



Interim Evaluation, Emerging Markets Consulting

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## 1 Executive Summary

In implementing the SIRP, the consortium partners have effectively navigated a number of stakeholders, agendas, power struggles, mistrust, communities and beneficiaries in a very challenging context previously rife with conflict. The vast geographical area and remoteness of villages presented challenges to the project implementation, but the targeted areas aligned with the project design specifying “remoteness and limited availability of public services” as primary criteria’s for choice of areas.

The context of the southeast presented significant challenges and constraints that were not adequately taken into consideration during SIRP’s project design and early implementation. The complexity of the consortium structure, with four distinct organizations with no previous experience of working together, was underestimated. Furthermore, the consortium partners miscalculated the time needed to archive both GoM and EAOs support for the project in the various parts of the implementation areas.

Initially, the consortium management lacked a precise and clearly defined scope of work mandate for the consortium partners, which in turn led to “misunderstandings” and hampered effective governance of the consortium, especially in the early stages of implementation. But also over the course of implementation have significant delays occurred, and despite a NCE, the project has underspent with approximately 1 million Euro.

### 1.1 Background

The Southeast Infrastructure Rehabilitation Project, hereafter referred to as SIRP, covers communities in Mon and Kayin States and Tanintharyi Region, with an initial planned implementation timeframe of 36 months (2012-2015) with six month extension till June 2016. The project partners aim at implementing a range of activities in 90 villages, with an estimated impact of 140,000 direct beneficiaries. Activities were designed to empower communities through improved access to basic education, primary health care, water and basic sanitation facilities, and the creation of new income sources. The paramount project feature is participatory planning processes where communities themselves define their priority needs. The total value of the project over the 36 months is approximately 7 million Euros.

The SIRP is implemented by a Consortium established and funded under the European Union’s Aid to Uprooted People Programme in Myanmar. The four organizations in the consortium are: The Norwegian Refugee Council (NRC), grant holder and consortium lead responsible for overall project implementation, and for the implementation of the project in Kayin State. The Swiss Agency for Development and Cooperation (SDC) was selected to serve as liaison between SIRP partners and Myanmar’s government authorities to obtain all legal mechanisms for the action, and responsible for all project implementation activities in Mon State. The Knowledge and Dedication for Nation-building (KDN), was selected to be responsible for the implementation of the project in Tanintharyi region. Finally, and due to its role as the primary designer of the “fellowship approach”, Action Aid Myanmar (AAM) was mainly responsible for the training and facilitation of the “fellows” (community change-makers) across all 90 villages and initially in charge of the livelihoods component of the project.

## 1.2 Purpose of the evaluation

The specific objectives of this interim evaluation as outlined in the terms of reference are<sup>1</sup>:

- To engage all partners in the EU required interim evaluation for SIRP under EuropeAid funds
- To complete a final evaluation that covers the entire period of the grants from December 2012 to June 2016.
- To produce a final evaluation product/document that will inform ways forward and provide lessons learnt for the consortium members.
- To assess the achievement of results at the outcome and output levels (based on the log-frames) that reflects the relationship between project cost and results.

## 1.3 Methodology

The interim evaluation methodology was aligned to the specific objectives set in the terms of reference (ToR) as validated by all partners. The evaluation assignment was undertaken through the collection and review of key documentation (e.g. quarterly reports, contracts, proposals, etc.), semi-structured Key Informant Interviews (KII), Focus Group Discussions (FGD) with stakeholders, beneficiaries and key staff and site observations. In line with the ToR, EMC emphasized collecting qualitative data.

## 1.4 Key findings and conclusions

- Despite interaction being arduous, consortium partner representatives collaborated well at state and community level and was, to a large extent, able to draw on the distinct knowledge of each partner organization.
- Frequently emphasized by the consortium partners, was the complimentary abilities and experiences of the different organizations in the consortium. The partnership model has resulted in a much wider and deeper “opportunity, scope and impact” than the partners would have been able achieve unilaterally.
- The ensuing follow-up mechanisms and knowledge management system within the consortium appears to have been less effective and several examples were given by the consortium partners of information not being properly recorded, disseminated and followed up on.
- SIRP priorities was in general well aligned to the needs of the communities and conducive to the beneficiaries across the region. The fellowship model was valuable for the work of SIRP. Applying a bottom-up approach in an area in need of humanitarian assistance, with a larger returnee and IDP populations, are admirable but could have been more strenuous planned and executed.
- Changing priorities during project implementation presented challenges in achieving overall project objectives. In part the changing priorities were the result of the participatory approach, were increasingly assertive communities took gradually more ownership of the project and “demanded” changes.
- The consortium partners recognized the importance and value of the fellowship approach in SIRP and the paramount role these “change-makers” have played in the planning and execution of SIRP. In particular, their support for the finalization of village books and facilitation of infrastructure activities are extensively lauded. The “bottom-up” approach, epitomized by the village book process, appears to have worked well during the first half of the project, from the selection of fellows to the finalization of the village books, but lost steam during the construction phase in which meaningful involvement of the fellows was significantly reduced, especially for the CBO-based infrastructure. The future of the Fellows has been discussed during refresher

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<sup>1</sup> Refer to Annex 1 – Terms of Reference for SIRP evaluation

trainings and among the SIRP partners. Securing sustainability is of the highest importance to the SIRP partners.

- The diversity of the infrastructure “on offer” was valuable and highly regarded in the communities. The infrastructure such as schools, roads, bridges, water systems was prioritized to generate highest possible social return in the communities of operation. The Infrastructure has in general been of a very high and durable quality, especially the contractor-based constructions.
- The impact of newly constructed/renovated schools on educational outcomes have not been assessed, but the physical improvements have improved the social climate at the schools and have also prompted interests from the GoM in supporting the schools over time.
- The result of the WASH activities could not be accurately measured and there is no proven impact in the communities, besides the actual construction of infrastructure. However, the WASH intervention in Tanintharyi is believed to have achieved some longer term impacts such as following waste management practices in some communities.
- Environmental indicators were not included in the project design and M&E system. In addition, there were no provisions on usage of locally sourced materials or eco-friendly technology in construction. Environmental mainstreaming was depended on the approach of the partner organization responsible for each respective construction (SDC and NRC).
- The construction of RHSCs cannot on its own provide health care services and despite recently being completed, one out of six RHSCs is not operational, predominantly due to operational challenges. The full and effective utilization of the RHSCs in the Bilin areas were challenged by their remote location and security risk to GoM officials in the area.
- Generally, the social infrastructure such as roads, bridges, latrines and gravity water systems are relatively easy to maintain, and all should have strong community ownership. Communities utilizing a contractor-based approach did not appear as engaged as those utilizing a CBO-based approach. The communities with contractor-based infrastructure were less aware of their responsibilities after the completion of infrastructure.
- The data show that building teacher homes (both contractor and CBO approaches) are over three times the cost of the next most expensive initiative (a new school) in terms of cost per beneficiary over the assumed lifespan. Building teacher homes also provide the least number of beneficiaries. The lowest cost per beneficiary over assumed lifespan initiatives are contracted bridges (\$0.23), contracted water systems (\$0.44), and contracted rural health centres (\$0.68), not accounting for maintenance and/or operational costs. The total cost of rural health centres is the highest (\$389,895), yet have provided benefit to the greatest number of people (11,329) as their respective catchment areas extend into neighbouring villages. On average, SIRP schools have 50% higher costs than government schools. But are of a significant higher quality. The higher costs can in part be attributed to the remoteness of the villages.
- The more than 31,000 new ID cards issued to beneficiaries in mostly remote areas, is a significant achievement compounding this accomplishment is that the collaboration between the DoI, ICLA team and KNU was ground-breaking in this region.
- Barriers and/or constraints to equal participation of women in the project planning and implementation persisted throughout, despite attempts to incorporate a stronger gender focus in the project.
- The effect and sustainability of the various trainings, including the citizenship and peace features, are not evident, and the consortium has done little to collect valid and reliable longitudinal data measuring effect of these initiatives.
- Through the village book process, social infrastructure support, active citizenship and peace building training, trust in the communities had partly been rebuilt and a strong sense of community achieved.
- The political nature of the targeted communities was very complex. SIRP contributed to the continuation of a peace building dialogue within the communities especially in Mon State.

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## 2 List of abbreviations and acronyms

AAM	Action Aid Myanmar
AMW	Auxiliary Midwife
AUP	Aid to Uprooted People
CBO	Community Based Organization
CHAST	Child Hygiene and Sanitation Training
CSC	Citizenship Scrutiny Cards
CSO	Civil Society Organisation
DAC	Development Assistance Committee
DEO	District Education Officer
DEU	Delegation of the European Union
DKBA	Democratic Karen Benevolent Army
DRR	Disaster Risk Reduction
DWI	Dawei
EAOs	Ethnic Armed Organisations
EC	European Commission
EMC	Emerging Markets Consulting
EU	European Union
FG	Financing Guarantee
FGD	Focus Group Discussion
HH	Household
GoM	Government of Myanmar
GOV	Government
ICLA	Information, Counselling and Legal Assistance
ID	Identity Card
JICA	Japan International Cooperation Agency
KDN	Knowledge and Dedication for Nation-building
KII	Key Informant Interviews
KNLA	Karen National Liberation Army
KNU	Karen National Union
LIFT	Livelihoods and Food Security Trust Fund
MLM	Mawlamyine
MNEC	Mon National Education Committee
MNLF	Mon National Liberation Front
M&E	Monitoring and Evaluation

MoLIP	Ministry of Labour, Immigration and Population
MoU	Memorandum of Understanding
NATALA	Ministry of Progress of Border Areas and National Races and Development Affairs
NCDDP	National Community Driven Development Program
NCE	Non Cost Extension
NGO	Non-Government Organisation
NMSP	New Mon State Party
NRC	Norwegian Refugee Council
OECD	Organization for Economic Co-operation and Development
PHAST	Participatory Hygiene and Sanitation Transformation
RHSC	Rural Health Sub-Centre
RRD	Relief and Resettlement Department (RRD)
ROM	Results Oriented Monitoring
RUM	Republic of the Union of Myanmar
SC	Steering Committee
SDC	Swiss Agency for Development and Cooperation
SE	South East
SHG	Self-Help Groups
SIRP	Southeast Infrastructure Rehabilitation Project
TA	Travel Allowance
TNT	Tanintharyi
ToR	Terms of Reference
TOT	Training for Trainers
VB	Village Book
VDCs	Village Development Committees
VDPs	Village Development Plans
WASH	Water, Sanitation and Hygiene

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### 3 Introduction

1. The Southeast Infrastructure Rehabilitation Project (SIRP) is a partnership established and funded under the European Union's Aid to Uprooted People Programme in Myanmar, with the main objective of improving the living conditions of the most marginalized and vulnerable conflict-affected uprooted people, and of their host communities, in the south eastern part of the country. The consortium of partners is composed of four agencies: The Norwegian Refugee Council (NRC), the Swiss Agency for Development and Cooperation (SDC), Action Aid/Myanmar (AAM), and Knowledge and Dedication for Nation-building (KDN).

2. The consortium has contracted Emerging Markets Consulting (EMC) to conduct the Final evaluation of SIRP as part of the requirements under EuropeAid's funding protocol.

3. Signed and contracted by the Norwegian Refugee Council, the evaluation was finalized in the timeframe of two months with an additional preparation period of 7 days required to reach consensus on the final Terms of Reference (ToR) by all partners. It should be noted that the original ToR experienced further modifications during the evaluation phase based on direct inputs from partners and the EU<sup>2</sup>.

#### 3.1 Evaluation Objectives

4. The specific objectives of this interim evaluation as outlined in the terms of reference are<sup>3</sup>:

- To engage all partners in the EU required interim evaluation for SIRP under EuropeAid funds
- To complete a final evaluation that covers the entire period of the grants from December 2012 to June 2016.
- To produce a final evaluation product/document that will inform ways forward and provide lessons learnt for the consortium members.
- To assess the achievement of results at the outcome and output levels (based on the log-frames) that reflects the relationship between project cost and results.

5. The complex nature of the project design, including the infrastructure development and application of the Fellowship approach<sup>4</sup> in Myanmar's south eastern unique socio-political context, required a comprehensive analysis of the relevant components of SIRP in order to achieve the objectives of the evaluation. For this purpose, EMC utilized the OECD DAC framework<sup>5</sup>, adhering to the principles of impartiality, independence, credibility, usefulness, and participation of donors and recipients.

#### 3.2 Project Design

6. The paramount project feature was the participatory planning processes where communities themselves defined their priority needs and matched these with the Government (GoM) priorities. This action was supported by the selection of Fellows and volunteers in each village, whose role was to provide technical assistance and facilitate all project activities. Furthermore, and due to the political context of the SE region of Myanmar, local authorities and Ethnic Armed Organizations (EAOs) were to be fully involved in village selection, the definition of village priorities, and the subsequent implementation of programmatic priorities/activities, through regular consultation meetings in order to ensure transparency. The project design and scope was initiated by EuropeAid, at that time based in Bangkok.

7. The cornerstone approach of AAM in Myanmar is supporting local organizations through intensive training and deployment of youth leaders (fellows) to the communities. Fellows mobilize and organize

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<sup>2</sup> Refer to Annex 1 – Terms of Reference for SIRP evaluation

<sup>3</sup> Idem

<sup>4</sup> Refer to paragraph 7

<sup>5</sup> DAC Principles for the Evaluation of Development Assistance, OECD (1991)

local communities, facilitate analysis of community problems, undertake participatory planning, promote democratic norms and forms of decision-making, mobilize community resources (including that of local government), and facilitate the implementation of community prioritized action points. This is a non-prescriptive, rights driven program, where potential achievements are diverse and span a range of areas including social cohesion, community capacity building and organizing, education, health, livelihoods, infrastructure, environment, and women's empowerment, with an equally wide range of activities within each thematic area. By investing over a long period of time in young, motivated, capable individuals, who come from and live in the communities, opportunities can be seized to engage in the processes of community driven change.

8. The total value of the project over the 42 months was approximately 7 million Euros. EuropeAid committed 80% of this amount (5.6 million Euros), with NRC and SDC committing the remaining 20% (700,000 Euros each). The budget allocations to each consortium partner was done based on the direct eligible costs as incurred for the implementation of assigned activities. As such, and out of the 7 million Euros, NRC was initially allocated 50.1% of the total budget (3.51 million Euros), SDC 32.6% (2.28 million Euros), KDN 7.2% (0.5 million Euros), and AAM 10.1% (0.71 Million Euros)<sup>6</sup>.

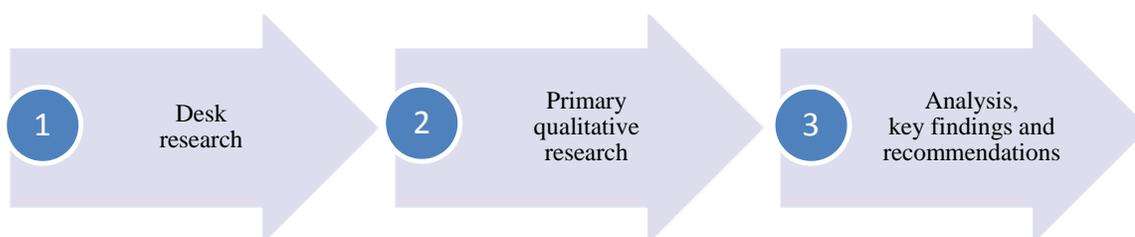
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<sup>6</sup> Annex 2: SIRP Information Sheet

4.1 Methodology and Research Approach

9. The final evaluation methodology was aligned to the objectives set out in the ToR as described in the previous section. EMC conducted the evaluation in three phases, as shown in Figure 1.

