term Evaluation (MTE) is to carry out

an assessment of progress within the current context, document lessons learned, and translate these into recommendations for future design and strategy.

The formative nature of the MTE has a three-fold focus:

- i. The MTE TOR emphasises that the work should primarily focus on assessing the progress of LEAP against the stated indicators in the project document.
- ii. Clarification of the program theory with an emphasis on understanding if still relevant, within the current and anticipated) social and political environment in which LEAP is implemented.
- iii. Learning, with an emphasis on understanding how resource use affected progress and how current results can form the basis for future programming on CSR in Myanmar

The evaluation used the OECD DAC definitions of the evaluation criteria of relevance, effectiveness, efficiency, sustainability, plus cross-cutting issues of human rights, gender equality, and conflict sensitivity. The evaluation matrix in the annex summarises the evaluation questions and sub-question that formed the basis of the analysis.

### **Results of the Evaluation:**

#### Overall Assessment

LEAP has the potential to form a basis for civil service reform.

The LEAP faced several political, structural and institutional imperfections that unintentionally undermined the effectiveness and efficiency of its implementation. However, the level of success experienced by the LEAP is not greatly different from many other donor-supported initiatives of a similar nature. Most international agencies face difficulties when supporting institutional reform: a process that sounds good but is so insidiously difficult to do well.

Despite its flaws, LEAP succeeded in introducing several potentially valuable policy reforms and curricula designs to the Myanmar government. Any follow-on project in support of civil service reform needs to be designed in an adaptive manner that places an emphasis on the relationships of the civil service and the public.

#### Relevance

Key Evaluation Question: Did the Project design match the priorities and policies of the UNDP, government partners, and donors?

Overarching conclusion: Undertaking a structured assessment of political economy may have alerted the UNDP to the real potential for achieving the proposed LEAP outcomes prior to signing the project document. Nevertheless, undertaking LEAP appears to have nudged the GoM to reconsider its thinking on governance priorities, resulting in a possible recognition of the necessity to engage more fully on needed civil service reform.

#### Effectiveness

Key Evaluation Question: To what extent have the project interventions achieved results and has collaborating with Government of Myanmar enhanced the level of results achieved?

Overarching conclusion: The project was successful in delivering a wide range of policy and curricula interventions. It will now need to refocus from policy generation to policy implementation, and institutionalization as it engages with a broader set of partners.

#### Efficiency

Key Evaluation Question: Were project inputs efficiently used to achieve the planned project outputs?

Overarching conclusion: The project management was able to make efficient use of the limited resources available for project implementation. However, the UNDP decision to eliminate CTAs from project structures reduced the overall efficiency by requiring a larger number of discrete interventions from individual consultants, many of whom did not have the opportunity to collaborate with peers to ensure the coherence of their interventions.

### Sustainability

Key Evaluation Question: In what ways have the project's interventions focused on building capacity of partners and government agencies to carry on civil service reform measures without additional external resources?

Overarching conclusion: The reforms anticipated from LEAP interventions remain to be realised but may begin to be evidenced in 2021. The project's focus on the introduction of policies and curricula provided an opportunity for government to carefully consider the technical details and political ramifications of civil service reform. CSR remains a tangible entry point to use for introducing further innovations to assist in improving public sector effectiveness.

### Human Rights

Key Evaluation Question: To what extent is LEAP contributing to the realisation of the 2030 agenda for Sustainable development and ensuring an adequate response to reduce inequality?

Overarching conclusion: As in other closed access governance orders, the subject of human rights has not been fully introduced into the social discourse of the civil service due to a strong cultural and historical aversion toward politically sensitive topics. Lessons could be learned on how to counteract this from other situations with similar constraints.

### Gender Equality

Key Evaluation Question: To what extent has LEAP ensured the promotion of gender equality and gender empowerment to be fully integrated in UCSB policies?

Overarching conclusion: While the project has been successful in integrating gender into a number of policies, the challenge will be to ensure implementation and to promote accountability for non-performance.

While the project has reaped a number of benefits and there is a definite change in attitudes towards the issue of GEWE, in order to sustain the results, and to promote results at the outcome level - more work needs to be done to ensure that the policies are implemented and respected and to promote women's active participation in decision making processes.

### Conflict-sensitivity

Key Evaluation Question: To what extent have conflict sensitivity considerations in LEAP had an impact in mitigating social tension and what can be done to at least 'do no harm', but more so to improve civil service equity in policy, practice, and service delivery?

Overarching conclusion: Conflict-sensitive measures proved too difficult to put in place thus far due to the cultural resistance and risk-aversion to address sensitive issues. Yet, there remains large unfulfilled potential for LEAP to have an impact on reducing inter-group tension and on improving equity and equality for marginalized groups through more inclusive-diversity-affirming, discrimination-reducing civil service policies.

### **Recommendations**

The MTE provides both short term and long-term recommendations. Whilst long-term recommendations are aimed primarily at the next programme cycle, some of these could be introduced at this mid-point juncture in LEAP to enhance coordination with SARL and SERIP by viewing CSR thematically as a part of wider governance programme of building citizen-government relations by improving government service delivery across all sectors.

- 1 In preparation for the next programmatic cycle, UNDP may wish to consider introducing a requirement that an independent political economy analysis of existing conditions must proceed the preparation of a Programme or Project Document.
- 2 UNDP may also wish to consider revisiting the LEAP indicators and results at the Output and Outcome levels. This can be done by engaging the UCSB and other government agencies in a backwards mapping exercise to reconstruct the LEAP Theory of Change, ensuring appropriate assumptions and indicators are associated with the relevant outputs and outcomes.
- 3 UNDP may wish to re-establish the role of a strategic CTA in LEAP.
- 4 UNDP may wish to consider experimenting with integrating political (TWP—Thinking and Working Politically), adaptive (PDIA—Problem Driven Iterative Adaptation), and customer service (PSEP—Public Service Excellence Program) tools into the preparation of the new UCSB Action Plan and in subsequent policy diffusion/implementation with other line agencies.
- 5 The UNDP may wish to consider engaging LEAP donors and other development partners in an informal dialogue process to expand its understanding of the changing national setting and to learn about effective means of engaging the government.
- 6 LEAP should be mandated to jointly craft an exit strategy with government as a critical management function in the 2021 AWP.
- 7 The revision of the LEAP TOC should ensure indicators are more gender sensitive and denote positive change towards gender equality and women’s empowerment.
- 8 LEAP should engage the UCSB in identifying means to destigmatise conflict-handling skills to bring them more fully into the mainstream civil service curriculum as a start. Secondly, LEAP should assist UCSB to identify incentives and get buy-in for a diversity-affirming civil service.

The above Recommendations have been slightly modified as the draft evaluation report was in preparation when the military intervention of 1 February 2021 occurred.

### **Lessons Learnt**

1. Projects intending to introduce institutional reform need to apply political economy analysis in their formulation stage and adapt to changes throughout implementation.
2. Use of UNDP’s DIM modality needs to be continually assessed to ensure optimal partner ownership and sustainability of well-intentioned interventions.
3. The design of a project can impact its entire life.
4. After a TOC has been constructed, the design of any project must be structured in a logic model to guide implementation.
5. Continuous re-assessment of a project design is critical. Assessment should include a periodic review of project design, assumptions, targets, and indicators by the Project Board.
6. A project addressing major, and potentially contentious, structural reforms requires consistent support from UNDP at the highest levels in the country.



7. Restricting the range of project partners can delay the desired reform and increased project fragility.
8. The establishment of baseline data and evidence-based research on gender is essential for not only measuring the progress of the project but also as a tool to gain traction with the stakeholders whereby key bottlenecks, challenges are identified using certified data.
9. If the UNDP wants to evaluate the progress of a project to introduce conflict sensitivity into its interventions, then this should be spelled out in more granular detail in the project document along with a strategy to introduce conflict-handling as a technical, depoliticized area of work that will be more culturally sensitive and acceptable.

## Introduction

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### The Project

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The project under evaluation, "Leadership, Effectiveness, Adaptability and Professionalism in Myanmar's Civil Service- (LEAP)", was designed to support the implementation of the Government of Myanmar (GoM) Civil Service Reform Action Plan (CSR-AP) 2017-2020. The purpose of the CSR-AP was to strengthen the civil service, which would allow the GoM to gradually address inherent organizational and cultural biases prevalent in the service.

The Government of Myanmar signed a project document with UNDP in November 2018, using the Direct Implementation Modality. The project document stipulated that LEAP would be operational from 1 January 2018 to 31 December 2022. LEAP has had funding from Sweden, Australia, and UNDP. The Government of New Zealand has also contributed in-kind technical assistance, but these funds have been outside the LEAP budget. LEAP is governed by Project Board chaired by UCSB and UNDP, with additional members from GoM, including selected States and Regions, as well as LEAP project donors. .

LEAP is a successor of the UNDP Public Administration Reform project that ran from 2013-2017 with funding from Australia, Denmark, Finland, Sweden, UK, and UNDP. The PAR project was instrumental in gaining the government's approval to launch the CSR-AP, which specified the Union Civil Service Board (UCSB) would have significant responsibility for guiding its implementation. Thus, the UCSB became the primary beneficiary of LEAP.

The table below provides an unofficial breakdown of the financial contributions to LEAP.

*Table 1: Unofficial Breakdown of Donor Contribution to LEAP for 2018-2020 in USD<sup>1</sup>*

Contributor	Total Spent	% of total Spent
SIDA	1,788,763	56%
DFAT	996,425	31%
UNDP	402,564	13%

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<sup>1</sup> Data taken from LEAP Annual Report expenditure tables 2018, 2019, 2020.

TOTAL	3,187,752	
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The LEAP project was designed to contribute towards the achievement of the Government of Myanmar Sustainable Development Plan (MSDP), in relation to:

Goal 1: Peace, National Reconciliation, Security and Good Governance

Strategy 1.4: Enhance good governance, institutional performance and improve the efficiency of administrative decision-making at all levels.

Strategic Outcome: Integrity and accountability enhanced across our public sector.

The LEAP project was designed to contribute to Outcome 1 of the UNDAF.

People in Myanmar live in a more peaceful and inclusive society, governed by more democratic and accountable institutions, and benefit from strengthened human rights and rule of law protection.

The project was to be measured in its ability to contribute to this outcome through an assessment of the following UNDAF/CPD indicators:

Indicator 1.1.7: % women, as proportion of Deputy Directors and above.

Indicator 1.1.8: % women and men civil servants witnessing gender/race/ethnic discrimination at work.

Indicator 1.2.4: % of men and women civil servants feeling recruitment, promotions and postings are based on connections or bribes.

The LEAP Project was intended to contribute to this outcome by assisting Myanmar national authorities, civil society, and other partners in their efforts to promote an inclusive vision for national civil service. Stakeholders were to be capacitated to craft and implement a comprehensive national civil service reform strategy that would adequately contribute to the democratic process in Myanmar and recognize the specific issues related to women and minorities. Support was to have been provided to the UCSB and selected ministries to include them into a nationwide dynamic of peace and inclusive development.

The LEAP Prodoc and Project reports identify three outputs for LEAP during its period of operation:

Output 1: Ethics, meritocracy, inclusivity, and responsiveness applied in Myanmar Civil Service

Output 2: People centred services enhanced due to more effective and professional civil service.

Output 3: Civil service oversight, accountability, standards, and capacity strengthened at the Union and sub-national levels.

## Myanmar Country Context

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Emerging from decades of civil strife, economic mismanagement and deepening poverty, Myanmar is undergoing major economic, social, and political transformations. With abundant natural resources, a strategic location in Southeast Asia, and a large and young population, Myanmar has a unique opportunity to lay the foundations for a brighter, more prosperous future. Since the post-junta government took power in April 2011, following the November 2010 election, and then the National League for Democracy (NLD) led government, following the November 2015 elections, the institutional arrangements in Myanmar have transformed

considerably, with the military and civilian institutions technically separated from each other. A national election was held on 8 November 2020. The NLD won a majority of the seats in parliament. On 1 February 2021, the military intervened based on allegations of voter fraud, temporarily nullifying the election.

Critical to Myanmar's success is a public service that can support the development needs of the population and deliver equitable services. The peace process faces challenges in ensuring an inclusive and flexible approach that is acceptable to all parties involved in the national dialogue, and the Joint Ceasefire Monitoring Committee faces some constraints in fulfilling its mandate to monitor adherence to the 2015 Nationwide Ceasefire Agreement. The Fund for Peace State Fragility Index shows that Myanmar has shown meaningful improvement since 2008 when it was ranked 12<sup>th</sup> most fragile, reaching its best rating of 35<sup>th</sup> most fragile state in 2017, but has fallen back to 22<sup>nd</sup> most fragile in 2018 and 2019. The fragility ratings shown most progress over the past decade include improved economy and reduced demographic pressure. However, those that have worsened during the same period include Group Grievance, Human Rights, and Refugees/IDPs.<sup>2</sup>

On a development front, Myanmar's Human Development Index (HDI) value for 2018 was 0.584— which put the country in the medium human development category—positioning it at 145 out of 189 countries and territories. Myanmar has a Gender Inequality Index (GII) value of 0.458, ranking it 106 out of 162 countries in the 2018 index. The World Bank Country Policy and Institutional Assessment (CPIA) Gender rating for IDA countries puts Myanmar on a par with India and Bangladesh, but below the averages for the East Asia & Pacific region as well as the Lower Middle-Income category.<sup>3</sup> In Myanmar, until the November 2020 elections, women held 10.2 per cent of parliamentary seats, and 28.7 per cent of adult women have reached at least a secondary level of education compared to 22.3 per cent of their male counterparts. For every 100,000 live births, 178.0 women die from pregnancy related causes; and the adolescent birth rate is 28.5 births per 1,000 women of ages 15-19. Female participation in the labour market is 47.7 per cent compared to 77.3 for men.

### **Main issues influencing the potential for success in civil service reform.**

The Myanmar public service comprises about one million employees, but a large proportion are associated with the Ministry of Education. Myanmar has a quasi-federal governance structure, but subnational bodies do not have their own civil service.

The USAID Self-Reliance Roadmap rates Myanmar in the lower third of low to middle income countries. The country rates lowest in Social Group Equality and Open Government, whilst rating slightly above average on Civil Society and Media Effectiveness, Trade Freedom, and Economic Gender Gap.<sup>4</sup> The World Bank CPIA rating for Public Administration Quality in Myanmar puts it on a par with Bangladesh, but below that of East Asia & Pacific as well as Lower Middle-Income countries.<sup>5</sup> It is important to note that Myanmar received a higher rating on the public administration rating in 2014. This would appear to substantiate UNDP's perception that the previous government was moving towards improving the quality of public administration. The shift to a democratic government introduced a level of complexity in civilian/military relations that seemingly deflected attention from that focus.

The civil service does not have an ingrained merit or performance-oriented culture. It has gone through a series of reforms, mostly structural, between 1948 and 2011. This has created a culture of 'turf protection', ensuring

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2 <https://fragilestatesindex.org/country-data/>

3 <https://data.worldbank.org/indicator/IQ.CPA.GNDR.XQ?contextual=aggregate&locations=MM>

4 <https://selfreliance.usaid.gov/country/burma-myanmar>

5 <https://data.worldbank.org/indicator/IQ.CPA.PADM.XQ?contextual=similar&end=2018&locations=MM&start=2013>

that personal perks are not affected by subsequent reform measures. As a result, civil servants are poorly paid and must operate with outmoded technology and systems.

While the government of Myanmar has put anti-corruption high on the agenda, corruption remains a serious challenge in the country. Transparency International in 2019 ranked Myanmar 130 out of 180 countries with a score of 29/100 on its Corruption Perception Index. 22 Twenty-two per cent of respondents felt that corruption had increased in the previous 12 months, and 32 per cent reported having to pay a bribe in the previous 12 months. This figure is almost certainly higher, with many people not viewing having to pay to receive services as paying a bribe.

The main impacts of Myanmar's public administration's overall functioning are (i) very limited public trust and confidence in the civil service due to the lack of fairness, transparency and accountability within the service; (ii) outdated civil service regulations and systems (iii) weak performance and management practices and (iv) decentralization of core functions and public services that is not underpinned by a strong decentralization framework of delegation/devolvement, accountability and oversight.

While women's rights have seen some important gains in the last few years, such as an increase in the number of allocated seats in the parliament, gains on gender equality and gender empowerment in general tend to be still rather piecemeal. The UCSB, while having more women than men under their service, prior to the project did not anticipate how GEWE could be taken on board to run an efficient civil service commission. Under the Civil Service Act or rules there was no specific stipulation to ensure gender equality, inclusiveness nor diversity.

The multiple, on-going conflicts centred in several states and regions have led to a restrictive environment that hampered the project in its first years to address sensitive issues such as ethnicity, minority issues, access to justice, and land and property rights. Infusing conflict sensitivity in anti-corruption, human rights and civil service reform activities has challenges due to Myanmar's history of ethnically-based conflict. But, because the composition and performance of the civil service are so integral to how the populace perceives its government, this area of work also presents significant opportunities for positive impact.

The year 2020 has been a challenging year for Myanmar due to the COVID-19 pandemic. The social and economic impact of the pandemic is affecting most disproportionately poor and vulnerably households, and job loss is a direct consequence of travel and border trade restrictions in place. The World Bank estimates a drop of 6% regarding GDP growth (from 6.8% in 2018/19 to an increase in 2020/21 of only 0.5%).

On 8 November 2020 Myanmar held parliamentary elections for the Union Parliament and the 14 state and regional assemblies (Hluttaws at Union and Local levels). The ruling National League for Democracy (NLD) Party won re-election with a slight increase in seats (396 with 6 more seats than it did in 2015) in the Union Parliament with approximately 60% of all seats in both chambers. At the State/Regional levels, results indicate another landslide for NLD in almost all states and regions, taking over 82% of all the seats in 14 States and Regions Hluttaws. A military intervention on 1 February 2021 temporarily nullified the election. The next government will need to focus its next five-year term on COVID-related recovery in addition to overall socioeconomic development. Continued work on civil service reform may be one part of the process of improving access to quality public goods and services.

## **Overview of the evaluation**

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The LEAP project is at its mid-point in its life, anticipating the opportunity to more fully test the policies and guidelines prepared during its first three years. Thus, a prospective evaluation of the contribution of the early lessons learnt to the design for the future is required. As a result, this Mid-term Evaluation (MTE) is to carry out

an assessment of progress within the current context, document lessons learned, and translate these into recommendations for future design and strategy.

The formative nature of the MTE has a three-fold focus:

- i. The MTE TOR emphasises that the work should primarily focus on assessing the progress of LEAP against the stated indicators in the project document, taking into consideration the prevailing context and intuitional situation
- ii. Clarification of the program theory with an emphasis on understanding if, within the current and anticipated) social and political environment in which LEAP is implemented, the current design assumptions (implicit and explicit), objectives, and focus were, and remain, valid and, therefore, likely to contribute to the desired outcomes; and
- iii. Learning, with an emphasis on understanding:
  - How the delivery approach, including how resources are used, affected progress towards outcomes; and
  - How the results of the early project implementation can serve as a basis for future programming on civil service reform in Myanmar.

The evaluation used the OECD DAC definitions of the evaluation criteria of relevance, effectiveness, efficiency, sustainability, plus cross-cutting issues of human rights, gender equality, and conflict sensitivity. The evaluation matrix in the annex summarises the evaluation questions and sub-question that formed the basis of the analysis.

### **Conceptual Framework**

Based on the MTE's experience, successful capacity building interventions require a carefully designed framework that engages with the existing institutional environment and organizational dynamics to generate the appropriate set of implicit incentives that can induce positive and lasting change in human behaviour matched to the physical and cultural context and to the attributes of the problem being addressed. This approach builds on EC economist, Bertin Martens, analysis of the institutional economics of foreign aid. This approach emphasises the dangers that donor projects can face when the development organisation and beneficiary have differing interests and incentives for engaging in a collaborative arrangement.<sup>6</sup>

An orientation towards incentives as drivers of individual and organisational behaviour helped the MTE to explore the extent to which the UNDP engagement with the LEAP contributed to sustainable outcomes. As a result of the above approach, the evaluation report has intended to provide the UNDP and UCSB with assessments of the project and its key interventions. In addition, an overall assessment of the appropriateness of the chosen implementation modality has been provided together with suggestions to improve the potential of achieving better results during the final two years of operation.

### **Evaluation Strategies**

Utilization-focused: The consultants focused on the needs of the end-users, with emphasis on the UNDP Myanmar Country Office.

Mixed methods: The MTE used a mixed-method data collection approach that included group discussions, one-on-one interviews with key respondents, a review of project financial data, and document analysis of project

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<sup>6</sup> Martens, Bertin et al. Institutional Economics of Foreign Aid. Cambridge University Press, 2002

materials, including the periodic reviews undertaken and reports compiled during implementation. External analyses were also used, particularly while attempting to reconstruct an impression of the prevailing political economy of Myanmar at the time the LEAP was designed.

**Participatory Approach:** Based on preliminary readings, the MTE expected it would be able to employ several participatory tools to draw out the beneficiaries' perceptions of the project as it had unfolded. Unfortunately, the project outreach beyond UCSB proved to be too limited to allow the MTE to engage in formal dialogue with any other bodies inside government or in civil society or project sector.

The MTE took care to assess the project's responsiveness to Gender, Human Rights, and Conflict Sensitivity.

As the MTE was conducted on a part-time basis over three months. This lengthy period enabled the MTE to obtain a more complete assessment of accomplishments and limitations. However, as the MTE was conducted from a distance, none of the MTE team members spent any time in Myanmar, conducting all interviews via internet. It is therefore possible that a more nuanced interpretation of the project could have been resulted from more direct interaction with project implementers and beneficiaries. The MTE looks forward to substantive comments that may assist it in improving the quality of the final report.

## Evaluation Findings

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The information contained in the Findings chapter are based on information collected by the Mid-Term Evaluation team (MTE) through interviews via zoom, a review of available materials prepared by LEAP, and other sources. The factual details have been woven together through reasoning applied by the MTE members. Therefore, any views expressed in this or subsequent sections of the report are those of the MTE alone, unless otherwise referenced.

### Relevance evidence

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The purpose of assessing the Relevance of a program is to judge the extent to which the program objectives are consistent with beneficiary needs, country requirements, and partner & donor policies.

#### Relevance Evaluation Questions:

**Key Evaluation Question: Did the Project design match the priorities and policies of the UNDP, government partners, and donors?**

#### Evidentiary Questions

■ **To what extent was the project in line with the national development priorities (MSDP), the country programme's outputs and outcomes, the UNDP Strategic Plan and the SDGs?**

Myanmar civil service is a highly centralized structure where the use of evidence to support policy-making is limited and transparency and efficiency of processes is hindered.

