



THE REPUBLIC OF THE UNION OF MYANMAR  
MINISTRY OF SOCIAL WELFARE, RELIEF AND RESETTLEMENT

**COSTED  
SOCIAL PROTECTION  
SECTOR PLAN, MYANMAR  
MEDIUM-TERM (2018 - 2023)**





**THE REPUBLIC OF THE UNION OF MYANMAR**  
Ministry of Social Welfare, Relief and Resettlement

**Costed Social Protection Sector Plan,  
Myanmar**  
**Medium-Term (2018 - 2023)**

October 2018  
Social Protection Sub-Sector Coordination Group<sup>1</sup>

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1 This costed sector plan has been developed under the leadership of the Chair of the Social Protection sub-Sector Coordination Group (SP-SCG), the Department of Social Welfare(DSW)/Ministry of Social Welfare, Relief and Resettlement (MSWRR) in collaboration with the Development Partner (DP) Facilitator of the SP-SCG, UNICEF Myanmar. It was developed with the technical support of Dr. Michael Samson, Director of Research, the Economic Policy Research Institute (EPRI) through a consultative process involving line departments, parliamentarians, Development Partners, NGOs and other key actors involved in social protection.

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## ACRONYMS

<b>ASEAN</b>	Association of Southeast Asian Nations
<b>CA</b>	Child Allowance
<b>UNCRPD</b>	United Nations Convention on the Rights of Persons with Disabilities
<b>CSO</b>	Civil Society Organizations
<b>DACU</b>	Development Assistance Coordination Unit
<b>DDM</b>	Department of Disaster Management
<b>DFID</b>	Department for International Development
<b>DHS</b>	Demographic and Health Surveys
<b>DR</b>	Department of Rehabilitation
<b>DRM</b>	Disaster Risk Management
<b>DSW</b>	Department of Social Welfare
<b>ECCD</b>	Early Childhood Care and Development
<b>ECD</b>	Early Childhood Development
<b>EOC</b>	Emergency Operation Centre
<b>EWS</b>	Early Warning Systems
<b>GAD</b>	General Administration Department
<b>GDP</b>	Gross Domestic Product
<b>GoM</b>	Government of Myanmar
<b>HR</b>	Human Resource
<b>ISHG</b>	Inclusive Self-Help Group
<b>ISPS</b>	Integrated Social Protection System
<b>IT</b>	Information and Technology
<b>KMSS</b>	Karuna Mission Social Solidarity
<b>M&amp;E</b>	Monitoring and Evaluation
<b>MCCT</b>	Mother and Child Cash Transfer
<b>MDG</b>	Millennium Development Goals
<b>MIMU</b>	Myanmar Information Management Unit
<b>MIS</b>	Management Information System
<b>MMK</b>	Myanmar Kyat
<b>MMU</b>	Mobile Medical Unit
<b>MoE</b>	Ministry of Education
<b>MoHS</b>	Ministry of Health and Sports
<b>MoIFER</b>	Ministry of Investment and Foreign Economic Relations
<b>MoPF</b>	Ministry of Finance and Planning
<b>MUGO</b>	Ministry of Union Government Office
<b>MRCs</b>	Myanmar Red Cross Society
<b>MSWRR</b>	Ministry of Social Welfare, Relief and Resettlement

<b>NDPCC</b>	National Disaster Preparedness Central Committee
<b>NGO</b>	Non-Governmental Organisation
<b>NSPSP</b>	National Social Protection Strategic Plan
<b>OPM</b>	Oxford Policy Management
<b>PWD</b>	Persons with Disabilities
<b>SBCC</b>	Social and Behaviour Change Communication
<b>SDG</b>	Sustainable Development Goals
<b>SP</b>	Social Protection
<b>SP Sub- SCG</b>	Social Protection Sub-Sector Coordination Group
<b>SPSWG</b>	Social Protection Sub-Working Group
<b>SRSP</b>	Shock-Responsive Social Protection
<b>SSB</b>	Social Security Board
<b>SSP</b>	Social Service Programmes
<b>SWCM</b>	Social Work Case Managers
<b>TVET</b>	Technical and Vocational Education Training
<b>UNDP</b>	United Nations Development Plan
<b>UNFPA</b>	United Nations Population Fund
<b>UNICEF</b>	United Nations Children's Fund
<b>USD</b>	United States Dollar
<b>WASH</b>	Water Sanitation and Hygiene

# ACRONYMS





# PREFACE

(19 SEPTEMBER 2019)

NAY PYI TAW, THE GOVERNMENT OF THE REPUBLIC OF THE UNION OF MYANMAR

Myanmar has endorsed its National Social Protection Strategic Plan in 2014 (NSPSP) with the aim of realizing the primary responsibilities of the State such as protecting people from social and economic vulnerabilities, poverty alleviation, helping people to access the basic social services and promoting human capital. The NSPSP endorses the principles of universality, life-cycle and integrated approaches as well as outlines the eight flagship programmes that the government is prioritizing in implementation. Myanmar has made good progress in initiating the implementation of the NSPSP's eight flagship programmes with the first group of Social Work Case Managers deployed in implementing Child Protection Services as the commencement of the Integrated Social Protection System, the Maternal and Child Cash Transfer (MCCT) Programme rolled out in 4 States; Chin, Rakhine, Kayin & Kayah state and Naga Self-Administered Zone, and the nationwide social pensions programme (for 85 years and older) initiated and expanded.

In order to operationally scale-up the commitments made in the NSPSP by delivering eight flagship programmes, it is critical in developing a costed sector plan with estimated annual budget and expansion pathway. In this regard, I am pleased to announce that under the guidance of the Development Assistant Coordination Unit, the Ministry of Social Welfare, Relief and Resettlement as being the Chair of the Social Protection sub-Sector Coordination Group (SP Sub SCG) has completed this costed Social Protection Sector Plan with the technical support of UNICEF (Myanmar) - involving line departments, parliamentarians, Development Partners, NGOs and other key actors involved in social protection in Myanmar. This costed social protection sector plan covered the period of 5-year (medium term) starting from the Fiscal Year 2018-2019 to Fiscal Year 2022-2023.

Upon signing this message, I reiterate that this sector plan is a valuable guide to programme planners as well as policy makers for their practical realization and policy making in promoting and building the social protection systems in Myanmar. I am hereby acknowledging all the contributing agencies and line Ministries for their insights and efforts in developing this sector plan.



Dr. Win Myat Aye

Union Minister, Ministry of Social Welfare, Relief and Resettlement  
Vice Chair, National Social Protection Committee  
Chair, Social Protection and Disaster Risk Reduction Sector Coordination Group

# ACKNOWLEDGEMENT

This Costed Social Protection Sector Plan (CSPSP) in Myanmar begins with Myanmar's current development status, vision and strategic priorities recognizing the achievements the country has made in a short span of time. CSPSP presents the NSPSP's eight flagship programmes as well as other key elements of social protection in Myanmar including shock-resilient social protection programming, disaster-risk management in social protection programming and the role of monitoring and coordination.