**Figure 1: SIRP evaluation – Research phases**



**Phase 1: Desk research**

10. The main objective of this phase was for the evaluators to gain a good understanding of project design, technical details, implementation progress, and initial impressions of partners and beneficiaries' perspectives on SIRP. While it drew mainly on qualitative data through a review of historic project information, and KIIs, quantitative data was collected - where appropriate - for subsequent contextualization and validation of qualitative information through data triangulation. To strengthen the research efforts, EMC kept constant communication with focal person at each partner organization and catalogued this information to develop the tools required for phase 2.

**Phase 2: Primary research**

11. EMC conducted primary research and site observations in order to gain first-hand understanding of SIRP consortium technicalities and functions of the secretariat and steering committee mechanisms throughout the life of the project.

12. The evaluation team conducted a series of Key Informant Interviews (KIIs) with relevant stakeholders including beneficiaries, recipients, donors, Government and EAO officials. This was accomplished in the approximate timeframe of five weeks<sup>7</sup>. Through field visits to village Fellows in Tanintharyi Region, Kayin and Mon State; interviews with project staff in the regional offices of implementing partners (Hpa-An, Mawlamyine, and Dawei); consultations with steering committee members and the secretariat in Yangon; meetings with stakeholders such as NATALA, local Education Department representatives, Department of Rural Development representatives, Ex-ethnic Minister in Tanintaryi Division, Head of KNU Bilin District and members of the Karen health committee.

13. Data collection techniques utilized for the primary research included structured questionnaires, semi-structured KII and focus group discussions (FGD)<sup>8</sup>. Also, most interviews revolved systematically around the following three discussion areas:

- An overview of the interviewee's experience in terms project implementation (inputs, outputs and timelines)
- A discussion of the nature of project design and what has worked (or not) in the respective agencies
- Reflections on the collaboration among consortium partners

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<sup>7</sup> Refer to Annex 3 – Evaluation work-plan

<sup>8</sup> Refer to Annex 4 – Research tools

14. Quantitative data was provided by the consortium partners and II the KIs and FGDs participants' inputs and opinions were recorded.

15. Annex 5 provides a comprehensive list of interviews conducted for this assessment. The selection of participants has been organized as following:

16. For the selection of fellows, the evaluation team took into consideration the geographic locations, gender and fellows willingness to participate in the research and ability to articulate project activities features. A minimum of 2 fellows from each cluster were selected with 40% female participation.

### ***Phase 3: Analysis, key findings and recommendations***

17. EMC analysed the information collected in Phases 1 and 2 by framing it around the six thematic areas described in the previous section (i.e. context, effectiveness, efficiency and deliverables, relevance, partnership, and fellowship modality). A systematic approach allowed the evaluation team to identify key areas where the project faced challenges during the implementation and transition phase, and to provide programmatic recommendations for potential improvement and successful practices. In addition, it should be noted that the evaluation purposefully emphasized four different levels within SIRP, while focusing on the interrelationships within and between them. These are:

- Management level (Secretariat and Steering Committee in Yangon)
- Implementation level (Field office of consortium partners in Kayin, Mon and Tanintharyi)
- Beneficiaries level (Targeted villages and fellows)
- Other stakeholders (EAOs, NATALA, RRD, Department of Health, District Education Officer)

#### 4.2 Limitations

18. The final evaluation focused entirely on the outlined objectives defined in the ToR and the specifications defined by EMC in the proposal to the consortium. Though elements may be present in the report, this evaluation does not attempt to assess and analyse other aspects of the project. The conclusions and recommendations are based on the various sources of data and information available. The limitations of the report are:

- Activities such as the construction of schools and Rural Health Sub Centres (RHSCs) were recently completed and one RHSC in Bilin is not in operation yet. Therefore, the nature on sustainability was not possible to accurately determine at the time of the end evaluation.
- The evaluation team was not able to directly verify the validity and reliability of the data collected by consortium. Not all data has been collected by the partners.
- It is also important to consider inherent biases associated within qualitative research, such as recall and response bias. Recall bias was evident throughout interviews with respondents, no longer able to remember the details of activities. The evaluation team had to carefully guide the informants in the interview setting.

19. The EMC team has taken all precautions to ensure the relevance of tools; accurate and understandable formulations; accurate data coding; and that all individuals selected to participate in the evaluation provided truthful answers to the best of their ability.

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## 5 Findings

### 5.1 Effectiveness

#### 5.1.1 Context

20. The Republic of the Union of Myanmar (RUM) has been affected by internal conflict since independence in 1948, conflict mainly inflicted by ethnic division in the country’s periphery. Several ethnic opposition groups, generally referred to as Ethnic Armed Organisations (EAOs), have opposed the military junta in armed conflict for decades. The most powerful EAOs are geographically and politically dispersed around the country with strongholds in the north-eastern, western, and south-eastern parts of the country. Some of these EAOs act as pseudo governmental entities controlling vast areas of territory with complex organizational structures including their own internal laws, democratic elections, and even representative offices abroad. In Kayin and Mon States, and Tanintharyi region the Karen National Union (KNU) and the New Mon State Party (NMSP) control large areas.

21. The KNU operates mainly along the mountainous Thai border of the south-eastern region and claims to represent the interests of the Karen people, one of the largest and most dispersed of Myanmar’s ethnic minorities. The Karen National Liberation Army (KNLA) is the armed wing of the KNU. The KNLA is organized and governed by decentralized and often “independent” armed “brigades”<sup>9</sup> that have control and jurisdiction over pockets of territory. After six decades of conflict a historic cease-fire agreement was agreed in early 2012. Subsequently access to the KNU controlled areas was granted to international humanitarian and developmental organizations.

22. Similarly to KNU, the NMSP claims to represent the interests and self-determination of the Mon people and operates mainly along the eastern hills of Mon State and Tanintharyi region. Mon National Liberation Front (MNLF) is the military wing of the NMSP. The MNLF signed a ceasefire agreement with the Government of Myanmar (GoM) in 1995

23. Understanding the internal politics of the KNU and NMSP, their relationship with GoM, and their influence in the local communities, has been essential for the implementation of SIRP. The consortium partners have navigated multiple stakeholders, agendas, power struggles, mistrust across partners, communities and beneficiaries.

24. The interim evaluation conducted in Q2 2015 highlighted a number of key elements pertaining to the contextual circumstance of SIRP:

- SE Myanmar is a highly diversified region with long-standing socio-political challenges. The context of the region presented challenges and constraints that were not adequately taken into consideration during SIRP’s project design.
- The project experienced extensive delays early on in the project because of “scepticism” from Kayin’s state authorities who “had reservations about the project design” in particular the fellowship component and processes. The final approval took 4-6 months and intense lobbying to secure<sup>10</sup>.
- To secure access to implementation in the targeted villages the consortium negotiated with three different stakeholders in Mon State (local authorities, the KNU and NMSP). In the northern areas controlled by the KNU there was also “scepticism of the village books”. Particularly because the process included, a “complete” mapping of existing geographical boundaries, historical timelines, resources, socioeconomic conditions, power relations,

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<sup>9</sup> There are seven Brigades in total

<sup>10</sup> SIRP Interim evaluation 2015

seasonal climate and a list of priorities in each village. Some of these components were considered sensitive topics, especially the mapping of resources and power relations<sup>11</sup>.

- GoM follows a centralized structure, while EAOs, like the KNU, are decentralized. In effect the consortium had to abide by “two different systems”. This challenged accountability, transparency and consistency in the implementation of project activities.
- In Tanintharyi region KDN gained easy access to villages – in part due to its shared Christian foundation with the KNU.
- A significant challenge in the SE region, experienced by all consortium partners, was physical access to some areas of implementation due to their “extreme remoteness and underdeveloped infrastructure”.

25. In Kayin State, State selected distant communities that were under full or partial control of the KNU. 30 villages were selected in the townships of Kyainseikkyi (7 villages), Kawkareik (11 villages), and Thandaunggyi (12 villages).

26. In Mon State, the areas of implementation were agreed with NATALA with involvement from KNU and NMSP in Kawzar area, granting access to the selected areas/villages. According to officers from NATALA, both organizations had a special interest in selecting villages located in the northern part of the State (Bilin Township) which are characterized by geographical remoteness<sup>12</sup> Following the initial assessment, a total of 29 out of 54 eligible villages in the area were selected from the following townships: Mudon (2 villages), Thanbyuzayat (3 villages), Ye (12 villages) and Bilin (13 villages).

27. In Tanintharyi region, the village selection was managed by KDN and did not encounter any major challenges. A total of 65 villages were found eligible but only 30 were selected as per project design in the following townships: Thayetchaung (14 villages), Palaw (6 villages), and Myitta/Dawei (10 villages).

28. Collaboration with a decentralized KNU, working through its armed brigades was at times challenging. This challenges particularly affected activities in Kayin and Mon States where project villages were geographically dispersed<sup>13</sup>. The KNU did have a liaison office that technically represented all of its units, but each brigade has de facto independence in the management of territories under its control, thus creating two parallel systems.

29. In the case of Kayin, the villages located in the northern part of the State (Thandaunggyi township) were under the jurisdiction of KNU’s brigade #2 while the southern areas were under the jurisdictions of brigades #6 and #7<sup>14</sup> Following the endorsement of SIRP, by KNU’s main liaison office, each brigade approved access and interacted with partners, In line with the KNU’s “development policy”<sup>15</sup> for the area.

30. Before commencement of construction activities, brigade #2 communicated to NRC that it had produced its own “development policy” which were to guide the implementation of activities in Thandaunggyi Township. The new policy stated that donor agencies should pay the equivalent of 10% of total project budget to the brigade in order to cover “management and coordination” costs. This violated NRC’s policy on funding to armed groups and SIRP activities had to be paused in the 12 villages. Later negotiations with the Brigade leaders failed and SIRP activities was only implemented in 18 out of 30 villages in Kayin State.

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<sup>11</sup> It should be noted that in theory, and as stated by AAM, the “village book approach does not follow a standard procedure and it is a very flexible process in which communities have the freedom to omit parts if they think it is too sensitive information”. A lack of clear understanding of the approach by the other stakeholders may have resulted in the above mentioned situation.

<sup>12</sup> See Figure 3

<sup>13</sup> See Figure 3

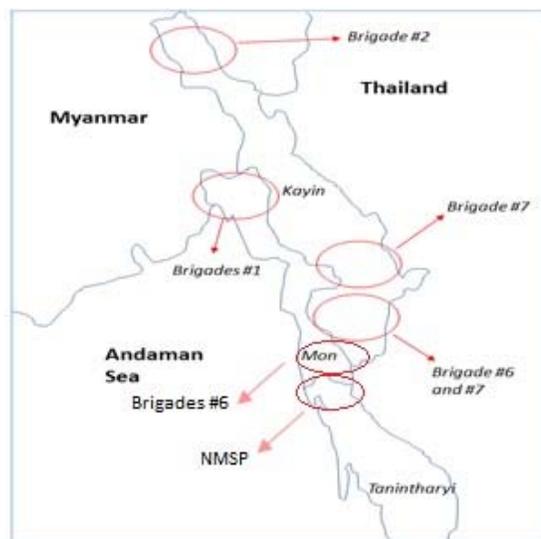
<sup>14</sup> See Figure 2

<sup>15</sup> The “development” policy outlines the official policy on how to “handle” projects funded by external organizations (e.g INGOs, bilateral organizations, etc.)

31. A similar situation arose in Mon State when the “social development committees of KNU” in Bilin township requested 2% of total project costs for “management and logistics expenses”<sup>16</sup>. This request occurred right before the commencement of construction activities, but unlike the experience in Kayin where the project got cancelled, the contractors were able to negotiate directly with committee leaders and agreed to pay a \$500 lump sum per project. This process delayed the project for about one month.

32. Since the ceasefire agreements and the peaceful transition of power to a civilian government, in 2015/2016 many areas in the SE Region have experienced rapid expansion of government services and an increase in assistance from international development partners such as World Bank, JICA, UNHCR and NGOs. In Kawkaeik District, a number of development projects overlap in some villages and the World Bank’s National Community Driven development Project (NCDDP) also applying a “fellowship” approach in its implementation.

Figure 2: Areas controlled by Karen National Union’s brigades and NMSP under SIRP



33. In early 2015 KNU’s administrative policy changed and they started to install their own additional village heads in the villages they controlled. Previously the KNU would liaise with the appointed village head, who also coordinated with the GoM. The new system resulted in two administrative system and significant confusion in many villages notably in Kawkaeik, Bilin and Ye.

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<sup>16</sup> Northern areas of the State - see Figure 3

Figure 3: Map of selected villages for the Southeast Infrastructure Rehabilitation Project (SIRP)



34. All consortium partners recognize that SIRP has “generally been well received among communities mainly due to its infrastructure component and the quality of the infrastructure in general”<sup>17</sup>. The prospects and promise of infrastructure in the communities was, not unsurprisingly, most important for the communities across all villages. In addition, the soft components of the project, epitomized through the fellowship approach and particular the village books, has also been critical for the SIRP effectiveness<sup>18</sup>.

<sup>17</sup> Consortium partner interviews Interim evaluation 2015

<sup>18</sup> Natala and Department of Rural Development

35. The delivery of trainings, in topics ranging from DRR<sup>19</sup>, citizenship, peace building, CBO trainings, financial, maintenance and WASH, was well structured and relevant to the priorities of the project<sup>20</sup>. Table 3 summarizes the number of trainings with relevant beneficiaries.

**Table 1: Trainings and beneficiaries**

Training Type	Frequency	Beneficiaries		
		M	F	T
Fellowship Training	9	44	46	90
Volunteer Training	6	70	104	174
WASH (Hygiene and Sanitation Promotion Campaign)	76	4 646	5 217	9 863
WASH (Hygiene Promotion Trainings PHAST & CHAST)	152	1 517	2 502	4 019
Auxiliary Midwife Training	3	3	27	30
Peace Building Training	7	118	120	238
Active Citizenship Training	7	145	130	275

#### 5.1.2 Governance (Steering committee and secretariat committee)

36. The project governance was managed by NRC, the grant holder and reporting entity to the EU. At the outset of SIRP role and responsibilities within the consortium were agreed upon by all partners and formalized through a bilateral understanding signed in Q3 of 2013. This was more than nine months in to the project. The bilateral understanding, included details pertaining to logistics, finances, reporting, fieldwork and collaboration with the host office.

37. The Steering committee (SC) was the highest decision making body of the consortium. The SC was composed of country directors and head of agencies from the four consortium partners and chaired by the Partnership Manager and co-chaired by NRC's Country Director. All major decisions were agreed upon through voting, although most commonly decisions were based upon consensus. Meetings were held quarterly unless otherwise required.

38. The second operational entity of the consortium was the secretariat. The secretariat was the "operational body" of SIRP and convened on a monthly basis. The role of the secretariat was to regularly address issues and challenges, and harmonize operational approaches and procedures among all consortium partners. The secretariat also evaluated progress on project activities. According to one partner the secretariat meetings focused mostly on "hardware" discussions and little on collaboration on capacity building and fellowship modalities, the "softer" component of the project.

39. The project implemented in the highly diversified socio-political context of the SE region. This presented challenges and constraints that were not adequately taken into consideration during SIRP's project design and implementation. Tools, approaches and project technicalities previously applied in other more homogenous contexts in Myanmar, were not always easy applicable in the SE. The Fellows is one such example.