In 2017, the Government of Myanmar launched the 'Civil Service Reform (CSR) Strategic Action Plan' (2017-2020) to achieve an "Ethical, merit-based, inclusive and responsive Civil Service promoting public participation and strengthening the trust of the people of Myanmar."

As recognized by the LEAP project, key elements of the success of civil service reform are structural change, organizational development, and behavioural change in civil servants, from the highest ranks of leaders, managers and professionals of the gazetted cadres to the rank and file.

LEAP aims to support Union Civil Service Board (UCSB) in:

- Reviewing and modernizing civil service regulations and systems;
- Introducing results-based management practices that promote meritocracy, ethics, transparency, accountability, and inclusivity, with a focus on gender and diversity;
- Improving civil servants' performance through enhanced leadership and motivation;
- Fostering public service delivery and accountability at national and sub-national levels

At the systemic level, the UCSB Law was amended clarifying the mandate of the Board as quality assurance body in civil service matters, as envisioned by the CSR. The law amendments introduce elements of a merit-based Human Resources Management System that LEAP developed jointly with the UCSB, namely: I) the development of competency frameworks and job descriptions according to different functions and roles, II) the use of data to measure performance of public services delivery and III) the introduction of ad-hoc learning opportunities for Senior and Executive officials.

Technical working groups were established by the UCSB for reviewing the proposed policy documents and, in the second half of 2019, a series of consultations with the LEAP project team led to the adoption by UCSB of key-policy documents for the implementation of the CSR.

Legal and institutional anti-corruption framework of Myanmar is gradually improving in many respects. Myanmar's score on the Transparency International's Corruption Perceptions Index remains low. In 2019, the country ranked 130 out of 180 assessed countries and had a score of 29/100 (where 100 is the best score). This makes Myanmar the sixth most corrupt country in the Asia Pacific region after Afghanistan, Bangladesh, Cambodia, Papua New Guinea and North Korea. On the other hand, Myanmar has improved more than any country in the period between 2012 and 2018, increasing its score by 14 points.

The government seems to increasingly conform to policies favoured by international financial institutions such as the World Bank, IMF, and the Asian Development Bank by providing more opportunities for foreign investment (Ford et al. 2016). For instance, foreign companies have increasingly been bidding for tenders (Ford et al. 2016).

A major development is the establishment of corruption prevention units that monitor and report corruption in the line ministries in which they are embedded. The units are reporting to the President office but are mandated to refer larger corruption cases in public institutions directly to the ACC (Anti-Corruption Commission) for investigation. This way, the ACC hopes the corruption prevention units can help prevent corruption from happening in the bureaucracy. The staff of the corruption prevention units are still either in training and / or relatively early deployment. With proactive engagement of LEAP, the CSR value ethics have been engrained in the new HRM policy framework developed by the project in partnership with UCSB and approved by UGO in 2020. That includes the production of a new Code of Ethics for all Civil Servants with provisions that better reflects these values. Complementary to the compliance side, risk-based training packages were developed on corruption risk prevention in HRM processes for Corruption prevention Units, entry and mid-level public officials, and senior and executive officers.

■ **To what extent does the project contribute to the theory of change for the country programme outcome?**

The UNDP Theory of Change associated with the current country programme anticipated that the organization would contribute to the UNDAF objective *"People in Myanmar live in a more peaceful and inclusive society, governed by more democratic and accountable institutions, and benefit from strengthened human rights and rule of law protection"* by addressing peacebuilding, core government functions, and rule of law. Within the 'core government functions component, UNDP had identified the Myanmar Civil Service Action Plan as an appropriate vehicle to support as transparent and accountable government action are crucial to the success of the democratic transition. Associated with this was UNDP's intent to improve subnational capacity to mainstream the SDGs.

The LEAP project was designed to be the primary means of supporting the national civil service reform, while LEAP was to work in concert with several other projects at the subnational level.

This TOC continues UNDP's focus on public service strengthening that began in the previous country programme.

■ **To what extent has the project been appropriately responsive to political, legal, economic, institutional, etc., changes in the country e.g., Covid crisis?**



LEAP matches the stated priorities and policies of the government, UNDP, and donors to great extent. These would include a) Myanmar Sustainable Development Plan (MSDP); b) COVID-Relief Economic Plan (CREP); and c) Myanmar Economic Recovery and Reform Plan (MERRP) still under development. These documents provide all overall guidance from the NLD government to move forward; it is believed that UNDP was involved or is going to get involved in those activities to some extent;

This work also fits with the priorities of the international development partners of LEAP: Australia, Sweden, and New Zealand. However, after the failure of the civil service reform action plan to get off the ground, donors remained committed, but did not provide the financial support that UNDP had anticipated for the project.

In 2020, the UNDP was able to facilitate a modification to the LEAP project document adding a 4<sup>th</sup> output focused on building the capacity of the UCSB to continue its training operations by providing training and equipment to initiate a shift to on-line training. UNDP support was crucial for building on-line training and virtual communication tools as normal government procedures would have taken too much time to complete the changeover.

### **■ To what extent were lessons learned from other relevant projects considered in the project’s design and implementation?**

UNDP support for public administration reform began with assistance to the UCSB through a focus on ‘training the trainers’. Support from UNDP headquarters through a global program helped Myanmar to engage with other ASEAN countries to learn from their experiences. UNDP produced a roadmap for Myanmar public service reform in 2013, which was translated into a National Strategic Framework for Administrative Reforms (FAR) in 2015. This followed the guidance of the government, which had confirmed civil service reform as one of ten top policies<sup>7</sup>. The FAR established public administrative reform and civil service reform as distinct elements of an overall package of reforms aimed at supporting the new democratic government. The FAR provided the impetus to establish the UCSB as the lead institution in both PAR and CSR, leading to a 2016 amendment in the UCSB organic law. The FAR was followed by the CSR Action Plan, which was drafted in 2016 and launched in 2017.

UNDP designed an approach to Competency Frameworks for Senior and Executive level officials in 2017. The concept of motivation was introduced into the rhetoric of CSR. A survey was planned to be conducted on civil service motivation under the aegis of a global UNDP programme, but its implementation was delayed for several years. The Anti-Corruption Commission was supported to carry out an assessment of the national situation. A paper on a Senior Executive Leadership Scheme was prepared in 2017 outlining the main features of a leadership development system.

One part of that early PAR support that seems not to have been adequately incorporated into LEAP involved an exchange with experts from the Philippines who introduced UCSB to a successful customer-centric civil service reform programme that has been run by their civil service commission since 2000. It was first introduced as a pilot under the name Public Service Excellence Program. After several years of experimentation by the CSC within the system, it became codified as a legally mandated national programme emphasising the ‘demand side’ or a customer service focus as opposed to the normal technocratic orientation of civil service reform. The Philippine approach focuses on a participatory approach that engages civil servants to assess their own performance in relation to their direct customers. Customers, in this sense, can be both internal (within their own agency) or

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7 Government of Myanmar, FRAMEWORK FOR ECONOMIC AND SOCIAL REFORMS: Policy Priorities for 2012-15 towards the Long-Term Goals of the National Comprehensive Development Plan, January 2013.

external (the general public) depending on their unit's role in the agency's business processes. Teams of civil servants are then facilitated to craft, and then implement, ways to improve their units' business processes without resorting to large-scale systemic rule changes. A decadal assessment of the program is available on the web.<sup>8</sup> The national program became known (in translation) as the "Serve the People Now, Not Later" program and contains many ideas that could be integrated into the next phase of LEAP, particularly outputs two and three, as it begins to focus more intently on policy implementation. It appears to the MTE that this 'demand side' of the civil service reform has not been effectively integrated into LEAP.

**■ To what extent were perspectives of those who could affect the outcomes, and those who could contribute information or other resources to the attainment of stated results, taken into account during the project design and implementation processes?**

MTE respondents from government partners and project staff remarked that the process for the design of the Civil Service Reform Action Plan in 2016 was the most broad-based consultative process they had ever witnessed in their careers. However, several respondents noted that ownership of the CSR process had declined since 2015 when a democratically elected government came to power. They felt that the CSR tried to introduce reforms that were sensitive, threatening the status quo of powerful individuals. This assessment is supported by an Oxford Analytica Daily Brief posted on the day after the CSR-AP launch expressing concern that a "deep-seated institutional culture" would prevent the government from providing the necessary political support for implementation of the reforms called for in the Action Plan.<sup>9</sup> Recently, the World Bank stated in its latest Country Partnership Framework that it would not pursue CSR because "existing policy-level engagement has not gained traction".<sup>10</sup>

There is a perception that the increase in ethnic insurgencies, particularly in Rakhine, played a role in deflecting government attention from governance reform. However, even UNDP personnel involved in the design of LEAP acknowledged that larger role given to the UCSB in the CSR-AP may have played a role in failure of the CSR-AP to get off the ground and to the slow process of granting approval for LEAP reform guidelines in its early years.

The UCSB expressed appreciation to the MTE for the technical support provided by LEAP, emphasizing civil service policy development, training capacity built, and human resource management proposed as a specific technical field. In addition, the UCSB remarked that the process used in the design of the SELDS leadership training programme also involved a wide range of participants from various ministries. Although the basis for all of the reforms introduced by LEAP have come from international consultants, the UCSB technicians and leadership have reviewed and modified much of the materials. Most of the key reforms and guidance materials have been passed on to the UGO, where many have been approved.

In early 2021, the UCSB is in the process of developing a new Action Plan to carry forward the early lessons learned from LEAP and through their association with peers in other ASEAN countries. Although the initiation of LEAP faced many challenges, it does appear as though UNDP's efforts to open a space for discussing core concepts of democratic governance may have long-term positive benefits for Myanmar.

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8 Republic of the Philippines, Civil Service Commission, ARTA: A Decade of Improving Public Service Delivery, 2018. (arta\_photobook.pdf)

9 Oxford Analytica, "Trouble may be ahead for Myanmar civil service reform," Daily Brief, Tuesday, July 11, 2017.

10 World Bank, Myanmar Country Partnership Framework 2020-2023, May 2020, p. 27.

■ **How did the project promote UNDP principles of gender equality, inclusiveness, human rights-based approach, and human development? How were these cross-cutting areas mainstreamed into the project?**

In 2015, UNDP launched a gender in public administration experts pool. At the time, gender was viewed as a ‘non-issue’ in the Myanmar civil service. The DG of the CSO, a woman, was a strong advocate for gender equality. One of the key results in CSR-AP was defined as: “Modern human resources systems introduced and upholding merit-based, performance-driven and gender sensitive selection and recruitment and promotion/ transfer systems”. This became the guiding principle for the design and implementation of the LEAP project.

Perhaps the most substantial intervention carried out by LEAP in this field was the implementation of the GEPA survey that provided, for the first time, a quantitative analysis of the role women plays in the Myanmar civil service. This has been followed by a draft action plan on gender and diversity.

However, aside from a focus on women, LEAP has not been active in promoting inclusiveness for ethnic minorities. The changes introduced for human resource management within the civil service have the potential to introduce a human rights-based orientation to public service delivery.

## **Effectiveness Evidence**

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Effectiveness measures the extent to which the development intervention’s objectives were achieved, or are expected to be achieved, considering their relative importance.

### **Effectiveness Evaluation Questions**

**Key Evaluation Question: To what extent have the project interventions achieved results and has collaborating with Government of Myanmar enhanced the level of results achieved?**

### **Evidentiary Questions**

■ **To what extent did the project contribute to the country programme outcomes and outputs, national development priorities (MSDP), the UNDP Strategic Plan and SDGs?**

The LEAP project has been designed to support the accomplishment of the UNDP Myanmar country programme by contributing to the institutionalisation of democratic principles and norms in the civil service. This project orientation was in line with the Myanmar Sustainable Development Plan Strategy 1.4, which is aimed at improving the efficiency of administrative decision making at all levels. In this way, the activities of the project also aim to advance progress towards achievement of the Myanmar SDG #16 (Good Governance). Modifications were later introduced in the project design to facilitate a useful response to the COVID-19 pandemic.

Strategic documents such as the UNDP country programme, MSDP, and SDGs are time-bound documents, ambitiously aspiring to achieve substantial change within a defined period. All of these documents have been articulated at a strategic level with indicators anticipating a steady transformation of Myanmar society in line with international norms and standards.

While the relevance of LEAP is not in question, the way the project works is of equal importance. The tasks undertaken by the LEAP project, the introduction of rule-based modifications in bureaucratic operations, are quite narrow in orientation. While progress was made in the design of new rules and policies, it will require considerable time for the introduction of civil service rules and systems to have a measurable impact on the

functioning of the bureaucracy. In addition, the 'demand side' or customer service orientation of civil service reform has not yet been given prominence. Thus, the contribution of the LEAP project to the above-mentioned strategic documents will only be realised far in the future.

While the links to the UNDP strategic framework are in place. The MTE assessed some of the reforms envisioned in LEAP as rather ambitious. In addition, the MTE noticed a lack of well-articulated implementation structures. MTE interviewees frequently mentioned that this implementation gap is common across most 'action plans' initiated in recent years. MTE respondents noted that this gap originates because the strategy design process is strongly influenced by the international partners. In areas of lower political importance, such as civil service reform, a tendency to avoid confrontation leads to the production of overly optimistic aspirational documents with limited potential for impact on the ground. In addition, when asked why there is nothing like a Gantt chart for the Civil Service Reform Action Plan, the MTE was told that no one in the government likes to have another unit overseeing their work.

On the other hand, a stark contrast can be seen in the practical nature, and quick approval and implementation, of the LEAP project document modification designed to address the problems associated with the COVID-19 pandemic. Interviewee responses from government and donors unanimously appreciated the collaborative approach taken by the project management to introduce tangible responses to facilitate continued operation of the UCSB training centres by upgrading their technical and pedagogical capacity to undertake on-line training.

**■ Is the objective of the project clearly articulated in relevant documents and translated into operational practices?**

**■ Are the objectives and outputs clear, practical and feasible within its frame? If not, does it provide space for flexibility to be responsive to policy changes that would directly affect the achievement of project objectives? (moved from Relevance)**

In the view of the MTE, the project document has not articulated an objective. The project is divided into three outputs, which are linked directly to Outcome 1 of the UNDP Country Programme. In particular, the project was to contribute to the CPD indicators 1.1.7, 1.1.8, and 1.2.4. As such, the project has been designed as fully integrated into the country programme.

However, the LEAP 'outputs' have not been articulated as outputs, which are implementation vehicles designed to be fully under the control of project management. Instead, these have been written as outcomes with indicators established that are far beyond the influence of project management. Such a project structure seriously limited the capability of project management to design and implement the project in a logical progression from tasks to outputs to objectives, with realistic and measurable indicators at each level.

The phrasing of the next evaluation question provides additional information regarding the negative response to this question. The UNDP Country Office designed its CPD in a manner that assumed projects contributed to CPD outputs and outcomes, rather than being self-contained implementation vehicles. This is a valid developmental approach. One always desires to eliminate the creation of 'stove-piped' implementation vehicles that are not mutually supportive. However, the huge gap between the tasks being undertaken by project management and the CPD outcomes and indicators undermined the possibility of seeing those connections clearly.

■ **To what extent were the project outputs achieved? What factors have contributed to achieving or not achieving intended country programme outputs and outcomes?**

LEAP was designed as a major change management project. As such, the project has been divided into three “linked and mutually reinforcing” outputs “connected synchronously rather than serially”:

- Output 1: Ethics, meritocracy, inclusivity, and responsiveness applied in Myanmar Civil Service
- Output 2: People centred services enhanced due to more effective and professional civil service.
- Output 3: Civil service oversight, accountability, standards and capacity strengthened to support decentralisation at Union and sub-national levels.

The progress of each output will be discussed separately.

Output 1 focused on supporting UCSB in updating the relevant government rules and regulations of the civil service management. The output deliverables to be achieved by 2022 are:

- Disaggregated personnel data by gender, ethnicity, and disability
- Civil Service Personnel Act (2013) and Civil Service Personnel Rules (2014) updated, disseminated and implemented by Union and subnational agencies.
- Civil Servant Development Strategy formulated, disseminated and implemented by Union and subnational agencies.
- 5-year Civil Service Gender, Diversity, and Inclusivity Action Plan formulated and implemented by Union and subnational agencies.
- Updated UCSB Rules and UCSB capable of guiding, monitoring, evaluating, and enforcing compliance of civil service regulations.
- Personnel management manuals and training courses for human resource personnel covering workforce planning, job analysis, and workflow planning, recruitment, selection, transfer, promotion, talent retention, and fast tracking.

Output 1 received the most attention and consumed the bulk of the funds allocated to the project. In return, the project has been able to generate progress on most of these deliverables. Indications are that progress is being made towards about half of the ten output indicators. There are problems with the formulation of the output indicators as many cannot be achieved through the efforts of the project itself. They are outcome indicators to which the project may contribute. Improvements in the design of the output indicators would help improve project implementation effectiveness.

- Indicator 1.2—Diversity Strategy: The Civil Service Gender, Diversity, and Inclusivity Action Plan has been drafted and disseminated. Fourteen ministries have replied with positive feedback.
- Indicator 1.5—Corruption reduction: The PPSOG survey reported that only 15% of the respondents reported having to pay a bribe. This is an indicator that cannot be directly attributed to the project, but the next survey is anticipated to be undertaken in 2022, which may give an indication of sustained impact of civil service reform.
- Indicator 1.7—Process mapping: The business process mapping of UCSB human resource management functions was completed and under discussion with UCSB.
- Indicator 1.9—Ethics Training: The Code of Ethics was approved and released. Trainings have been conducted by the 2 CICS with women comprising about 55% of trainees.
- Indicator 1.10—Integrity system: 36 ministries have established Corruption Prevention Units Cases regarding the integrity of the personnel management system are expected to be handled by Human

Resource Departments. The framework for the establishment of these departments is presently under review by the UGO.

The indicators where there are gaps or delays in progress include:

- Indicator 1.1—Disaggregated data: Neither UCSB nor the 8 pre-defined government agencies have yet begun to consistently collect disaggregated data on civil service personnel.
- Indicator 1.3—Discrimination in civil service: Survey was postponed due to COVID-19, report is anticipated by the end of the project.
- Indicator 1.4—Nepotism/favouritism: Survey was postponed due to COVID-19, report is anticipated by the end of the project.
- Indicator 1.6—Women in senior posts: GEPA data of 2018 has not been updated, related to Indicator 1.1 Data for 2020 has been requested from CSO.
- Indicator 1.8—UCSB rules dissemination: No data has been provided by UCSB regarding the number of men and women who have been briefed on UCSB processes and procedures.

Output 2 aimed at improving the leadership quality to improve service delivery. There is a largely unstated assumption in the design of Output 2 that improved leadership capacity will lead to a stronger people-centric orientation in public service delivery. The output deliverables to be achieved by 2022 include:

- Performance and competence-based staff appraisal system introduced, tested and implemented in the civil service.
- Performance management systems introduced, tested, and a policy formulated for wider application into the civil service.
- The Senior and Executive Leadership Scheme is up and running with at least one completed cohort.
- CICS basic and mid-level administrative training programmes updated, and its capacity strengthened.
- Gender, diversity, and inclusiveness are mainstreamed into all CICS training programmes.

Progress on output indicators for Output 2 is mostly positive with all six indicators reporting at least some progress at the end of 2020.

- Indicator 2.1—Competency-based recruitment: The competency framework has been completed and approved by UGO. This will be introduced across the government agencies in 2021.
- Indicator 2.2—Performance evaluation: The performance management system has been designed and approved by UGO. Three ministries are piloting the framework (Education, Health, Labour)
- Indicator 2.3—Public satisfaction: The PPSOGS was conducted in 2019 and will be done again in 2022. The 2019 data indicated substantial approval from the population of both sexes and across all parts of the country. However, Myanmar nationals interviewed for the MTE suggested the approval rating may be inflated due to citizen/government interaction dynamics.
- Indicator 2.4—SELDS participant appraisal: over 70% of participants in the pilot session held in January 2020 expressed the opinion that the pilot training had increased their capacity to handle management issues.
- Indicator 2.5— Courses are competency-based: The SELDS curriculum was approved by the UGO. The TOT for CICS professors was conducted on-line.
- Indicator 2.6—Competency course appraisal: The SELDS course is now complete and will be conducted in 2021 at which time appraisal data will be assessed.

Output 3 intended to coordinate with the SERIP project to demonstrate how civil service reforms at the centre could be introduced at the subnational level to improve the quality of public administration. Output deliverables to be achieved by 2022 includes:

- The design and implementation of pilot engagements in delegated/deconcentrated as well as devolved administrative settings.
- Comparative analysis of civil service decentralisation and delegation of personnel management functions with options proposed for the Myanmar Civil Service

LEAP has achieved the least progress under Output 3 as shown in the following output indicators:

- Indicator 3.1—Decentralization pilots: No pilots have been conducted.
- Indicator 3.2—Decentralised staff appraisal: No pilots have been conducted.
- Indicator 3.3—Public satisfaction: No pilots have been conducted.
- Indicator 3.4—Decentralisation initiatives: No pilots have been conducted, but there is confirmation of support to initiate work with the Ministries of Education and Environment in 2021.

Output 4 The modified AWP for 2020 (modification date and process uncertain) contains an additional output for addressing the impacts of COVID-19. This output is designed to improve the capacities of the Civil Service to manage and adapt to the COVID-19. The AWP did not give specific deliverables nor have indicators been formulated, but the project reported they had focused on ensuring the continuity of the UCSB training capacity. To do this LEAP supported the UCSB to redesign their training programs for distance learning and provided necessary IT equipment to carry this out. The UCSB and CICS (Central Institute of Civil Service) training centres confirmed this support had been of valuable assistance.

**■ In which areas does the project have the greatest achievements? Why and what have been the supporting factors? How can the project build on or expand these achievements?**

While project outputs 1 and 2 are generally on track in terms of achieving indicators several MTE respondents remarked on how the achievements are fragmented and difficult to trace in terms of identification of the coherent narrative. Nevertheless, most were positive in their assessment that although the first stages of building consensus for change and proposing new systems necessarily takes time, but that this has been substantially achieved in LEAP's first three years. The pace has been much slower than projected at the start of the project, but now that the policy reform tools have been crafted, and many have been approved by the center of government, the task now turns to implementation.