The costing exercise undertaken for the development of this document is limited to the period covered by this plan (FY 2018-2019 to 2022-2023), and is based on the expansion plan as laid out in the NSPSP and as validated by the relevant government counterparts and development partners. This was a comprehensive and quality-assured exercise that involved participation of various stakeholders at several stages of the process. The costs for the MCCT and Child Allowance and the Social Pension programmes, especially given their prominence in this sector plan, have been calculated based on extensive and robust modelling exercises to estimate the size of beneficiaries in each year covered by this plan. The costs for the remainder of the programmes have been calculated and/or validated by the government counterparts and collected in a series of extensive consultations with the relevant stakeholders over a period of eight months. The information presented in this document is limited by the data made available and the plans that were concrete and finalised during the period of data collection.

It is important to reiterate that the development of this costed Social Protection Sector Plan happened through a consultative process - under the auspices of the Social Protection sub-Sector Coordination Group (SP Sub SCG) - involving line departments, parliamentarians, Development Partners, NGOs and other key actors involved in social protection in Myanmar. As such, it is a good example of how a well-established structure to coordinate the implementation of the NSPSP exists. Continued collaboration through this structure is critical. Development Partners' continued financial and technical support to the Government's next steps can have a catalytic role in systemically progressing towards achieving the NSPSP's vision for universal social protection in Myanmar.

We express our strong commitment, in our respective roles, to advance the implementation of this costed sector plan.



Dr. San San Aye

Chair, Social Protection Sub-Sector  
Coordination Group (SP Sub-SCG)  
Director General, Department of Social  
Welfare, MSWRR



Ms. June Kunugi

Facilitator, Social Protection Sub-Sector  
Coordination Group (SP Sub-SCG)  
Representative, UNICEF Myanmar

# 1. INTRODUCTION

Driven by a combination of national and international forces, Myanmar is implementing multi-sectoral reforms influencing its social, economic and governance landscapes. The reinvigoration of the social policy agenda for social protection represents the hallmark of the nation's ongoing transformation. Most articulately, Myanmar's National Social Protection Strategic Plan (NSPSP) affirms that *'... protecting people from social and economic vulnerabilities, poverty alleviation, helping people to access the basic social services and promoting human capital are the primary responsibilities of the state.'*<sup>2</sup>

## 1.1 GROWTH

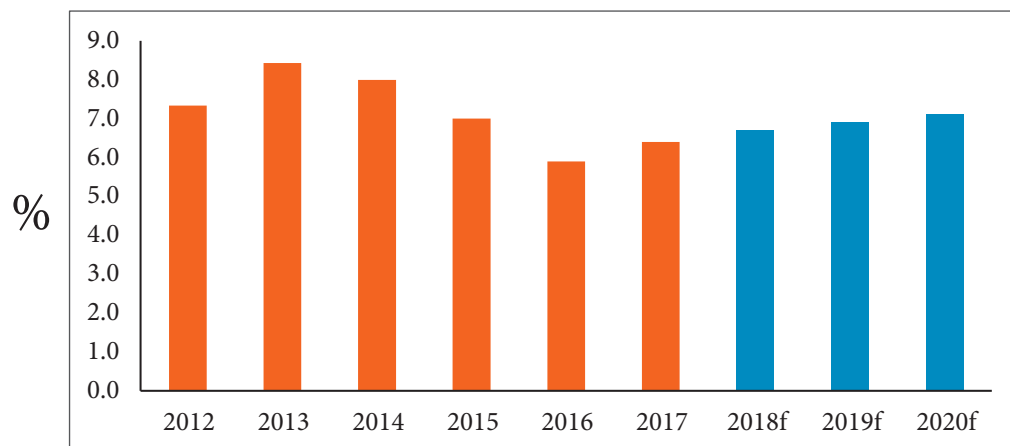
The watershed parliamentary elections in 2010 and large-scale changes towards a liberal system, have made Myanmar a favourable destination for opportunities in the East over the past two decades.

<sup>2</sup> (The Republic of the Union of Myanmar, 2014)

**Myanmar remains amongst the fastest growing economies in East Asia and the Pacific region with an annual GDP growth of 6.4% in 2017, despite global uncertainty and the slowdown of 2016.** The World Bank projects Myanmar's annual economic growth rate to rise continually over the next three years, averaging at 6.7% between 2015 and 2020<sup>3</sup> - higher than many larger economies in the region. National economic reforms and strong global expansion support this exceptional growth. The Asian Development Outlook (2018) specifically highlights that strengthening and continuing economic, social, and institutional reforms remain critical determinants of sustained growth and development in Myanmar.

<sup>3</sup> (World Bank, 2018)

FIGURE 1: ANNUAL GDP GROWTH (%)



Source: World Development Indicators Database and Global Economic Prospects (forecasts)

## 1.2 POVERTY REDUCTION

**Propelled by sustained growth, Myanmar substantially reduced its poverty rate from 48.2% in 2004 to 32.1% in 2015, measured against revised poverty lines.**<sup>4</sup> Poverty reduction accelerated during the second part of this period, with poverty declining by nearly 10 percentage points from 2009 to 2015.<sup>5</sup> Multiple methodological approaches corroborate this steep decline in poverty during this period.<sup>6</sup> The improvements in well-being are also reflected in multiple measures of welfare, including average consumption expenditures and asset ownership. Poverty has declined in urban and rural areas, albeit at a faster pace for urban residents. **Notwithstanding the past achievements, poverty reduction remains a national priority.**

**A large share of Myanmar's population (14%) remains dangerously close to the poverty line.** Despite significant reduction in poverty rates, a majority of those lifted out of poverty have incomes marginally above the poverty lines, rendering them highly vulnerable to shocks and at high risk of falling back into poverty. Although poverty has declined, the progress is precarious and vulnerable to short-term events – natural disasters, conflicts or economic shocks – that can have long-term effects. Climatic risks and its associated shocks pose a severe threat to Myanmar. A study by HARP-F and MIMU (2018) states that *“risks posed by climate change and extreme hydrometeorological events have the potential to impact the population on a far larger scale than the ongoing conflicts in the country: the 2015 Union-wide flooding displaced 1.6 million persons, almost a million more than the estimated conflict-displaced population.”*<sup>7</sup> The UN Risk Model classifies Myanmar as a ‘most-at-risk’ country in the

Asia Pacific region with an estimated cost of US\$184 million due to climatic shocks annually.<sup>8</sup> Additionally, the Germanwatch Global Climate Risk Index places Myanmar as one of the three countries most affected by extreme weather events between 1996 and 2015.<sup>9</sup>

**Furthermore, while money-measured inequality has decreased (in income and consumption terms), spatial disparities between urban and rural regions persist, in monetary and non-monetary measures as well as by gender.** The most recent poverty analysis of Myanmar conducted by the World Bank shows that poverty in Myanmar is overwhelmingly rural - while rural poverty fell from 35.8% to 23.3%, urban poverty fell from 21.5% to 9.0% between 2004 and 2015.<sup>10</sup> Of the 15.8 million people living in poverty, nearly 13.8 million still reside in rural areas.<sup>11</sup> Gender inequalities continue to persist as demonstrated by a Gender Inequality Index of 0.456, ranking Myanmar at 106 out of 188. The estimates of the UNDP Human Development Report 2017 indicate that while a higher percentage of the female population (28.7%) has at least some secondary education compared to the male population (22.3%), women in Myanmar are significantly less likely to participate in the labour force (51.3%) compared to men (79.9%).<sup>12</sup> In addition to these challenges, the people of Myanmar are exposed to age-specific risks and vulnerabilities – older persons, youth and young children, in particular, remain disadvantaged across a range of key indicators of vulnerability.