40. A unique feature of SIRP's project design was the allocation of a full-time AAM staff seconded to each of the partners' field offices across the three regions. The main purpose of this placement was for AAM to provide direct technical support to partners pertaining to the fellowship component. However, this arrangement has also caused confusion, as the case in Mon State, where fellows did not have a clear understanding of who was the leading organization/s in field. This created some inefficiencies

<sup>19</sup> SDC conducted DRR trainings in SIRP targeted villages but did not recorded this in the SIRP related M&E indicator.

<sup>20</sup> Interviews with consortium partners field office representatives

particularly in regards to communication since SDC, and not AAM, was the agency in charge of sensitive issues such as assessments, but village liaisons keep contacting the latter for these matters.

41. Several of the governance challenges, in both the secretariat and SC, identified in the interim evaluation (2015) was not improved post evaluation. According to a number of partner’s coordination was still “weak” and “decisions unclear”. Several elements, such as delayed budget amendment and revised result framework caused major implementation delays in phase two. SIRP has 1 million Euro unspent funds after the official end of project.

### 5.1.3 Citizenship

42. A total of 31,444 ID cards (17,718 F, 13,726 M) has been issued to beneficiaries in Tanintharyi as of June 2016. The issuance activities were conducted directly by the Department of Immigration (DoI), District and Township Office with the technical and logistical support from NRC’s Information, Counselling and Legal Assurances Team (ICLA). The objective of the ICLA was to support the communities in obtaining official documentation, enabling individuals establish legal status and get access to basic services – services in many cases dependent on official documents.

**Table 2: ID Card Issuance**

ID Cards			Target beneficiaries	One Stop Service (OSS)	Information Campaign
Male	Female	Total			
13 726	17 718	31 444	33 000	253	189

43. The issuance of ID cards in the region has been important and significant<sup>21</sup>. It has provided, for the first time, a legal identify for more than 31,000 individuals, slightly less than target, for both returnees and IDPs. Prior to SIRP, most IDPs living in remote villages had little contact with the government officials. In Dawei, all 30 villages under SIRP were previously in conflict areas – with most inhabitants not having access to the issuance of official documentation for the past 40 years.

44. In Tanintharyi, prior to SIRP there was little/no understanding of the importance of ID cards for individuals to exercises their rights. The priority of the consortium partners has raised the awareness in the communities and specifically the collaboration between fellows, the ICLA team and the Department of Immigration (MOI) have been constructive.

45. MoI representatives emphasized that the relationship between KNU and the Ministry of Labour, Immigration and Population (MoLIP) have significantly improved through the ID card process<sup>22</sup>. Previously travel authorization (TA) from the KNU was required for the ICLA team (including Government staffs) enabling them to travel to KNU controlled areas. From early 2014, the ICLA team were granted authorization to travel freely in the KNU controlled areas, a significant achievement and a testament to the impartiality and recognition of the work within the SIRP project in general and the ICLA team in particular.

46. As access and awareness about the ID cards increased, one significant outcome has been the steadily declining cost and time spent on acquiring the ID card. Previously, acquiring an ID card was in the range of 100,000MMK to 160,000MMK. Through SIRP the ID cards are free to obtain.

<sup>21</sup> From the discussions with the Fellows and ICLA team in Tanintharyi

<sup>22</sup> Meeting with District MOI Officer in Palaw Township

**Table 3: Estimate cost for ID card pre SIRP**

Payments items	Total Cost MMK
Unofficial payment	50 000
Cost for, travel, food and accommodation to visit Government offices (at least three times )	100 000
Miscellaneous	10 000
<b>Estimate total cost per ID card</b>	<b>160 000</b>

47. In addition to providing the ID cards other activities, primarily citizenship training, and peace building training facilitated by AAM and KDN were conducted. AAM and KDN focused firstly on training the fellows and 25 community members from each village. The fellows and community members that received training, were expected to disseminate the information/knowledge in their communities. One key pre-training element was the expectation that the individuals formed a local Civil Society Organization (CSO) in their communities, tasked with taking a leading role in the peace and civic development in the community. There is no accurate number of formed CSO during the implementation period and no accurate data collected within the consortium about the impact of this information process.

**Table 4: Frequency and beneficiaries - Peace building and citizenship training**

Training Type	Times	Beneficiaries		
		M	F	T
Peace Building Training	7	175	178	353
Active Citizenship Training	2	145	130	275

48. From the focus group discussion, the fellows and community members expressed that some of the information, and especially terminology from the trainings, were very “sensitive” and difficult to communicate in the village.

#### 5.1.4 Education

49. The direct impacts of the activities pertaining to education goals and outcomes are highly recognized by all stakeholders, particularly the high quality of school infrastructure and furniture<sup>23</sup>.

50. The collaboration between the Department of Education (DoE) and the communities has also improved in a majority of villages. Prior to SIRP, some schools registered as community schools funded and supported by the community. However, with the construction of new schools, by SIRP, DoE officials officially registered newly constructed schools as government run schools and provided new teachers, small grants, and also learning materials for the kindergarten.

51. The District Education Officer (DEO) of Kawakerik District, underlined that all schools registered under the government systems have government ownership, but that the communities are responsible for maintaining the schools.

52. Key individuals in the villages, mostly school committee members and teachers, received one day maintenance training to understand how to check and maintain the new and/or refurbished schools. The purpose of the training was to make sure that regular maintenance is conducted and that the schools are monitored. None of the training provided any information on the technical aspect of the maintenance of the structure.

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<sup>23</sup> FGDs and KIs with key stakeholder and beneficiaries

### 5.1.5 Health

53. A total of six Rural Health Sub-Centres (RHSC) were constructed, three in Mon State and three in Tanintharyi Region. SDC was responsible for the construction of the health centres in both locations. The results of the RHSCs are highly recognized by all stakeholders<sup>24</sup> in particularly the high quality of infrastructure, higher standard equipment and the provision of supportive facilities such as generators, patient rooms, kitchen and furniture<sup>25</sup>. In the initial assessment of the construction of the RHSCs, the selection of the location has been confirmed with respective Township Health Departments to avoid an overlap of centres and services. This approach was constructive and in all but one incident, the resources were target at constructing centres were there was no planned GoM initiative<sup>26</sup>.

54. During the field visit, most project trained Auxiliary Midwife (AMW) responded that the AMW trainings and refresher sections were insufficient. KDN representatives concurred that due to time limitations the nature of the trainings were to be considered a “health assistant training” rather than an AMW training<sup>27</sup>. Informants shared the perspective, that the AMW trainings were not optimal for all participants - but most beneficial for participants with previous child delivery experiences.

55. The setup of the RHSCs in Bilin spurred discussions among stakeholders<sup>28</sup>. During the initial project process, SDC, Natala, the District Health Department (DHD) and KNU had to negotiate when KNU requested to take over the ownership of three RHSC in Bilin. Given that these health centres’ location was pre-registered under GoM authority the township health department did not want to pass-on their “ownership” and control to the KNU. The process was managed productively and the KNU argued that their existing health committee in the area had the necessary experience to manage the RHSC<sup>29</sup>. Finally, through the facilitation of SDC, the parties all agreed that KNU would take ownership of one health centre in Dawt Zan village, and the GoM health department would manage the remaining two health centres in Pyin Ma Pin Seik and Kyoe Waing villages in Bilin.

One AMW from Nyaung Tone Village, cited that the AMW training had been very important for her career and wellbeing of the parents and children in the community. From the AMW trainings she gained knowledge on safe child delivery, provision of maternal care services, nutrition awareness for pregnant women and child nutrition.

56. The designated KNU health committee had managed the RHSC well and there were positive response from the communities<sup>30</sup>.

57. In contrast to the KNU run RHSC, one of the GoM managed RHSC in Kyoe Waing in Bilin has not been utilized at all. The government midwife assigned to the RHSC has not been at the centre since its completion four months, in part caused by insecurity in the villages and an unclear security situation the midwives need/demand a safety guarantee<sup>31</sup>. The unclear security situation, paired with the villages being difficult to access during rainy season challenged the operation of the RHSC. Villagers, KNU and SDC have since addressed this concern with State health department and Natala. The Bilin Health Department has reconfirmed that RHSC is going to be operational by end of September 2016.

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<sup>24</sup> Community, EAOs and GoM

<sup>25</sup> FGDs with the community

<sup>26</sup> Ait Ait Village in Taninthari Region. The project informed respective department for the existing health centre already provided by the project, but still the Union Government had allocated this budget and the regional government refused to return this budget to the Union Government. Therefore, there were 2 RHSCs (one Government building, another SIRP building) located in the same compound.

<sup>27</sup> Interview with KDN

<sup>28</sup> SDC, Natala, and the District Health Department

<sup>29</sup> Meeting with member of KNU health committee

<sup>30</sup> Meeting with member of KNU health committee

<sup>31</sup> Kyoe Waing Kan Nar Village

Beneficiary Kyay Thar Inn village: *Before we had to go to the township hospital with minor illness and when giving birth. Most women used to give birth at home which is not safe, but there was no other choice. The centre can offer first treatment if it is not too serious and they can rest at the Health Centre for constant care. And women can give birth at the centre.*

### 5.1.6 WASH

58. A total of 43 km of gravity flow, 64 WASH infrastructures and 32 units of school toilets have been constructed in 46 targeted villages. The provision of WASH infrastructure was highly valued by the communities and a total of 4019 beneficiaries (1517 M, 2502 F) benefited directly. Especially the access to water was emphasized in Tanintharyi Division.

**Table 5: WASH Infrastructure beneficiaries**

Wash Infrastructure	# of infra constructed	Beneficiaries		
		M	F	T
# WASH infrastructure (latrine) constructed	134	1 579	1 676	3 255
# of WASH infrastructure constructed or rehabilitated (tube well)	16	2 586	2 600	5 186

59. The WASH activities was planned to start in early 2015, but due to budget amendments for the No-cost extension (NCE), which was completed in August 2015, the WASH trainings and awareness activities were started in November 2015.

60. Participatory Hygiene and Sanitation Transformation (PHAST) and Children's Hygiene and Sanitation Training (CHAST), trainings were organized over two days and Hand Washing campaigns organized over half a day. Fellows supported the staff in the arrangement and delivery of WASH trainings.

61. Table 8 highlights the findings from the focus groups, with villagers benefitting from WASH activities. The focus group was led by each consortium partner in assessing the result of the intervention. According to the FGDs, an average of 80% stated that there was "Presence of soap for hand washing in house".

**Table 6: FGD data handwashing and hygiene**

	Presence of soap for hand washing in house (%)		Presence of soap for hand washing in toilet (%)	
	Yes	No	Yes	No
N= 1,191				
KDN	82	18	41	59
NRC	79	21	26	74
SDC	80	20	41	59
Average %	80	20	36	64

62. The evaluation team could not control and/or verify the findings from the consortium organizations. In addition, there was no baseline and/or counterfactual data to measure progress. The evaluation team is also sceptical of using FGDs as research tool to assess "presence of soap for hand washing in house." From interviews with fellows, were behaviour changed has happened this appears to be in the more "well-off families".

63. Several communities in Tanintharyi established WASH committees in their communities. The committees were formed by beneficiaries of the WASH training. The committees started using trash bins, trash pits, cleaning the community compound regularly and checking individual household. Stakeholders in Mon and Kayin did not report having functioning WASH committee.

64. The implementation period has been very limited and there is no proven impact in the communities, besides the actual construction of infrastructure. The result of the WASH activities could not be accurately measured during the evaluation.

#### 5.1.7 Infrastructure

65. High quality and efficient infrastructures are critical to the development of the communities. The rationale behind the SIRP’s focus on infrastructure such as school, road, bridge, water system was to generate highest possible social return.

66. Most communities<sup>32</sup> were positive regardless of whether the infrastructure was on the community’s priority list, set out in the village book, or not. Serving as an example is one village, Nyaung Tone, in Tanitayyi Division, where inhabitants reported that transportation cost for carrying daily commodities from the nearby town has been reduced by half and time spent on travel significantly reduced dramatically<sup>33</sup>.

67. The communities have a higher degree of ownership over the CBO led infrastructure. CBO members were more engaged and in most cases managed processes directly including making financial decision, procurement, quality control, and bookkeeping.

68. The SIRP project managed to successfully leverage its reputation as provider of high quality structures gaining trust with both the GoM and EAOs. The head of KNU Bilin cited that if the quality had been “substandard, they would not have approved the infrastructures”.

69. The project provided maintenance training to CBO members. The objectives of the trainings were to create maintenance plans for the infrastructure, identify roles and responsibilities for the maintenance committee, and to gain basic knowledge on the infrastructure maintenance process. The maintenance trainings were useful to engage beneficiaries for planning ahead regarding checking, collaborating, and fund raising in order to fix any minor or major repairs.

#### 5.1.8 Project set-up and implementation

70. In line with the participatory planning processes, the project was initiated through community participation and the identification of community “needs” to which project teams responded with a range of services in six thematic areas.

71. Roles and responsibilities were delegated to each consortium partners. AAM took the lead on overall community organization through the implementation of the fellowship approach in all project areas. SDC, NRC and KDN provided daily field support to fellows; community mobilization to help implement the village development plan (Village Book). Project partners took the lead in sectors aligned with their expertise. SDC and NRC were responsible for the construction of large and complex structures such as roads, schools, bridges, water systems; and SDC was responsible for the construction of RHSC.

72. As highlighted in the interim report, the lack of alignment between the financial systems of the partners slowed down the disbursement process and delayed the disbursement of funds to the consortium partners. For the consortium, this implied difficulty in reporting to the EU and challenges when allocating resources.

73. Because of the insufficient original result framework, a readjustment and improvement was undertaken. The process lasted 11 months and was managed by NRC. At the time of the interim evaluation, the EU had not approved the revised result framework. Most monitoring and evaluation activities was conducted by each of the consortium partners, abiding by different system and approaches, and with limited collaboration between the respective M&E focal points in Yangon. Also, all organizations had significant turnover of staff, hampering continuity and M&E quality within SIRP.

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<sup>32</sup> FGDs conducted in Mon, Kayin and Thanintharyi

<sup>33</sup> FGD Nyaung Tone Village

74. The project monitoring system was improved after the interim evaluation. The M&E officers designed several tools for data collection and analysis, such as FGD guidelines, engineering check lists, assigned output indicators, reporting formats in order to streamline the M&E processes between the consortium partners. The M&E consortium coordinator conducted several field visits and workshop to enhance understanding of the M&E reporting process. In addition, the consortium has designed and implemented a centralized project database.

75. The challenge of staff turnover was an issue in all organizations and at every level. In particular, the AAM program associates and officers seconded to the partners at the field offices have changed multiple times across all regions, except in Tanintharyi region, where the officer remained the first 18 months of the project. The whole NRC WASH team left in early 2015, and subsequently the WASH activities were solely led by junior members of staff.

76. Major implementation challenges occurred in both Mon and Tanintharyi, where several contractors initially underestimated the challenges in the Southeast, resulting in delays in implementation. In most cases, the contracts with contractors were successfully re-negotiated. Only one company in Mon State had to be replaced due to its inability to meet the contractual obligations.

## 5.2 Efficiency

### 5.2.1 Citizenship

77. The issuance of ID cards was managed directly by the NRC ICHLA team and MoLIP, while the peace building and active citizenship component was managed through AAM and KDN through the Fellows and CBO structures.