National project staff said they are most proud of the three policy tools initiated by the project: competence system, performance management system, and the human resource management tool. To these can be added the job description guidelines and the Code of Ethics. In addition, the senior and executive course design involved consultation meetings with many ministries, marking the first time such collaborative support was shown. Now that the SELDS has been approved by UGO, this marks a paradigm shift in thinking about how the civil service can begin to reform itself. If implementation moves ahead during the final two years of the project (and one realises how large the task will be when considering there are about 13,000 job descriptions alone to be prepared), these all can form the basis for a process of introducing meritocracy, inclusivity, and transparency in the Myanmar civil service.

Recent international studies have illustrated how policy implementation has not been an area of competence among the international development community, least of all in fragile or conflict-affected countries.<sup>11</sup> One reason for limited success in these international-driven reform efforts is the tendency to craft local policies based on ‘international best practice’ and then to hand them over to national governments for implementation. Partly this is tied to the rapid turnover of international staff and consultants. However, this appears to have been a bit different with UNDP in Myanmar since work on public administration reform began at least as far back as 2014, with some individual advisory interventions as early as 2013. Thus, although progress has been slow, and sometimes contentious, at least an institutional relationship has been established between the organisation and successive governments. Nevertheless, strong political support from the highest level of the organization will be needed to ensure the implementation phase remains a strong interest of the government.

The value of this relationship is perhaps best demonstrated by the completion of the Public Service Perception and GEPA surveys. Each of these took a long time to design, conduct, and gain approval to disseminate the results, these surveys were major achievements and indicate a potential that can be built upon. The project staff proved capable of surmounting obstacles to bring these to fruition by maintaining focused on their objective. These surveys have provided an opening for more work on evidence-based policy design in the future as the government saw the benefit (and limited risk) of presenting data to the public for feedback. In addition, the sustained effort by the project staff to get the GEPA off the ground also illustrated the importance of inter-project collaboration as TDLG was instrumental in coordinating the GEPA survey.

The rapid response of the LEAP project management to re-allocate its scarce resources to support the UCSB and its two CICS in quickly building a capacity for on-line training also needs to be mentioned. This example brings out three issues. One, formal changes in the project document are politically possible when government sees the need. Two, the project management should have the ability to introduce modifications in the project whenever they deem it necessary, with the support of the national partner. There were many comments regarding the difficulties faced early with LEAP attempting to introduce advanced concepts that were not well understood or appreciated by the UCSB, but management felt constrained from introducing changes. Three, government proved ready and willing to make major changes in their internal working environment because they perceived it to be in their best interest. All three of these point to the value of operating all projects in a participatory, beneficiary-centric, and adaptive management mode as Myanmar begins to open itself to more suggestions for systemic change from the international community.

The regulatory/implementation relationship established between SARL and LEAP, starting with the establishment of the ministerial CPUs, has enabled the concept of anti-corruption to become embedded as a legitimate concept in human (in addition to financial) resource management. Work on anti-corruption in the civil service has showed some progress: from development of the new curricula and a Training of Trainers scheme to integrate corruption prevention trainings in junior, mid and senior level courses for civil servants, to identification of the hot spots for corruption in Human Resources Management (HRM) and a strategy to conduct HRM business process mapping, as well as rolling out the corruption risk assessments through line. The task now will be to move from corruption risk assessment to real risk management on a daily basis.

The ASEAN Resource Center proved to be a valuable lynchpin between the project and the UCSB leadership. (The creation of the ARC resulted from an earlier global UNDP public administration program.) The ARC team is well acquainted with international practice from their ongoing relationship with other civil service boards/commissions across Asia. This will be important in the future as the UCSB, and the rest of the civil service,

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<sup>11</sup> Andrews, Matt, *The Limits of Institutional Reform in Development: Changing Rules For Realistic Solutions*, Cambridge University Press, 2013.



begin to translate rules into practice. The experiences of other southeast Asian nations will be crucial learnings for Myanmar.

**In which areas does the project have the fewest achievements? What have been the constraining factors and why? How can or could they be overcome?**

The reasons for the slow progress in Output 3 appear to be rooted in faulty design assumptions. The Project Board minutes of 2018 reported that “Work on decentralized or deconcentrated human resource management has not yet started, pending a stronger technical base at Union level, and also pending a better-articulated policy by government on services and public finances.” It was suggested that progress would begin in 2019. The project board minutes of January 2019 did state an options paper for the application of the policy tools developed at States and Regions level had been drafted and the draft project progress report of 2020 (received in January 2020) indicates that this methodology for analysis for de-concentration and devolvement of selection, transfer and promotion at State and Region level inception report had been validated by the government, a survey questionnaire had been designed, and Mon State and Bago Region contributions were included in the draft Gender and Diversity Action Plan.

Project staff commented that nothing happened at the State/Regional level because UCSB had no role at that level and there had been no focal ministry that was willing to engage on this matter. ( The original project design confirmed an agreement with the Ministry of Environment, Conservation, and Forestry to engage in the decentralized piloting, but this did not happen.) Similar comments were made during the interview with UCSB indicating that working on decentralised processes, beyond “reviewing the laws and rules”, is outside the UCSB mandate; for anything else they must “seek permission of high-level institutions”. However, the approved prodoc clearly indicated pilots would run ‘synchronously’ with work at the center by starting with understanding the systems and practices of the fully devolved Development Affairs Organizations (DAO) operating in small urban areas. Also, at the time of the LEAP LPAC, the UCSB DG attending made a request to expand the number of states/regions that would be included under Output 3 activities and permission to establish a CSR sub-steering committee for States and Regions was obtained by UCSB in 2018. Unfortunately, the MTE requests to conduct interviews with government in Mon and Bago were rejected, thus this progress could not be independently verified.

This all would indicate that the project design assumption that the “Government of Myanmar is interested in decentralising the civil service” was either overly optimistic or there was a significant change in government attitude after the LPAC. The assumption that the DAO could serve as valid pilots may have been based on a misperception of their managerial autonomy. The ‘low to medium’ risk assigned to this output seems not to have been warranted. Nevertheless, at the beginning of 2021, there are promising reports of interest that hopefully can be built upon.

Efforts to address ethnic diversity in the civil service both internally in terms of inclusion of minorities and staff composition and externally in terms of service delivery that is conflict-sensitive, diversity-affirming discrimination-reducing, and equity-focused has not been broached in the activities of LEAP so far and therefore there has been no discernible impact on reducing inter-group tensions or improving social cohesion. These can be addressed by attempting to make incremental additions and in-roads into the curricula at the training academies on technical conflict-handling skills and further influencing diversity and equity policies for service delivery.

■ **What, if any, alternative strategies would have been more effective in achieving the project’s objectives?**

Using a more explicitly structural strategy from the beginning of the project

Many respondents have remarked on the seemingly fragmented nature of the project activities. The project design advocated a process that began with the establishment of a set of rules that would provide a solid basis for future reforms. Observers and participants alike have suggested that a process more rooted in the current reality, one based on the existing structures, roles and functions of the UCSB and other agencies would have enabled the Union government to more readily understand and appreciate the need for the new rule sets.

The project management was able to introduce the beginnings of a structural and process-oriented approach in the AWP 2020. It is important to note that even when the 2016 law granted a broader mandate for the UCSB, no functional review of UCSB was conducted to understand exactly what it did, or how it did its previous work. However, the current non-resident CTA has not yet been granted an overall mandate to guide the entire project so the linkages among the individual consultant inputs on the UCSB organizational dynamics, business process mapping, and the civil service manual remained tenuous as an individual consultant-driven model had been allowed to dominate from the beginning. The elimination of the CTA in LEAP appears to stem from a UNDP Country Office decision. The elimination of the technically strong CTA’s was introduced as a means of enhancing the integrated nature of the overall UNDP Country Programme.

Engaging a more diverse set of agencies as beneficiaries at the start of the project

A major cause of the delays in gaining approval for rule changes was the limited political influence of the UCSB. UCSB had begun as a training institute, but its mandate had been expanded in 2016 under an amendment that included elements of a merit-based Human Resources Management System. The CSR Action Plan placed nearly all responsibility for guiding the CSR in the UCSB. When the UCSB was taken on a tour of New Zealand, the leadership became excited by the power of the NZ civil service commission and set out to create a strategy to achieve that same statue. Respondents assert this proved to be an error as it created many enemies for the UCSB among the other ministries and may have precipitated the failure of the CSR Action Plan.

The project document contains a page long list of collaborating international ‘partner programs’ that seemingly never became engaged with the project. Instead, the project designers would have been better off identifying government agencies at the centre and subnational levels as full partners in LEAP. The project was signed by the Ministry of Planning and Finance alone. Several agencies, states, and regions are mentioned as members of the LEAP Project Board. However, some of those, Ministry of Welfare in particular, were reticent to collaborate with LEAP and the UCSB as they felt they were not official partners.

UCSB was enthusiastic about the collaborative process used in the design of the CSR Action Plan and the similar process involved in the design of the SELDS. The Myanmar civil service is a model of polycentric governance at the centre. Individual ministries have substantial independence regarding their authority over the management of their personnel. The UCSB is responsible for recruitment of only 10% of the civil service (the gazetted officers).

Being more inclusive at the start of LEAP could have had two important benefits. First, it could have helped to mitigate the detrimental impact of the failure of the CSR to be implemented. Progress on other rule designs may have been faster if other agencies had been more involved in the crafting of the tools. It remains to be seen, but

the MTE argues that institutionalisation of these rule structures across the civil service will be more difficult than otherwise would have been if a wider array of partners been brought fully on board from the start. Second, by getting into the details of roles and functions of individual ministries, LEAP could have begun the tailor output interventions around the concept of the public as the ultimate customer for the civil service tied to specific public goods and services produced by the individual agencies.

#### Start from a problem driven approach rather than one driven by international best practice mandates.

The Myanmar civil service is not a blank slate. It had centuries of history in palace management before the British colonial administration was placed on top. The country has operated independently for over 70 years. The administration went through several internally designed modifications during that period. Working on civil service reform from the perspective of local participants in the process, particularly those anxious to improve the quality of public service delivery, would have helped to identify appropriate leverage points for initiating work in the existing system. This would have centred the project's interventions on changes seen by the participants as vital to their national interest. Several respondents who were around during the design of the CSR Action Plan remarked that the Myanmar participants were not engaged in problem analysis, but more in a process of approving the international standards introduced by foreign consultants. Of course, those practices would have been generated in other countries over many decades of problem-solving processes. It is interesting for the MTE to hear UNDP argue that civil service reform was necessary in Myanmar to reduce the top-down hierarchical control approach of government, yet LEAP was designed to introduce reform using a top-down approach by consultants who bear no consequences if their ideas fail ("No Skin In The Game").

#### Making use of Communities of Practice from the beginning of the project

The 2021 LEAP AWP calls for the initiation of a set of inter-ministerial Communities of Practice. This will be an important move. This will make the process of institutionalising the LEAP rule proposals easier when officers with similar responsibilities begin to exchange views on how their peers solve common problems. No matter how much authority is put behind these rule changes, they will be implemented in varying ways by each individual agency. Some rules will never be disseminated, other will be misunderstood, some will be improperly implemented even when they are understood, while others, hopefully not many, will be wilfully undermined by officers who do not see it in their personal interest to put them properly in place. This is not a remark on the Myanmar civil service, this is how policy reform implementation operates everywhere in the world.

Expanding on the Communities of Practice option, greater use of south-south cooperation might have profitably been integrated into the project from the start. This could have helped speed and deepen the appreciation within the UCSB for the appropriateness of some of the LEAP interventions. Too many respondents have observed the tendency in UCSB and others to refer to LEAP and its interventions as "UNDP's work". LEAP is operated as a DIM project, so UNDP has ultimate responsibility to its donors for project implementation success. However, this can lead to greater difficulties during the implementation phase of the project if the national partner has not fully internalized the principles underpinning the introduced changes.

**■ What have been the main limiting factors constraining the project's effectiveness? How were they mitigated by the project? How likely is it that these factors will remain or change until the end of the project (and what that means in terms of changing directions for the project)?**

### Complexity of the prevailing political economy

The push towards civil service reform is seen by some respondents as a part of a process driven by a desire by international agencies to support the new government. However, this enthusiasm to collaborate with the new democratic government, headed by a woman, failed to fully consider the continuing power of the previous government and its allies. In addition, as mentioned above, the organic polycentric nature of the Myanmar civil service weighed heavily against the success of the UCSB in easily institutionalising major reforms affecting all government agencies. The co-dependence of the UCSB with the UGO is another critical part of the institutional framework that requires deeper understanding. One respondent remarked that LEAP had been designed with more enthusiasm to get things done than was allowable under the prevailing political economy.

Some international respondents asked whether UNDP senior managers are aware of the contextual constraints to implementing reform in Myanmar. Concern was expressed that it appears to have been difficult for UNDP to adapt to a changing political environment to put the project on a stronger footing.

MTE respondents remarked that LEAP appears to have been designed as an overly ambitious and optimistic technical project with too many complicated deliverables. The UCSB had barely started to operate as other than a training institute. Even with the 2016 law, their mandate remains limited. Decentralisation, civil service reform, and other technical interventions may be favoured by international agencies but moving those forward precipitously in the face of strong, but often hidden, opposition, is not worth the price to a nascent democracy. Complex reforms always encounter complex trade-offs. UNDP made the correct decision to pull back from its early focus on wide ranging public administration reform, but still, the number of changes introduced by LEAP will take years to fully institutionalise.

### Stronger leadership and support to the project by UNDP could have been provided.

Respondents from government and donors remarked that attempting to operate a complicated technical project without a highly experienced CTA limited the strategic capacity of the project team and its ability to engage effectively with higher levels of government. The original CTA left Myanmar in August 2018, four months before the project document was signed, but no permanent replacement was identified. An interim CTA was recruited through UNDP HQ to for six months to prepare the AWP 2019. Her departure in April 2019 left a gap in the project's strategic capacity until a non-resident CTA was recruited, on consultant status, in December 2019.

The perceived aversion to 'risk management' within UNDP CO in the face of stronger than anticipated opposition to civil service reform and decentralisation delayed much needed redesign in the project. The project management reported requesting more strategic support from UNDP. In response to each question put forth by the MTE on why project modifications were not introduced when there was clear evidence of implementation problems, the UNDP responded that it was politically risky to make changes. However, a modification to the project was presented to the Project Board and approved in mid-2020 to address the impact of the COVID-19 pandemic. The AWP 2020 was revised to include a new output (4) and associated budget taken from the existing budgets of the other three outputs without seeking authorisation from an LPAC to modify the signed project document. Why modifications within the existing outputs could not have been introduced to improve project implementation is unknown to the MTE. The UNDP Strategic Plan 2018-2021 that states: "By 2021...We want UNDP to be...more nimble, innovative and enterprising—a thought leader that succeeds in taking and managing risks."

Internal UNDP/Myanmar-wide training in conflict-sensitivity was undertaken for most staff in 2018, but it was not continued sufficiently to become embedded in the office culture or ways of operating. Stronger advocacy by UN senior leadership for continuing the training and absorbing the principles into project work could have helped LEAP to have a stronger impact in this regard. At minimum, advocacy for what was in the project document (i.e., the disaggregation of civil service data by ethnicity) should have been repeatedly resurrected as a required project activity. Similarly, perhaps higher-level UN advocacy could have opened the door for more technical conflict-handling skills being considered in the Senior Civil Servant Level curriculum and in other courses for civil servants at the CICS.

**■ How are different stakeholder views considered in project implementation? To what extent has the project been appropriately responsive to the needs of the national constituents and changing partner priorities?**

The UCSB clearly stated that it appreciates the technical support but asked specifically for more material inputs to improve their ability to do their own work. In addition, when asked whether they considered the SELDS training to belong to UCSB. They responded that it is UNDP's training program.

Donors expressed concern that they are unclear about the strategic direction of the project. They felt they got sufficient tactical information from the project management, but did not get a clear sense of the strategic direction from UNDP CO.

## Efficiency Evidence

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*Efficiency is a measure of how economically resources/inputs (funds, expertise, time, etc.) are converted to results.*

### Efficiency Evaluation Questions

**Key Evaluation Question: Were project inputs efficiently used to achieve the planned project outputs?**

#### Evidentiary Questions

■ **To what extent was the project management structure (e.g., project boards) as outlined in the project document efficient in generating the expected results?**

The Project Board was established under the DIM (Direct Implementation Modality) rules to provide a formal opportunity for UNDP, government, and bilateral agencies financing the project to review the project's progress on a semi-annual basis.

Bilateral agencies interviewed for the MTE commented that the PB has not served as an appropriate forum to discuss issues, raise concerns, or, generally to serve as a platform for strategic dialogue. They commented that there was no discussion of risk or changes in assumptions. In particular, they noted that the Theory of Change was never brought up for review. They commented that they often received large amounts of information on project accomplishments far too close to the time of the meeting. However, some did remark that they were able to get the information they needed, and questions raised to the project management were responded to quickly, but the general sense was they do not get all the information necessary to form a full opinion on the direction of the project and their role in it. An MTE review of the Project Board minutes indicates these meetings were indeed used primarily as an opportunity for the project share its achievements, and, on occasion, to endorse changes.

■ **To what extent have the UNDP project implementation strategy and execution been efficient and cost-effective (e. g. value for money)?**

Donors felt the project implementation could have been aided if there had been a more informal 'pre-board' meetings between the bilaterals and UNDP to build a more complete understanding of the broader strategic direction issues of the project. They felt that it was important for UNDP to play the role of coordinator so all donors could openly discuss their issues together. Some emphasized this point as they tended to provide broad support, while others earmarked their assistance to specific themes. However, they agreed that donor dialogues are not a proper venue for making decisions on what a project should be doing. That remains the role for the Project Board.

Bilateral agencies commented on the apparent limited ownership in the project activities by the government, encouraging UNDP to address issues more proactively to the local context, thereby supporting national partners to take greater ownership in the project's achievements. Some felt the UNDP corporate orientation towards its global agenda was limiting UNDP's ability to get more support from bi-and-multi-lateral donors in Myanmar. Others noted their sense that UNDP was not always following an aid effective agenda. This they saw as supported by a tendency for government to refer to the LEAP activities as "UNDP's work", indicating a less than complete sense of national ownership. Some members of the MTE interpreted this differently to mean they were proud of the association with UNDP and hoped these reforms would be sustained by the next administration.

■ **To what extent has there been an economical use of financial and human resources? Have resources (funds, human resources, time, expertise, etc.) been allocated strategically to achieve outcomes?**

■ **To what extent have resources been used efficiently? Have activities supporting the strategy been cost-effective?**

The LEAP project was approved by government with an anticipated budget of USD 9.8 million. However, UNDP was unsuccessful in raising that level of funding. The total spent over the first three (out of a projected five) years of operation amounted to USD 3.2 million. There is currently USD 1.8 million in the pipeline for 2021 and beyond.

Although the available resources did not match the anticipated budget, the project outputs and deliverables were left unchanged. Although the rate of government approvals for both inputs and deliverables was slow in the first two years, the pace set by project management for introducing new policy frameworks and guidelines remained brisk. The approval rate has improved in 2020, with one major intervention remaining to receive final approval from the UGO: The structure of Human Resource Management Divisions across all government agencies.

*Table 2 Output breakdown of LEAP expenditure 2018-2020 (unofficial)*

Output	2018	2019	2020	total	
1	326122	800982	412641	1539745	48%
2	419563	612808	260519	1292890	40%
3	143903	17976	120672	282551	9%
4			121591	121591	4%
	889588	1431766	915423	3236777	100%

According to the unofficial figures provided by project management in the three annual reports, the project expenditures have been commensurate with activity levels. Output 1 has had the greatest level of activity and has consumed 48% of the funds expended. Output 2 is slightly lower in both deliverables and expenditure at 40% of expenditure. Output 3, which has not completed any of its deliverables as of the time of the MTE, consumed 9%. Output 4 was created in mid-2020 to address the impact of the COVID-19 pandemic and has consumed 4% of the total.

The donor breakdown is approximately 70% spent by SIDA and 30% by DFAT. The new resources available for expenditure in 2021 are 100% from SIDA as the DFAT agreement came to an end in mid-2020. The direct costs in support of the New Zealand technical assistance to the UCSB were spent directly by the New Zealand government. However, all associated local costs were covered by the project. The New Zealand bilateral agency indicated they assumed there would be future engagement but had not yet been asked to contribute any additional support.

Based on an unofficial spreadsheet provided by the project, approximately 27% of the project financial resources have been spent on short-term international consultants over the life of the project. This figure includes the

expenditure on the first interim CTA and the current, non-resident, CTA, but not for the Project Manager, M&E officers, or national staff.

■ **To what extent have project funds and activities been delivered in a timely manner?**

Project management has delivered on tasks, but timely delivery has been problematic given the slow pace of government decision making, UNDP recruitment/procurement procedures, and the impact of COVID-19 in 2020.

Project management, donors, and government respondents all remarked on the lengthy procedures needed to secure UNDP recruitment approvals for consultants and staff. However, even greater delays have been encountered in gaining government agreement on inputs and approvals to move ahead once deliverables have been submitted in draft. Some international consultants ended up working remotely as visas approvals were never forthcoming even in 2019, prior to the outbreak of COVID-19.

As noted above, the time involved in gaining government approvals for dissemination and implementation of deliverables did improve in 2020.

■ **To what extent do the M&E systems utilized by UNDP ensure effective and efficient project management?**

The LEAP M&E system suffers from the effects of its project design. The project design does not match that of a standard logic model. There is no indication that a formal logical framework was used when designing the project structure. The outputs have been written more as outcomes, with most of the indicators framed at a level above what project inputs can achieve directly. This makes it difficult to track the timeliness of project implementation. Outputs should be used to aggregate activity production to monitor progress and identify weak spots in implementation. The M&E methodology note prepared early in the project did useful work in rationalizing the information needed to be collected and analysed to assist in guiding the project management. The unofficial assessment of attainment of 2020 output indicators shared with the MTE provided a clear assessment of the implementation status for each output and its associated indicators.

According to UNDP, the ATLAS online management tool is only used in a perfunctory manner to be completed as per rule, but not used for management or quality control purposes. The social and environmental standards defined at the outset of the project appear to be too broad for the fast-changing political economy of Myanmar. Together, this indicates to the MTE that there is limited potential for a systemic approach to risk assessment or to adequately reflect on lessons learned and how to factor them into the next stage of the project.