4 Based on the revised poverty lines as presented in World Bank and MoPF's joint study of poverty in Myanmar in 2017

5 (World Development Indicators, 2018)

6 (World Bank, 2017)

7 (HARP-F and MIMU, 2018)

8 (World Bank, 2017)

9 (HARP-F and MIMU, 2018)

10 (World Bank, 2017)

11 (World Bank, 2017)

12 (UNDP, 2017)

### 1.3 AGE-SPECIFIC RISKS AND VULNERABILITIES

Myanmar faces the looming challenge of an ageing population, which increasingly affects all Asian economies. Older persons in Myanmar are not only less likely to be employed in long-term opportunities, but are more likely to report sickness and morbidity, and are at higher risk of being incapacitated due to sickness.<sup>13</sup> Fertility rates in Myanmar have fallen, and the average household size continues to decrease. Forecasts<sup>14</sup> predict that older persons will account for nearly 25% of Myanmar's population by 2050; surpassing the number of children under five in 2035 and tilting the dependency ratio from higher child-dependency to old-age dependency. A highly productive youth population will be critical for Myanmar to manage this demographic risk and mitigate the middle-income trap.

**Myanmar's youth hold the potential to accelerate national growth and development in the coming years.** However, underemployment and low productivity pose continued risks to Myanmar that can hinder the country's ability to reap the benefits of this demographic dividend. The youth unemployment rate is nearly twice the national unemployment rate. Underemployment and seasonal unemployment, however, continue to pose a bigger risk to the youth of Myanmar, as approximately 18.6% of the youth population is neither in education, employment or training. A recent World Bank study suggests that poverty in Myanmar is more likely to be linked with low returns to activity as opposed to inactivity/unemployment.<sup>15</sup>

**Children represent 34% of Myanmar's population and over half of Myanmar's poor population.** Approximately 60% of Myanmar's children continue to live

in poverty.<sup>16</sup> Children of all ages—infants and toddlers to young adolescents—are more likely to be living in poor households than individuals of working age and older individuals. Households with more children under the age of 15 are more likely to live in rural areas with less educated and younger household heads. Additionally, larger households – with higher child-dependency ratios – and households with more adult women than adult men are more likely to be poor.<sup>17</sup>

**Despite substantial investment in critical sectors, such as education (expenditure quadrupled) and health care (expenditure increased nine-fold) between 2012 and 2016, children continue to suffer from higher levels of mortality and malnutrition, lower rates of enrolment and low completion of primary education.**

According to DHS 2016 data, 29% of children under the age of 5 continue to be stunted and 8% severely stunted (chronic undernourishment) whereas 7% are wasted and 1% severely wasted (acute under-nutrition), with an additional 19% also underweight.<sup>18</sup> While Myanmar's maternal mortality has fallen significantly, it remains much higher than the rest of ASEAN countries at 282 per 100,00 live births in 2014.<sup>19</sup> Moreover, according to the 2014 Census, both Myanmar's infant mortality and under-five mortality rates are more than double the ASEAN average. States such as Ayeyarwady, Chin, Magway, Sagaing and Tanintharyi have even worse indicators of early-age mortality.<sup>20</sup> In addition to these, the NSPSP recognises that social risks including orphanhood, violence, abuse and trafficking pose additional threats to the wellbeing and development of children in Myanmar.

Myanmar's progress with the Sustainable Development Goals will largely depend on the country's investment in its

13 (World Bank, 2017)

14 (HelpAge, UNFPA, MSWRR, 2012)

15 (World Bank, 2017)

16 (UNICEF, 2015)

17 (World Bank, 2017)

18 (Ministry of Health and Sports and DHS Program, 2016)

19 (HARP-F and MIMU, 2018)

20 (HARP-F and MIMU, 2018)



people, adhering to the core principle of leaving no-one behind in the country's development. **Social protection plays a critical role in mitigating these age-specific vulnerabilities, equalising the playing field and laying the foundation for sustainable growth and development by enabling long-term human capacity development for the people of Myanmar.** The NSPSP recognises this opportunity and makes investments toward a child-sensitive social protection system that provides support to population sub-groups across the lifecycle a priority with the objective of mitigating short-term risks and reducing long-term vulnerability. Further acknowledging

the risk of climatic shocks and the need for a continuous monitoring and evaluation (M&E), the Government of Myanmar (GoM) places a high priority on the development of a shock-resilient social protection system and a robust M&E framework to support the implementation of the NSPSP's objectives. These recent and important developments need to be institutionalised within the frameworks of the NSPSP to ensure continued protection of vulnerable people in Myanmar.