78. Initially, there were unforeseen challenges that delayed the project implementation

- a. The initial TA requirement by KNU. From early 2015 the relations between KNU and GoM improved significantly and TA was no longer required.
- b. Most of the communities in IDP areas, were not familiar with the ID card process.
- c. The Ministry of Immigration (MoI) issues cards for all townships/villages across the TNT region. No priority was given to the SIRP project areas which delayed the processes in field.
- d. No active citizenship or peace building trainings conducted to beneficiaries who had received the ID cards.

### 5.2.2 Education

79. Overall, the project delivered the school infrastructure within the stipulated timeframes and in line with the predetermined quality requirements. However, there some minor delays were caused by limited access to skilled labour, limited construction materials during rainy seasons, and quality issues pertaining to the construction process itself.

80. Most contractors brought their skilled workers in from other States. The workers were generally young men who settled at the construction sites for several months before relocating. On some occasions there were tension between the communities and workers. In order to mitigate any risks, the SIRP team made frequent visits to the various construction sites and liaised between the contractors and community's when necessary.

### 5.2.3 Health

81. Overall, the project delivered the end product within the stipulated timeframe and in line with the predetermined quality requirements. However, there some minor delays were caused by lack the limited access to skilled labour, limited construction materials during rainy seasons, and quality issues pertaining to the construction.

82. In Mon State, implementation activities were initially delayed, mainly owing to the difficulties in reaching agreements with the EAOs, particularly in Bilin. Additional implementation delays were caused by the SIRP consortium awaiting the final approval of the project budget and partner allocations.

83. Construction in all SIRP areas were challenging. Some companies initially underestimated the challenges in the Southeast, causing delays in the project implementation. In most cases, the contractor contracts were successfully re-negotiated or minor penalties were incurred. One company had to be replaced due to its inability to meet its contractual obligations.

#### 5.2.4 WASH

84. The majority of WASH infrastructure had been constructed in line with the time frame and quality requirements. Some gravity flow water systems were delayed due to unexpected challenges in installing and testing the strength of the piping system.

85. All water sources were tested, the results of which was only available in Q1 2016. A total of 11 water system were tested in Kayin and Tanintharyi according to WHO Drinking Water Guideline. Among them 7 water systems are safe for dinking and the remaining water system can be used for other purposes.

Beneficiary from Nyein Chan Village: *Access to drinking water has been a in the past been a major issue for our village. Before the construction of the water system earlier this year, we spent more than 30 minutes a day to collect water from nearby water source to meet our essential needs. With the new water system, we are much happier. We have installed additional water points in each household and can now access safe drinking water 24 hr a day. In addition, with enough water (especially shortly after the raining season), our sanitation has also improved also.*

86. Very late budget amendments and high staff turnover was a major cause of the delays in the WASH. The NRC WASH coordinator was recruited early 2016. The procurement of WASH kits was completed in October 2015 and the first trainings began November 2015. In addition are the within the WASH team also limited. Three NRC WASH team members are available in Tanintharyi Division, and another six available to assist in Mon and Kayin. However, with the limited time to cover all 81 villages, the WASH team were not able to provide effective management and oversight.

87. Due to time constraints, the training course for PHAST was reduced (two days instead of seven) covering only the most essential information. In addition, no follow up trainings were conducted.

#### 5.2.5 Infrastructure

88. The evaluation team find out that there are minor delay effected which were caused by lack of skilled labour, difficulties in getting construction materials during rainy seasons, and quality issues related to the construction. Overall, the evaluation team found that the project delivered the end product within the stipulated timeframe and in line with the quality requirements.

### 5.3 Relevance

89. The project covered a wide geographical area with varying level of accessibility and development level. The targeted communities were affected by conflict and in need of support for the provision of basic service. The vast majority of respondents from the community, concurred that SIRP had addressed relevant needs. The evaluation team found that in the more remote areas of implementation the communities were less familiar with the concept of “community development”.

90. The priorities of the targeted communities were identified during a field assessment carried out at the beginning of the project in 2013. The purpose of the initial assessment was mainly to identify villages that were eligible for the project and to ensure local relevance. The assessment also provided an opportunity for the consortium partners to understand the specific needs in the villages.

91. The “bottom-up” approach, epitomized by the village book process, appears to have worked well during the first half of the project (from Fellow selection to preparation of village books), but “lost steam” during the construction phase in which involvement of the fellows and the community was significantly reduced. The latter can be attributed to the fact that the construction of big infrastructure projects, (during second half of the project, were offered to external contractors per project guidelines. This reduced the “need” for community and Fellow involvement.

92. Some consortium team members expressed concerned about the sustainability of the contractor-based projects because the community were less involved. The issue of community involvement was raised by communities. It was widely recognized that the CBO-based approach was more resource intensive in terms of personnel and coordination and not applicable to the larger constructions.

93. From the formation of the CBO to the maintenance committees - women were encouraged to participate in the decision making process in the various forums in the community. 41% of the members in the CBOs are women. The participation of women was highlighted, especially in the WASH committees and school committee – traditional spheres of influence for women. Despite women being equally represented, men still occupy leading positions.

94. Empowering communities was a top priority for the SIRP. The fellowship approach supported communities to identifying their own needs, formulation ideas and initiating and leading processes of change. This differs from traditional development approaches in humanitarian settings, with more direct service delivery. Through the village book process, the communities made their own decisions in selecting defining their needs of the villages and prioritising the appropriate interventions.

95. Villages in Mon State and Tanintharyi region were very receptive to the idea of SIRP and was mainly incentivized by the infrastructure component of the project. The project feature of allowing the communities to “choose” the infrastructure of their choice in the village books, created expectations, that when not fulfilled, reflected negatively on both fellows and partner organizations<sup>34</sup>.

96. Most of the villages in Mon States stated that their main concern was to cement the peace process agreement between the KNU and the GoM, and that all other activities were secondary. SIRP emphasized, as secondary outcome priorities, activities related to peace promotion.

Beneficiary from Htee Poe Lay Gaw: *We came to this village after running away and moving from place to place. This is our final settlement. We want to live peacefully with our loved ones without being worried or forced into hiding.*

97. The priorities of GoM in regards to SIRP was framed around the emphasis of supporting a bottom-up approach to the country’s development and AAM provided technical support to government officials in the southeast and also implemented the fellowship approach in other villages of Kayin state. District officials were requested by state authorities to produce a document outlining the needs of each village under their jurisdiction. Subsequently, several submitted the village books from SIRP supported communities. In some cases, SIRP-managed were “pressured” to finalize their village books sooner so that it could be shared with state authorities. This created some tension between the fellows, communities and partners alike.

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<sup>34</sup> Not all villages were allocated their first/top infrastructure choice

98. During the implementation, both the soft (e.g. community mobilizing) and hard (i.e. infrastructure) components of the project acted as two separate elements and not as integrated and complimentary components of the same project. This was compounded by the misguided expectations of communities and their lack of clarity for the overall objectives of the project and lack of integration to include fellowship approach in infrastructure activities.

#### 5.4 Partnership

99. The partnership section focuses on the collaboration among the consortium partners. The Steering Committee (SC) and the Secretariat were the two governing entities created to allocate responsibility, ensure transparency and achieve the SIRP goals.

100. The SC was the highest decision making body of the consortium. When needed, all major decisions in this body are reached by voting, although most commonly decisions were agreed upon based on consensus. The SC was composed of the country directors and head of agencies from the four consortium partners. The SC was chaired by the NRC’s Partnership Manager and co-chaired by NRC’s Country Director. For any voting actions the Partnership Manager was removed from the process and only Heads of agencies voted. The SC meetings were conducted on a quarterly basis and agenda’s were shared pre meeting, providing the consortium partners with opportunity to influence the agenda. Post meeting the draft minutes were shared for input. The interim evaluation (2015) found, deviating from best practice, that meeting minutes from previous SC meetings were not approved in the subsequent SC meetings on a regular basis. This was not improved in subsequent meetings post interim evaluation. One partner cited that the governance processes in general did not improve after the interim report, and may have “gotten worse”<sup>35</sup>.

101. The second operational entity of the SIRP Consortium was the secretariat. The secretariat was the "operational body" of SIRP with meetings held on a monthly basis. The role of the secretariat was to regularly address issues and challenges pertaining to project implementation, while monitoring and evaluating progress. Neither the SC or secretariat had operational mandates or guiding procedures in place.

102. Frequently emphasized by the consortium partners, was the complimentary abilities and experiences of the different organizations in the consortium. There was an inherent understanding of the context and there were various relevant forums and opportunities for partners to interact at both national and local levels. While such interaction was demanding, findings suggest that at the implementation level, representatives collaborated well and was able to draw on the knowledge available amongst the different partners. Thus, the partnership model has resulted in a much wider and deeper “opportunity, scope and impact” than the partners would have been able to on their own.

##### 5.4.1 Coordination at the implementation level

103. The evaluation team found that at field level, there was in general constructive collaboration within the consortium and partners share and complement each other skills and knowledge. The challenges identified pertained to the sometimes unclear division of roles and responsibilities among the partners and time management, linking delaying the implementation of the steering committee decisions at operational level. In addition, a number of informants reported that the information feedback mechanism into the steering committee was not optimal.

104. Changing priorities during project implementation presented challenges in achieving overall project objectives. In part the changing priorities were the result of the participatory approach, were

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<sup>35</sup> Consortium partner quote

increasingly assertive communities took gradually more ownership of the project and “demanded” changes. Responding constructively to community demanded on occasions ad hoc based local response.

105. A noteworthy feature of the SIRP project design was the apportionment of a full-time AAM staff in each of the partners’ field offices across the three regions of implementation. The main purpose of this placement was for AAM to provide direct technical support to partners for the implementation of the fellowship component.

106. The specific role and responsibilities were agreed upon by all consortium partners and formalized through a bilateral agreement signed Q3 2013. The bilateral agreement, included details pertaining to logistics, finances, reporting, fieldwork and collaboration with the host office. Despite the formalized agreements, challenges at the implementation level were reduced, but not avoided.

107. There is consensus among the consortium partners that for the initial setup, allocation of one resource person from AAM was insufficient to effectively mobilize the necessary resources for the village book process in the communities. One partner reported that the lack of resources impeded the village book process and the partner completed the village book with less supervision and technical guidance from AAM than expected. AAM recognize these challenges, but emphasize that the quality of the village books was assured with the help of the partners prior to completion of the village book process in the first part of the project.

108. One partner expressed that the secretariat could/should have coherently followed up on the softer components of the project, such as capacity building and knowledge exchange.

109. The consortium collaboration on the reporting systems was deemed effective by the partners. The cornerstone of the reporting system was the monthly reports from the field teams to the monthly secretariat meeting. Key decision points arising from the reports and subsequent discussions in the secretariat were deferred on to the SC when necessary. The ensuing follow-up mechanisms and knowledge management system within the consortium appears to have been less effective and several examples were given by the consortium partners of information not being properly recorded, disseminated and followed up on<sup>36</sup>.

110. The full integration of a staff member from one consortium partner to another, in order to support critical component of the project, has according to the consortium partners been effective and appreciated. To achieve functionality, the integration required a strong sense of partnership, clearly delineated responsibilities, and a minimum level of trust. There is consensus amongst the consortium partners, that this collaboration has been “very positive”.

## 5.5 Fellowship Modalities

111. In line with the division of labour within the consortium and the original SIRP proposal, AAM was the organization in “charge” of initiating, supporting and supervising the implementation of the fellowship approach<sup>37</sup>. The Fellowship approach within the realm of the SIRP project included a number of specific activities and elements:

- Village books<sup>38</sup>

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<sup>36</sup> KDN informed the NRC engineering team of the substandard quality of work by one contractor and also informed the secretariat to avoid the contracting this particular contractor for any future projects. Despite this warning in multiple forums, the contractor was later hired for another project (note: there are a limited number of contractor working in the remote implementation areas of SIRP)

<sup>37</sup>Fellowship approach is to train young people as “Change-markers” in social development using participatory methodologies. The fellow will be train in social development theory and participatory methodologies, then deployed in selected communities to support community action, undertake the initiatives, and strengthen communities to actively engage with state and non-state actors to mobilize resources.

<sup>38</sup> The village book is a community led planning and development processes using bottom-up approach in order to assess and analyse their current needs, agreeing solutions and priorities, and making concrete village development plans.

- Support for community Self-Help Groups (SHGs)
- Organizing trainings for all the fellows on active citizenship
- Coordinating the SIRP livelihoods component

The objective of the fellowship approach was “to equip fellows with skills that can really lead to empowerment of the local community, and to mobilize stakeholders (including government) in supporting the development of a community.”<sup>39</sup> Overall the implementation of the fellowship approach was impeded by a number of challenges, pertaining in particular to the roles and responsibilities of AAM vis-à-vis the other consortium partners. During the first 18 months of the project AAM “seconded” one project officer to the partners in Mon, Kayin, and Tanintharyi. This was insufficient to effectively support and supervise the key elements of the fellowship approach – an approach that was new to the three additional consortium partners.

**112.** The completion of the village books was a distinctive feature of the first 18 months of the programme. During the first 18 months the fellows worked closely with the communities in outlining the priorities from the villages.

**113.** In the implementation areas in Mon, Kayin and Thanintharyi, the village book process was in effect lead by the partner organizations, leading in completing the village books. Furthermore, trainings on active citizenship and peace building were conducted to fellows, village representatives and project staff at various location<sup>40</sup>. All trainings in Tanintharyi were completed in Q4 2014, and for Mon and Kayin in Q2 2015.

VDC member from Nyaung Tone Village: *Before the project, we did not understand all aspects of a peace building process. We thought peace building and conflict resolutions were the responsibility of higher authority. Now we know that building peace starts with the individual and includes the family and the larger community. We have an important role to play in achieving peace.*

**114.** 95% of the fellows<sup>41</sup> highlighted that their role within SIRP had been to support the communities in producing the village books and to act as a facilitator between the implementation partners and other stakeholders such as community, government and EAOs.

**115.** Initially, and at the critical early stages of the programme, the fellows were often considered to be the representatives of the consortium and project in the communities, which left them vulnerable when challenges surfaced. Fellows were on a number of occasions “blamed” for delays and challenges arising in the communities<sup>42</sup>. It would appear from the findings from the interim evaluation (2015) and the end-line evaluation that the fellows were not full supported to take on the comprehensive role expected, in the communities.

**116.** Both the interim and end-line evaluations confirm the notion from the outset of the project, that the village book process was regarded “very collaborative and firmly anchored in the local communities”. This has been highlighted in all the communities visited by the evaluating team. However, in the beginning of the village book process, it took time to get the relevant stakeholders on board.

**117.** With reference to several of the focus group discussion, all fellows positively highlight the skills they gained from taking part in the SIRP project. Leadership skills, communication skills, facilitation skill and management skills were particularly emphasised. The fellows agreed that their community

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<sup>39</sup> Village Book manual

<sup>40</sup> Tanintharyi (Dawei, Kanyin Chaung, Myitta, Thayet Chaung), Mon (Mawalamyine), Kayin (Pyin Oo Lwin)

<sup>41</sup> 38 fellow interviewed

<sup>42</sup> FGDs with fellows from Tanintharyi, Thandaunggyi, Kayin and Mon

mobilization capacity has been improved as a result of fellowship approach while being actively involved in the community works.

**118.** 98% of the fellows interviewed expressed that they can “lead”, “facilitate” and “organize”. However there is no evidence to suggest that the fellows play a significant role in influencing policy process, like peace dialogues, in their communities<sup>43</sup>. With reference to focus group discussion, most fellows had plan for ongoing community mobilizing work even after the end of project.