According to both UNDP Myanmar officers and LEAP project staff, the TOC has not been used to guide project implementation and has never been revisited since the design of the project. In the view of the MTE, the TOC is also of non-standard design. First, it has been structured in the manner of a root cause analysis, rather than a backwards mapping process. Second, the three outputs are shown as reinforcing each other with no link indicating how each output supports the CPD outcomes or how project inputs and activities establish the necessary pre-conditions to achieve each higher goal individually. Indicators should be provided at each level to assess the utility of the interventions to achieve the desired effect.

■ **What are the key areas of learning in the first two years, are there robust learning/feedback loops, and how has the project adapted in response?**

Respondents from project staff, international consultants, and bilateral donors indicated they saw little or no room for incorporating learning to facilitate adaptive management during the first two years of the project. The TOR of the Project Manager clearly states the position is to oversee day to day implementation only and is not to change what has been set in the project document. The lack of a CTA to provide strategic guidance to the project limited learning and adaptation during the first two years. Nevertheless, the project manager was finally



able to introduce needed modifications in the AWP 2020 involving organizational structure analysis and business process mapping.

**■ Are the risks of the project clearly assessed – and accurate? Does the project have sufficient ability to adapt to changing context and mitigating risk?**

The evidence provided in the Effectiveness component of the MTE indicate that project implementation risks were not clearly assessed. The project LPAC process was completed in March 2018 and the project document was signed in November 2018. The CSR-AP had been launched in July 2017, but UCSB had not succeeded in making any progress on implementation during the entire period leading up to the project signing. Shortly after the project was signed by the Ministry of Planning and Finance, UCSB did receive approval to establish a steering committee for the CSR-AP and a decentralisation sub-committee. Unfortunately, neither of these committees ever were given permission to convene during the entire time-period of the CSR-AP (up to end December 2020).

This lack of political backing for the larger reform agenda presented a serious impediment to project implementation that had not been reflected in the project document. In fact, no deliverable for Output 3—decentralisation, has ever been achieved.

At a lower level, there continues to be a blockage in the system that is preventing the collection of gender disaggregated data on the recruitment and advancement of civil servants. It may be hoped that the successful launch of the GEPA in early 2020 will eventually open new avenues to address gender-based inequalities in the civil service.

## **Sustainability Evidence**

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*Sustainability indicates the potential for refers to the continuation of benefits from a development intervention after major development assistance has been completed.*

### **Sustainability Evaluation Questions**

**Key Evaluation Question: In what ways have the project 's interventions focused on building capacity of partners and government agencies to carry on civil service reform measures without additional external resources?**

#### **Evidentiary Questions**

- **To what extent will financial and economic resources be available to sustain the benefits achieved by the project?**

At the time of the MTE, the UCSB was in the process of designing a follow-on action plan to guide the work of the organization over the next ten years. Several ministries have approached UNDP for assistance from LEAP, likewise the MTE has no knowledge of the intent of incoming leadership to continue in this direction. At the time of completing this report, the MTE had obtained no information regarding the potential financial resources that could be available from government sources to carry on the complex process of rolling out the rules, regulations, guidelines, and training programmes produced with LEAP resources. At that time, the UCSB was still in the process of preparing a new Action Plan to guide its operations in the coming years.

- **Are there any social or political risks that may jeopardize sustainability of project outputs and the project's contributions to country programme outputs and outcomes?**

A new administration has taken charge of government just prior to the completion of the MTE. It was unknown at the time of this drafting whether a different policy framework would be introduced. The priority ranking of civil service reform in the larger scheme of institutionalising democracy and rebuilding the economy after COVID-19 is yet uncertain. However, technocratic efforts were beginning to be viewed favourably in the past.

The relationship between the political leadership and the United Nations appears not to have worsened over the past months, indicating that the bottom may have been passed with easier approvals forthcoming if no new disrupting event takes place. This situation could support a less critical risk assessment for project implementation in the coming year.

The generation of a next stage Action Plan by UCSB opens the door for meaningful institutionalization of LEAP knowledge products moving forward. The initial draft of the UCSB follow on action plan appears to concentrate primarily on their core training mandate. At the time the MTE was being drafted, LEAP consultants were working with UCSB to facilitate the inclusion of regulatory rollout in the UCSB plan.

The addition of line ministries approaching UNDP for direct assistance also provides support to the assumption that LEAP initiatives could begin to be diffused more widely within the Union and subnational governments over the remainder of the project period. However, the request for direct assistance from UNDP does raise the issue of weak coordination within civil service and limited guidance from UGO directly line agencies to pass their requests for assistance through UCSB. This is also reflected in the approach taken by the UGO to prepare an action plan for reform of the GAD independent of policies and guidelines coming from UCSB.

- **To what extent do the activities of the project contribute to sustainable changes in the country (both at beneficiary level and national/policy level)?**

There is still no sense whether the government intends to place civil service reform as a higher policy priority than it has during the current administration. Likewise, there has been no visible progress on formulating a decentralization agenda.

However, the request from the ministries of education and environment for assistance on HRM (at the Union and subnational levels) provides potential opportunities to diffuse models and guidelines both horizontally and vertically.

At the beneficiary level (UCSB), several respondents expressed concern regarding the ownership of LEAP products. Several international agency respondents remarked on comments from UCSB indicating their sense that the LEAP deliverables are UNDP's and not fully owned by UCSB. When mentioning the creation of a new action plan, UCSB was careful to mention that this was being designed to bring the organization back to its organizational mandate.

At the project level, the loss of the previous project manager at this critical juncture in the project will have an impact in terms of relationships and institutional memory as no one in UNDP has a public administration background. It appears a replacement has been identified who may take over after a gap of a few months. The contract for the non-resident CTA ended in December 2020. It is unknown whether he will continue.

Although some measures have been introduced with regards to the sustainability of the project interventions, further efforts during the remaining project implementation period will be needed. As an example of these

efforts, one could highlight the inclusion of the establishment of 72 CPUs in all line ministries and the integration of CPUs. The next step will be to ensure the full institutionalization of the CPUs. Other elements include strengthened codes of ethics and administrative procedures.

It should be also noted that the preparation of a realistic exit strategy to strengthen the sustainability aspects of the project has not been mentioned in the draft AWP for 2021. The Recommendations section will refer to some options on this, particularly in relation to gathering examples from the ASEAN region. Furthermore, while the LEAP project is focussing on gender equality, the buy-in from the national stakeholders is sometimes weak, and sometimes there is little understanding on what the promotion of gender equality and women's empowerment should look like. To date, there is no established gender strategy which will promote GEWE beyond the lifetime of the project.

## Human Rights Evidence

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### Human Rights Evaluation Questions

**Key Question: To what extent is LEAP contributing to the realisation of the 2030 agenda for Sustainable development and ensuring an adequate response to reduce inequality?**

### Evidentiary Questions

■ **To what extent have poor, indigenous and physically challenged, women and other disadvantaged and marginalized groups benefited from the work of UNDP in the country?**

LEAP was not intended to and does not interact directly with the public. Therefore, its impact on human rights would need to be observed from the outcome level, rather than the output level. This could come through interventions that affect human resources policies of the civil service and/or change in the attitude and behaviour of civilian servants that would have ramifications on how they treat beneficiaries. While there is potential for LEAP's work with the civil service to have a positive impact on decreasing discrimination or improving equity and benefit marginalized groups in Myanmar, there is no evidence thus far that project activity has achieved this or has shifted government structures or policies to be more rights-based.

One indicator of change would be additions to the curriculum of the civil service academies to address human rights issues sufficiently in terms of the Myanmar constitution on protection and promotion of human rights, and how this affects practices of civil servants. The UCSB reported that one chapter on human rights is taught in the entry level course to new gazetted officers emphasising the officer's duty to avoid any form of discrimination. In the Senior Level training, this is afforded one 45-minute module. However, it is doubtful this would be sufficient to change attitudes or behaviour.

The project's work in fostering the creation of Human Resource Management Divisions in each ministry has the potential to have a positive impact on sustainable development and reduced corruption in the civil service over the long run. Work on competency-based job descriptions and performance evaluations could contribute to improving civil servants' understanding of their responsibilities as duty bearers to serve all people equally and equitably.

The project while claiming to focus on inclusivity, still needs to strengthen its commitment to the Leave No One behind (LNOB) principle, there is little evidence and/or reference to persons with disabilities (PWD) and the number of PWD working within the Civil Service has not been captured. While women have indeed been a focus

and a gender action plan has been devised. It is still in its infant stages, and the importance of gender and gender empowerment principles has yet to fully percolate at all levels of the civil service commission. Nonetheless, the LEAP has laid some important foundations, and it is necessary to maintain the momentum by ensuring a strategic approach towards gender and other groups whereby regional best practice is highlighted as well as emphasising the importance of GEWE and participation of other vulnerable groups for the overall sustainable development of the county.

**■ To what extent the partners (right holders) have participated in various stages of monitoring/evaluation of project activities?**

LEAP does not interact directly with the public beyond the collection of survey data. This MTE has utilized the results of public perception surveys and civil servant surveys to elicit the views of beneficiaries on the operation of the public sector. To the knowledge of the MTE, no private sector or civil society organization has been involved in any review of the proposals made by LEAP and no one in government (outside UCSB), civil society, or private sector was invited/permitted to respond to questions from the MTE.

## **Gender Evidence**

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### **Gender Equality Evaluation Questions**

**Key Question: To what extent has LEAP ensured the promotion of gender equality and gender empowerment to be fully integrated in UCSB policies?**

#### **Evidentiary Questions**

**To what extent have gender equality and the empowerment of women been addressed in the design, implementation and monitoring of the project?**

The overall objective of the project with regards to gender was to contribute to the development of a more peaceful and inclusive society based on human rights. The project was to include clauses on gender, diversity, and inclusivity principles into the Civil Service Personnel Act. It was further envisaged that it would promote equal opportunity and increase number of women in high management positions. The project was awarded a gender marker of Two.

LEAP was thus designed to contribute to the Myanmar SDG Goal 5 – by 1) ensuring that the regulations and legal procedures governing civil service personnel include gender equality, gender sensitivity and gender development targets. 2) and contribute to increasing the number of leadership positions held by women.

LEAP also aimed to support SDG goal 16 by 1) enhancing merit-based personnel management and intrinsic motivation which will contribute to reduced incidences of corruption. 2) monitor the proportions of female employed in public institutions.

The project in terms of gender aimed to contribute to CPD by 1) increasing the proportion of women Deputy Directors and above in the civil service (from 39% to 50% ) through supporting UCSB with establishing gender targets and a gender action plan for the civil service based on the national strategy for advancing women. 2) embedding gender sensitivity, equality and development clauses in the civil service personnel regulations and in the personnel management manuals to apply the regulations.

The LPAC noted LEAP had emphasized gender equality dimension, which would be promoted through the project activities and recorded through the gender disaggregated indicators reflected in the RRF. However, the specifics of how progress was to be obtained was not specified in the prodoc.

However, the MTE noted that Gender had been misplaced in the Theory of Change picture. Gender inequality was categorised as a root cause, but this is incorrect. Gender inequities are caused by deeper power imbalances in the society, but these deeper problems have not been addressed.

While the project claimed to promote gender equality and inclusivity, a gender specialist was not actually hired until the project allegedly received pressure from international partners. The gender specialist has now been working for over a year on the project under a long-term agreement, which is due to expire in February 2021. The project has benefitted from gender expertise and despite a slow *buy in* from stakeholders, a number of inroads have been made with regards to gender and promotion thereof within the CSC. The resistance to gender equality and activities promoting gender equality, which was experienced at the project at the beginning, has weakened over time, however this has also been as a result of a change in leadership at the UCSB which has allowed gender equality to come more to the forefront and allowed women to have a voice which was not present at the beginning of the project. Nonetheless, the interviews revealed that some of this resistance still persists. A significant number of the interviewees suggested that gender equality is not a problem, and “women would typically advance to the higher positions with time”. One senior government respondent stated bluntly that in some cases it would not be appropriate for women to advance to the higher echelons due to family responsibilities and some roles “simply not being appropriate for women”.

Monitoring and evaluation framework ensures gender disaggregated data in many of its outputs, as well as measuring gender specifically in a number of its outputs - indicators are mainly quantitative and therefore it has been very difficult to measure change in behaviour and attitudes as well as in institutional development.

#### ■ Is the gender marker data assigned to this project representative of reality?

The gender marker allocated to the project was two, whereby it would be expected that the project would have a significant contribution to gender equality. When examining the overall design, while output one cites inclusivity, there is no specific reference to gender. Nonetheless the output indicators generally included data disaggregated by gender and were mainly gender targeted indicators rather than gender responsive or gender transformative. Hence, it has been very difficult to ascertain the real change that has been achieved and to what extent the project has thus far been able to contribute significantly to gender equality within the Civil Service Board. Many of the consultations with key stakeholders illustrated that the concept of gender equality and women's empowerment and what it means in practical terms is still widely misinterpreted and not necessarily seen as a priority. It should be noted however, that the project is at its mid-term mark and to date the project has mainly laid down the framework for incorporating gender equality into policies and provided training on gender equality. Ensuring a more gender sensitive tracking of the results in order to measure the actual change in behaviour and structures as well as the implementation of the key gains to date during the remaining time of the project is essential to demonstrate and justify the gender marker that has currently been allocated.

#### ■ To what extent has the project promoted positive changes in gender equality and the empowerment of women? Were there any unintended effects?

A Gender analysis was conducted and reflected the different needs, roles, and access to/control over resources of women and men. The original aim was to improve motivation, performance, and behaviour of civil servants by addressing gaps in the civil service regulations and procedures, changing the existing top-down management systems to empowering performance and overcoming the challenges of decentralisation.

The Gender Equality in Public Administration (GEPA) Survey, done collaboratively with TDLG, was a turning point for the project in terms of gender. The project management was able with much struggle to move the survey ahead and then was finally able to present the results two years later. The Ministry of Social, Relief and Resettlement proved to be a stumbling block early on before UCSB used LEAP as a bridge to bring them on board, but UNDP did not provide any political assistance in reaching the upper levels of government.

The GEPA has been an important tool, which has had positive consequences in informing and providing evidence-based statistics identifying gaps and weaknesses within the civil service commission. The GEPA “provided solid evidence of women’s leadership in public administration which allowed them to identify the invisible barriers from progressing.” The GEPA enabled the UCSB to identify the problems with regards to gender equality and women’s empowerment and more important subsequent to the struggle to gain traction at the beginning of the project on gender, it facilitated “the communication on the key issues and helped convince the UCSB that there was indeed a problem.” The importance of the report and its usage reaches beyond the project, and the MTE were informed for example that a certain female MP had cited the report in a parliamentary address advocating for women’s rights. It contributed to contextualising the problem.

To this end, the GEPA survey gave the project team solid data to use when showcasing issues and drafting policy recommendations. At first, UCSB argued that gender was in the purview of the Ministry of Social, Relief and Resettlement. However, after a review of curricula, UCSB acknowledged that it had a role to play in the advancement of women.

The GEPA launch in 2020 was very successful. UCSB received lots of positive feedback from the other ministries. It helped the project contextualise the problem as a general problem in the country, rather than as something institutional. Myanmar which has to report to ASEAN as part of its mandate may be an additional avenue to explore enabling the country to conform to its international commitments.

While the GEPA has proven important in ensuring that baseline data is available for the project, the UCSB has not yet been able to date update the figures as they are yet able to systematise the collection of data. It will be important for the project going forward to support the UCSB in developing a system and automatize it. They will need to send out specific forms and put a place a strategy for effective data collection, integration, and way to automatize the reporting of the data. Covid has inevitably also had an impact on data collection. It is hoped that data will be collected in 2021. To date, any change in the promotion and positions of women has not yet been measured since 2018.

Based on the data resulting from the GEPA study, the gender pattern in the Myanmar civil service appears to be more balanced than many other Asian countries. Women appear to be the majority in the lower to middle ranks of gazetted officers<sup>12</sup>. Partly this overall breakdown is skewed by the situation in the Ministry of Education, the largest ministry, where over 75% of gazetted officers, including 32% of DGs are women.<sup>13</sup> It is only at the DG and DDG levels in most ministries where men are clearly dominant.

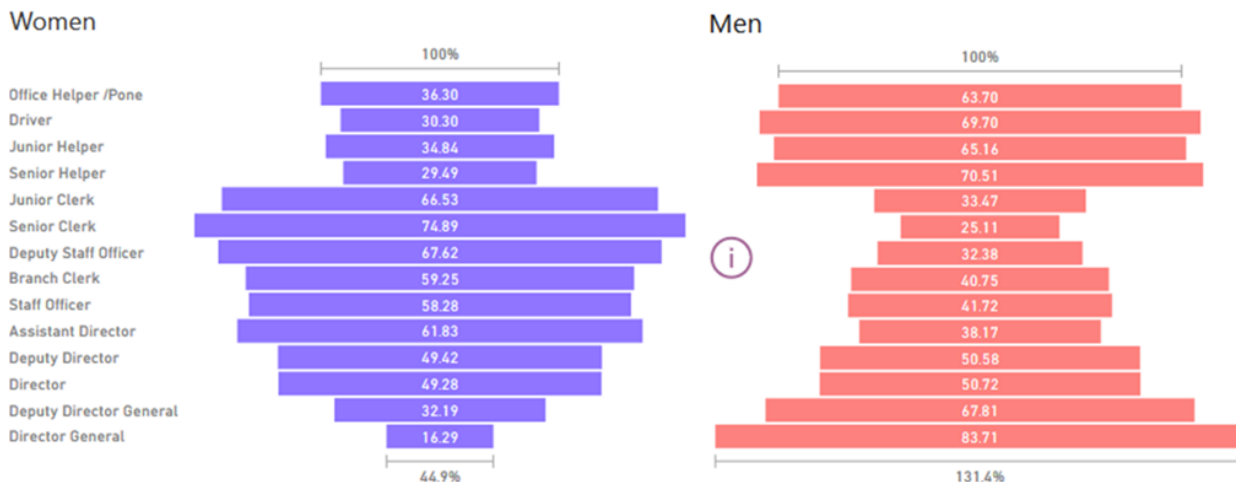
The table below shows that the lower ranks are dominated by men, while the middle ranks are dominated by women although the UCSB reports that many more men apply for the gazetted civil service than women. This suggests that women are already outperforming in college, as is the case in nearly every country in the world, and thus able to out compete men on the civil service entrance exams. Presently, most of the highest echelon ranks are filled through lateral entry from retired military personnel. Women only began to attend the military

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12 Gazetted officers are the director general, deputy director generals, directors, deputy directors, assistant directors, staff officers, and deputy staff officers. Non-gazetted officers are department clerks, sub-department clerks, senior clerks, junior clerks, accountants, office assistants, cleaners, and drivers.

13 LEAP, GEPA Study Policy Brief, 2 Mar 2020.

academy in 2014, thus, if this practice continues, it will be some time before any can avail of this opportunity. However, the level of gender equality achieved by Myanmar thus far would appear to exceed that of OECD countries at the turn of the 21<sup>st</sup> century, at least in terms of gross percentages of higher-ranking officials.<sup>14</sup>



Data from GEPA, image from LEAP draft Annual Report 2020

Recruitment and promotion of women at the highest ranks is still a problem and progress in this area will remain slow for the foreseeable future. The MTE received multiple indications from respondents that this was not an area for the project to push on. However, the GEPA data showed that women are well represented in the middle ranks of the civil service and particularly in ministries which are more gender sensitive, such as education, health etc.

The project will also face similar challenges with regards to some of the inroads they have made in relation to the inputting of gender into a number of policies. A comprehensive strategy to maintain traction and ensure a full commitment to ensuring gender policies are implemented and tracking of progress will be needed. The national action plan for advancement is still in its initial stages and a zero draft exist. The Gender and Diversity Action Plan was born out of discussions held with the UCSB and representatives from DSW. The plan is still to be shared with civil society organisations and other non-government organisations and is intended to become a roadmap for i) monitoring and reducing the gender gap in the civil service leaderships, and ii) to create an enabling working environment for men and women at all levels.

Gender is embedded in guidelines and civil servants have undergone trainings on human rights, gender, and diversity. As a result, gender is talked about openly and real attitudinal change was noted after the trainings which have taken place. Specific gender and diversity training modules have been developed and piloted in the new SELDS. However, the two CICS reported that gender is not a topic covered in any of their courses. They acknowledged receiving many ideas from LEAP but have yet to integrate any of those as yet.

The project document foresaw the establishment of a complaints system, but to date there is no traction on a system which would deal exclusively with gender issues, therefore the idea of creating an ombudsman who will

14 OECD, STRUCTURE OF THE CIVIL SERVICE EMPLOYMENT IN SEVEN OECD COUNTRIES, 1999.

deal with Human Resources in general has been put forward. It is unclear as to the extent of the buy-in of the UCSB and whether this will actually take off the ground. Women are still unable to report incidences of sexual harassment, although provisions have been mentioned in the draft Civil Service Manual (draft September 2020).

## Conflict Evidence

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### Conflict Sensitivity Evaluation Questions

**Key Question** To what extent have the LEAP interventions been used to mitigate social tensions between government and citizens?

#### Evidentiary Questions

**To what extent have conflict sensitivity considerations been integrated into project design, implementation and M&E to ensure the project's interventions 'Do No Harm'?**

Conflict-sensitivity was not addressed as a direct intervention area in the project document. The original LEAP project document did not address 'diversity', conflict sensitivity or inclusion, other than gender diversity, in a substantial or direct manner. Example: 'conflict' is mentioned only five times in the entire document and not in a manner that refers to action (as compared to 'human rights' which is mentioned 60+ times in the project document).

The project document mentions that: 'The building blocks for mainstreaming gender, diversity and inclusivity into the civil service are (i) disaggregated data to provide the evidence base for setting targets and (ii) an Action Plan owned by the government containing the targets and the means to achieve them. Hence, the project will support UCSB to undertake a study on women, diversity, and inclusivity in the civil service (based on the disaggregated data obtained from activity 1.1) to provide recommendations on how gender, diversity and inclusivity can be encouraged and supported.' However, this key element of data collection disaggregated by ethnicity or language has not been undertaken by the UCSB, the Central Statistical Organization (CSO), or other actors in the civil service and in fact resisted by these actors when broached.

The project document says that LEAP is "is expected to support the inclusion of vulnerable, marginalized and minority groups, by assisting Government counterparts to provide equal access to services for all people", but none of its activities thus far have reached a point where it has been able to accomplish this in a demonstrable manner.