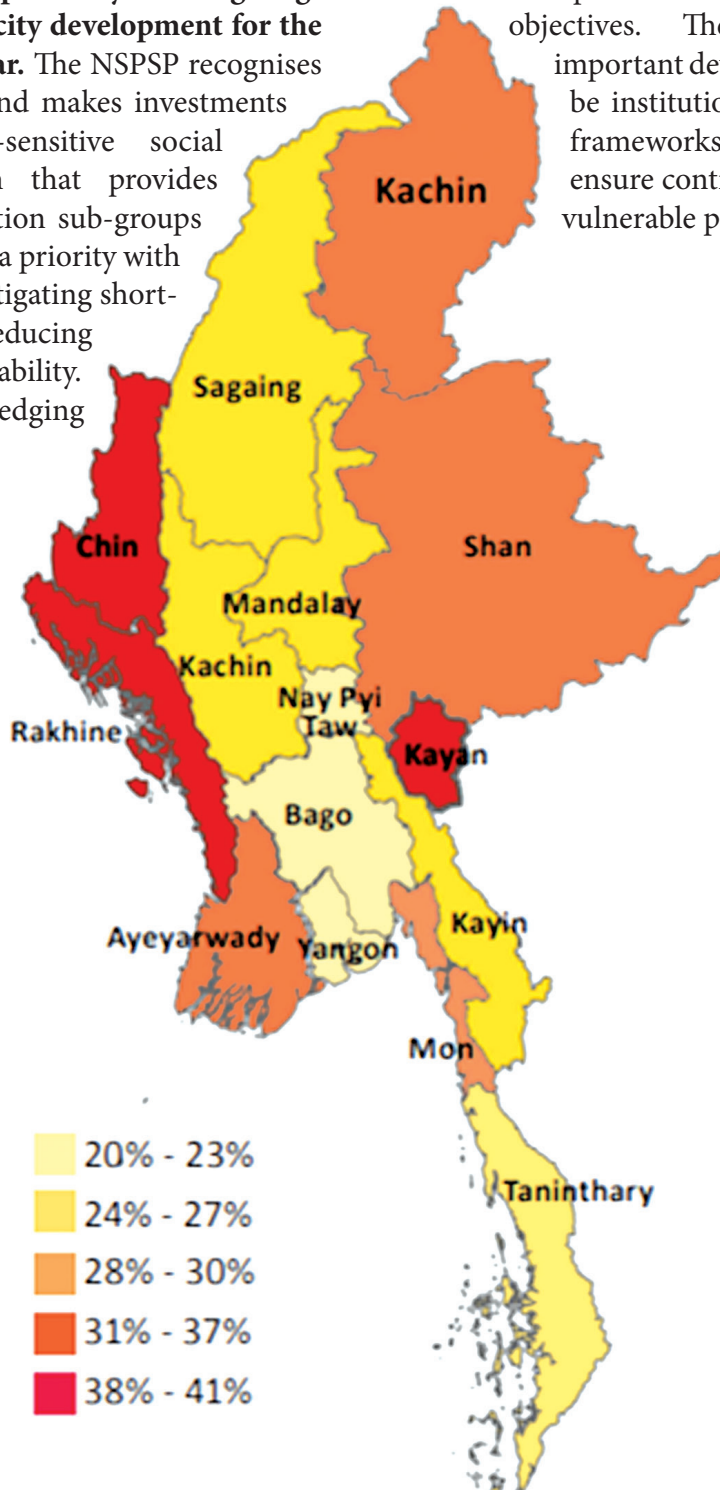


Figure 2: Stunting in Children Under Five (DHS-2016)

## 2. VISION AND STRATEGIC PRIORITIES

### 2.1 NSPSP: VISION AND PRIORITIES

Against the backdrop of constrained progress towards several of the Millennium Development Goals (MDGs), Myanmar adopted the Sustainable Development Goals (SDGs), providing a fresh impetus to the country's commitments. A global evidence base demonstrates that social protection holds the potential to address persistent, multifaceted household deprivations and exposure to a wide variety of shocks, while providing transformative pathways for enhancing human capacity and promoting inclusive development and growth. As Myanmar achieves rapid growth in the coming years, the government has committed to the consolidation and integration of the social protection sector to ensure that economic growth is equitable, inclusive and sustainable.

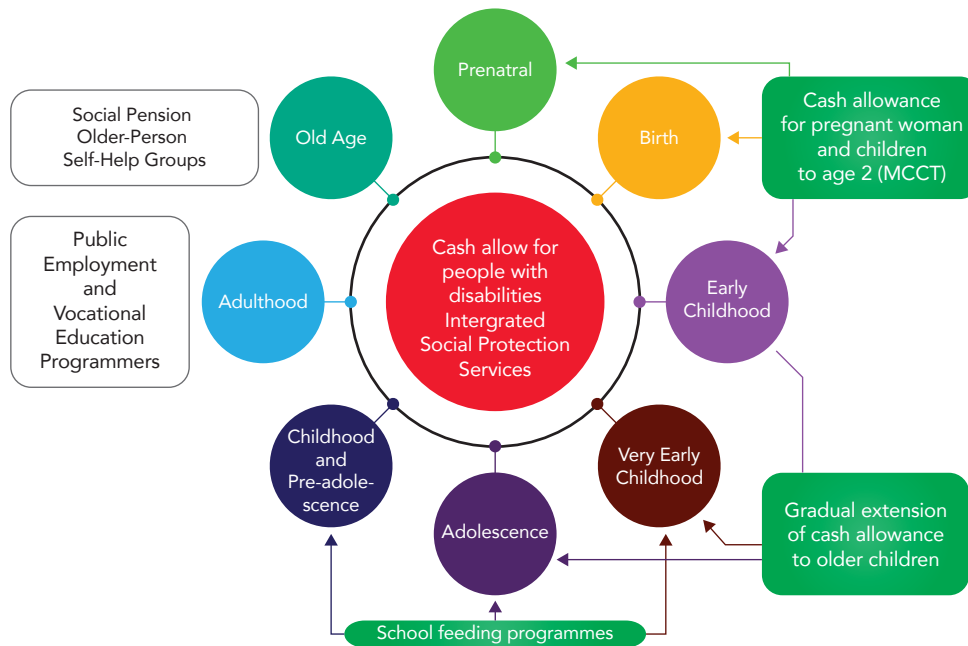
As defined by the NSPSP, social protection refers to “*policies, legal instruments and programmes for individuals and households that prevent and alleviate economic and social vulnerabilities, promote access to essential services and infrastructure and economic opportunity, and facilitate the*

*ability to better manage and cope with shocks that arise from humanitarian emergencies and/or sudden loss of income.*”<sup>21</sup> The implementation of this vision is guided by three fundamental principles: **universality** – everybody has a right to social protection; **a holistic life-cycle based approach** – addressing age-specific vulnerabilities across all stages; and **efficiency and sustainability** – development of integrated systems to optimise implementation efficiency, promote synergy across programmes and enhance system-wide sustainability.

Figure 4 illustrates how Myanmar's flagship programmes tackle vulnerabilities experienced at various stages of life. The NSPSP builds on the foundation of child-sensitive social protection interventions and includes programming to address age-specific risks across all life-stages. This life-cycle approach aims to reach all groups within society and provide the most vital social protection interventions, reducing the risk that exposure to shocks in early life stages create poverty traps that compromise longer-term opportunities.

<sup>21</sup> (The Republic of the Union of Myanmar, 2014)

FIGURE 3: SOCIAL PROTECTION PROGRAMMES ACROSS THE LIFE CYCLE



This strategy responds to the global recognition that cognitive capital is the most prominent source of economic growth and development today. Investments in children, especially in the first 1000 days of life, that nurture human development pave the way to longer-lasting economic prosperity that is characterised by the achievement of human potential. No country can build this wealth-producing capital stock if it leaves a vast proportion of its children disadvantaged during early years when returns to investment in cognitive capital are the greatest. **Early childhood investment is a powerful equaliser and one of the most productive investments a government can make as it yields returns over the various stages of the life cycle – healthy children have better educational outcomes, and healthy and better-educated adults work longer and more productively.** Investing now in children can build long-term human capital stock that can extend the cognition-adjusted demographic dividend.

**Child-sensitive social protection policies provide comprehensive approaches that yield vital advantages** – they broaden the policy framework, extending beyond singular goals towards a wide-ranging set of outcomes, offering better value for money.