**119.** One trepidation identified in the interim evaluation (2015) was the prospects of the fellows in the communities’ post SIRP. The end-line evaluation found that the fellows themselves have identified capacities and potential prospects post SIRP, emphasizing:

- a. They are independent and have the ability to organize community meetings, provide analysis, and facilitate potential joint solutions to challenges identified in the community.
- b. Some fellows are public figures where they have been asked to lead activities related to dealing with government officials.
- c. Under the leadership of AAM, fellows have become a part of a national and state level network where fellows across different regions exchange ideas and interact to improve their capacity.

**120.** The Fellows interviewed raised a number of issues that had affected them and their work in the communities:

- a. The staff turnover was in periods very high and activities was put on hold awaiting the recruitment of staff.
- b. There was limited technical resources available in the field to support the village book processes.

**121.** The completion of the village books varied considerably between villages - from two/three months in Tanintharyi, to more than eight months in some instances in Kayin and Mon. The delays caused the communities to lose interest in the project. According to AAM, and despite these challenges, 60-70% of village book processes were completed “satisfactorily”. However, some village books were completed with less participation from the communities than expected, and some priority listings were not completely agreed with all communities, especially in Kayin and Mon State.

**122.** The village book was used as a reference tool to facilitate requests from GoM government and to express the rights of the communities. The village books were recognized by the GoM in its support to communities. Especially in Kawakerik, Kayin State, a number of fellow reported receiving assistances from regional government through the village book. The result of the village book review process (conducted by AAM), identified almost 700 activities, of which around 97 were implemented directly by the SIRP project.

**123.** Some consortium partners have made arrangements for continuing the fellows in the communities to some extent, post SIRP. SDC intends to sign an agreement with AAM to continue parts of the SIRP, in an SIRP-II project in Mon State. The goal of SIRP-II is to continue providing CBO based infrastructure development while continuing the livelihood and capacity building of the communities.

**124.** KDN also recently received funding for the so-called LIFT<sup>44</sup> funded project, covering livelihood elements covering some of SIRP villages, and plans to use the Fellows for implementation and support.

**125.** With the support of KDN, the fellows from Tanintharyi formed a fellow-based CBO, known as Guiding Star in February 2015. All fellows from Tanintharyi participated in the formation of the CBO. The goal of the CBO is to continue working as a group to support village development activities and liaison

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<sup>43</sup> AAM have experienced that Fellows connecting to other projects are taking on a more active role in policy process - working directly with the central government for environmental sustainability and village development in their regions communities.

<sup>44</sup> Livelihood and Food Security Trust Fund

with NGOs and local government to seek for funding and other support. Guiding Star has not implemented any activities after its formation, but have held a “couple of meetings”.

126. With reference to recent meeting held on 10 June 2016, specific priorities have been outlined by Guiding Star. This includes access to water, maintaining infrastructures, improved livelihood activities, vocational trainings, health care trainings, including maternal and child health care, environmental sustainability, fellow cluster meetings and educational visits.

127. In addition, KDN has provided technical support to Guiding Star in several grant proposals to various donors. Currently, a total of three proposals have been submitted, no funding has yet been secured.

128. AAM has been actively working in Kayin State and have ongoing collaborations with the Union Minister, Department of the Rural Development and General Administrative Department. AAM has already provided technical assistances on the village book process and the modalities of fellowships in project areas outside of SIRP.

## 5.6 Impact and Sustainability

### 5.6.1 Citizenship

129. With the assistances of the ICLA team, a vast number of communities now understand the importance of ID cards and active citizenship. Several older students highlighted the paramount importance of ID cards in order for students to apply for 10th grade and beyond. Also the importance of ID cards is essential for traveling purposes. With new ID cards, more than 30,000 individuals have achieved this possibility, many for the first time.

130. For the implementation of the ID cards, “trust building” between the KNU and the Department of Immigration (DoI) has improved significantly. In the early stage of the project, the ICLA team and the Mol was required to obtain a TA from KNU to travel to KNU controlled areas. The level of trust between the parties are now substantial and the ICLA and Mol do not need any TA from KNU, to visit the KNU controlled areas.

131. The ICLA team cited that communities’ attitude toward MoLIP has changed. In the past, villagers were reluctant to engage with the Ministry to obtain ID cards. The ICLA approach, with the assistance of the fellows, effectively increased the number of issued ID cards. There process and approach has been widely recognized both by the community and the Mol.

### 5.6.2 Education

132. The impact of newly constructed/renovated school buildings with new learning environment in the communities, was according to a vast number of informants from the communities, including both teachers and students, viewed as significant. The fundamental changes as a result of new/improved buildings, pertains primarily to improvements such as lighting, ventilation, space utilization, WASH facilities and furniture. These elements were by the community members associated with greater productivity, satisfaction, and higher morale in school. The key benefits raised was:

- Students were “happier” attending the new facilities
- A better learning environment
- Children from marginalized families increasingly attend school<sup>45</sup>
- Community participation in the implementation/construction process of the education facilities
- Parents take a greater interest in school affairs and provide regular support to teachers in some communities.

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<sup>45</sup> Reference from FGDs with teachers from Kyoe Wain Kan Nar Village

Beneficiary from Ywar Lone Taung: *Before the new school was constructed, the children was taught in an old wooden building with no partition for each class and with a leaky roof. But in the new school, the children have separate class rooms and proper toilets. The children are so happy to attend the school year in their new school.*

133. Also the teachers emphasized the impact of the improved physical environment on the interactions in the classroom. The improved environment was by many teachers associated with the improvement in the social climate in many schools. The new and improved school facilities did in many cases also spur improved interests from the GoM in supporting the schools.

134. Most of the newly built or renovated schools was fully utilized and operational from the community handover process. Some schools in Kayin and Mon State were also utilized for various purposes such as community meeting place, venue for health campaigns, and community training centre.

135. The school maintenance committees are responsible for maintaining the school. With a small grant available from the government budget, the committees have available funds for maintenance and minor repairs such as broken doors, locks, etc. However, the communities expressed concern about acquiring larger funds if/when major repairs were needed in the future.

136. Communities utilizing a contractor-based approach did not appear as engaged as those utilizing a CBO-based approach<sup>46</sup>. The communities with contractor-based infrastructure were less aware of their responsibilities after the completion of infrastructure.

137. The setup and structure of a community/maintenance fund in some villages (6 out of 10 school the evaluation team visited)<sup>47</sup> were considered beneficial for the sustainability of the schools. The communities collected money from the families, with amounts varying from village to village. Data suggests that collections average between 200 kyats and 500 kyats per month per household, while other communities only collect on an ad hoc basis there is a need for repair. However, the management structure, oversight and utilization of the funds are not always clear.

Parents from Kyo Wine Village: *I am proud to have this new school in our community - I never thought that we would receive such a school. Education is the future for our communities and with better educated communities, we can solve conflicts peaceful.*

### 5.6.3 Health

138. The six constructed RHSCs are quite difficult to measure with precision on the impact. Through the discussion with the communities, health workers, and AMW agreed that a new health centre create an opportunity to improve health care service in the most marginalized and vulnerable conflict-affected communities in targeted villages and their host communities in 6 villages. However, construction of health centre alone will not provide assurance on health service provision within SIRP communities.

139. The remoteness of some of the planned RHSC was a challenge for the construction process. In Nyaung Tone Village, the contractor was not able to complete the construction as planned. As a result, SDC recruited a new contractor, delaying the construction process. Given the limited implementation time frame, the project has had no significant time to assess the sustainability of the infrastructure and functioning of the centres except providing maintenance training.

140. The one KNU managed RHSC was utilized for:

<sup>46</sup> For school renovations

<sup>47</sup> One School maintenance committee from Kyoe Wain Kan Nar, had finished hand over process. They have plan to start saving community fund

- a. Support of GoM organized vaccine campaign
- b. Implementing TB and Malaria program together with the Karen Health Committee
- c. Regular accommodation of patients in addition to outpatient service

141. Within the relatively short project life and with construction of RHSCs only recently completed, some challenges for the RHSC are evident. Given the current fragmented presence of the GoM in the SIRP targeted states and regions, out of the six RHSCs, one RHSC is not fully operational, primarily because of operational challenges. KNU and SDC have taken up this concern with State health department and Nuala and the authorities are prioritizing operationalizing all centres in 2016.

142. The SIRP project provided supporting materials such as generators and solar panels to the RHSCs, equipment which require regular maintenance by qualified technicians. The vast majority of the respondents cited that they did not have the necessary skills to conduct maintenance of the technical equipment. In addition, several communities raised concerns about the replenishment of adequate consumables such as drugs, bandages, IV drips etc. to the centres.

143. In order to secure adequate supply of medicine and equipment, the centres had to order up to one year in advance through the GoM system. At the end of the project SIRP consortium management had not coordinated with the GoM supply system, securing supplies for the centres for 2017. As a result, there is a substantial risk that the centres will not have supply medicines in some RHSCs. The risk is higher in Bilin where relations between GoM and KNU are fragmented.

144. The full and effective utilization of the three RHSCs in the KNU controlled areas was challenged by their remote location and security risk to GoM officials in the area. The remoteness and insecurity made it difficult to recruit staff and unlike teacher placements in schools, where multiple teachers were assigned to one location, the midwives were assigned alone with no colleagues. Often it is newly educated midwives that are assigned to the most remote areas and they are highly likely to leave before their tenure is completed, leaving the most remote centres unattended for greater periods of time.

145. The KNU senior management expressed the desire to take full ownership of all government managed RHSCs in the KNU controlled areas especially in Bilin. KNU management provided assurance of their ability to keep the centres operational over time.

#### 5.6.4 WASH

146. Anecdotal evidences seem to suggest that there is improved knowledge on hygiene practices among a majority of the direct beneficiaries (such as keeping soap at home, washing hand with soap regularly).

147. The improved WASH facilities in 32 schools have had great impact on the students. Previously, most schools had one toilet for the student population averaging between 50-100 students, which were often not fully functional. With new WASH facilities, schools have an average of two units available.

148. The evaluation team could not identify increased awareness among children due to the lack of baseline data. However, in the FGDs conducted, children were able to identify or re-iterate what they have learnt during WASH trainings.

149. The WASH intervention in Tanintharyi is believed to have achieved some longer term impacts. Households in Tanintharyi<sup>48</sup> started a waste management practices<sup>49</sup> following up on the WASH trainings. The WASH committee from Thet Yet Chaung have completed a garbage pit and a toilet in the village. The project developed and applied a sound process for preparing and training the communities for ownership and maintenance of their WASH facilities.

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<sup>48</sup> FGD with WASH committee in Thet Yet Chaung Village

<sup>49</sup> Different type of waste such as plastics, food waste, solid waste and throw in different waste collected pit.

Communities from Thandaungyi: *Even though the WASH trainings were short, the result has been substantial in the communities Tha Htay Khone and La Phat in Gyi Village. The member of the communities reported that information sharing had been extensive and effective. One VDC group reported that in past year, diarrhea was common, especially in the rainy season. This year, there had been no cases so far.*

#### 5.6.5 Infrastructure

150. Generally, the social infrastructure such as roads, bridges, latrines and gravity water systems are relatively easy to maintain, and all should have strong community ownership. Communities have valued the provision of roads and bridge have been provided. Routine maintenance work is essential, including clearance of adjoining undergrowth and ensuring adequate drainage.

151. Ownership of infrastructure is likely to be high in areas where CBOs have directly conducted infrastructure development, including through managing book-keeping and administering local procurement. Six out of the 10 communities interviewed have demonstrated capacity to undertake fund raising and have human resources available for infrastructure maintenance. However, the remaining villages have limited resources available for fundraising and maintenance.

#### 5.6.6 Cross cutting issues

152. Cross-cutting issues such as gender focus and environmental protection have been integrated into SIRP project design and implementation. However, the project monitoring framework contained no specific indicators for environmental issues.

153. Barriers and/or constraints to equal participation of women in the project planning and implementation persisted throughout, despite attempts to incorporate a gender focus. Project planning and programming focused on gender through equality awareness activities during the Fellowship program, the formation of CBOs, and the training of participants. The major barriers for equal participation were:

1. Community practices of not “allowing” women to take on authority positions
2. Lower average education levels hampering women from confidently voicing opinions

154. Committees were formed for the planning and subsequent phases for each respective infrastructure project, totalling 89 village development committees and 38 maintenance committees. However, committee member selection was controlled by village elders who appointed very few women to significant roles, reflecting underlying gender dynamics in the community. Women participation was seen as relatively high in committees relating to WASH activities, CBO led social infrastructure (book keeping), and school maintenance.

155. The following figures show, the gender indicators to measure the project results.

- 41% female participation in village development committees, CBOs, or maintenance committees
- 54% female participation in various trainings
- 49% of the total social infrastructure beneficiaries from various social infrastructure projects were female

156. Environmental indicators were not included in the project design and M&E system. In addition, there were no provisions on usage of locally sourced materials or eco-friendly technology in construction. Environmental mainstreaming was depended on the approach of the partner organization responsible for each respective construction (SDC and NRC). Environmentally focused activities conducted by the partners included planting trees in school and RHSC compounds, and encouraging the school construction away from disaster risk areas, such as near locations prone to landslides (Kyoe Waing Kan Nar Village), and construction of a retaining wall in Kya Thaug Seik village in Bilin to prevent erosion.

157. There is increasing strain on natural resources in a number of project areas, such as high quality timber or hardwood for construction. One NRC school building used steel as a support beam as

developers were unable to find wood and at an affordable cost. This could result in increased operational costs overtime due to material shortages.

## 5.7 Activities and Numerical Results

158. With reference to the TOR, key output indicators (table 7) and outcome indicators (table 8) are captured in the following section. Specifically, the output has been significant, in concurrence with the service delivery focus of the project.