In the SESP (Social and Environmental Screening Procedure) in the project document, to the question: 'Is there a risk that the Project would exacerbate conflicts among and/or the risk of violence to project-affected communities and individuals?' The answer was 'no', which is a very narrow (if not incorrect) interpretation because pronouncements or intentions expressed that the project will improve the civil service and lessen discrimination, marginalization or enhance merit-based job recruitment, etc., would raise public expectations. When the project interventions do not deliver on these intentions and rather maintain an inequitable status quo, it is likely to further resentment in minority communities and reinforce a lack of trust in government, thus raising the risk of incitement of violent expressions of dissatisfaction, increase the attraction to joining violent opposition groups, or participating in illicit activities.

The project document states that a conflict-sensitive approach will be enhanced through "Board meetings to review implications on overall conflict-sensitive approach to project implementation and specific implication in EAO areas." However, evidence from Project Board meetings indicate the focus has been on reporting activity progress. With one exception, LEAP did not engage with states or regions. Progress report #6 mentions that



despite the sensitivities of discussing diversity and inclusivity with government officials, “there is a need to advance toward the goal of greater participation in the civil service of all population groups.” The NZ-SSC expressed interest and experience in this subject, but it has not been addressed. In fact, later reports such as the Synopsis for the Annual Board Meeting: 30 Jan 2019 does not mention “conflict’, ‘diversity’, or ‘inclusivity’ at all, and the final draft Annual Report 2020 says only: “No specific activity conducted under this area in the reporting period”.

- **Which government institutions are we working with and to what extent are they considered legitimate and trusted by all communities in all project locations?**

UCSB is LEAP’s primary partner, it does not operate outside of the central government level. It has two geographically distinct training centres.

The MTE’s group interview meeting with professors at CICS revealed their appreciation for UNDP’s assistance, but also did not indicate their buy-in and in fact demonstrated resistance to curriculum or other changes that could be relevant to addressing conflict-related subjects. The CICS reported that the English Department incorporates negotiation and conflict management skills into their language training, providing 5 days for these skills. However, this is not directly supported by LEAP and evidence in the new SELS curriculum contradicts this.

There are seven academic departments at each of the two CICS (economics, law, political science, English, management studies, social science, ICT). While there could be potential in several departments to improve conflict-sensitivity and conflict handling, the group meeting did not provide evidence of openness to process-type skills (as further described below).

The project used the Central Statistics Organization to do field data collection for the public perception survey of public service delivery (June 2016). There is evidence of a negative reaction to the collection of data in a few EAO areas (e. g. northern Rakhine State where enumerators were chased away before collecting data). In addition, national officers reported they doubted the results of the survey as people were 1) concerned to be honest as the data was being collected by government officials and 2) unwilling to give a negative response.

Regarding the extent to which the civil service is trusted by the population, evidence can be gleaned from civil servants’ own level of trust of the system they are part of. As indicated in the June 2016 Perception study regarding the following:

**Recruitment:** A majority of survey respondents said they were recruited through the non-gazetted recruitment process. This type of recruitment is perceived to be strongly influenced by personal networks. Respondents suggested other information channels could be used such as radio and TR to advertise non-gazetted civil service openings. They also recommended that civil service exams and interview processes be made more transparent.

**Promotion and Posting:** Civil service personnel are sceptical about the meritocratic nature of the promotion and posting system in the Myanmar civil service, highlighting lack of transparency and fairness. There is widespread perception among lower-level civil service personnel that allocation of promotions and posts are given based on favouritism, bribes and nepotism. Although civil service personnel surveyed state that their supervisors could assess their work, a majority also felt it was unfair that performance reviews were conducted in secret and with no opportunity to review or challenge supervisors’ assessments. Respondents perceived performance reviews to be open to bias, unaccountable, and in need of reform.

**Remuneration, integrity, and ethics:** Corruption and bribery are perceived to be widespread across the civil service and civil servants often link this to low salaries received by personnel (not enough to cover basic family needs). Institutional mechanisms to stop corruption are not felt to be effective, potentially because monitoring

and enforcement mechanisms are in the hands of immediate supervisors who might not have the adequate incentives or means to address unethical behaviour. Whistle blowing is done informally as grievance and redress procedures are not always available nor effective.

The results of the perception study offer a guide as to what aspects need to be addressed to engender trust in the civil service. It is probably too early to measure significant changes, but a similar civil service perception study should be repeated near to the end of the project.

- **What is the impact of the project interventions on stakeholder (government, EAOs and communities) relationships?**

The project staff report risk-aversion and extreme resistance to discussing conflict in the office setting or in the public environment among government counterparts. It is not culturally appropriate or acceptable to contradict others, so they will go out of their way to avoid conflict. Respondents reported that this norm then can allow deep conflicts fester and worsen until they erupt because there is no cultural ability to discuss disagreements. Many sources emphasized that referencing 'conflict' in any form is not something to talk about. Also discourse on multiple languages, minority and ethnic issues or diversity in the culture is rare. Even the evaluation team was advised not to raise deep issues with the government.

- **What measures has the project put in place to ensure that governance structures are not unintentionally reinforcing tensions, conflict, discrimination, and exclusion but rather strengthening social cohesion through project activities?**

There is little evidence of measures put in place by the project to ensure the work is conflict sensitive or that the activities are not reinforcing tensions or promoting social cohesion. There are elements of the SELSD course that address inter-personal conflict mitigation, but this course has not yet been implemented so there is no evidence of whether this will have the desired impact. However, anecdotal evidence suggests that the new SELSD curriculum will not be conflict-sensitive without significant adjustments.

LEAP project staff and advisors have tried to introduce certain concepts but there is little evidence of having sufficient impact in these areas yet. Example: While negotiation skills training is listed as a critical skill in the competency-based job description of Senior Managers respondents told the MTE it was not offered in a dedicated class and was occasionally folded into the English department. (Note that on the website, the English department offers only: workplace English, professional presentation, note taking). Further, the new SELSD curriculum devotes only one 45-minute session to negotiation techniques; 45-minute sessions to manage interpersonal conflict; 45-minute sessions to promote gender, diversity, and inclusion, demonstrating an unfortunate disconnect between professed importance of subjects and the actual coursework and time allotted for them. It is not clear whether the training of trainers (TOTs) that have been conducted have been sufficiently prepared or imparted to the faculty to radically change professors' teaching methods from traditional didactic lectures to experiential, interactive, learner-centred training. The SELDS course has not yet been given by the UCSB training centres to senior civil servants, thus no feedback from course attendees is available. This should be monitored carefully, and recommendations are made below for specific changes related to conflict-handling.

An ombudsman office has been proposed to address civil service-related decisions, but thus far this has not been approved to move ahead by UCSB. Likewise, introduction of whistle-blower provisions is not evident.

UCSB said that LEAP helped to introduce methods to address diversity and reduce conflict within the civil service. They felt LEAP has been working on mindset change within the Civil Service. The SELDS course introduces how

to handle interpersonal conflicts. However, while the professors seemed lukewarm on the merits of negotiation and mediation, they acknowledged the value for civil servants and were willing to discuss the subjects. When asked about conflict-sensitivity and inclusion, they were completely silent.

## Lessons Learnt

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*Lessons Learnt are considered to be general conclusions with a potential for wider application and use.*

**Projects intending to introduce institutional reform need to apply political economy analysis in their formulation stage and adapt to changes throughout implementation.** Civil service reform is a complex form of technical reform with political ramifications. The interests and incentives of stakeholders are constantly in flux. Placing blame on unmeasurable concepts such as “political will” for slow progress undermines the potential for an institutional reform project to achieve its objectives because the foreign donors, project designers, and often the local implementers may continue to disregard the power of the underlying political dynamics to deflect sincere attempts to change. Risk assessment is a tricky process in Myanmar as clear intent is not always forthcoming from national counterparts. Agreement on a course of action will not necessarily lead to approval for implementation.

**Use of UNDP’s DIM modality needs to be continually assessed to ensure optimal partner ownership and sustainability of well-intentioned interventions.** A push to generate deliverables according to schedule and to ensure that financial delivery rates meet corporate expectations has been perceived as a catalyst in limiting beneficiary ownership in the LEAP deliverables. Structural reform is a complex form of collective action that is constantly changing. Trying to stay with a fixed project design over a period of years to facilitate delivery can prove counter-productive by resulting in lost time and resources. Attempting to push a country just exiting from a half century of isolation into installing modern civil service management tools that took other countries over a century to achieve has the potential for generating long-term unintended consequences. Attempting to ‘reform’ specific components of a civil service through general guidelines before understanding its functions and how it is structured to achieve its goals is the development equivalent of “putting the cart before the horse”. Use of foreign consultants to write government policy notes has clear limitations for institutionalization and sustainability. Nearly all ministries have action plans of a type similar to the original CSR-AP for UCSB, but most strategy targets are not being achieved.

**The design of a project can impact its entire life.** Whenever an implementation problem occurs that appears to stem from the inability of project management, it is important to check whether the project was appropriately designed. Considerable attention must be given by UNDP to see that project designs are reasonable, implementable, and measurable. Great care must be taken to ensure the project rationale is not based on the views/desires of a small group of people. Equally important, if the project rationale is based on a broad consensus among the beneficiaries, it is important to use a carefully designed political economy analysis to identify politically or bureaucratically powerful groups, or other political, social, economic or environmental constraints, that may have the ability to delay or undermine project achievements. These variables must all be explicitly acknowledged, and realistic measures proposed to mitigate their influence or to adjust the project design to ensure progress is made towards its long-term goal through other means. One of the best ways to ensure that all critical factors have been considered is to go through a series of participatory Theory of Change (TOC), or Program Theory, workshops and to have the results validated by independent, but knowledgeable, parties.

**After a TOC has been constructed, the design of any project must be structured in a logic model to guide implementation.** A logic model must have indicators and targets at all levels. Failure to establish indicators and

targets at the outcome level will impact on the ability to evaluate the project's impact. Output indicators should measure what is to be delivered by the project with internal resources. Outcome measures should indicate the level of performance institutionalised into the routine capacity of the beneficiary. These need to be clearly distinguished in project design and reporting. Understanding the level of internal capacity needed for sustainability and impact at the beginning of the project enables the implementers to continually operate 'with the end in mind'. Being able to assess how far along you have come in achieving outcome measures helps to make intermediate course corrections and to simplify the preparation of an exit strategy.

**Continuous re-assessment of a project design is critical. Assessment should include a periodic review of project design, assumptions, targets, and indicators by the Project Board.** Lagging elements in the project structure should be identified in detail. Redesign of all or parts of the project should be authorized by the Project Board before the approval of the next work plan. If an assessment shows that project results are consistently not being achieved as anticipated, the Project Board could decide to stop or slow inputs until an acceptable design modification is introduced. Regular communication with donors, government, and with other UNDP projects is vital to facilitating an adaptive approach to project implementation that will allow for re-setting priorities and re-directing resources where needed.

**A project addressing major, and potentially contentious, structural reforms requires consistent support from UNDP at the highest levels in the country.** This is especially true in a setting where the relationship between UNDP and the national government is more contentious than normal. Project staff cannot be expected to induce political buy-in at a high level. This is the role of the organisation's leadership. UNDP is often perceived to be an appropriate convenor of bilateral agencies. That role should be called upon to improve project engagement at a strategic level.

**Restricting the range of project partners can delay the desired reform and increased project fragility.** An effective approach to governance reform needs to involve multiple centres of power within the reform context. Emergent reform can more easily evolve, and be sustained, through interaction among competing centres rather than attempting to push reform outward from a single centre. It is necessary to understand why are competing centres of power exist before attempting to reform an entire system. Civil service reform may be only one component of public sector reform, but it is one that often runs counter to powerful elites' attempts to retain power.

**The establishment of baseline data and evidence-based research on gender is essential for not only measuring the progress of the project but also as a tool to gain traction with the stakeholders whereby key bottlenecks, challenges are identified using certified data.** Putting gender equity indicators in a project focused on general civil service reform without a concerted effort by UNDP senior management to ensure institutional backing takes place will rarely generate positive or lasting results.

**If the UNDP wants to evaluate the progress of a project to introduce conflict sensitivity into its interventions, then this should be spelled out in more granular detail in the project document along with a strategy to introduce conflict-handling as a technical, depoliticized area of work that will be more culturally sensitive and acceptable.** There is some evidence from respondents that they have changed their views on how the civil service should operate, but the sense that a civil servant is responsible to the people is not yet an institutionalized mindset.

To address conflict-sensitivity in a cultural and historical setting where there is extreme resistance to discussing diversity (other than gender), inclusion, non-discrimination, equity, etc., novel ways must be found to introduce concepts related to conflict and disagreement in non-threatening ways. Such work must start from UNDP/Myanmar addressing these issues internally as a foundation for modelling this behaviour through its projects with government counterparts, implementing partners and beneficiaries.

## Conclusions

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*This chapter contains conclusions drawn from the evidence gathered and analysed by the MTE and organised per evaluation criterion.*

*Table 3: Summary Table of most important conclusions*

Relevance	LEAP was relevant to the intent of the MSDP and CPD and has opened the potential for further reform, but design appears to be dominated by a supply side orientation, reducing its ability to effectively incorporate cross-cutting issues.
Effectiveness	LEAP was effective in generating draft policy reforms and curricula modifications at the Union level
Efficiency	LEAP clearly made efficient use of its limited funds. However, project design and implementation constraints led to slow or inconsistent delivery.
Sustainability	It remains to be seen whether LEAP interventions can be fully institutionalised within the rules and protocols of the broader GoM bureaucracy.
Human Rights	Human rights protection and promotion have been introduced only nominally in LEAP. Improving civil servants' understanding of their responsibilities as duty bearers to the public needs to be strengthened.
Gender Equality	Important inroads have been made in the area of gender despite the slow buy in of the stakeholders, nonetheless, understanding of key concepts and the relative advantages that gender equality and women's empowerment will have for the Civil Service Commission and the country need to be more clearly and convincingly reinforced.
Conflict Sensitivity	Conflict-sensitive measures proved too difficult to introduce due to a cultural aversion to address sensitive ethnic/minority issues. Yet, LEAP has important potential to improve equity and equality for marginalized groups and reduce inter-group tension. Buy-in could be built over time through the introduction of: (1) CICS curricula to destigmatise conflict and (2) diversity-affirming civil service policies.

### Relevance Conclusions

**Key Evaluation Question: Did the Project design match the priorities and policies of the UNDP, government partners, and donors?**

**Overarching conclusion: Undertaking a structured assessment of political economy may have alerted the UNDP to the real potential for achieving the proposed LEAP outcomes prior to signing the project document. Nevertheless, undertaking LEAP appears to have nudged the GoM to reconsider its thinking on governance priorities, resulting in a possible recognition of the necessity to engage more fully on civil service reform.**

Structural and financial modifications to the LEAP AWP in 2020 enabled the project to provide timely and valued assistance to the UCSB in sustaining its core training business by enabling it to go online.

The complicated technical, supply-sided, delivery-oriented project design made it difficult for project management to reflect on lessons learnt. Whilst a Community of Practice concept note was drafted in 2020, there has not yet been any tangible movement in this direction. It has been anticipated to focus in this direction in 2021.

The project design was based on several years of consistent UNDP work on public administration reform, but it may have misjudged the priority placed on technical reforms by the new democratic government in the face of ongoing peace and economic issues. The use of a well-designed political economy analysis prior to completing the project design may have helped to uncover some of the less visible risks and constraints to goal fulfilment.

## **Effectiveness Conclusions**

**Key Evaluation Question: To what extent have the project interventions achieved results and has collaborating with Government of Myanmar enhanced the level of results achieved?**

**Overarching conclusion: The project was successful in delivering a wide range of policy and curricula interventions. It will now need to refocus from policy generation to policy diffusion, implementation, and institutionalization as it engages with a broader set of partners.**

The project management engaged effectively with the UCSB to facilitate the introduction of a large number of technical interventions and moving them through the government approval process. However, the presence of strong and consistent back up from UNDP could have facilitated the process. Indeed, the inclusion of a more technically substantial CTA earlier in the project would have aided project capacity to operate strategically and to reach higher political levels of government.

The concentration on introducing technical rule changes before fully understanding the structure and function of individual components of the civil service may have delayed approvals and may yet impact institutionalization. A recent shift towards a more strategic, structural focus on understanding the existing configuration of bureaucratic roles and functions has the potential to substantially improve the acceptance and institutionalisation of the Human Resource Management component.

The gap between the number of deliverables and many of the output indicators made it difficult to 'trace the story' and fully understand how all of LEAP's interventions fit together. Enhanced communications by UNDP with donors at the strategic level and national partners at the technical level could have helped.

The orientation of the CSR-AP to concentrate power in the UCSB seemingly increased the potential fragility of the project. Formal inclusion of a wider array of government agencies would have more accurately reflected the polycentric nature of the Myanmar civil service, and potentially enhanced political buy-in.

Generating policies based on international best practice from developed country contexts may have negative long-term implications for the implementation and institutionalization success of the introduced reforms.

It is possible that the gender aspects of LEAP could have been more easily introduced and institutionalized if the Ministry of Social Welfare had been formally engaged as an implementing partner of the start of the project.

## **Efficiency Conclusions**

**Key Evaluation Question: Were project inputs efficiently used to achieve the planned project outputs?**

**Overarching conclusion: The project management was able to make efficient use of the limited resources available for project implementation. However, the UNDP decision to eliminate CTAs from project structures reduced the overall efficiency by requiring a larger number of discrete interventions from individual consultants, many of whom did not have the opportunity to collaborate with peers to ensure the coherence of their interventions.**

Without a senior technical advisor, the project management was constrained in its ability to adapt the project design match local understanding and needs.

The lack of dedicated resource mobilization conversations between project management and donors may have reduced the project's potential for obtaining, and retaining, donor support.

The project design made the maintenance of a monitoring system useful to management difficult as many of the output indicators were written at an outcome level, beyond the ability of the project to directly influence.

The pressure to deliver on the existing project design reduced the potential for the project management to reflect on lessons learnt and adapt the project to changing needs and interests of the primary beneficiary.

Risks to successful project implementation proved to be understated. These should have been reassessed at the LPAC and again prior to project signing when it became clear that there had been no movement from the government over the 16 months following the launch of the CSR-AP.

## **Sustainability Conclusions**

**Key Evaluation Question: In what ways have the project's interventions focused on building capacity of partners and government agencies to carry on civil service reform measures without additional external resources?**

**Overarching conclusion: The reforms anticipated from LEAP interventions remain to be realised but may begin to be evidenced in 2021. The project's focus on the introduction of policies and curricula provided an opportunity for government to carefully consider the technical details, and political ramifications of civil service reform. CSR remains a tangible entry point to use for introducing further innovations to assist in improving public sector effectiveness.**

The initiative taken by the UCSB to craft a new ten-year action plan to enhance its capacity to deliver trainings to the civil service is clearly a step towards sustainable continuity. This also provides an opportunity to formulate a more demand/customer-service oriented approach. Such an approach may be appropriate for embedding cross-cutting reference points for civil service behaviour change.

The final two years of LEAP implementation provides an opportunity to broaden the diffusion of LEAP knowledge products to a wider set of beneficiaries. Engaging with line ministries on specific, locally identified civil service management problems with the potential to incrementally improving basic public service delivery should facilitate progress towards enhancing cross-cutting, demand-driven, outcomes. Quiet support aimed at incrementally enhancing both supply attitudes and "customer" expectations for improving basic public service delivery may be Myanmar's best hope for attaining a level of good governance in the future, but UNDP must be

ready to provide political support to these efforts. It is important to appreciate that customers can be both internal and external. Some of the perceived gaps in implementation appear to stem from a limited understanding of the supply/demand relationships that exist within the individual agencies. The initial work undertaken in UCSB to map out the existing business processes involved in human resource management is a good first step in this direction.

## **Human Rights Conclusions**

**Key Question: To what extent is LEAP contributing to the realisation of the 2030 agenda for Sustainable development and ensuring an adequate response to reduce inequality?**

**Overarching conclusion: As in other closed access governance orders, the subject of human rights has not been fully introduced into the social discourse of the civil service due to a strong cultural and historical aversion toward politically sensitive topics. Lessons could be learned on how to counteract this from other situations with similar constraints.**

Finding champions in other line ministries and other parts of government could bolster the UCSB's ability to introduce human rights both as a technical subject in the training academies and as an area to be addressed in civil service policy and practice. Improving civil servants' understanding of their responsibilities as duty bearers to the public needs to be strengthened.

There is a dearth of a human-rights based approach in the Myanmar civil service reform. This contributes to a continuing lack of trust between and among civil servants and between rights-holders and duty bearers, which contributes to public disaffection and could further social unrest.

## **Gender Conclusions**

**Key Question: To what extent has LEAP ensured the promotion of gender equality and gender empowerment to be fully integrated in UCSB policies?**

**Overarching conclusion: While the project has been successful in integrating gender into policies, the challenge will be to ensure implementation and to promote accountability for non-performance.**

While the project has reaped a number of benefits and there is a definite change in attitudes towards the issue of GEWE, in order to sustain the results, and to promote results at the outcome level - more work needs to be done to ensure that the policies are implemented and respected and to promote women's active participation in decision making processes.

## **Conflict Conclusions**

**Key Question To what extent have the LEAP interventions been used to mitigate social tensions between government and citizens?**

**Overarching conclusion: LEAP has not yet fulfilled its potential to have a positive impact on reducing inter-group tensions. There is little evidence that conflict-sensitive measures were put in place that shifted the structures of the policies and practices of the Myanmar civil service. Conflict-sensitive measures proved too difficult to enact due to cultural resistance and risk-aversion to address sensitive issues. The cultural reticence**



**in this area indicates that change will come very slowly but can be achieved with attention to greater analysis of entry points and the strategic use of the UN's influence.**

There remains large potential for LEAP to have an impact on reducing inter-group tension and on improving equity and equality for marginalized groups through more inclusive-diversity-affirming, discrimination-reducing civil service policies.

## Recommendations

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*Recommendations are actionable proposals regarding improvements of policy or management addressed to the client of the evaluation or other intended users.*

The MTE provides both short term and long-term recommendations. Whilst long-term recommendations are aimed primarily at the next programme cycle, some of these could be introduced at this mid-point juncture in LEAP to enhance coordination with SARL and SERIP by viewing CSR thematically as a part of wider governance programme of building citizen-government relations through improving government service delivery across all sectors.

**1 In preparation for the next programmatic cycle, the UNDP may wish to consider introducing a requirement that preparation of a Project Document must be preceded by an independent political economy analysis of existing conditions.** Political economy analysis is a critical component in the design of all manner of development projects, especially those with a strong political orientation. Detailed analyses of political, economic, social, and environmental factors that may impinge upon the successful achievement of the stated outcomes could be undertaken as a part of a country strategy plan and as a prelude to specific project design. A project document should summarize such findings and elaborate how risks and constraints would be mitigated in the proposed design.