These hold the potential to fundamentally change the development paradigm, enable inclusive social development and strengthen the dynamics of Myanmar's equitable economic growth.

**Guided by the principles of evidence-based, gender-sensitive and people-centred programming, the NSPSP adopts a holistic approach to address risks across the life-cycle in a way that generates impact, complements the government's other initiatives, and is adaptive, while providing social protection to all equitably and universally.** The NSPSP lays out the country's priorities in this regard in the form of eight flagship programmes: Mother and Child Cash Transfer (Cash allowance for pregnant women and children to age two), Child Allowance (gradual extension of the cash allowance to children ages 3-15), School Feeding, Disability Grant (allowance for people with disabilities), Public Employment and Technical and Vocational Education Training (TVET), Social Pensions, Inclusive Self-Help Groups (ISHGs) and Integrated Social Protection Services. The following section presents the objectives of the costed sector plan, the development process and the outline of this document.



## 2.2 THE SCOPE AND OBJECTIVES OF THE COSTED SECTOR PLAN

This social protection costed sector plan advances the vision of the NSPSP by employing a systems approach, with attention to coverage, implementation arrangements, M&E, and financing strategies. It also includes a virtuous feedback loop from operationalisation to further development of social protection programming in Myanmar. The document presents the costs of the key flagship programmes and lays out the high-level implementation and financing strategies for the eight programmes within an integrated framework of shock-resilience programming and disaster-risk management. It also presents the key considerations for the development of robust M&E system to ensure the long-term sustainability of this holistic approach to mitigating risks and vulnerabilities in Myanmar.

While the programme targets identified in the NSPSP cover a period leading up to 2024, this plan provides a cost estimate based on the planned expansion covering the period between 2018 and 2023, laying the foundation for a subsequent, evidence-based scale-up. The Government of Myanmar proposes an expansion strategy that focuses on enhancing delivery capacity and fiscal sustainability while reaching the estimated coverage.

Extensive consultations guided the selection of programmes to be included in this costed sector plan and inform the priorities for the period between 2018 and 2023. While TVET represents a major social protection flagship programme, a separate sector plan (the National Education Strategic Plan) addresses its expansion.

Based on consultations and the priorities of the NSPSP, which take into account fiscal and capacity constraints, this costed sector plan maps the substantive expansion of three flagship programmes: the Mother and Child Cash Transfer, the Child

Allowance and the Social Pension. These investments are complemented with other high-priority programmes and systems strengthening investments, including expansion of Inclusive Self-Help Groups (ISHGs) and Integrated Social Protection Services. Some non-flagship programmes are also included in the expansion plan. These include the School Stipend programme and School Feeding at ECD centres (led by MSWRR) and in primary schools (led by MoE).

Following the directives of the Development Assistance Coordination Unit (DACU), this costed sector plan includes an expansion plan for a set of flagship and non-flagship programmes over the next five fiscal years (2018/19 to 2022/23). The expansion plan has been developed following a series of consultations with key stakeholders, led by the Department of Social Welfare's (DSW) Chair of the Social Protection Sub-Sector Coordination Group, to set out concrete milestones for achievement of the overarching vision of the NSPSP.

This document is aligned with the vision and strategies laid out in the NSPSP and current national development priorities, the ongoing work within the various technical coordination groups and the strategic planning within the Ministry of Social Welfare, Relief and Resettlement (MSWRR). It complements the existing sectoral strategies and presents another step towards the realisation of the NSPSP's use of social protection as an instrument to facilitate inter-sectoral synergies to achieve national development priorities.

Inter-sectoral planning and co-financing strategies can help make the achievements of overlapping objectives more cost-efficient by eliminating overlaps and maximising the return on each unit of expenditure. The integrated M&E framework presented in this document encourages sectors to identify objectives and key indicators of interest from the relevant plans and strategies (e.g. Nutrition Strategic Plan, the Agricultural Development Plan, the

Disaster Management Plan, the Economic Social Framework) and embed these within the social protection M&E framework to enhance system-wide integration of efforts towards sustainable development.

The rest of the document is structured as follows: Section 3 presents the eight flagship programmes and their expansion plans, followed by the costing and financing strategy for the flagship programmes in Section 4. Section 5 presents selected non-flagship programmes and discusses their expansion plans and costs, where applicable. Section 6 presents a discussion on shock-responsive social protection programming followed by the coordination and implementation strategy in Section 7. Section 8 concludes and maps the way forward.

# 3. FLAGSHIP PROGRAMMES: EXPANSION PLAN

The Social Protection landscape in Myanmar includes both contributory and non-contributory schemes:

- **Social security and social insurance** – a contributory system accessible mostly to people with formal employment, protecting them against the risks and consequences of livelihood shocks.
- **Social assistance** – non-contributory schemes designed to reduce poverty and vulnerability through tools such as social transfers (in cash or in kind).

Since the NSPSP focuses on non-contributory schemes, this costed plan primarily covers social assistance programmes. However, it is important to recognise the National Social Security Law (2012) that highlights the importance of providing access to social insurance alongside social assistance in a holistic social

protection system. This section presents the eight flagship programmes as identified by the NSPSP, which form the core of this costed sector plan. These include:

1. Maternal and Child Cash Transfer (Cash allowance for pregnant women and children to age two)
2. Child Allowance (cash allowance for children ages 3-15)
3. School Feeding
4. Disability Grant (allowance for people with disabilities)
5. Public Employment and Technical and Vocational Education Training (TVET)
6. Social Pensions
7. Inclusive Self-Help Groups (ISHGs)
8. Integrated Social Protection Services

### 3.1 MATERNAL AND CHILD CASH TRANSFER (MCCT)

#### OBJECTIVE AND RATIONALE

An emerging body of research shows that children's brains develop fastest in their early years, with profound impacts for their school readiness, academic success, careers, income, health and well-being in adulthood. Early Childhood Development (ECD) supports the holistic development of young children, aged between 0 and 8 years, in physical, cognitive, language, social and emotional domains. At this stage of life, children's wellbeing is also intrinsically linked with the wellbeing of their mothers and their ability to appropriately feed, care for and nurture their children.

Inadequate nutrition and care in the first 1,000 days (from conception to two years of age) can perpetuate poor nutritional status, low cognitive capacity and sub-optimal productivity later in life. This perpetuates an intergenerational cycle of poverty and generates substantial losses, in terms of the potential income generating capacity for the country.<sup>22</sup> The Mother and Child Cash Transfer aims to address the nutritional needs of pregnant mothers and young children by providing support for pregnant mothers and children up to the age of two.

#### INTERVENTION

The Maternal and Child Cash Transfer is one of the more developed social protection programmes in Myanmar. The programme provides a cash benefit per month to each pregnant and lactating mother and children up to 24 months of age (up to their 2<sup>nd</sup> birthday). In total, women receive the equivalent of eight months of benefit payments (paid over four transfers) while children receive bi-monthly benefits until their sixth birthday. The programme is being implemented by MSWRR in collaboration with MoHS – the lead ministry for ensuring

maternal and child health and nutrition, and Ministry of Union Government Office (MUGO) (General Administration Department). The programme provides a monthly benefit value of MMK 15,000 in 2018/19, escalating at 5% each year.