**Table 7: Result indicators with reference to each thematic area**

1a: (Fellows and Village Books)	Indicator	Target	Male	Female	Total
<b>Communities engage in producing and implementing a bottom-up approach to community development planning with support from Fellows and community volunteers</b>	# of Fellows selected and trained	90	44	46	90
	# of Fellowship Trainings (Round 1, Round II and refresher training)	9			9
	# of villages working with Fellows/Fellowship Approach				89
	# of volunteers selected and trained	180	70	104	174
	# of volunteer trainings delivered				6
	# of consortium partners trained in Fellowship Approach		47	31	78
	# of Village Books created	90			89
	# of villages that draft village development plans based on village book process	90			89
	# of cluster meetings held	180			254
	# of State-level meetings held	27			20
<b>1b:(Citizenship – includes ID card issuance)</b>	1b:				
<b>Community members invested in peace-building possess recognized civil documentation and legal identity, fostering increased active citizenship</b>	# of Citizen Scrutiny Cards (CSC) issued	33 000	13 726	17 718	31 444
	# of One Stop Services (OSS) to issue CSC (detailed to the # of villages covered)				253
	# of information campaigns provided for id card issuance as well as follow up on the practical application of the CSCs				189
	# of community members trained in active citizenship	300	145	130	275
	# of citizens trained in peace-building	270	118	120	238
	# of active citizenship trainings provided				7
	# of peace-building trainings provided				7
	# of state/EAO representatives attend peace-building workshop				
<b>2.(Education)</b>					
<b>Community-identified school infrastructure,</b>	# villages that receive new and/or rehabilitated schools (with WASH facilities)				28

<b>including WASH and availability of education materials, is enhanced, meeting student, teacher and community-level needs</b>	# of new schools constructed				22
	# of schools rehabilitated (including classroom additions made and improved or repaired pre-existing infrastructure components)	22 (68 classrooms)			6
	Estimated catchment size for school (village or village tract population)	1 974	2 242		4 216
	# of furniture sets delivered				2 295
	# of distributed education kits – students and teachers				2 181
<b>3.(Health)</b>					
<b>Community-identified Health infrastructure and birth assistance is enhanced, meeting both household and community-level needs</b>	# of rural health centres constructed	8			6
	# of rural health centres rehabilitated (TBD)				0
	# of auxiliary midwives training	3	27		30
	# of auxiliary midwifery trainings provided				3
	# of birth kits distributed				30
	Estimated catchment size for rural health centre (village or village tract population)	5 512	5 817		11 329
# of furniture sets delivered				114	
<b>4.(WASH)</b>					
<b>Community-identified WASH infrastructure and hygiene &amp; sanitation awareness is enhanced, meeting both household and community-level needs</b>	# of hygiene and sanitation promotion campaigns and community-outreach activities	2 700	4 646	5 217	9863
	# of units of WASH infrastructure constructed or rehabilitated	90			64
	# of kilometres of water piping constructed	15			43 (km)
	# of villages receiving WASH infrastructure				32
	Estimated catchment size for WASH infrastructure (village or village tract population)	1 517	2 502		4 019
<b>5.(Infrastructure)</b>					
<b>Community-identified infrastructure is enhanced, meeting both household and community-level needs</b>	# of villages receiving road/bridge/jetties/infrastructure services				10
	# of roads/bridges/jetties/other infrastructure constructed (numbers of units)	11			3 bridges
	# of meters of road/bridge/jetties/other infrastructure rehabilitated and/or repaired (size and scope)	8 000 m			22 985 m

**Table 8: Additional deliverables<sup>50</sup>**

<sup>50</sup> Deliverable indicators #1-4 are reported by KDN, and #5 is reported by NRC. The result of the data are captured through focus group discussion.

Deliverable Indicators	Result Achieved	Remarks
1 # Communities where fellows and community members initiated dialogue with state / government representatives (peace building)	N/A	Data not available
2 # of targeted communities where the membership of CSOs has increased	52%	A total of 78 fellows were included in the sampling. Findings: The evaluation could not verify the findings from the partner reports.
3 # of communities where fellows / community members report that the active citizenship training was a useful tool to start dialogue with government, NGOs, and EAOs	55%	Focus group discussions were conducted at 6 sample villages in each State and Region. A total of 78 fellows attended the Active Citizenship Training. Out of 78 participants, 43 responded with positive feedback. Most participants showed an increased knowledge in training material, but showed little evidence of engagement in dialogue.
4 # of communities where fellows / community members initiated a dialogue with government, NGOs, and EAOs	68%	The focus group discussions with a total of 78 fellows were conducted by AAM.
5 % of families with soap in the home (for hand washing)	80%	The WASH team conducted 1914 household surveys across 3 project areas.

## 5.8 Project Costs

159. Based on the data provided by the partners, Table 9 shows the cost per beneficiary of a representative selection of infrastructure. The evaluation does not have data to pass judgment on cost-effectiveness of the project.

**Table 9: SIRP initiative costs and beneficiaries**

Initiative	Total Cost (USD)	Project Type	# Beneficiary			Cost per beneficiary, 1-year (USD)	Assumed lifespan (middle estimate, years)	Cost per beneficiary over assumed lifespan (USD)
			Total	Male	Female			
New schools	1 658 283	Contractor	3 523	1 629	1 894	471	25	18.84
Rehab-Schools	46 687	Contractor	490	238	252	95	10	9.50
Rehab-Schools	40 858	CBO	213	109	104	192	25	7.68
Furniture	129 919	Contractor	4 296	2 151	2 145	30	7.5	4.00
Rural Health Centres	389 895	Contractor	11 329	5 512	5 817	34	50	0.68
Water Systems	96 330	Contractor	4 460	1 615	2 845	22	50	0.44
Water Systems	90 071	CBO	7 056	3 384	3 672	13	15	0.87
Roads Concrete	232 191	Contractor	4 682	2 332	2 350	50	20	2.5

Roads Earthen	23 577	CBO	1 362	663	699	17	5	3.40
Bridges concrete	17 178	Contractor	1 891	932	959	9	40	0.23
Bridges	15 425	CBO	444	210	234	35	6 (wood)	5.83
Teacher Houses	44 398	Contractor	37	2	35	1 200	20 (NRC)	60
Teacher Houses	18 459	CBO	13	3	10	1 420	20 (SDC)	71

- Exchange rate 1 USD=1190MMK

160. Lifespan estimates were established NRC and SDC engineers. The cost per beneficiary over the assumed lifetime of different infrastructure projects cannot provide numerical values of their differential social benefits. However, Table 10 provides an overview of the cost benefits of each infrastructure initiative for comparison.

161. The data show that building teacher homes (both contractor and CBO approaches) are over three times the cost of the next most expensive initiative (a new school) in terms of cost per beneficiary over the assumed lifespan. Building teacher homes also provide the least number of beneficiaries. The lowest cost per beneficiary over assumed lifespan initiatives are contracted bridges (\$0.23), contracted water systems (\$0.44), and contracted rural health centres (\$0.68), not accounting for maintenance and/or operational costs. The total cost of rural health centres is the highest (\$389 895), yet have provided benefit to the greatest number of people (11 329) as their respective catchment areas extend into neighboring villages. Contractor- and CBO-approaches impact project costs differentially based on the type of infrastructure initiative.

**Table 10: Cost benefits by type of infrastructure initiatives**

Initiative	Cost per beneficiary over assumed lifespan (USD)	Cost Benefits
<b>New school</b>	\$18.84 (contractor)	<ul style="list-style-type: none"> <li>- New schools cost \$18.84 per student per year, based on the assumed lifespan of \$25, which translates to a \$94.20 investment per child over their entire primary school education.</li> <li>- The burden of \$10 - \$20 per year from collective contributions to maintenance has been reduced, which will have a significant impact among poor households</li> <li>- Communities save roughly \$1500 - \$3000 for renovations of existing schools</li> </ul>
<b>Rehabilitation Schools</b>	\$95 (contractor) to \$192 (CBO)	<ul style="list-style-type: none"> <li>- The burden of \$5 - \$10 per year from collective contributions to maintenance has been reduced, which will have a significant impact among poor households</li> <li>- Communities save roughly \$500 - \$1000 for renovations of existing schools</li> </ul>
<b>Furniture</b>	\$4 (contractor)	<ul style="list-style-type: none"> <li>- Both new and rehabilitation schools do not need invest in furniture, translating to \$40 of savings</li> <li>- Maintenance costs of \$10 - \$20 would be saved for at least 5 years.</li> </ul>

<b>Rural Health Centre</b>	\$0.68 (contractor)	<ul style="list-style-type: none"> <li>- In the government system, each rural health system will serve one direct beneficiary village and 4- 5 surrounding villages. Major cost benefits are hard to measure in terms of total catchment population.</li> <li>- Proximity through reduced transportation costs can lead to the increased utilization of health services, which can lead to a number of public health, economic, and social benefits:             <ol style="list-style-type: none"> <li>1. Increasing the number of deliveries under supervision of skilled birth attendants will reduce infant and maternal mortality rates.</li> <li>2. Decreases in common and curable sources of morbidity and mortality can improve population economic productivity and quality of life.</li> </ol> </li> <li>- However, increased utilization of health services is also dependent on the current programs, costs, and sociocultural perceptions of the health system. A thorough understanding of factors contributing to increased utilization of health services requires extensive epidemiological and health system research.</li> </ul>
<b>Water System</b>	\$13 (CBO) to \$22 (contractor)	<ul style="list-style-type: none"> <li>- Easy access to water saves opportunity costs of other economic activity of a quantity dependent on household's primary occupation and location.</li> <li>- Students do not need to go far to collect water, which can have long-term benefits through impacting attendance in primary school.</li> <li>- Saved community costs of building water tanks, which are roughly \$50.</li> <li>- Household piping costs have been saved, which can be <math>\geq</math> \$30 depending on the location of households, and have a significant impact among the poor.</li> <li>- The costs of digging wells have been saved, which are roughly \$100 per well.</li> <li>- Water systems can have significant public health benefits if they improve access to safe drinking water. Safe water in rural and socioeconomically marginalized areas will reduce exposure to common sources of morbidity and mortality, particularly among children, and will lead to overall decreases in infant and under-5 morbidity and mortality. This can have further benefits on child education through reducing absences and promoting primary school participation.</li> </ul>
<b>Road</b>	\$17 (CBO) to \$50 (contractor)	<ul style="list-style-type: none"> <li>- A road has reduced transport costs by double in Nyaung Tone Village.</li> <li>- Roads decrease opportunity costs of other economic activity of a quantity dependent on household's primary occupation and location by impacting travel time.</li> <li>- Roads have created easier and safer travel for villagers from nearby areas and safer travel for students going to and from school.</li> </ul>
<b>Bridges</b>	\$9 (contractor) to \$35 (CBO)	<ul style="list-style-type: none"> <li>- Bridges decrease opportunity costs of other economic activity of a quantity dependent on household's primary occupation and location by impacting travel time.</li> <li>- Roads have created easier and safer travel for villagers from nearby areas and safe travel for students going to and from school.</li> </ul>
<b>Teacher Houses</b>	\$60 (contractor)	<ul style="list-style-type: none"> <li>- May provide an incentive to attract teachers to come or stay in schools for longer periods of time, which can increase the quality</li> </ul>

to \$71 (CBO)	of education among the respective village's primary school students.
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165. Table 10 shows the social and economic benefits of different intervention types to be multisectoral. The evaluation does not have the data to provide judgement on the efficacy of different infrastructure initiatives as this would require contextual knowledge of the pre-existing health, education, transportation and water and sanitation infrastructure within each village.

166. On average, SIRP schools have 50% higher costs than government schools. However, SIRP schools have additional benefits, as highlighted in Table 11.

**Table 11: Estimated cost-construction of new school- SIRP vs Government (MMK)**

	SIRP School	Government School
Average Total Cost per unit	80 000 000	40 000 000
Dimension	120' x 36'	120' x 30'
Transporting cost (add 10%) <sup>51</sup>	8 000 000	Reduce due to proximity near the Township
Toilet (average 5 unit included) + septic tank + overhead water tank <sup>52</sup>	8 000 000	None
Corridor (include) <sup>53</sup>	5 000 000	None
Others (bell, white board, color board, walkway for disable students, trash bin)	2 000 000	None
Quality	High quality	Low quality

167. Discussion with the DEO of Kawakerik found most SIRP schools are located in more remote villages. An Engineer from SDC estimated that an average increase of 10% in the transportations cost for materials to SIRP Schools.

168. The total cost associated with the Fellows program was \$682,579, which is a significant proportion of the overall SIRP Budget. The evaluation team found that successful implementation of initiatives was highly dependent on Fellows who demonstrated significant contributions, yet involvement of Fellows greatly decreased during the construction stages of the project. The costs of specific activities associated with the Fellows are summarized in Table 12.

**Table 12: Fellowship activities and costs**

Description	Amount (MMK)	Amount (USD)	Remarks
Fellows Honorarium	305 500 000	\$ 256 723	From Jun 2013- June 2016
Cluster Meeting	291 600 000	\$ 245 042	Monthly
State Level Meeting	100 000 000	\$ 84 034	Once a year
ACPB	10 000 000	\$ 8 403	7 time
Refresher Training	30 0000 00	\$ 25 210	3 times
Fellowship Training	60 168 520	\$ 50 562	6 times
Volunteer Training	15 000 000	\$ 12 605	6 times
<b>Total</b>	<b>812 268 520</b>	<b>\$ 682 579</b>	

- Exchange rate 1 USD=1190MMK

<sup>51</sup> Most SIRP school are located in remote areas. One contractor (from SDC evaluation) estimated an increase 10% of total cost on the transportation of materials.

<sup>52</sup> Government school buildings do not include toilets.

<sup>53</sup> SIRP schools have 30x 6 foot corridors / Government schools have 24x6 foot corridors

169. The SIRP project ended in June 2016. Due to the unspent funding of approximately 1 million Euro, the evaluation team was informed that the SIRP consortium was signing an additional one year no-cost extension. As a result, the following recommendations will, in part, focus on the effective utilization of the remaining funds up to June 2017.

170. The Auxiliary Midwife training (AMW), the peace building training and the active citizenship training did not succeed in achieving its numerical targets. For the extension period, these trainings should be prioritized. Furthermore, the AMW training should be sufficient to meet the pre-defined standard.

171. Due to time constraints, the training course for PHAST was reduced (two days instead of seven) covering only the most essential information. In addition, no follow up trainings were conducted. In the extension period, the training could be continued and be expanded covering the full seven days.

172. The ID card process was very successful, but did not achieve the numerical target (31144 out of 33000). The ICLA team, building on the strong relationships with the stakeholders, could continue its activities in order to reach the target of 33000.

173. For the extension period, the consortium partners could consider activities aiming at increasing female participation in the community CBOs and maintenance committees. Especially important is ensuring that women take on leadership roles.

174. The consortium partners could consider financially supporting the maintenance committees and the funds, ensuring there are funds to support basic maintenance for a longer period of time, significantly reducing the financial support needed from communities.

175. If time allows the consortium partners could revisit the village books and identify infrastructure that could feasibly be constructed within the timeframe of the extension.

176. The consortium should facilitate a long term plan with the GoM and relevant EAOs to ensure that all RHSC are equipped and staffed long-term. The consortium could consider, as an incentive, providing additional remuneration for a period of time for GoM health personnel willing to settle in the most remote areas.

177. For future programming the consortium partners should ensure that accurate baseline data and/or counterfactual data is collected at the outset of the project, allowing thorough longitudinal analysis and accurate measurement of progress.

178. For future projects the complexity of the consortium requires meticulous governance procedures and agreed system of operations to be in place prior to the start of project implementation.

179. The consortium should seek the support of the communities in guaranteeing the safety off all personnel working at both schools and RHSCs.

180. The consortium should examine, in further details, the modalities of the successful partnership between the DoI, ICLA team and the KNU, and best practices disseminated to a wider audience.

181. The consortium should consider conducting rigorous analysis of the strength and weaknesses of the vast amount of trainings that have been conducted. Understanding the success elements of widespread trainings can be useful for future project programming for all partners.

Annex 1: Terms of reference for SIRP evaluation

<b>NAME:</b>	<b>EMC Myanmar</b>
<b>TITLE:</b>	<b>Final Evaluation</b>
<b>DUTY STATION:</b>	<b>SE Region Myanmar (SIRP areas of operation)</b>
<b>REPORTING TO:</b>	<b>Partnership Manager – NRC Myanmar</b>

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## 1. BACKGROUND

Project Title: Southeast Infrastructure Rehabilitation Project Final Evaluation (SIRP)

Consortium Partners: NRC (grant holder, co-funder and implementer in Kayin State), SDC (co-funder and implementer in Mon State), KDN (implementer in Tanintharyi Region) and ActionAid Myanmar (technical partner for Fellowship and Village Book process and other soft skills/training activities).

Project period Dec. 2012 - June 2016

Operational Area: SE Region, Myanmar in 89 villages, MIMU maps provided for desk study. In line with the overall objectives stated in the project document, NRC and its partners will implement a range of activities, in 10 selected townships, 89 targeted villages for 10800 households, 54000 individuals, reaching, 2720 school children, 24000 individuals with health services through clinic, 30,000 individuals with citizen scrutiny cards at state/region levels, to achieve the following specific objective: *“Most marginalized and vulnerable conflict affected uprooted people and their host communities, in 90 villages of Kayin, Mon and Thanintharyi Region, have been empowered, and have improved, and to new income source”*. Based on participatory planning process, the communities will define the priority needs to which project staffs and other stakeholders will flexibly responds with a range of services and products detailed below and contributing to expected results.