The MTE is aware of several practitioner-designed analysis products available at the time of the design of LEAP that could have assisted in producing a more politically appropriate project design. First, the UNDP Oslo Governance Center issued its Institutional and Context Analysis guide in 2012 (updated in 2017), which explicitly argues against the expectation that 'political will' is a driving force for political reform. Instead, it focuses the attention of analysts and designers on understanding the interest and incentives of all actors in the problem area.<sup>15</sup> Second, the World Bank distributed its explicit guidance for undertaking a political economy analysis of decentralisation in 2011. It also argues for building a detailed understanding of interests and incentives of actors and against the use of "the overused, misunderstood, and vague indicator of "political will."<sup>16</sup> Finally, SIDA underwent a detailed evaluation of its global program in 2001, which also focused on undertaking an institutional analysis of the effect of individual interest and incentives on program design and delivery.<sup>17</sup> This latter study was later revised and published as The Samaritan's Dilemma, a guide to help project designers and implementers avoid landing in a situation wherein a project beneficiary maintains a minimal level of project accomplishment

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<sup>15</sup> UNDP, Institutional and Context Analysis Guidance Note, Oslo, 2012, revised 2017.

<sup>16</sup> World Bank, The Political Economy of Decentralization Reforms: Implications for Aid Effectiveness, 2011.

<sup>17</sup> SIDA Aid, Incentives, and Sustainability: An Institutional Analysis of Development Cooperation, 2001. (summarized in SIDA Evaluation Newsletter #2 2002.

to ensure the donor is willing to fund continued implementation but is insufficient to institutionalise any serious reform.<sup>18</sup>

**2 UNDP may wish to consider revisiting the LEAP indicators and results at the Output and Outcome levels.** Stipulations should be set in the project document to ensure that monitoring, risk reporting, and lessons learnt at the output level are distinguished from progress towards achievement of indicators at the outcome level. This can be done by engaging the UCSB and other government agencies in a backwards mapping exercise to reconstruct the LEAP Theory of Change, ensuring appropriate assumptions and indicators are associated with the relevant outputs and outcomes.

**3 UNDP may wish to re-establish the role of a strategic CTA in LEAP.** LEAP's final two years would benefit from the strategic vision of a technically skilled and experienced CTA. The UCSB has also made a strong request for re-establishing this position. The TOR for the international consultants focusses on production of deliverables associated with their technical specialties. The TOR for the project manager focuses on day-to-day-management within the context of the project document. The MTE has noted important improvements in the LEAP implementation strategy since the establishment of a non-resident CTA in late December 2019. A continuation of this more innovative approach will be critical to ensuring LEAP has a lasting impact on the Myanmar civil service in years to come.

**4 LEAP may wish to consider experimenting by integrating political (thinking and working politically<sup>19</sup>), adaptive (PDIA<sup>20</sup>), and 'demand side'/customer service (PSEP<sup>21</sup>) tools into the preparation of the new UCSB Action Plan and in policy implementation with other line agencies.**

These tools could be trialled as the LEAP project assists the UCSB to complete the drafting of a new ten-year action plan to assist in further strengthening the national ownership of LEAP interventions. The initiation of communities of practice across agencies of government will be an excellent opportunity to introduce all these tools to facilitate critical thinking on the part of the civil servants. LEAP should seek additional funds specifically earmarked to procurement of additional modern, digital training equipment to support UCSB in building its capacity to serve as a platform for knowledge sharing across ministries on CSR/HRM. This should be integrated with guidance on how to engage participants in a non-didactic mode to institutionalise a shift from training to capacity building. An area of focus could be placed on how to shift from corruption risk assessment to risk management in personnel management.

**5 UNDP may wish to consider engaging LEAP donors and other development partners in an informal dialogue process to expand its understanding of the changing national setting and to learn about effective means of engaging the government.** Invite an informal advisory committee of respected international actors who have lengthy experience in country together with significant civil society/private sector networks and institutes, engage the project CTA as the group coordinator. Eventually this should include national champions for reform to discuss absorbing the project deliverables into the national budget, keeping in mind that civil reform is a long-term, and complex, process.

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18 Ostrom, Elinor et al., *The Samaritan's Dilemma: The Political Economy of Development Aid*, Oxford, 2005.

19 [https://usaidlearninglab.org/sites/default/files/resource/files/pea\\_guide\\_final.pdf](https://usaidlearninglab.org/sites/default/files/resource/files/pea_guide_final.pdf)

20 <https://bsc.cid.harvard.edu/building-state-capability-evidence-analysis-action>

21 Republic of the Philippines, Civil Service Commission, *ARTA: A Decade of Improving Public Service Delivery*, 2018. ([arta\\_photobook.pdf](#)) Workshop manuals are available for each of the Public Service Excellence Program components Basic Customer Service Skills, Service Audit, Service Vision & Service Values, Service Improvement, and Celebrating Accomplishments.

**6 LEAP should be mandated to jointly craft an exit strategy with government as a management function in the 2021 AWP.** The GOM has many constraints facing it. Budgetary shortfalls play a large role in its inability to deliver on its promises to its people. The non-resident CTA should be tasked to facilitate the dialogue with UCSB to ensure the exit strategy is focused on the elements of CSR the UCSB is willing and able to continue so a successful diffusion of the LEAP-introduced policies and procedures has a high chance of success. This exit strategy should include ways and means of strengthening the demand/customer side as a tool for building trust between state and the public through people centred public service delivery.

The ASEAN Resource Centre could be given the task to discuss the experience of various ASEAN civil service commissions when they began to institutionalise international assistance frameworks into the internal government processes. The Philippines may provide a useful example on its successful effort to institutionalise the demand/customer-oriented Public Service Excellence Program, mentioned above in the Relevance Evidence chapter, as mandated standard practice across the entire civil service.

## **7 Gender Recommendations**

- Further sensitization to the issues as well as a strategy to ensure that progress is tracked and that the USCB buys in to the results. Specific capacity building on improving women's skills in certain areas as well as adequate tracking of progress is pivotal in order to identify key areas of work as well as possible bottlenecks and challenges to the implementation of gender policies.
- Identification of key champions for promoting women within the civil service, particularly in ministries which are not often populated by women at the higher ranks.
- Informal mentoring sessions of women directors and other women in decision making positions to encourage further traction of gender related policies.
- Further interaction with civil society organizations and training thereof to advocate and promote the importance of women's participation at all levels of decision making in the civil service and to advocate for the implementation and tracking of gender sensitive policies.
- Possible sharing of best practices from other Civil service commission and comparative studies on how other ASEAN members are working on these issues would be useful as well as continuation of the Gender Specialist's work and increased support to the project team to ensure leadership skills and further strategies from other projects/UNDP offices.
- A revision of the indicators to ensure that they are more gender sensitive and denote positive change towards gender equality and women's empowerment.
- Inclusion of more change stories within the annual reports, to demonstrate the type of impact the project has had on women's ability to advance within the civil service both from an attitudinal perspective as well as promotional prospects.

## **8 Conflict-sensitivity/peacebuilding Recommendations**

**Destigmatize conflict-handling skills to bring them into the civil service curriculum.**

Conflict-sensitivity has not been broached sufficiently in LEAP because the project staff could not find ways to overcome the cultural lack of familiarity/acceptance of diversity coupled with extreme resistance and risk-aversion among government staff. There could be ways to broach this strategically and tactically together, but both need to be sensitively done as the risks still very much exist of pushing too hard and getting stalled or shut down. Suggestions on how to do this are as follows:

1. In order to begin to address the conflict-sensitivity and peacebuilding needs in the civil service, LEAP needs to find an acceptable way to introduce a de-stigmatized conception of conflict-handling skills that is seen as entirely divorced from the high-level peace process and fairly divorced from ethnic considerations and then embraces the accepted terminology that is in Myanmar documents on inclusion, diversity and equitable development. The subject could be re-framed as technical rather than a political one.
2. LEAP should work with CICS to recognize the value of a curriculum for conflict-handling skills by working with other institutions with similar curricula (New Zealand expressed proficiency and interest in offering this subject).
3. The CICS should be assisted to develop short modules with interactive training especially for mid- to higher level civil servants to develop competencies in process skills such as : mediation, negotiation, problem-solving, context analysis, dispute resolution (among their staff and with the public); facilitation of public meetings, active listening skills, and understanding the application of conflict-sensitivity to civil servants (how what they do and how they act impacts on their society).
4. It may be constructive to use other terminology familiar in this discipline such as ‘building the mediative capacities of society for harmonious problem-solving and decision-making’. Or the terminology of ‘infrastructures for peace’ might work (...infrastructure across the levels of a society, an infrastructure that empowers the resources for reconciliation from within that society and maximizes the contribution from outside. In short, constructing the house of peace relies on a foundation of multiple actors and activities aimed at achieving and sustaining reconciliation” (Lederach, 1997, p. xvi). Or, from UNDP, “A network of interdependent systems, resources, values and skills held by government, civil society and community institutions that promote dialogue and consultation; prevent conflict and enable peaceful mediation when violence occurs in a society.” (UNDP, 2013)
5. Strategies could include efforts to expose managers and CICS instructors with the goal being not as much to impart new knowledge but to change attitudes. And, then to experiment with some curriculum changes and additions. There needs to be not just consensus, but enthusiasm for curriculum adaptation and expansion toward these non-contentious, de-stigmatized forms of conflict-handling. Outside trainers will be needed to catalyse this effort. These could come from parts of Asia and or from other disciplines (e.g., there is online evidence that capacity for business mediation exists in Yangon that could be transferable to CICS).
6. LEAP could seek champions in line ministries to get traction on conflict-relevant curriculum and then incentivize them by piloting with key actors from those ministries. A re-work curriculum to including more interactive training for senior level would help them see the benefit and be advocates for more support. Specifically, to achieve the buy-in from those powerful enough to champion this, I suggest ideally a dedicated effort to take a dozen senior level civil servants with a group of CICS professors to a third country for a one-week intensive hands-on programme in mediation and/or negotiation.
7. As was suggested for SERIP and SARL, for the training, which is being offered to MPs and parliamentary staff, it has been suggested to pair corruption risk assessments (CRA) with human rights risk assessments and conflict sensitivity analysis of bills. The curriculum for these three areas should be adjusted and taught in tandem to civil servant

### **Advocacy for diversity-affirming civil service policies and recruitment**

Distinct from the above, there needs to be an approach and commitment from UNDP to advocate not only for a conflict-relevant curriculum for all civil servants, but also for diversity-affirming civil service policies and

recruitment. This would start with and rest upon the aforementioned- disaggregated civil service data but would have many manifestations and could be catalysed by advocating with government on a number of related issues, some of which are suggested below. This would be aligned not only with needed conflict-sensitivity and peacebuilding considerations, but also with the recommendations from the HRDDP summary document for Myanmar. It is suggested to work with UCSB and other units responsible for civil service reform to:

1. Promote change in government practice such that official announcements and documents are disseminated in all main languages. (NB: we were told by MPs that government information about COVID was translated and disseminated in many languages, but other official documents are not).
2. Adjust government policy so that government job descriptions are written in (at least) all official languages,
3. Civil service examinations should be offered for gazetted (and non-gazetted) posts in the relevant languages.
4. Job competencies should include that the incumbent must speak the language of the location to which he/she is posted (this should be institutionalized for UNDP and all UNCT positions as well as for staff hired by implementing partners under UN contracts).
5. To further transparency and non-discrimination in the civil service, adjust specific practices for hiring, promotions, exams, training opportunities, etc.
6. Establish transparent grievance and redress mechanisms to resolve complaints and develop trust in government systems. Internal mechanisms (where civil servants could make complaints of unfair treatment, discrimination, etc. or appeal decisions) and external mechanisms for the public (such as a public advocate office where citizens could get help when normal channels for service provision fail, e.g., collecting a pension) or contest decisions).

**LEAP should develop training on human rights, corruption risk, and conflict risk in one intensive module.** The dearth of a human-rights based approach in civil service reform contributes to a lack of trust between and among civil servants and between rights-holders and duty-bearers. Improving this could be demonstrated by activities that promote inclusiveness and non-discrimination such as those recommended in the conflict-sensitivity and peacebuilding section regarding civil service public announcements, documents, job postings, job entrance exams, and other documents being published in at least all official languages and instituting a policy that civil service job descriptions require competency in the language of the geographic area of the duty-station.

The project should find ways to address and take forward conflict sensitivity and human rights-based approaches in tandem to avoid having human rights promotion creating too much resistance from resistant parts of government and society. This could possibly be approached using a human needs model (Manfred Max-Neef<sup>22</sup>) to engender a more technical and less political approach to gain acceptance and traction.

Public grievance mechanisms such as public advocacy offices could open civic space for citizens to express and demand their rights. These should be strongly encouraged within the public service.

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<sup>22</sup> [https://wiki.p2pfoundation.net/Max-Neef\\_Model\\_of\\_Human-Scale\\_Development](https://wiki.p2pfoundation.net/Max-Neef_Model_of_Human-Scale_Development)

As a priority, search for champions in other branches of government who recognize the need for human rights/conflict sensitive policies and practices in the civil service and encourage them to defend and support UCSB and the CICS in carrying out this needed work.

The above Recommendations have been slightly modified as the draft evaluation report was in preparation when the military intervention of 1 February 2021 occurred.

# ANNEXES

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## LEAP MTE Terms of Reference

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### MID TERM EVALUATION

Leadership, Effectiveness, Adaptability and Professionalism (LEAP) Evaluation Terms of Reference

#### Background

The UNDP Country Programme (CPD 2018-2022) support the implementation of the 2030 Agenda and Sustainable Development Goals within the framework of addressing the challenges of multiple transitions in Myanmar. The current Country Programme is built on the achievements of the previous programme but represents a shift towards more integrated programming at the national and sub-national levels and support to United Nations-wide initiatives to better address the interlinkages between peacebuilding and social cohesion, governance, environment and natural resources management, resilience, urbanization and balanced and inclusive growth. This integrated approach is designed to break silos and strengthen horizontal linkages across state and non-state actors as well as vertical linkages across administrations at district, township, state and union level through area based programmes.

The UNDP Country Programme is firmly aligned with the Myanmar Sustainable Development Plan (MSDP) and it focuses on delivery of the following two outcomes:

**Peace and Governance:** People in Myanmar live in a more peaceful and inclusive society, governed by more democratic and accountable institutions, and benefit from strengthened human rights and rule of law protection; and

**Planet and Prosperity:** Myanmar becomes more resilient to climate and disaster risk with efficient environmental governance and sustainable use of natural resources.

Under outcome Peace and Governance, the Leadership, Effectiveness, Adaptability and Professionalism (LEAP) overall goal is to support the Government of Myanmar to achieve its vision of an 'Ethical, merit based, inclusive and responsive Civil Service promoting public participation and strengthening the trust of the people. LEAP is a multi-year project designed to support the Union Civil Service Board (UCSB) in (1) Reviewing and modernizing civil service regulations and systems; (2) Introducing results-based management practices that promote meritocracy, ethics, transparency, accountability and inclusivity, with a focus on gender and diversity; (3) Improving civil servants' performance through enhanced leadership and motivation; (4) Fostering public service delivery & accountability at national/sub-national levels.

To enable the Myanmar Civil Service to be more people, service and results oriented, the issues of ethical and accountable behavior in the civil service, outdated civil service regulations, weak culture of work performance and the slow pace of decentralization must be tackled. The project will support the Myanmar Civil Service to be more effective by improving the motivation and behavior of civil servants through addressing gaps in the civil service regulations, strengthening the personnel management procedures, transforming the existing top down management systems and overcoming the challenges of decentralization.

The key intended outputs of LEAP are:

Output 1: Ethics, meritocracy, inclusivity and responsiveness applied in Myanmar Civil Service

Output 2: People centered services enhanced due to more effective and professional civil service

Output 3: Civil service oversight, accountability, standards and capacity strengthened at Union and sub-national levels

Output 1 is focused on supporting UCSB with updating the relevant regulations governing civil service management and development. These legal definitions are necessary to provide a normative platform for reforming and strengthening recruitment, transfer and promotion processes to reduce patronage, nepotism and bribery. The project will then produce the guidance and manuals, as well as training materials, to enable UCSB to support other government agencies (Union and Sub-national) to apply merit, diversity and inclusive practices in personnel management. More specifically, output 1 will support UCSB to ensure that the application of gender, diversity and inclusivity in civil service personnel regulations and procedures reduces incidences of discrimination for recruitment, transfers and promotions. This will also strengthen the policies for the in-service training of civil servants and establish an overall Civil Servant Development Strategy that provides a framework for all government organisations to follow. Finally, output 1 will strengthen the mandate of UCSB to disseminate the updated regulations, guide implementation, monitor progress, evaluate results and enforce compliance.

Output 2 focuses on introducing modern performance management practice into the Myanmar Civil Service. The aim is to transform the existing culture of top down 'command' to leadership and management approaches that empowers and enables. The project support UCSB to introduce performance-based staff appraisal methods that are linked to the competencies needed for the job, as well as performance management systems to plan, assign and supervise staff. The project also assists UCSB to establish and implement a Senior and Executive Leadership System (SELS) to generate a pool of new leaders for the senior civil service that are better equipped for a democratic governance environment. In addition, the project will also support CICS to strengthen its capacity and update its curriculum for basic and mid-level administrative training. This output will contribute to a more effective civil service based on the assumption that better leadership, training and management system will result in more motivated workforce.

Output 3 is to test the application of decentralization in ministries, special services and sub-national levels to provide lessons as inputs to the formulation of Myanmar's decentralization policy and framework. This aims to demonstrate through pilots that decentralization with effective representativeness, inclusivity, oversight and accountability will result in more motivated work forces and improved services. It assumes that successful decentralization pilots leading to improve service delivery and improved working environments would give the Government greater confidence to undertake more decentralization.

### Current Context

As COVID-19 spreads globally, it is a massive health, humanitarian, and development crisis. Due to the pandemic, Myanmar, especially the border regions: Kachin State, Shan State and Kayah State have terrible negative impact. Due to porous border, Myanmar received the immediate return of large influx of migrant workers from China and Thailand where the largest hotspots of outbreaks exist. E.g. according to MOHS data, more than 23,000 people returned to Myanmar from Thailand via Myawaddy from March 19 to 28.

While concerns have been raised about Myanmar's capacity to manage the coronavirus given its poor healthcare infrastructure, the country's displaced populations face even greater risks. Most are trapped in dangerously overcrowded camps with severely substandard health care and inadequate access to clean water, sanitation, and other essential services. Many displaced people have underlying medical conditions and chronic diseases, putting them at high risk of suffering serious effects from the virus.



The impact of economic fluctuations related to the COVID-19 pandemic is likely to disproportionately harm poor and vulnerable households. With travel and border trade restrictions in place, the impact is in Myanmar's tourism-related services, agricultural exports to China, and in supply-chain disruptions to the manufacturing sector. Every day, people are losing jobs and income, with no way of knowing when normality will return. Myanmar's GDP growth is projected to slow to between 2 and 3 percent in the current fiscal year due to the COVID-19 pandemic, with the brunt of the outbreak's economic impact likely to be borne by poor and vulnerable households across the country according to recent world bank report.

UNDP LEAP project works with Ministry of Planning and Finance, Ministry of Home Affairs, Ministry of Social Welfare, Relief and Resettlement, General Administration Department, Bago Region, Mandalay Region, Mon State, Rakhine State, Tanintharyi Region, Union Parliament, Selected Regions and States Parliaments, Ministry of the President Office, Ministry of the State Counsellor's Office, Ministry of the Union Government Office etc. Because of the Covid-19 crisis, there is wide shift of their focus and priorities of these counterparts to the crisis response.

Given the current Covid-19 pandemic there is also an expectation that this will also impact and delays in UNDP programme and project implementation. However, UNDP Myanmar remains fully operational and is adapting the way it works and focused on COVID-19 response. UNDP is mobilizing all assets to respond to this unprecedented challenge. UNDP Myanmar have transitioned all critical operations to digital and virtual platforms, enabling teams to continue delivering effectively despite restrictions on movement and physical interaction. With the changing context, emerging needs and priorities UNDP Myanmar is also revisiting the Programme strategy and business processes to be more relevant to this crisis. UNDP Myanmar had conducted Programme and operational criticality exercise to review and identification of critical programme areas and activities that will continue and activities that will be postponed or canceled. Some activities are paused or downscaled and looking for opportunities to be redirected to new priorities.

UNDP globally has developed a COVID-19 response focused on three immediate priorities including health systems support, inclusive and integrated crises management and response, and social and economic impact needs assessments and response. The Myanmar Country Office is preparing its response plan building on these three priority areas and in line with the current requests and priorities of the Government of Myanmar, current Programme areas and in response to broader UN Country Team collaboration across a range of development areas. Rapid response funds are new core funds being made available by UNDP headquarters to respond to this crisis, while flexibility have also been provided to the county offices to repurpose existing core funds towards this response, if necessary. In this context, UNDP have also been advised by cost-sharing donor partners that funds can also be repurposed towards COVID response if required.

UNDP intends to fully leverage its existing programme, staff and technical capacities and most importantly partnerships at the union, state and regional levels and with the communities to roll out the response in terms of community engagement and awareness raising, strengthening local government's capacity plan, coordinate, budget and deliver essential services including to migrants and IDPs, and bolstering public health systems. With many of our partners, particularly in the local government, capacities are being enhanced to be able to work and manage remotely through online systems. UNDP is working closely with local partners that allows local solutions to COVID-19 humanitarian and development needs, to be designed together with local partners, and in coordination with the host government.

Some activities that have been identified include community and anti-stigmatization awareness, expansion of use of digital technologies, private sector engagement and corporate social responsibility, volunteerism and

social cohesion, resilience and recovery, support to MSMEs as well as health systems support and socio-economic impact assessments at the sub-national levels.

UNDP Myanmar is also streamlining policies and procedures for greater agility, increasing our flexibility to receive and deliver private sector and other financing, and taking steps to initiate innovative approaches like next generation network of innovation and digital solutions across the country — a crucial institutional asset in responding to this complex, fast-moving crisis. AcceleratorLab will be sensing on-the-ground changes and sourcing local solutions for this crisis response.

Midterm Evaluations is expected to assess UNDP project performance in areas that are critical to ensuring sustained contribution to development results and the context of emerging development issues and changing priorities at the national levels. To this end, this evaluation also needs to review project strategy, focus areas, partnerships, programmatic approaches, cooperation modalities, or business models considering current crisis scenario.