The MCCT programme aims to empower pregnant and lactating women with additional purchasing power (MMK 15,000 per month) to meet their basic needs, with complementary knowledge sharing through Social and Behaviour Change Communication (SBCC). Participating women will receive monthly awareness-raising sessions on a range of topics, such as health, water, sanitation and hygiene (WASH), dietary intake, breastfeeding and complementary feeding. These integrated components enable pregnant/lactating women to improve their dietary intake and diversity, ensure better feeding practices for young children and increase affordability of basic health care during pregnancy and birth. All pregnant women who enrol in the MCCT programme will continue to receive programme benefits until the beneficiary child reaches the age of 24 months, when children transition to the Child Allowance (which extends until the child's sixth birthday). New mothers will continue to be enrolled throughout the programme cycle.

#### EXPANSION PLAN

The MCCT is planned for gradual expansion over the duration of this costed sector plan. All pregnant mothers on the 2<sup>nd</sup> of June 2017 living in Chin and Naga became eligible for the MCCT in 2017. The MCCT will expand geographically from the two states currently covered to a total of twelve States/Regions (plus Naga Self-Administered Zone) by 2022/23. This will amount to an increase from 271,621 annual benefit units distributed in 2018/19 to over 1,792,964 annual benefit units in 2022/23. The table below presents the State-by-State expansion plan for the MCCT programme; where 0 refers to pregnant women receiving benefits, 0 refers to infants, and 1 refers

22 (UNICEF, 2013)

one-year-olds. of ten States (plus Naga Self-Administered Zone) by 2022/23.

Additionally, the payment of MCCT benefits is gradually expected to shift

towards mobile payments, digitising the cash transfer, while reducing the overall cost of grant disbursement in the long-run.

TABLE 1: EXPANSION PLAN, MCCT

State	Rollout Date	2016/17*	2017/18*	2018/19	2019/20	2020/21	2021/22	2022/23
<b>Tanintharyi</b>	October 1st, 2022							P,0
<b>Mandalay</b>	October 1st, 2021						P,0	P,0,1
<b>Magway</b>	October 1st, 2021	-	-	-	-	-	P,0	P, 0, 1
<b>Sagaing</b>	October 1st, 2020	-	-	-	-	P,0	P, 0, 1	P,0,1
<b>Mon</b>	October 1st, 2020	-	-	-	-	P,0	P,0,1	P,0,1
<b>Kachin</b>	October 1st, 2020	-	-	-	-	P,0	P,0,1	P,0,1
<b>Shan</b>	October 1st, 2019	-	-	-	P, 0	P,0,1	P,0,1	P,0,1
<b>Ayeyarwady</b>	October 1st, 2019	-	-	-	P, 0	P,0,1	P,0,1	P,0,1
<b>Kayin</b>	October 1st, 2018	-	-	P, 0	P, 0,1	P,0,1	P,0,1	P,0,1
<b>Kayah</b>	October 1st, 2018	-	-	P, 0	P, 0,1	P,0,1	P,0,1	P,0,1
<b>Naga</b>	June 1st, 2017	P, 0	P, 0,1	P, 0,1	P,0,1	P,0,1	P,0,1	P,0,1
<b>Chin</b>	June 1st, 2017	P, 0	P,0,1	P,0,1	P,0,1	P,0,1	P,0,1	P,0,1
<b>Rakhine</b>	July 1st, 2017	P, 0	P,0,1	P,0,1	P,0,1	P,0,1	P,0,1	P,0,1

### CONTRIBUTION TO INTRA- AND INTER-SECTORAL LINKAGES AND BENEFIT<sup>23</sup>

The expansion plan is presented together with the Child Allowance after the description of the Child Allowance Child-sensitive social protection, particularly programmes aimed at the first 1000 days, builds “cognitive capital” that not only lays the foundation for inclusive social development and equitable economic growth, but also realises human rights most effectively and efficiently. Investments in the first three years of life offer the highest returns on investment. This stage is the most sensitive to social protection initiatives in terms of cognitive development outcomes - generating extraordinary returns. Within an integrated and multi-sectoral social protection system (one encompassing intervention to support improvements in health, education, nutrition, etc.), this

programme is a long-term investment strategy that ensures children grow into adults that enter the labour force with strong physical and cognitive abilities. The MCCT has the potential to be transformative for the country’s Early Childhood Development (ECD) agenda - promoting long-term returns that address demographic challenges and improving future living standards.

The planned adaptations and reforms in the cash delivery platforms, such as the inclusion of mobile payments and banking institutions, can further enhance overall programme efficiency and accountability, while also promoting financial inclusion; thereby reducing the reliance on the General Administration Department (GAD) for payment disbursements.

<sup>23</sup> The expansion plan is presented together with the Child Allowance after the description of the Child Allowance

The MCCT has also specified intersectoral linkages with the Department of Public Health and Ministry of Health and Sports, through nutrition and health-related sectoral initiatives – mirroring the goals of the Multi-sectoral National Plan of Action on Nutrition (2018-2022). The programme feeds into the objectives of the plan, specifically to “reduce all forms of malnutrition in mothers, children and adolescent girls” with the expectation that this will lead to healthier and more productive lives that contribute to overall economic and social gains.

## 3.2 CHILD ALLOWANCE

### OBJECTIVE AND RATIONALE

As an extension of the MCCT, the Child Allowance is designed to strengthen the impacts of the MCCT and reap the benefits of the SBCC communications through later stages of childhood and early adolescence. The provision of cash can ease income constraints that might prevent households from accessing essential, such as good nutrition and education and health care facilities.

Within the social protection landscape, investment commitments to nutrition-linked services for early childhood development have been increasing. However, in addition to ECD, **adolescence is a crucial life cycle stage for nutrition-sensitive** (and overall integrated social protection) **impact.**<sup>24</sup> *“Adolescents are in many contexts a marginalised and disempowered group. They lack a voice on the social stage, have constrained access to resources, are likely to drop out of education and are vulnerable to exploitation and violence.”*<sup>25</sup>

Numerous studies have established that adolescence represents a period of high demand for both boys and girls because of simultaneous physiological, cognitive, emotional, social and behavioural development. So much so, that **total nutrient needs are considered higher during adolescence than any other time in the lifecycle.**<sup>26</sup> Nutrient needs correlate to the rate of growth, and thus the greatest nutrient demands occur during the peak velocity of growth or the ‘second growth spurt.’ In addition, to nutrition, age-specific vulnerabilities, such as early marriage and pregnancy<sup>27</sup> and unequal gender norms represent an opportunity to shape the future of individual, households and countries by encouraging the adoption of good practices

24 (Save the Children , 2015 )

25 (McKay, 2007 )

26 (Stang & Story , 2005 ); (FAO, WHO, UNU, 2001)

27 A large contributing factor to early marriages is lack of income



such as safe sexual behaviour, good nutrition and uptake of essential services, such as health care, and continued education.