## 2. OBJECTIVES and EVALUATION APPROACH/DELIVERABLES

The main objectives for the consultancy

- To engage all partners in the EU required final evaluation for SIRP under EuropeAid funds (AUP)
- To complete a final evaluation that covers the entire period of the grant from Dec. 2012 to June 2016
- To produce a final evaluation product/document that will inform ways forward and provide lessons learnt for the consortium members.
- To assess the achievement of results at the outcome and output levels (based on the Log-Frames) that reflects the relationship between project cost and results.

Narrative Questions of Inquiry and Thematic Areas

Six key thematic evaluation sectors are to be explored and documented with Fellows/Wider Impact & Citizenship (including ID card assurance, Education, Health, WASH and Infrastructures). Sectors under the Action:

- Fellows and Village Books
- Citizenship (including ID card issuance, active citizenship and peace-building training)
- Education (including schools)

- Health (including rural health clinics and mid-wife training)
- WASH (including hygiene promotion activities)
- Infrastructure

Based on steering committee and secretariat level inputs and specific requests made by partners, the following are questions to be explored in the evaluation phase through, Structured questionnaires, Key Informant Interviews (KIIs), rapid appraisal methods and Focus Group Discussions (FGDs):

- Effectiveness: Please comment on SIRP operations at all levels – Steering Committee, Secretariat and Implementation (field) levels (based on their role and responsibilities/experiences in the project). What improvements could be made? What approaches and practices should continue at consortium level by effectiveness management and by individual members in future? What were intended project goals, outcome and outputs achieved and how? Did the project reach the targeted beneficiaries at the project goals and outcome level? What extent has this project generated positive or negative changes in the targeted and untargeted beneficiaries? What were the internal and external factors contributed to the achievement? How to empower the fellows and volunteers?
- Efficiency: How efficiently and timely has this project been implemented and managed in accordance with the Project Document? Specifically have resources been used well and strategies to implementation been appropriate.
- Context/s: What have been the major challenges and opportunities for SIRP implementation based on the varied contexts in the SE Region? Please explain/highlight key points.
- Partnership and Performance: Please comment on the strengths and weaknesses of the SIRP partnership/s based on your experiences for the whole project. Please provide inputs and feedback on project performance in relation to partnership development and management if applicable.
- Relevance: Based on experiences to date, please comment on how relevant the SIRP methodologies and approaches have been in the contexts of the SE Region.
- Timeline and Deliverables: What challenges have been faced that have resulted in any delays in project deliverables? If none, please comment on how timelines had been met with minimum obstacles.
- Fellowship Modality and Wider Impact: Based on partners experiences in the project, what value has the modality of the Fellowship approach brought to the project? What challenges or lessons learned from it? For interviews with Fellows, what do they feel they have brought to the consortium and received from the consortium partners? As a Fellow, what have they gained during the life of the project? What needs still to be continued to further valorise the Fellows and the Volunteers.
- Sustainability: How are the achieved results, especially the positive changes generated by the project in the lives of women and girls at the project goal level, going to be sustained after this project ends?
- Impact: What are the unintended consequences (positive and negative) resulted from the project?
- Additional deliverable: key points for outcome indicators in final evaluation report as follows:
  1. # Communities where fellows and community members initiated dialogue with state / government representatives (peace building)
  2. # of targeted communities where the membership of CSOs has increased
  3. # of communities where fellows / community members report that the active citizenship training was a useful tool to start dialogue with government, NGOs, and EAOs
  4. # of communities where fellows / community members initiated a dialogue with government, NGOs, and EAOs
  5. % of families with soap in the home (or) % of families with soap in the home
- Other Relevant Areas of Inquiry where Relevant

Note: Key points of outcome indicators can be reported only if the data is available from partners. For those missing data, it will be verified with the self-reported and observation methods.

#### Methodology

The evaluation will draw on qualitative and quantitative data and review of historic project information. Data collection techniques shall include structured questionnaires, Key Informant Interviews (KIIs), Focus Group Discussions (FGDs) and/or appropriate rapid appraisal methods. Informants include:

- Key SIRP stakeholders (Steering members, State actors from regional and township level, - EAOs members)
- SIRP NRC team and selected Fellows from the SIRP villages
- NRC and Partners Management staffs
- Selected Fellows and volunteers

	Method of Interview	Mon State (SDC)	Hphan (NRC)	Dawei (KDN, NRC)	Than Daung Gyi	AAM
YGN Partner- CD, Program Head, Project Coordinator, M&E Officer	KII	2	3	4		4
Field Staff- Field staff, Fellow Manager	KII	3	3	3		3
Fellow-4 fellow from each cluster, 50% of female participant	FGD	12	12	12	10	
Government- TEO, Health, GAD, Natala	KII	3	3	3		
EAOs- KNU, NMSP	KII	1	1	1		
School Committee School Committee, Maintenance Committee	FGD	5	5	5		
Health Committee	FGD	6	5	5		
CBO member/ Infrastructure Committee	KII	3	3	3		
Principal/ Teacher	KII	4	4	4		
Midwife (Gov)	KII	1	1	1		
Auxiliary Midwife (Volunteer)	KII	2	2	2		
Students (3-4 grade)	FGD	4	4	4		
<b>Total</b>		<b>46</b>	<b>46</b>	<b>47</b>	<b>10</b>	<b>7</b>

Evaluation Process:

Suggested evaluation approach and field research plan:

- Desk study/project docs provided prior to arrival, dedicated time with Area Manager (SE-NRC)
- Overall briefing on Myanmar/SE Region and SIRP (NRC Office, Head of Programs and CD). Meet with AAM, NRC, KDN and SDC for overall briefing.
- Evaluation team representatives Travel to Hpa-An, Kayin State (NRC)
- Hpa-An – interviews with SIRP NRC team and selected Fellows from the SIRP villages

- Travel to Mon State (SDC) MLM - interviews with SIRP SDC team and selected Fellows from the SIRP villages in Mon State
- Return to Yangon, debrief with NRC Management staffs
- Travel to Dawei, TTY Region (KDN)
- DWI – interviews with SIRP KDN team and selected Fellows from the SIRP villages
- Return to Yangon: Aug. Meet with KDN, AAM, NRC and SDC teams at Yangon level and present main findings
- Debrief with Steering Committee, followed by a debriefing with the Secretariat members While in the SE Region, the Evaluator/s to meet with selected Fellows as logistics and access at village level is difficult in some locations.
- NRC and partners will be responsible for scheduling all appropriate meetings with relevant stakeholders

Evaluation Format:

1. Draft evaluation work plan and research tools
2. Final evaluation work plan and research tools
3. Draft Evaluation Report:

The Consultant will submit a draft evaluation report for review by NRC and

Partners by 31<sup>st</sup> August 2016. Only a soft copy is to be submitted. The draft report shall include but not be limited to the following components:

- Executive Summary – 2-5 pages - The executive summary is a tightly drafted and self-standing document which presents the project/programme under final evaluation, the purpose of the evaluation, the main information sources and methodological options and the key conclusions, lessons learned and recommendations.
  - Tables of contents, figures, acronyms, etc.
  - Introduction – The introduction describes the consortium project/programme and the mid-term evaluation. The reader is provided with sufficient methodological explanations in order to gauge the credibility of the conclusions and to acknowledge limitations or weaknesses if there are any.
  - Evaluation Methodology/Approach Taken
  - Answered Questions/Findings – stated questions posed and explored with rationale for:
  - Visibility of the Project – summary of visibility approach among all partners as this is linked to contexts and many of the programmatic rationale taken forward in the project.
  - Overall Assessment – as arrived at by the evaluators
  - Conclusions, Lessons Learned and Recommendations – to be framed by the evaluators as appropriate.
  - Annexes (suggested) - Terms of reference, List of interviews/appointments held, Logical framework and comments, Detailed evaluation method including: - Options taken, difficulties encountered and limitations and Detail of tools and analyses, List of documents used, and any other text or table which contains facts used in the evaluation.
4. Presentation of Key Findings and Discussions if desirable by NRC and Partners via Skype/” work shop” in Yangon.
5. Final Evaluation Report: The final report will be delivered in English. The report shall have an Executive Summary with no more than five pages, and the main section of the report with no more than 40 pages, excluding annexes. There will be no page limit for the annexes. Soft copy and three copies in hard copy format are to be submitted.

Data Ownership - the data collected through this evaluation will be kept and stored by NRC in hard and soft copy.

## 2. PROGRESS PLAN

Date	Milestones:
1 <sup>st</sup> July to 15 <sup>th</sup> July	Inception phase EMC communications and introductions with SIRP Partners Finalization/validation of the final evaluation ToR
20 <sup>th</sup> July – 23 <sup>rd</sup> July	Field work Dawei, TNTY
24 <sup>th</sup> July – 31 <sup>st</sup> July	Progress reporting
1 <sup>st</sup> August – 6 <sup>th</sup> August	Field work Kayin & Mon States
8 <sup>th</sup> Aug to 31 <sup>st</sup> August	Analysis/ Progress reporting /Draft evaluation report (31 <sup>st</sup> August)
31 <sup>st</sup> Aug - 15 <sup>th</sup> Sept	NRC and partners review Final Evaluation report submitted to NRC (15 <sup>th</sup> September)

#### 4. ADDITIONAL INFORMATION (Explanatory Note)

Inception phase: 1<sup>st</sup> July 2016 – 15<sup>th</sup> Jul 2016 will have **EMC** leading the finalizing of the final evaluation ToR with all SIRP partners as a neutral agent in this process. This is important for partner buy in as well as quality of the evaluation results and recommendations.

Country Director or Head of Programs and **EMC** will make any amendments to the Consultancy Contract and attached Annexes by 15<sup>th</sup> July 2016 as deemed appropriate (based on inception phase) however the fee rate and days dedicated to the Action will not change or be altered.

Final evaluation phase will be carried out between 1<sup>st</sup> July and 31<sup>st</sup> Aug 2016.

#### 5. ENQUIRIES

All enquiries regarding this agreement shall be directed to:

	For the Consultant:	For the NRC:
Name:	David Totten	Ziemowit Nawojczyk
Position:	Director	Area Manager
Telephone:		
E-mail:	david.totten@emergingmarkets.asia	ziemowit.nawojczyk@nrc.no



Funded by the European Union

### **Southeast Infrastructure Rehabilitation Project (SIRP)**

The Norwegian Refugee Council (NRC), the Swiss Agency for Development and Cooperation (SDC), Action Aid/Myanmar (AAM), and Knowledge and Dedication for Nation-building (KDN) have recently won funding under the European Union's *Aid to Uprooted People Programme in Myanmar* funding mechanism. In so doing, our agencies have formed a partnership entitled the South-eastern Infrastructure Rehabilitation Project (SIRP) with plans to implement coordinated activities in Mon and Kayin States and Tanintharyi Region from 2013-2015. The SIRP Partnership is committed to its core values of enabling positive change and building capacities of target IDPs, refugee returnees and their host communities by bridging relief and development interventions and working with established local community and government partnerships.

The SIRP Partnership will implement a range of activities in 90 targeted villages across the three States to achieve the following specific objective: "Most marginalized and vulnerable conflict-affected uprooted people and their host communities, in 90 villages of Mon and Kayin States and Tanintharyi Region, have been empowered, and have improved access to basic education, primary health care, water and basic sanitation facilities, and to new income sources". Based on participatory planning processes, the communities will define their priority needs and match these to State development priorities. Partners will then flexibly respond with a range of relevant services and products to attain sustainable positive change in the lives of the target beneficiaries.

Beneficiary villages will be selected according to the following criteria, jointly agreed between the four SIRP Partners: (a) conflict-affected villages with a peace process underway; (b) poor and particularly remote; (c) with a significant number of IDPs and/or returnees; (d) with limited access to government social services; (e) with a limited presence of other actors engaged in community development; (f) accessible physically and security wise, but also politically: this means that all stakeholders, including the government and NSA, should approve the selection of every village. With this understanding, SIRP Partners will ensure that selected villages include both government-controlled and NSA-controlled villages. This will demonstrate the humanitarian principles of neutrality and impartiality, and build trust and establish close relationships between the communities and local authorities.

#### **Target Areas:**

- **Kayin State:** 30 villages in Kawkareik, Kyanseikgyi, and Thandaunggyi townships
- **Mon State:** 30 villages in Mudon, Ye, Billin, and Thanbyuzayat townships
- **Tanintharyi Region:** 30 villages in Dawei, Palaw, and Thayetchaung townships

The total value of the action over three years is USD 9,400,000 with an estimated 140,000 beneficiaries across the South-east. EuropeAid will provide 80% of the project funding with 20% equally provided by NRC and SDC.

## Annex 3: Evaluation Work Plan

Date	From	Time	To	Time	Interviewees
20 Jul	Yangon	11:15	Dawei	12:25	KDN Field Staff
21 Jul	Dawei	07:00	Mee Laung Chaung	12:00	Fellows, VDC, School Children, AMW, Maintenance Committee
21 Jul	Mee Laung Chaung	13:00	Nyein Chan Yay 1	15:15	Fellows, VDC, Maintenance Children, AMW
21 Jul	Nyein Chan Yay 1	15:15	Pa Awt Chaung	16:00	Check Teacher's house, school teachers
21 Jul	Pa Awt Chaung	16:00	NRC Field Office	19:30	NRC WASH team and Infra Team
22 Jul	Dawei	06:30	Nyaungdon	11:00	Fellows, VDC, School Children, AMW, Maintenance Committee
22 Jul	Nyaungdon	11:00	Kyay Thar Inn	13:30	Fellows, VDC, AMW, RHSC and Maintenance Committee
22 Jul	Kyay Thar Inn	14:00	Tha Byu Chaung	16:00	VDC, School Children, AMW, Maintenance Committee, School Committee, Teachers
22 Jul	Kyay Thar Inn	11:30	Maung Ma Kan	16:00	MoIP and NRC ICLA team
23 Jul	Dawei	16:55	Yangon	17:40	
29 Jul	Yangon		Than Taung Gyi		
31 Jul	Than Taung Gyi		Hpa-An		Fellow, VDC member
30 Jul	Yangon	21:00	Hpa-An	03:10	
31 Jul	Hpa-An		Hpa-An		AAM Field Staff
01 Aug	Hpa-An	08:00	Kyar Inn Seik Kyi	11:00	Fellow, VDC member
01 Aug	Kyar Inn Seik Kyi	11:30	Htee Poe Lay Kaw	16:00	Fellow, VDC, School Committee, Students
02 Aug	Kyar Inn Seik Kyi	07:00	Khoke Khwar	09:00	KNU Liaison Person
02 Aug	Khoke Khwar	09:00	Ywar Lone Taung	10:00	Fellow, volunteer, VDC, WASH committee
02 Aug	Kyar Inn Seik Kyi	15:00	Mawlamyine	18:00	
03 Aug	Mawlamyine	08:00	SDC Office Mawlamyine	15:00	Project Director, Senior Field Facilitator, Field Facilitator, Engineer team
03 Aug	Mawlamyine	14:00	Na Ta La Office	15:00	Staff Officer
03 Aug	Mawlamyine	15:00	Thahton		
04 Aug	Mawlamyine	05:30	Win Tar Pan	11:00	Fellow, CBO, Teachers, School Committee
04 Aug	Win Tar Pan	11:00	Kyauk Phyar	13:30	Fellow, CBO, Teachers, School Committee
04 Aug	Kyauk Phyar	13:30	Lay Kay	15:00	AMW
04 Aug	Thahton	06:00	Kyoe Wine Kan Nar	12:15	CBO, School Committee, Teachers, Students
04 Aug	Kyoe Wine Kan Nar	12:15	Kyone Win	16:00	RHSC Maintenance Committee
05 Aug	Mawlamyine	06:00	Pa Yaw Hae`	11:00	Fellow, CBO, Teachers, School Committee
05 Aug	Pa Yaw Hae`	11:00	Ywar Thit	14:00	Fellow, CBO
05 Aug	Kyoe Win	05:30	Noet Ka Nae	11:00	CBO, School Committee, Teachers, Students, KNU Bilin T/W Chairman
05 Aug	Noet Ka Nae	11:00	Mawlamyine	18:00	