### Evaluation Purpose, Objectives and Scope

The Mid-Term Evaluation (MTE) will assess the progress towards the achievement of the project objectives and outcomes as specified in the project document and identify early signs of project success and areas for improvement that will guide the future direction of the project. The evaluation will be based on data available at the time of evaluation and discuss outputs delivered by the programme from the time of inception, January 2018, until March 2020. The primary audience for the evaluation will be the Government of Myanmar, development partners and UNDP. The secondary audience for the evaluation will be the other stakeholders.

- The specific objectives of this mid-term evaluation are to review and make recommendations related to:
- ethics, meritocracy, inclusivity and responsiveness applied in Myanmar Civil Service
- people centered services enhanced due to more effective and professional civil service
- civil service oversight, accountability, standards and capacity strengthened at Union and sub-national levels
- partnership arrangements with the Implementing Partners put in place by the project are effective;
- cross cutting issues have been well integrated in the project
- the current organizational and institutional capacities (staffing, structure etc.) are appropriate to deliver the project results

The first stage of the MTE will be to conduct a review of the current context, building on relevant context analysis and taking into account the latest socio-economic and political developments locally as well as relevant developments at a global level since the inception of the project in 2018.

The second stage is to assess the relevance of the project to the current context, by identifying challenges and ways to overcome or mitigate them, and to provide lessons learnt taking into account the emerging national and global development priorities. The final stage will be the provision of key recommendations including improvements in performance and results, proposed adjustments to the design of the project including programmatic focus (structurally and through a revised Results and Resourced Framework) and the development of elements that can be considered to inform the planning of the next phase of the project.

### Evaluation Criteria and Key guiding questions

The MTE will be conducted in line with OECD-DAC evaluation criteria. (a) relevance; (b) effectiveness; (c) efficiency; and (d) sustainability (and/or other criteria used).

## Project Mid- term evaluation questions

### **Relevance:**

To what extent was the project in line with the national development priorities (MSDP), the country programme's outputs and outcomes, the UNDP Strategic Plan and the SDGs?

To what extent does the project contribute to the theory of change for the country programme outcome?

To what extent has the project been appropriately responsive to political, legal, economic, institutional, etc., changes in the country e.g. Covid crisis?

To what extent were lessons learned from other relevant projects considered in the project's design and implementation?

To what extent were perspectives of those who could affect the outcomes, and those who could contribute information or other resources to the attainment of stated results, taken into account during the project design and implementation processes?

Are the objectives and outputs clear, practical and feasible within its frame? If not, does it provide space for flexibility to be responsive to policy changes that would directly affect the achievement of project objectives?

How did the project promote UNDP principles of gender equality, inclusiveness, human rights-based approach, and human development? How were these cross-cutting areas mainstreamed into the project?

### Effectiveness

To what extent did the project contribute to the country programme outcomes and outputs, national development priorities (MSDP), the UNDP Strategic Plan and SDGs?

To what extent were the project outputs and objectives achieved? Which of these outputs and objectives are being achieved, and where is the project facing challenges and which ones?

Is the objective of the project clearly articulated in relevant documents and translated into operational practices?

To what extent were the project outputs achieved? What factors have contributed to achieving or not achieving intended country programme outputs and outcomes?

In which areas does the project have the greatest achievements? Why and what have been the supporting factors? How can the project build on or expand these achievements?

In which areas does the project have the fewest achievements? What have been the constraining factors and why? How can or could they be overcome?

What, if any, alternative strategies would have been more effective in achieving the project's objectives?

What have been the main limiting factors constraining the project's effectiveness? How were they mitigated by the project? How likely is it that these factors will remain or change until the end of the project (and what that means in terms of changing directions for the project)?

How are different stakeholder views considered in project implementation? To what extent has the project been appropriately responsive to the needs of the national constituents and changing partner priorities?

#### Efficiency

To what extent was the project management structure (e.g. project boards) as outlined in the project document efficient in generating the expected results?

To what extent have the UNDP project implementation strategy and execution been efficient and cost-effective (e.g. value for money)?

To what extent has there been an economical use of financial and human resources? Have resources (funds, human resources, time, expertise, etc.) been allocated strategically to achieve outcomes?

To what extent have resources been used efficiently? Have activities supporting the strategy been cost-effective?

To what extent have project funds and activities been delivered in a timely manner?

To what extent do the M&E systems utilized by UNDP ensure effective and efficient project management?

What are the key areas of learning in the first two years, are there robust learning/feedback loops, and how has the project adapted in response?

Are the risks of the project clearly assessed – and accurate? Does the project have sufficient ability to adapt to changing context and mitigating risk?

#### Sustainability

To what extent will financial and economic resources be available to sustain the benefits achieved by the project?

Are there any social or political risks that may jeopardize sustainability of project

outputs and the project's contributions to country programme outputs and outcomes?

To what extent do the activities of the project contribute to sustainable changes in the country (both at beneficiary level and national/policy level)?

#### **Evaluation cross-cutting issues questions**

##### **Human rights**

To what extent have poor, indigenous and physically challenged, women and other disadvantaged and marginalized groups benefited from the work of UNDP in the country?

To what extent the beneficiaries (right holders) have participated in various stages of planning, implementation and monitoring/evaluation of project activities?

##### **Gender equality**

To what extent have gender equality and the empowerment of women been addressed in the design, implementation and monitoring of the project?

Is the gender marker data assigned to this project representative of reality?

To what extent has the project promoted positive changes in gender equality and the empowerment of women? Were there any unintended effects?

### **Conflict Sensitivity/Do No Harm**

To what extent have conflict sensitivity considerations been integrated into project design, implementation and M&E to ensure SERIP intervention do No Harm?

Which government institutions are we working with and to what extent are they considered legitimate and trusted by all communities in all project locations?

What is the impact of the project interventions on stakeholder (government, EAOs and communities) relationships?

What measures has the project put in place to ensure that governance structures are not unintentionally reinforcing tensions, conflict, discrimination and exclusion but rather strengthening social cohesion through project activities? Do the legal frameworks, policies and governance structures and processes within which the project operates pose risks that may jeopardize sustainability of project benefits?

### Methodology

The evaluation will be conducted primarily to assess the progress of the project against the project document to assess against the context to provide recommendations for any adjustments to the project design, management and implementation. This evaluation will include mixed method design. The MTE must provide evidence-based information that is credible, reliable and useful. The MTE team will review all relevant sources of information including documents prepared during the preparation phase. The evaluation design will include both the qualitative and quantitative methods involving primary and secondary data collection. The MTE team is expected to follow a collaborative and participatory approach ensuring close engagement with the evaluation managers, implementing partners and direct beneficiaries.

The overall MTE will be divided into three phases:

#### **Phase I: Evaluation Planning Phase (Virtual)**

With the Covid -19 crisis, ensuring the safety of evaluation teams, Phase 1 of the MTE will be to conducted virtually by the evaluator which include remote arrangements to conduct four key tasks

desk reviews of key documents (2) review of the current situation – context analysis (3) development and finalize inception report (4) design of evaluation tools and questionnaires.

**Desk review of all relevant documentation.** Following the introductory meetings and briefings, the evaluation team will undertake a desk review of all relevant reports and data. This should be supplied by the strategic management unit in a timely manner and all efforts made to access missing reports and data prior to the development of the inception report and the data-collection mission. This would include a review of inter alia

MSPD, CPD and Project document

Theory of change and results framework, including monitoring system.

Programme and project quality assurance reports.

Annual workplans.

Activity designs.

Semiannual and annual progress reports.

Minutes of project board meetings.

Risk matrix and mitigation measures

Technical/financial monitoring reports.

Donor contribution agreements and Donor reports

Other documents

Context Analysis

**Development and Operational Context (2 pager):** First part of context analysis will analyze the environment in which a project operates since the inception of the CPD in 2018. Context analysis mainly focuses on scanning both internal and external environment, analyzing operating environments like political, economic, social, technological developments and demographic trends related to project implementation. Context analysis will analyze how key departures due to contextual changes had impacted organization, team, strategy, project activities.

**Evolving Context (2 pager):** Second part of context analysis will assess the relevance of the project to the current evolving context (e.g. Covid crisis, intercommunal conflicts, election etc.). This will support to identify challenges and ways to overcome or mitigate them, and to provide lessons learnt. This analysis will be useful for proposed adjustments to the design of the current country programme and the development of elements that can be considered to inform the planning of the next phase project cycle.

**Evaluation Inception report** (max 10 pages) to be developed. Evaluators will commence the evaluation process with a desk review and preliminary analysis of the available information supplied by the implementing agency. Based on the TOR, initial meetings with the UNDP programme unit/evaluation manager and the desk review, evaluators should develop an inception report. The description of what is being evaluated illustrates the evaluators' understanding of the logic or theory of how the initiative is supposed to work, including strategies, activities, outputs and expected outcomes and their interrelationships. It will detail how each evaluation question will be answered by way of: proposed methods; proposed sources of data; and data collection and analysis procedures taking into consideration the options available during COVID-19 restrictions. The inception report should include a proposed schedule of tasks, activities and deliverables.

The inception report provides an opportunity to clarify issues and understanding of the objective and scope of an evaluation, such as resource requirements and delivery schedules. Any identified issues or misunderstandings should be addressed at this stage and prior to any data-collection or field missions.

Development of evaluation questions, remote interview questionnaire focus group guidelines and online surveys

Development of evaluation questions around relevance, effectiveness, efficiency and sustainability and designed for different stakeholders to be interviewed.

Surveys interview questionnaires focus group discussions guidelines and online survey tools to be designed and pretested.

## **Phase II: Validation Phase** (in country or virtually)

### *Option 1: Virtual validation*

With travel and border trade restrictions in place, it is very likely that there may or may not be able to conduct field visits and /or lack of local evaluation team members data could be collected remotely.

For validation, skype or telephone interviews, online/mobile questionnaires, online surveys, collaboration platforms (slack or yammer) and satellite imagery could be used together data.

Remote telephone interviews with key government counterparts, representatives of key civil society organizations and implementing partners is recommended.

Online survey tool or one to one Zoom meetings can be organized for donor community members and UN partners.

Programme specific group zoom meetings can be organized for thematic programmatic and operational areas.

Use of Partners Survey contact information: UNDP Myanmar had already collected list of all the partners contact details during 2019 partners survey. These information's can be used for virtual interviews.

Stakeholder engagement ensures the effective communication of an evaluation and its uptake, so it is very important to do a test run and factor in emergency settings and time zone differences.

Stakeholders that are dealing with existing emergencies should be given advance notice and an adjustment of evaluation timelines can be expected.

UNDP Field office colleagues will assist national consultant in logistic arrangement of the virtual meetings with partners and beneficiaries.

### *Option 2: Onsite or face to face validation*

If situation permits, national consultant or international consultant will visit to selected field sites (if feasible)

Undertake key informant interviews with beneficiaries, government officials, communities and other stakeholders who have been involved in implementing activities under the program and/or participated in various program activities.

Focus Group Discussions to be held whenever appropriate (specially recommended for beneficiaries). All interviews should be undertaken in full confidence and anonymity.

Ensuring the security of consultants, stakeholders and accompanying UNDP staff, particularly in crisis situations. The evaluation team members should have passed relevant United Nations security exams and be aware of and compliant with related security protocols, including passing the United Nations Department of Safety and Security training courses on basic security in field II and advanced security in the field.

## **Phase III: Analysis, Debriefing and Report Writing Phase** (in country or virtually)

Following field missions or data validation phase, data review and analysis of evaluation questions, surveys and questionnaires. Evaluation teams are required to ensure maximum validity, reliability of data (quality) through triangulation of the various data sources.

Prior to the drafting of the evaluation report, the evaluation team should debrief the UNDP project/programme and management teams with preliminary findings. Debriefings with key stakeholders and the evaluation reference group may also be organized virtually or face to face where possible. This gives an opportunity to discuss preliminary findings and address any factual errors or misunderstandings, prior to writing the evaluation report.

At a time of social distancing, social media can help bridge the gap. Social platforms like Yammer, Teams etc can be formed to enable connecting, networking and engaging with target audiences such as donors, partners, and decision makers. This will be valuable to drive discussions, increase accessibility and amplify reach to key evaluation stakeholders.

A quality evaluation report should:

Have a concise executive summary (maximum four pages).

Be well structured and complete.

Describe what is being evaluated and why.

Identify the evaluation questions of concern to users.

Identify target groups covered by the evaluation and whether the needs of the target groups were addressed through the intervention, and if not, why.

Explain the steps and the procedures used to answer those questions.

Present findings supported by credible evidence in response to the questions.

Acknowledge limitations and constraints in undertaking the evaluation.

Draw conclusions about findings based on the evidence.

Propose concrete and usable recommendations derived from conclusions.

Be written with the report users and how they will use the evaluation in mind.

#### Evaluation products (deliverables)

The evaluation team will be accountable for producing following Deliverables/Expected outputs. These products include:

Deliverables	Payments
<p><b>Evaluation Inception report (max 10 pages).</b> The inception report should be carried out following and based on preliminary discussions with UNDP after the desk review and should be produced before the evaluation starts (before any formal evaluation interviews, survey distribution or field visits) and prior to the country visit in the case of international evaluators. It should detail the evaluators' understanding of what is being evaluated and why, showing how each evaluation question will be answered by way of: proposed methods; proposed sources of data; and data collection and analysis procedures. The inception report should include a proposed schedule of tasks, activities and deliverables, designating a team member with the lead responsibility for each task or product. The inception report provides</p>	<p>25 percent</p>



the programme unit and the evaluators with an opportunity to verify that they share the same understanding about the evaluation and clarify any misunderstanding at the outset.	
<b>Evaluation debriefings.</b> Debriefing meetings should be held (i) after collecting primary data from the field focusing on the initial findings and observations and (ii) a formal briefing should be held at the end of the mission including a power point presentation with all major findings and recommendations.	
<b>Draft Midterm evaluation report (within an agreed length).</b> <sup>1</sup> Draft Mid-Term Evaluation report with all major findings and recommendations. The programme unit and key stakeholders in the evaluation should review the draft evaluation report and provide an amalgamated set of comments to the evaluator within an agreed period of time, addressing the content required (as agreed in the TOR and inception report) and quality criteria as outlined in these guidelines.	25 percent
<b>Presentation of draft report</b> to evaluation steering committee	
<b>Final Draft Mid-Term Evaluation report</b> incorporating comments received, and including a clear succinct Executive Summary	
<b>Evaluation report audit trail.</b> Comments and changes by the evaluator in response to the draft report should be retained by the evaluator to show how they have addressed comments.	
<b>Presentations to stakeholders and/or the evaluation steering committee</b>	
<b>Evaluation brief and other knowledge products</b> or participation in knowledge-sharing events, if relevant.	
<b>Final evaluation report.</b> The final report should be accompanied by digital copies of the processed data files, transcripts and associated materials.	50 percent

### Institutional arrangements

#### **Reporting line:**

The Team Leader will report to the Chief of Unit, Governance and Sustainable Peace Program.

Logistical arrangements:

For all international travel:

Candidates are requested to include international travel costs from probable point of departure in the financial proposal and arrange the flight. The travel cost should be based on the most economical class fare, with most direct routes.

UNDP will provide support for the visa process and reimburse the visa fee, based on the actual receipt.

UNDP will provide terminal charges at the applicable UN rate.

UNDP does not consider travel days as working days.

For all in-country travels:

For in-country missions, UNDP will arrange, and cover costs related to all domestic travels – such as transportation(s) between the agreed in-country duty stations and living allowances - in accordance with UNDP's regulations and policies.

UNDP will facilitate security clearances required to travel in-country (if applicable).

Other logistical matters:

The Contractor is expected to use their own computer.

#### Evaluation team composition and required competencies

The MTE team should consist of five members team.

Expert in the area of Public Administration and civil service reform (Team leader -International)

Expert on Democratic governance programming and Anti-Corruption (International)<sup>2</sup>

Expert on Gender Equality and Women's empowerment-GEWE (International)<sup>3</sup>

Expert on Conflict Sensitivity and Peacebuilding (International)<sup>4</sup>

National Expert <sup>5</sup>

**Expert in the area of Public Administration and civil service reform (Team leader - International):** The team leader should have:

advanced degree (Master's or preferably Ph.D.) in Public administration, Administrative Reform, Public service delivery, Human Resource Development, International relations and/or related fields.

a minimum 10 years of demonstrated experience in leading Midterm reviews and/or evaluations of development projects and programs on democratic governance

a minimum of 7 years of demonstrated experience in public administration, civil service reforms, public service delivery, human Resource development field

experience with UNDP programming preferred

knowledge of the national/regional situation and context - work experience in South East Asia and in Myanmar would be an asset

proven experience in data analysis as well as report writing

work experience in conflict affected /fragile states would be an asset

excellent command of English in speaking and writings. proven experience in data analysis as well as report writing

### Evaluation Ethics

This evaluation will be conducted in accordance with the principles outlined in the UNEG 'Ethical Guidelines for Evaluation'.<sup>6</sup> The consultant must safeguard the rights and confidentiality of information providers, interviewees and stakeholders through measures to ensure compliance with legal and other relevant codes governing collection of data and reporting on data. The consultant must also ensure security of collected information before and after the evaluation and protocols to ensure anonymity and confidentiality of sources of information where that is expected. The information knowledge and data gathered in the evaluation process must also be solely used for the evaluation and not for other uses with the express authorization of UNDP and partners.

### Implementation arrangements

Evaluation management structure five level structure

Evaluation Commissioners (EC): Senior management who owns the evaluation

Evaluation Steering Committee (ESC): Key project stakeholders as advisory

Evaluation Management Group (EMG): Selected members for day to day management

Evaluation Manager (EM): Programme specialist as Lead for evaluation management

Evaluators: Third party

Detail of roles and responsibility of evaluation management structure is mentioned below:

**Evaluation Commissioners (EC):** Country office senior management, who "own" the evaluation

plan for their programme/project. The key role of the EC will be the following:

Lead and ensure the development of a costed evaluation plan

Responsible for the timely implementation of the evaluation plan

Establish appropriate institutional arrangement to manage evaluation;

Safeguard the independence of the exercise and ensure quality of evaluation;

Ensure management response are prepared and implemented

Accountable for approval of final TOR, Final evaluation report and mgt responses

**Evaluation Steering Committee (ESC):** This is the primary decision-making entity for the evaluation as it consists of members of the evaluation commissioners and other key stakeholders. The key role of the Evaluation Steering Committee will be the following:

Perform advisory role throughout the evaluation process

Composition and level of engagement of ESC can be discussed and finalized with consensus during finalization of ToR

Oversee progress and conduct of the evaluation

Ensure that evaluation standards, as provided by UNEG, are adhered to, including safeguarding of transparency and independence

Provide advice on the evaluation's relevance, on the appropriateness of evaluation questions and methodology and on the extent to which conclusions and recommendations are both credible considering the evidence that is presented and are action-oriented

Review the evaluation products, provide feedback and ensure final draft meets quality standards. Endorse the final evaluation report

Endorse the communication plan for the dissemination of evaluation findings. Communication plan to be prepared by evaluation task manager

Review and endorse management response to the evaluation

Ensure participation of donors as observers in the selection of consultants/ consultancy firms to carry out the MTE

**Evaluation Management Group (EMG):** Programme unit head/Programme Specialist, M&E focal point of the project; Project Manager, QA and Reporting Specialist of Country offices. This group will support the Evaluation Manager for the day-to-day management of the evaluation process. More specifically, it will:

Prepare the terms of reference for the evaluation in consultation with ESC; Ensure the quality and independence of the evaluation;

Support the Evaluation Manager for the day-to-day implementation of the evaluation activities and management of the evaluation budget;

Hire the team of external consultants;

Ensure participation of relevant stakeholders;

Review and provide substantive comments to the inception report, including the work plan, analytical framework, methodology, and evaluation matrix;

Substantive feedback on the draft and final evaluation reports, for quality assurance purposes, and to ensure that the evaluation findings and conclusions are relevant and recommendations are implementable;

Inform the Evaluation Steering Committee on progress;

Prepare management response to the evaluation for ESC's review

Contribute to the dissemination of findings and follow-up on the management response.

**Evaluation Manager (EM):** Program Officer from the country office. Evaluation manager will work as the Secretariat of the EMG.