The allowance is expected to address several objectives such as (i) enabling increased access to basic services such as education, health and nutrition; (ii) increasing the completion rates of education for all children; (iii) providing opportunities for children out of school; (iv) increasing the financial and human capacity of households to care for their children; and (v) increasing the community's capacity to provide for extremely marginalized children.

## INTERVENTION

The NSPSP explicitly establishes the Child Allowance as an extension of the MCCT to progressively cover children from their 2nd birthday up to their 15th birthday, thereby enhancing their ability to reach their full potential through continued investment in nutrition, health and education. According to the NSPSP, every eligible child will receive MMK 15,700 in 2019/20 per month, escalating at 5% each year.

## EXPANSION PLAN

The Child Allowance Programme is planned for gradual expansion over the duration of this costed sector plan. The programme aims to expand with children seamlessly, progressing from receiving the MCCT to receiving the Child Allowance from their second birthday. As with the MCCT, the Child Allowance programme will expand geographically from the three states currently covered by the MCCT to a total of nine States/Regions (plus Naga Land) by 2022/23. The table below presents the State-wise expansion plan for the two flagship programmes, wherein 2 indicates two-year-olds who receive the benefit, 3 indicates that three-year-olds receive the benefit, 4 indicates that four-year-olds receive the benefit and 5 indicates that five-year-olds receive the benefit (up to their 6th birthday).

**TABLE 2: REGION-WISE EXPANSION PLAN FOR THE CHILD ALLOWANCE**

State	2016/17*	2017/18*	2018/19	2019/20	2020/21	2021/22	2022/23
<b>Sagaing</b>							2
<b>Mon</b>							2
<b>Kachin</b>							2
<b>Shan</b>						2	2,3
<b>Ayeyarwady</b>						2	2,3
<b>Kayin</b>					2	2,3	2,3,4
<b>Kayah</b>					2	2,3	2,3,4
<b>Naga</b>			2	2,3	2,3,4	2,3,4,5	2,3,4,5
<b>Chin</b>			2	2,3	2,3,4	2,3,4,5	2,3,4,5
<b>Rakhine</b>			2	2,3	2,3,4	2,3,4,5	2,3,4,5

## CONTRIBUTION TO INTRA- AND INTER-SECTORAL LINKAGES AND BENEFITS

Designing the Child Allowance programme as an extension of the MCCT allows the optimisation of costs associated with enrolment, registration and the establishment of delivery channels. It also ensures that the gains in maternal nutrition and awareness regarding health, WASH and nutrition continue to feed into the next phase of life. This process improves the likelihood of preserving gains from the MCCT and maximising the returns on investments during the second window of opportunity that adolescence provides.

With the understanding that adolescence represents another opportunity to shape the growth and development of individuals over the lifecycle, whereby nutrition needs, and long-term effects are paramount, there are several additional considerations that are significant within the context of economic outcomes. These considerations include reflections on the intergenerational transmission of risks and vulnerabilities, adolescence-specific vulnerabilities, and their compounding influences on education, labour and market participation. Linkages with health and nutritional sector interventions, as well as appropriate scaling of child protection services can help reinforce the impact of the Child Allowance and vice-versa.

The programme benefits from linkages across sectors and complements the health, education and nutrition-related strategic priorities – reducing malnutrition, improving educational outcomes and attainment and improving the uptake of health care. Adequate supply of essential services facilitated through sectoral priorities can strengthen the outcomes of the Child Allowance programme. The programme outcomes are furthered through initiatives such as the school feeding programme that strengthens nutritional outcomes for beneficiary children.

## 3.3 SCHOOL FEEDING<sup>28</sup>

### OBJECTIVE AND RATIONALE

The school feeding programme was designed in response to low education and food security indicators and first implemented in states/regions with the poorest performance. The programme was designed with the objective of increasing enrolment rates, reducing dropout rates and regularising attendance in schools across Myanmar while simultaneously promoting food security and providing nutritious meals for school-going children. This intervention, with complementary programmes targeted at school-aged children is expected to reinforce positive health, nutrition and education related outcomes, thereby improving long-term productivity and human capacity.

### INTERVENTION

The school feeding programme comprises of two components – school feeding at ECD centres and school feeding at primary schools. The ECD school feeding component, led by the MSWRR is currently implemented and scheduled for expansion at a much smaller scale. It has been providing one meal per child per day at ECD centres as well as in special schools for children with disabilities. The primary school feeding programme provides one cooked meal per child per day (in government schools) and has been implemented in schools with low net enrolment rates in highly food insecure areas. The MOHS will assume technical leadership for this component of the school feeding programme, ensuring that both nutrition and WASH components are integrated into the programme design. The primary school component of the programme will expand from covering 352,000 primary school children in 2018/19

<sup>28</sup> This costed sector plan includes the school feeding programme funded by the GoM budget only. There is another more expansive programme run by development partners, which is not included in this costed sector plan. The programme is excluded because when the report was being drafted, the data were not available.



to reaching 450 000 children in 2022/23. In ECD centres, the programme will cover 21,000 children by 2022/23, increasing from 15,490 in 2018/19. An estimated 471,000 children are expected to benefit from the school feeding programmes by 2022/23.