**FIELD OFFICES AND HEADQUARTERS QUESTIONNAIRE**

Partners in Yangon

Key Areas	Research questions (Program)
Effectiveness:	How the committee's meeting are organized? Who Leads the meeting? What are the roles for member?
	How many representatives and from each organization?
	Operational mandate?
	Guidelines for operation?
	Frequency of meetings?
	Processes for following up on decisions?
	How is compliance ensured?
	Compliance control in steering committee
	What improvement can be made?
	What approaches and practices - should recommend for the future consortium?
	Compliance control in steering committee
	What was the efficiency of the community mobilization process in articulating the wishes, aspirations and needs of the communities?
	Did the project reached the targeted beneficiaries at the project goals and outcome level?
	What extent has this project generated positive or negative changes in the targeted and untargeted beneficiaries?
	Could something have been done differently to mitigate or build on these factors?
	What were the internal and external factors contributed to the achievement?
	Was information effectively shared and decision making effective in the management of the SIRP component?
	Was the consortium management of the SIRP component of the programme, including financial and partner management effectively managed? Why/why not (elaborate)?
	Was the monitoring mechanisms systematic and effective (including monitoring missions, reporting, and reviews)?
	Synthesis of monitoring data into decisions and improvements in programme output?
	Could something have been differently to improve effectiveness of the collaboration?
	How did the programme manage risks?
	Was the approach effective?
Any security issues or incidents during the programme?	
Efficiency:	Are the output on time?
	Any unforeseen challenges that delayed the implementation of activities/output?
	Was the programme outputs implemented according to plan/any significant delays?
	Yes/No - explain (key deliveries/non-deliveries)
	Was the financial/technical/managerial monitoring and support service functions adequate?
	The value of the result framework (are there more than one result framework used)?
	Monitoring guidance from the Consortium?
	Routines for reporting on results (generic/ad hoc)
Context/s:	External and Internal challenges?
	Has challenges been effectively addressed?
	Implementation opportunities from implementing in the SE Region?
	Lessons learned from implementing in the SE Region?
	The major strengths of working in a consortium?
	Major weaknesses?

Partnership and Performance:	Has organizational challenges and partnership modalities (routines etc.) hampered project performance towards project outcomes and goals?
	Has results been achieved through this model that would not otherwise have achieved?
	Has management been effective?
	Please clarify on the collaboration with representatives of the other consortium partners
Timeline and Deliverables:	Delays in the use of the village books, infrastructure, deliveries, etc.?
	Any other delays?
	Reasons for delays?
	Project achievements on time?
	Examples of success - meeting the timeline?
Relevance:	What has been particular relevant? Why?
	What has been less relevant? Why?
	If anything, what could have been done differently?
Sustainability	How the result achieved?
	What are the positive change among girls and women?
	How the project will be sustained after the project ends? And how the project plan for the sustainability of the infrastructure?
	What training they received, how the training impacts in their role in the CBO? Is the training useful?
	Is the infrastructure adequately maintained by the local communities? How they plan for the sustainability of the infrastructure? (* CBO formed, established maintenance fund, regular monitoring of the infrastructure, etc.)
Fellowship Modality and Wider Impact:	Has the Fellows been adequately supported?
	Please specify (trainings etc.)?
	Would they like to have seen more support?
	Are the Fellows paid?
	Anything else they would like to share?
	What value has the modality of the Fellowship approach brought to the project?
	What challenges or lessons learned have been arrived at?
	What is the future role of the Fellows (SIRP programme component)?
How can the Fellows be supported to continue (should they)?	
Impact	What has been changed and what are the result?
	What are the positive change and how that impact the community?
	What are the negative change how that impact the community?
	What are the unintended positive change how that impact the community?
	What are the unintended negative change how that impact the community?
Development of partnership modalities	How the partners work together in different phases, what work well and what did not in both phases?
	How do the partners view the phases?
	What are the key learnings?
	What are the major improvement in the remaining phase?
	What can be considered best practice etc?

Partners Field

Key Areas	Modalities	Research questions (Program)
Effectiveness:	Secretariat Committee	How the committee's meeting are organized? Who Leads the meeting? What are the roles for member?
	Meet project goals and achievement	What was the efficiency of the community mobilization process in articulating the wishes, aspirations and needs of the communities?
		How was the projects tailored in response/accordance?

		Did the project reached the targeted beneficiaries at the project goals and outcome level?
		What extent has this project generated positive or negative changes in the targeted and untargeted beneficiaries?
		Could something have been done differently to mitigate or build on these factors?
		What were the internal and external factors contributed to the achievement?
	The project set-up, design and implementation	Was information effectively shared and decision making effective in the management of the SIRP component?
		Was the consortium management of the SIRP component of the programme, including financial and partner management effectively managed? Why/why not (elaborate)?
		Was the monitoring mechanisms systematic and effective (including monitoring missions, reporting, and reviews)?
		Synthesis of monitoring data into decisions and improvements in programme output?
		Could something have been differently to improve effectiveness of the collaboration?
		How did the programme manage risks?
		Was the approach effective?
		Any security issues or incidents during the programme?
Efficiency:	Analyze and comment on the timing of project outputs, how long it took to produce results.	Are the output on time?
		Any unforeseen challenges that delayed the implementation of activities/output?
		Was the programme outputs implemented according to plan/any significant delays?
		Yes/No - explain (key deliveries/non-deliveries)
		Was the financial/technical/managerial monitoring and support service functions adequate?
		The value of the result framework (are there more than one result framework used)?
		Monitoring guidance from the Consortium?
		Routines for reporting on results (generic/ad hoc)
Context/s:	What have been the major challenges and opportunities for SIRP implementation based on the varied contexts in the SE Region? Please explain/highlight key points.	External and Internal challenges?
		Has challenges been effectively addressed?
		Implementation opportunities from implementing in the SE Region?
		Lessons learned from implementing in the SE Region?
Partnership and Performance:	Comment on the strengths and weaknesses of the SIRP partnership/s based to date. Provide inputs and feedback on project performance in relation to partnership development and management if applicable.	The major strengths of working in a consortium?
		Major weaknesses?
		Has organizational challenges and partnership modalities (routines etc.) hampered project performance towards project outcomes and goals?
		Has results been achieved through this model that would not otherwise have achieved?
		Has management been effective?

		Please clarify on the collaboration with representatives of the other consortium partners
Timeline and Deliverables:	What challenges have been faced that has resulted in any delays in project deliverables? If none, please comment on how timelines have been met with minimum obstacles.	Delays in the use of the village books, infrastructure, deliveries, etc.?
		Any other delays?
		Reasons for delays?
		Project achievements on time?
		Examples of success - meeting the timeline?
		Reasons for meeting the timeline?
Relevance:	Based on experiences to date, comment on how relevant the SIRP methodologies and approaches have been in the contexts of the SE Region.	What has been particular relevant? Why?
		What has been less relevant? Why?
		If anything, what could have been done differently?
Sustainability	How are the achieved results, especially the positive changes generated by the project in the lives of women and girls at the project goal level, going to be sustained after this project ends?	How the result achieved?
		What are the positive change among general population
		What are the positive change among girls and women?
		How the project will be sustained after the project ends? And how the project plan for the sustainability of the infrastructure?
		What training they received, how the training impacts in their role in the CBO? Is the training useful?
		Is the infrastructure adequately maintained by the local communities? How they plan for the sustainability of the infrastructure? (* CBO formed, established maintenance fund, regular monitoring of the infrastructure, etc.)
Fellowship Modality and Wider Impact:	Based on partners experiences in the project, what value has the modality of the Fellowship approach brought to the project? What challenges or lessons learned have been arrived at? For interviews with Fellows, what do they feel they have brought to the consortium? As a Fellow, what have they gained during the project?	Has the Fellows been adequately supported?
		Please specify (trainings etc.)?
		Would they like to have seen more support?
		Are the Fellows paid?
		Anything else they would like to share?
		What is the future role of the Fellows (SIRP programme component)?
		What value has the modality of the Fellowship approach brought to the project?
		What challenges or lessons learned have been arrived at?
		What is the future role of the Fellows (SIRP programme component)?
		How can the Fellows be supported to continue (should they)?
Impact	What are the unintended consequences (positive and negative) resulted from the project?	What has been changed and what are the result?
		What are the positive change and how that impact the community?
		What are the negative change how that impact the community?
		What are the unintended positive change how that impact the community?
		What are the unintended negative change how that impact the community?
Development of partnership modalities	The differences (or development) implementation modalities and cooperation between phase one (the village	How the partners work together in different phases, what work well and what did not in both phases?
		How do the partners view the phases?

	book phase if you will) and phase two (implementation/construction phase).	What are the key learnings?
		What can be improved?
		What can be considered best practice etc?

**Methodology: Informants, tools and methods used for primary**

Organization	Title and sample size	Location	Tools	Method
Norwegian Refugee Council (NRC)	Head of Program, M&E Coordinator	Yangon	Semi-structured interview guide	KII
	Infra Team (2)	Dawei	Semi-structured interview guide	KII
	WASH Team (2)	Dawei	Semi-structured interview guide	KII
	ICLA Team	Dawei	Semi-structured interview guide	FGD
	Field Assistant (1)	Kyar Inn Seik Kyi	Semi-structured interview guide	KII
	VDC Maintenance Committee (5) Fellow (1)	Htee Poe Lay Gaw	Semi-structured interview guide	Mixed methods (KII, FGD)
	Teachers (2) Students (5)	Htee Poe Lay Gaw	Semi-structured interview guide	Mixed methods (KII, FGD)
	Fellow (1) Volunteer(1)	Ywar Lone Taung	Semi-structured interview guide	KII
	VDC (7) WASH (4)	Ywar Lone Taung	Semi-structured interview guide	FGD
	Fellow (16)	Kawkareik	Semi-structured interview guide	FGD
	Maintenance Committee (6)	Tha Htay Kone	Semi-structured interview guide	FGD
	Maintenance Committee (10)	Kayin Kyauk Pyar	Semi-structured interview guide	FGD
	Teacher (1) Students (25)	Inn Gyi	Semi-structured interview guide	Mixed methods (KII, FGD)
The Swiss Agency for Development and Cooperation (SDC)	Head/Deputy of Humanitarian Affairs	Yangon	Semi-structured interview guide	KII
	Head of Field Office, Project Officer Senior Field Facilitator (1) Field Facilitator (4)	Mawlamyine	Semi-structured interview guide	Mixed methods (KII, FGD)
	Site Engineer (14)	Mawlamyine	Semi-structured interview guide	Mixed methods (KII, FGD)
	CBO (18) Fellow (4)	Win Ta Pan	Semi-structured interview guide	FGD
	Teachers (4) CBO (18)	Pa Yaw Hae	Semi-structured interview guide	FGD
	CBO (15) Teachers (7) Students (18)	Kyauk Pyar	Semi-structured interview guide	FGD

	Township Officer (1) AMW (3)	Head Lay Kay	Semi-structured interview guide	FGD
	CBO (25) Fellow (2)	Ywar Thit	Semi-structured interview guide	FGD
	Fellow (2) Students (13) Teachers (6) Maintenance Committee (14)	Noe Kanae	Semi-structured interview guide	FGD
	CBO (12) Maintenance Committee (12) Fellow (3)	Kyoe Wine Kannar	Semi-structured interview guide	FGD
<b>Knowledge and Dedication for Nation-building (KDN)</b>	Project Manager (1) M & E Officer (1) Project Assistant (1)	Yangon	Semi-structured interview guide	KII
	Project Officer (1) Field Staff (9)	Dawei	Semi-structured interview guide	KII
	Fellow (11) VDC (5) Maintenance Committee (2) AMW (1)	Mee Laung Chaung	Semi-structured interview guide	Mixed methods (KII, FGD)
	Fellow (12) VDC (9) Maintenance Committee (2) Students (8)	Nyaung Tone	Semi-structured interview guide	FGD
	Fellow (2) AMW (1) VDC (5) Maintenance Committee (4)	Kyay Thar Inn	Semi-structured interview guide	FGD
	Teachers (5) VDC and School Committee (8) AMW (1) Students (5)	Tha Pue Chaung	Semi-structured interview guide	FGD
	VDC (2) WASH (5) Maintenance Committee (4)	Nyein Chan Ye (1)	Semi-structured interview guide	FGD
<b>Action Aid Myanmar (AAM)</b>	Head of program, policy and campaign, M&E Documentation officer, Country Unit Coordinator, M&E Coordinator (PQILC), CD	Yangon	Semi-structured interview guide	KII
	Project Field Coordinator	Hphan	Semi-structured interview guide	KII
	Project Field Staff (3)	Mawlamyine	Semi-structured interview guide	KII
<b>KNU</b>	Liaison Person	Kyar Inn Seik Kyi	Semi-structured interview guide	KII
<b>Government</b>	Ex- Ethnic Minister (Tanitharyi Region)	Dawei	Semi-structured interview guide	KII

KNU	Head of Bilin District, member of KNU Health Committee	Bilin	Semi-structured interview guide	KII
Department of Education	District Township Officer	Kakawerik	Semi-structured interview guide	KII
Department of Rural Development	Staff Officer	Hphan	Semi-structured interview guide	KII
Natala	Staff Officer	Mwalamyine	Semi-structured interview guide	KII

#### FGD Participants by gender, by type of beneficiaries

Region	Male	Female	Total
<b>Tanintharyi</b>			
VDC and beneficiaries	15	12	27
Participants from maintenance training	7	5	12
Health Committee	2	5	7
School Committee	5	9	14
WASH beneficiaries	2	5	7
Students	7	6	13
Fellows	14	12	26
<b>Total</b>	<b>52</b>	<b>54</b>	<b>106</b>
<b>Mon</b>			
VDC and beneficiaries	42	29	71
Participants from maintenance training	20	28	48
Health Committee	2	7	9
Teachers	3	14	17
Township Health Committee	1	3	4
Students	14	16	30
Fellows	10	11	21
<b>Total</b>	<b>92</b>	<b>108</b>	<b>200</b>
<b>Kayin</b>			
VDC and beneficiaries	18	9	27
Participants from maintenance training	8	5	13
Teachers	-	1	1
WASH beneficiaries	2	2	4
Students	15	15	30
Fellows	12	4	16
<b>Total</b>	<b>55</b>	<b>36</b>	<b>91</b>
<b>Total FGD Participants</b>			<b>397</b>



NORWEGIAN  
REFUGEE COUNCIL

[www.nrc.no](http://www.nrc.no)

Norwegian Refugee Council  
Postboks 148 Sentrum  
0102 Oslo, Norway