Participate in all stages of the evaluation process: (a) evaluability assessment; (b) preparation; (c) implementation and management; and (d) use of the evaluation

Lead the development of the evaluation terms of reference

Participate in the selection/ recruitment of evaluators and safeguard the independence

Provide the evaluators with administrative support and required data/documentation

Connect the evaluators with the wider programme unit, senior management and keyevaluation stakeholders, and ensure a fully inclusive and transparent approach

Review inception reports including evaluation questions and methodologies

Review and comment on draft evaluation reports, circulate draft and final evaluation reportsCollect and consolidate comments on draft evaluation reports and share with the evaluation team for finalization of the evaluation report

Contribute to the development of management responses and key actions to all recommendations addressed to UNDP. Facilitate, monitor and report on a quarterly basisimplementation of management responses and key actions. Ensure evaluation terms of reference, final evaluation reports, management responses,lessons learned, and other relevant information are publicly available through the ERC

Facilitate knowledge-sharing and use of findings in programming and decision-making

**Evaluation team:** This team has to be a third-party firm/group/individuals who have never been involved directly or as implementing partners in any part of the project/program design, advisory role and/or implementation of any component of the project. Their tasks will be as perthe ToR and contractual agreement:

Fulfil the contractual arrangements under the terms of reference as appropriate;

Develop the evaluation inception report, including an evaluation matrix, in line with TOR;

Keep to standards and ethical principles in line with UNEG Norms and Standards;

Draft reports and brief the evaluation manager, programme/project managers andstakeholders on the progress and key findings and recommendations;

Finalize the evaluation, taking into consideration comments and questions on the evaluation report. Evaluators' feedback should be recorded in the audit trail;

Deliver the products agreed to the right standard and quality;

Time frame for the evaluation process 40 Days over a period a 90 Days

ACTIVITY	ESTIMATED# OF DAYS	PLACE
Phase One: Evaluation Planning Phase	20 days	

Briefing with UNDP (Senior Managers, SMU, Programme units and project teams)	2 days	Home based
Desk review of all relevant documentation	5 days	
Context analysis: Development context and evolving context	4 days	
Drafting of inception report	4 days	Home- based
Development and testing of evaluation tools	3 days	
Comments and approval of inception report	2 days	Home based
<i>Note: Within one week of submission of the inception report</i>		
<b>Phase Two: Validation Phase</b>	<b>10-15 days</b>	
Option 1: Virtual validation. Use of skype or telephone interviews for government counterparts and local implementing partners; online surveys/Zoom meetings/telephone interview with donor partners, UN counterparts and programme teams	10 days	Home- based
Option 2: Face to face or virtually - Consultations and field visits, in-depth interviews and focus groups	15 days	With field visits
<b>Phase Three: Analysis, Debriefing and Report Writing Phase</b>	<b>10 days</b>	
Preliminary debriefing (via zoom meetings if travel restrictions exist)	1 day	
Preparation of draft report including executive summary	6 days	Home- based
Draft report submission		
Feedback from UNDP	-	
<i>Note: Within two weeks of submission of the draft report</i>		
Finalization of the evaluation report incorporating comments	2 days	Home- based
Presentation of final report (via zoom meeting (via zoom meetings if travel restrictions exist))	1 days	Home- based
<b>Estimated total days for the evaluation</b>	<b>40 Days</b>	

## LEAP MTE Key References

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 Jul-05  
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## LEAP Mid Term Evaluation Respondents List

No.	Name	Title	Organization	Sex
1.	Joerg Stahlhut, Archana Aryal, Khin Thuzar Win Titon Mitra, Dawn Del Rio, Nadia Nivin, Peter Barwick Sammy Odolot	Unit Chief, GSP Programme Specialist Programme Analyst RR DRR Unit Chief, SMU Conflict Advisor, UN-CO Conflict Advisor	UNDP	M F F M F F M M
2.	Valentina Bianchini War War Mon Zahoor Ahmad Lian Kual Sang Joseph Collins Louise McSorley Sylvia Fletcher Peter Middlebrook Madhava Rao Sharad Singh Christophoros Politis	Project Manager Project Analyst M&E Officer M&E Officer Technical Analyst Project Associate Gender Advisor Former Interim CTA Non-resident CTA Technical Advisor Technical Advisor Initial CTA	LEAP	F F M M M M F F M M M M
3.	Steve Marshall Ruth Pehby-Hubscher Khin Maung Htwe	Ambassador Head of Develop Cooperation Advisor	Government of New Zealand	M F M
4.	Lucy Kaval Thinzar Myo Aung	Second Secretary Program Officer	Government of Australia	F F
5.	U Aung Tin Soe U Hla Aung Daw Soe Soe Oo, Daw Cho Cho Pyoe, Daw Nan Pyu Phyu Pwint	DG DDG DDG DDG Director ARC	Union Civil Service Board (UCSB)	M M F F F
6.	U Kyaw Soe Daw Khin Mar Myo Dr. Nant Khin Thin Su Dr. Tun Min Daw Thin-Thin Myaing Daw Min-Min San U Tin Soe Daw War-War Lwin Daw Win-Win May Daw Khin Moe Daw Khin San Yu Daw Win-Win Myint	Rector/Upper Myanmar Pro Rector/Upper Myanmar Pro Rector/Lower Myanmar Professor Professor Professor Professor Professor Professor Professor Professor Professor	Central Institutes for Civil Service CICS-- UCSB	M F F M F F M F F F F F
7.	Neil McIntyre	Principal Founder	International Leadership Univ	M
8.	Vicky Bowman	Team Leader	Myanmar Centre for Responsible Business	F

## LEAP MTE Evaluation Question Matrix

### Evaluation Question Matrix

LEAP MTE Evaluation Matrix			
1 Evaluation Focus: Relevance			
Key Evaluation Questions			
Did the Project design match the priorities and policies of the UNDP, government partners and donors?			
UNDP Evaluation Questions	LEAP MTE Questions	Methods	Sources
<ul style="list-style-type: none"> <li>■ To what extent was the project in line with the national development priorities (MSDP), the country programme's outputs and outcomes, the UNDP Strategic Plan and the SDGs?</li> <li>■ To what extent does the project contribute to the theory of change for the country programme outcome?</li> <li>■ To what extent has the project been appropriately responsive to political, legal, economic, institutional, etc., changes in the country e.g. Covid crisis?</li> <li>■ To what extent were lessons learned from other relevant projects considered in the project's design and implementation?</li> <li>■ To what extent were perspectives of those who could affect the outcomes, and those who could contribute information or other resources to the attainment of stated results, taken into account during the project design and implementation processes?</li> <li>■ Are the objectives and outputs clear, practical and feasible within its frame? If not, does it provide space for flexibility to be responsive to policy changes that would directly affect the achievement of project objectives?</li> <li>■ How did the project promote UNDP principles of gender equality, inclusiveness, human rights-based approach, and human development? How were these cross-cutting areas mainstreamed into the project?</li> </ul>	<p>Are the original assumptions of LEAP still valid?</p> <p>Have new assumptions emerged that are driving the project direction?</p> <p>What means were used to analyse the ground situation before designing the project?</p> <p>Are the project outputs consistent with the attainment of its objectives?</p> <p>How does LEAP intervention logic fit with the current UNDP country strategy?</p> <p>How has LEAP responded to the current Myanmar development strategy ?</p> <p>Has the involvement of the UNDP added value to the project? How could this be improved in the future?</p> <p>How does LEAP's intervention logic fit and align with the Myanmar contextual needs and overall development plans?</p> <p>How does LEAP describe the causal links between project activities and civil service reform?</p> <p>Has LEAP received meaningful and consistent political support from government? In what ways has this changed over the life of the project?</p> <p>To what extent has the LEAP theory of change ? been structured to address the prevailing political economy?</p> <p>Were partner expectations well managed ?</p> <p>Do the objectives of the project address real needs?</p> <p>To what extent LEAP coordinates with SARL in AC initiatives and activities ?</p> <p>In what ways did LEAP incorporate the needs/desires of the partners?</p> <p>How does LEAP contribute the contents of rules/guidelines for CSR?</p> <p>The evaluator will analyse if the project has correctly identified the problems and that the means are appropriate and adequate?</p> <p>To what extent did the formulation phase undertake a gender analysis?</p> <p>How have the needs of women and other vulnerable groups been</p>	<p>Project Documentation Review</p> <p>External Document Review</p> <p>Individual Interviews</p> <p>Focus Group Discussions</p> <p>Contribution Analysis Story</p> <p>Theory of Change Review</p>	<p>Project Documentation</p> <p>Project Personnel Interviews</p> <p>Partner Interviews</p> <p>External Documentation</p>

	<p>considered during the design of the intervention?</p> <p>To what extent was AC recognized as the priority for the Government at Union at State level ?</p>		
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**LEAP MTE Evaluation Matrix**

**2 Evaluation Focus: Effectiveness**

Key Evaluation Questions  
**To what extent have the project interventions achieved results and has collaborating with Government of Myanmar enhanced the level of results achieved**

<b>UNDP Evaluation Questions</b>	<b>LEAP MTE Questions</b>	<b>Methods</b>	<b>Sources</b>
<ul style="list-style-type: none"> <li>■ To what extent did the project contribute to the country programme outcomes and outputs, national development priorities (MSDP), the UNDP Strategic Plan and SDGs?</li> <li>■ To what extent were the project outputs and objectives achieved? Which of these outputs and objectives are being achieved, and where is the project facing challenges and which ones?</li> <li>■ Is the objective of the project clearly articulated in relevant documents and translated into operational practices?</li> <li>■ To what extent were the project outputs achieved? What factors have contributed to achieving or not achieving intended country programme outputs and outcomes?</li> <li>■ In which areas does the project have the greatest achievements? Why and what have been the supporting factors? How can the project build on or expand these achievements?</li> <li>■ In which areas does the project have the fewest achievements? What have been the constraining factors and why? How can or could they be overcome?</li> <li>■ What, if any, alternative strategies would have been more effective in achieving the project's objectives?</li> <li>■ What have been the main limiting factors constraining the project's effectiveness? How were they mitigated by the project? How likely is it that these factors will remain or change until the end of the project (and what that means in terms of changing directions for the project)?</li> <li>■ How are different stakeholder views considered in project implementation? To what extent has the project been appropriately</li> </ul>	<p>Does the project theory of change and logic model match with the expectations of the UNDP?</p> <p>Was the assistance effective with the planned outputs delivered at the appropriate quality level?</p> <p>Were interventions implemented according to plan? What factors impeded the timely implementation? Is the project design clear and realistic?</p> <p>Was the LEAP team able to improve both the project and partner implementation capacity over time through adaptive management practices?</p> <p>What LEAP accomplishments can be identified that have succeeded in fostering an effective approach civil service reform?</p> <p>To what extent have the project's activities advanced the quality of data collection human resource management in the civil service?</p> <p>To what extent the AC related training had an impact on the prevention of the corruption in the line ministries ?</p> <p>To what extent was the HRM business process mapping linked to identified corruption hot spots ?</p> <p>Which interventions have had the greatest impact throughout the project live?</p> <p>What measures are in place to show that these worked well?</p> <p>What were the facilitating or enabling factors that contributed to this success?</p> <p>Which interventions have had the least (or negative) impact throughout the project live?</p> <p>What were the indicators or visible signs that demonstrated these did not work?</p>	<p>Project Documentation Review</p> <p>External Document Review</p> <p>Individual Interviews</p> <p>Focus Group Discussions</p> <p>Contribution Analysis Story</p> <p>Theory of Change Review</p>	<p>Project Documentation</p> <p>Project Personnel Interviews</p> <p>Partner Interviews</p> <p>External Documentation</p> <p>Atlas Logs</p>

<p>responsive to the needs of the national constituents and changing partner priorities?</p>	<p>What were the constraining factors that undermined these interventions? External/internal?          In what ways did the LEAP team adapt the project to changing circumstances in Myanmar?          Was the management capacity of the project adequate to meet the expectations of the partners?          Have regular management meeting been held between the project and all stakeholders?          Were the partners included in the drafting of the annual workplan?          How effective has the project been in establishing ownership especially with reference to each of the three outputs of the project?          Were the intended partners included in the design and definition of the LEAP outputs?</p>		
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<b>LEAP MTE Evaluation Matrix</b>			
<b>3 Evaluation Focus: Efficiency</b>			
Key Evaluation Questions			
<b>Were project inputs efficiently used to achieve the planned project outputs -- qualitative and quantitative</b>			
<b>UNDP Evaluation Questions</b>	<b>LEAP MTE Questions</b>	<b>Methods</b>	<b>Sources</b>
<ul style="list-style-type: none"> <li>■ To what extent was the project management structure (e.g. project boards) as outlined in the project document efficient in generating the expected results?</li> <li>■ To what extent have the UNDP project implementation strategy and execution been efficient and cost-effective (e.g. value for money)?</li> <li>■ To what extent has there been an economical use of financial and human resources? Have resources (funds, human resources, time, expertise, etc.) been allocated strategically to achieve outcomes?</li> <li>■ To what extent have resources been used efficiently? Have activities supporting the strategy been cost-effective?</li> <li>■ To what extent have project funds and activities been delivered in a timely manner?</li> <li>■ To what extent do the M&amp;E systems utilized by UNDP ensure effective and efficient project management?</li> </ul>	<p>Did the annual workplans adequately project resource needs?          Were budget and timelines for the interventions realistic?          Was the allocation of funds per component in line with the project outputs ?          Has duplication of project activities and funding with other service providers (donors, partners) been avoided?          Has the mix of financial sources been used in the most efficient manner?          What is the ratio of financial resource used for project management versus that allocated for project activities ?          Are there any obviously inefficient uses of resources in evidence?          Were the planned outputs delivered within the foreseen time span?          Are procedures for programming and supervision transparent and promote efficiency?          Is there evidence that the project has become increasingly efficient in resource use over time?</p>	<p>Project Documentation Review          External Document Review          Individual Interviews          Focus Group Discussions          Financial report analysis (output level)          Contribution Analysis Story          Theory of Change Review</p>	<p>Project Documentation          Project Personnel Interviews          Partner Interviews          External Documentation          Financial Reports          Atlas Logs</p>

<p>■ What are the key areas of learning in the first two years, are there robust learning/feedback loops, and how has the project adapted in response?</p> <p>▪ Are the risks of the project clearly assessed – and accurate? Does the project have sufficient ability to adapt to changing context and mitigating risk?</p>	<p>How has the M&amp;E system been used to track resource use against activity/output accomplishment?</p> <p>How has the project ensured gender responsive tracking of the results? Was all data disaggregated where feasible?</p> <p>Did the log frame include any gender sensitive indicators?</p> <p>Have the risks of the achievement of the objectives been identified at appropriate intervals during the project life?</p> <p>Were identified risks addressed by the appropriate authorities?</p> <p>If a project intervention could not be implemented has this been documented in the results framework/risk log of ATLAS?</p>		
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LEAP MTE Evaluation Matrix			
4 Evaluation Focus: Sustainability			
Key Evaluation Questions			
In what ways have the project 's interventions focused on building capacity of partners and government agencies to carry on civil service reform measures without additional external resources			
UNDP Evaluation Questions	LEAP MTE Questions	Methods	Sources
<p>To what extent will financial and economic resources be available to sustain the benefits achieved by the project?</p> <ul style="list-style-type: none"> <li>■ Are there any social or political risks that may jeopardize sustainability of project outputs and the project's contributions to country programme outputs and outcomes?</li> <li>■ To what extent do the activities of the project contribute to sustainable changes in the country (both at beneficiary level and national/policy level)?</li> </ul>	<p>How is sustainability defined by UCSB/UNDP/LEAP/SIDA?</p> <p>What contributing factors can be identified that can be addressed by external resources in a later phase of the project?</p> <p>What guides LEAP in taking decisions on phasing out, scaling up/down or handing over activities?</p> <p>According to UCSB, how well does LEAP meet its needs?</p> <p>How reliant is UCSB on LEAP support?</p> <p>What is the GOM level of ownership and capacity to sustain civil service reform without continued UNDP support?</p> <p>Does partner satisfaction change when UCSB implements an intervention rather than LEAP?</p> <p>How does the project measure progress in terms of increased sustainability?</p> <p>Is there any evidence the UCSB has the capacity to take the LEAP interventions to scale?</p> <p>Is there evidence the partners have been encouraged to innovate or modify existing structures?</p>	<p>Project Documentation Review</p> <p>External Document Review</p> <p>Individual Interviews</p> <p>Focus Group Discussions</p> <p>Contribution Analysis Story</p> <p>Theory of Change Review</p>	<p>Project Documentation</p> <p>Project Personnel Interviews</p> <p>Partner Interviews</p> <p>External Documentation</p>

	<p>What are the perceived capacities of the national partners to taking initiatives forward?</p> <p>In what ways has the partner capacity been measured and measured</p> <p>What is the level of national / regional ownership of the project AC related activities?</p> <p>What evidence can be found that project interventions have impacted target partners positively? Negatively?</p> <p>To what extent are LEAP supported activities implemented by UCSB staff?</p> <p>How has LEAP invested in building the capacity and skills of UCSB staff?</p> <p>Are there standards that are measured regularly?</p> <p>Are there examples of LEAP interventions that are completely implemented by UCSB? What are the results/noticeable and measurable changes?</p> <p>How is UCSB staff involvement in LEAP programming promoted?</p> <p>What steps can be done to enhance what is already working?</p> <p>What can be done to improve on what did not work or has never been done?</p> <p>There are three UNDP project addressing similar issues, how can LEAP take advantage of the other initiatives to be more successful?</p> <p>Does the partner have the authority, financial resources, and capacity to carry on the effort without external support?</p> <p>What has been the quality of documentation and dissemination of knowledge within the project?</p> <p>Are the knowledge products generated by LEAP available for use without additional external assistance? Does the partner have the capacity to put them to use? Any exceptions?</p> <p>Was an exit strategy defined in the project document?</p> <p>How have principles of good partnerships been applied in LEAP</p> <p>What innovative preventive tools have been introduced in CSR to make it more resistant to corruption and illicit practices?</p>		
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<b>LEAP MTE Evaluation Matrix</b>			
<b>5 Evaluation Focus: Human Rights</b>			
Key Evaluation Questions To what extent is LEAP contributing to the realisation of the 2030 agenda for Sustainable development and ensuring an adequate response to reduce inequality?			
<b>UNDP Evaluation Questions</b>	<b>LEAP MTE Questions</b>	<b>Methods</b>	<b>Sources</b>
<ul style="list-style-type: none"> <li>■ To what extent have poor, indigenous and physically challenged, women and other disadvantaged and marginalized groups benefited from the work of UNDP in the country?</li> <li>■ To what extent the partners (right holders) have participated in various stages of monitoring/evaluation of project activities?</li> </ul>	<p>To what extent do the internal dynamics of LEAP reflect that of an open, transparent and accountable organization (same for UCSB)?</p> <p>Does UCSB have internal policies to ensure interventions are undertaken in accord with human rights principles of participation, non-discrimination, transparency, and accountability specific mechanisms did LEAP put in place to address inequality in the UCSB ?</p> <p>How has LEAP ensured adequate tracking of indicators in a human rights sensitive manner?</p> <p>How are these policies implemented and their effectiveness ensured?</p> <p>How is the HRBA applied in LEAP/UCSB interventions?</p> <p>In what ways are rights-holders views used to measure the quality of UCSB intervention?</p> <p>Who can take part in decision making?</p> <p>What mechanisms are in place to deal with complaints ?</p> <p>What are the main challenges to applying human rights principles in the Myanmar Civil Service?</p> <p>Are there any achievements in HRBA practices in MCS to which the project has contributed?</p>	<p>Project Documentation Review</p> <p>External Document Review</p> <p>Individual Interviews</p> <p>Focus Group Discussions</p> <p>Contribution Analysis Story</p> <p>Theory of Change Review</p>	<p>Project Documentation</p> <p>Project Personnel Interviews</p> <p>Partner Interviews</p> <p>External Documentation</p>

<b>LEAP MTE Evaluation Matrix</b>			
<b>6 Evaluation Focus: Gender Equality</b>			
Key Evaluation Questions <b>To what extent has LEAP ensured the promotion of gender equality and gender empowerment to be fully integrated in UCSB policies?</b>			
<b>UNDP Evaluation Questions</b>	<b>LEAP MTE Questions</b>	<b>Methods</b>	<b>Sources</b>
<ul style="list-style-type: none"> <li>■ To what extent have gender equality and the empowerment of women been addressed in the design, implementation and monitoring of the project?</li> <li>■ Is the gender marker data assigned to this project representative of reality?</li> <li>■ To what extent has the project promoted positive changes in gender</li> </ul>	<p>Which policies have been put in place with LEAP assistance to promote gender equality in UCSB?</p> <p>What mechanisms has LEAP utilised to address deep seated gender bias in the Myanmar Civil Service?</p> <p>What mechanisms are in place to deal with complaints in relation to gender equality and equal</p>	<p>Project Documentation Review</p> <p>External Document Review</p>	<p>Project Documentation</p> <p>Project Personnel Interviews</p> <p>Partner Interviews</p>

<p>equality and the empowerment of women? Were there any unintended effects?</p>	<p>opportunities in the civil service? In LEAP? Which are the main challenges and achievements in relation to promoting gender equality and equal opportunities internally some of the changes seen in the institutional environment and interrelations between actors working in the beneficiary institutions in relation to gender? How are gender sensitive policies implemented and their effectiveness measured? How has LEAP addressed increasing the number of women deputy directors and above in the civil service? Which are the main challenges and achievements in relation to promoting gender equality? To what extent do the internal dynamics of LEAP reflect that of a gender sensitive organization (same for UCSB)? Does LEAP have a specific approach for reaching and including female civil servants in project activities? Are data on civil service participation in LEAP activities tracked in a gender disaggregated manner? How are female staff involved in decision making and policy formulation? Has LEAP been able to promote any best practices in relation to GEWE? To what extent has LEAP had a permanent attitudinal and behavioural change towards gender in the USCB? How are female civil servants involved in decision making and policy formulation? How are female LEAP employees involved in decision making and policy formulation? How are male staff sensitised and actively involved in promoting more equal and participatory decision-making processes?</p>	<p>Individual Interviews  Focus Group Discussions  Contribution Analysis Story  Theory of Change Review</p>	<p>External Documentation</p>
<b>LEAP MTE Evaluation Matrix</b>			
<b>7 Evaluation Focus: Conflict Sensitivity/Do No Harm</b>			
<p>Key Evaluation Questions <b>To what extent have the LEAP interventions been used to mitigate social tensions between government and citizens</b></p>			
<b>UNDP Evaluation Questions</b>	<b>LEAP MTE Questions</b>	<b>Methods</b>	<b>Sources</b>
<ul style="list-style-type: none"> <li>To what extent have conflict sensitivity considerations been integrated into project</li> </ul>	<p>How have attitudes and behaviour of civil servants changed due to the</p>		<p>Project Documentation</p>



<p>design, implementation and M&amp;E to ensure the project's intervention do No Harm?</p> <ul style="list-style-type: none"> <li>• Which government institutions are we working with and to what extent are they considered legitimate and trusted by all communities in all project locations?</li> <li>• What is the impact of the project interventions on stakeholder (government, EAOs and communities) relationships?</li> <li>• What measures has the project put in place to ensure that governance structures are not unintentionally reinforcing tensions, conflict, discrimination and exclusion but rather strengthening social cohesion through project activities?</li> </ul>	<p>project in performing their job and dealing with the public?</p> <p>Is conflict-sensitivity imparted in policy documents? In staff training?</p> <p>Who are the key partners of LEAP, both now and anticipated in the future?</p> <p>How does LEAP build trust with government counterparts?</p> <p>How do the LEAP staff assess whether new trainings or guidelines are being used to build social cohesion Are they able to measure the effects?</p> <p>Has there been a conflict analysis/stakeholder analysis that informed project formulation or direction? Has one been done with government counterparts to ascertain their views?</p> <p>Is there an analysis of past civil service management policies and regulations in terms of how these inadvertently or advertently increased tension/conflict/marginalization?</p> <p>Has inclusiveness been mainstreamed, i.e. have the civil service management reform interventions included conflict-sensitivity principles in the redesign?</p> <p>What evidence is there to substantiate claims of trust building?</p> <p>How are complaints handled between trainees and UCSB?</p> <p>Is there an internal ombudsman or alternative dispute resolution mechanism in place (or to be designed) for staff disputes?</p> <p>What protections are in place (or will be designed) for civil servants/stakeholders who raise contentious issues?</p> <p>Are whistle-blower protections in place (or to be designed) to meet needs in different areas, i.e. discrimination, SGBV, HLP, internal staff matters?</p>	<p>Project Documentation Review</p> <p>External Document Review</p> <p>Individual Interviews</p> <p>Focus Group Discussions</p>	<p>Project Personnel Interviews</p> <p>Partner Interviews</p> <p>External Documentation</p>
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