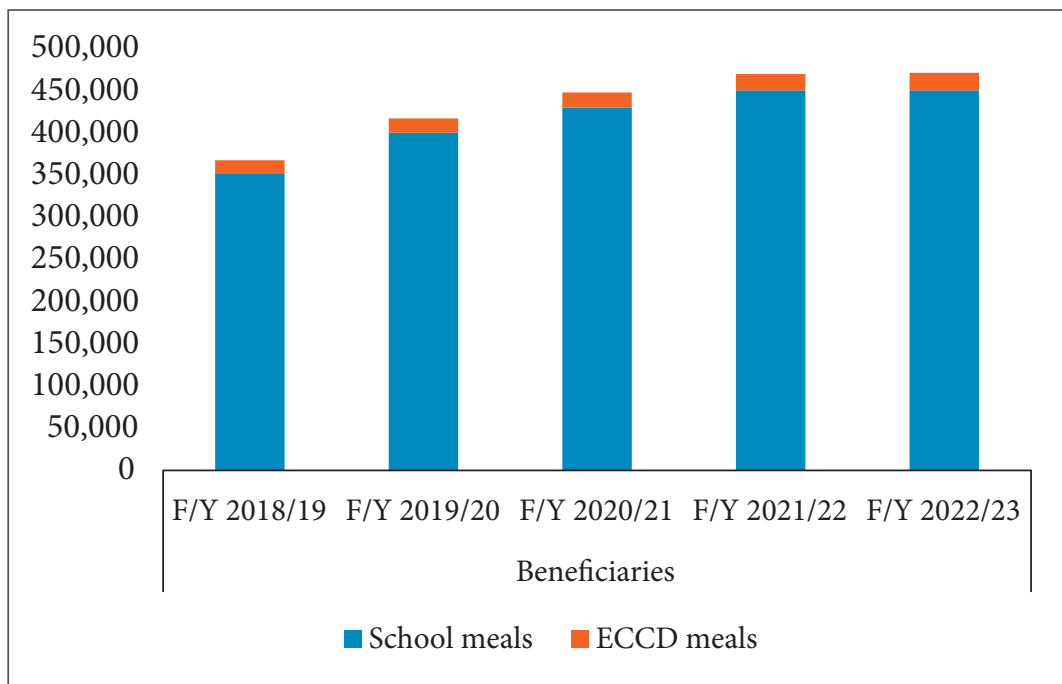
**EXPANSION PLAN**

The primary school component of the programme will expand from covering 352,000 primary school children in 2018/19 to reaching 450 000 children in 2022/23. In ECD centres, the programme will cover 21,000 children by 2022/23, increasing from 15,490 in 2018/19. An estimated 471,000 children are expected to benefit from the school feeding programmes by 2022/23.

**CONTRIBUTION TO INTRA- AND INTER-SECTORAL LINKAGES AND BENEFITS**

The school feeding programme serves to strengthen the outcomes of the other social protection and sectoral initiatives aimed at early childhood and school-aged children by providing an additional element of support in terms of access to nutritious food. With the focus on SBCC in the MCCT programme and the provision of the Child Allowance for school-aged children, the school-feeding programme presents the foundation upon which Myanmar can expect improvements across health, nutrition and educational outcomes for the most vulnerable and marginalised children.

**FIGURE 4: EXPANSION, SCHOOL FEEDING**



As indicated by the NSPSP, the Child Allowance and School feeding programmes, core child-related social protection interventions, will be supported by continued strengthening of a spectrum of programmes and services to prevent and respond to other related risks and vulnerabilities experienced by children. These include: (a) measures to prevent children living on the streets through multiple drivers including poverty and care programmes for those already living on the streets; (b) programmes to support family and community-based child care as the primary form of support, with institutional care implemented only for those without another option; and (c) programmes to identify and support kinship and foster care programmes for children outside of family care.

This programme has also been integrated in the Multi-sectoral National Plan of Action for Nutrition implemented by the Ministries of Health and Sports; Agriculture, Livestock and Irrigation; Social Welfare, Relief and Resettlement; and Education. The prioritization of the programme across several key ministries is expected to strengthen coordination and investments for the programme (mutually enforcing plans rather than duplicating/overlapping plans) indicating a move toward leveraging intersectoral synergies in programming and financing the achievement of national priorities.

## 3.4 DISABILITY ALLOWANCE

### OBJECTIVES AND RATIONALE

The national prevalence of disability is estimated at 4.6% with variability across states and regions. In addition to the need to access health care, Persons with Disabilities (PWDs) are often faced with special needs, including caring for specific disabilities, disability adaptive/sensitive vocational education and training, and transportation services (to access basic services and opportunities). The NSPSP recognises these risks and presents the disability allowance as form of support for PWDs to ensure that their multidimensional needs are adequately met, they are able to access essential services and facilitate their inclusion in society by equipping them to participate in social activities. This programme seeks to address a critical gap in the social assistance system of Myanmar, while also responding to its international commitments within the Convention on the Rights of People with Disability (CRPD).

### INTERVENTION

The NSPSP envisages a modest yet systematic approach toward the universal coverage of all Persons with Disability (PWDs). As a first step towards enabling equitable access and inclusion, the programme addresses the need for a disability certification mechanism in Myanmar, to define eligibility criteria for social protection programmes for PWDs. The Department of Rehabilitation (DR) of the MSWRR, in collaboration with the MoHS, has developed and finalised the social model assessment tool in January 2017. As per the criteria and assessment set by the DR, going forward, a three-tier registration model will be applied for people applying for the disability allowance:

- 1st tier – Obvious disability will be registered by social workers/case managers without medical assessment.

- 2nd tier – Disability that is not obvious, but can be assessed, will be done at the township hospital level.
- 3rd tier – Referral to a specialist for verification.

Once the disability verification process is finalised, the programme will provide a benefit value of MMK 16,000 per month in 2021/22, with an expected increase of 5% annually, increasing the benefit value to MMK 16,800 per month in 2022/23.

### EXPANSION PLAN

This flagship programme is set to be delivered only in Kayin state during the period covered by this costed sector plan. The programme will see a two-stage roll out. The first stage will comprise of identification and certification of PWDs. In the second phase, a cash transfer will be implemented in the form of a disability allowance to those who have been certified. In 2018/19, registration and certification are planned to roll out in two townships in Kayin which will then be evaluated in 2019/2020 to gather feedback before further expansion. Cash transfers to PWDs are expected to start in 2021/2022 and will first be delivered in Kayin State (which reports one of the highest numbers of PWDs – 99,389 individuals). The coverage is expected to increase from 60% in the first year of implementation to 80% in the following year. The benefit value will be adjusted for inflation at an estimated annual increase of 5% in benefit value.

### CONTRIBUTION TO INTRA- AND INTER-SECTORAL LINKAGES AND BENEFITS

The disability grant supports and strengthens various sectoral objectives across the lifecycle, enabling positive outcomes within the educational, health and economic spheres. With adequate complementary inter-sectoral interventions to provide disability-friendly services, the programme can substantially improve the quality of life for PWDs and better enable them to meaningfully participate in the growth and development of Myanmar.

This flagship will be supported through the strengthening of complementary programmes and services to prevent and respond to social protection-related risks and vulnerabilities experienced by PWDs. The aim is to strengthen disability-sensitivity across sector policies and plans. The NSPSP stipulates that: (a) children with disability from birth to 18 years, like other children, shall have the right to enjoy all the benefits of any other group; (b) families of children with disabilities shall be supported until age 18; (c) workshops or centres will be established for adult/elderly persons with disabilities; and (d) job facilities will be established for those who complete vocational training.

### 3.5 PUBLIC EMPLOYMENT AND TECHNICAL AND VOCATIONAL EDUCATION TRAINING (TVET)

The NSPSP recognised the complementarity between both public employment and TVET; it was proposed the two interventions be designed as one, thereby maximising the inherent logic of the interventions. However, not all TVET programmes benefit from being linked to Public Employment projects. Following consultations with key stakeholders, a decision was made to separate the two programmes and design and implement them as two separate flagships.

TVET and Public Employment programmes reflect important global interventions for working age populations. The changing nature of employment-related challenges – shifting from frictional (transitional) unemployment to structural (in the form of underemployment and inadequate employment) unemployment – demand a shift in thinking about public employment and TVET programming from a short-term solution to more longer-term graduation approaches. Underemployment and inadequate employment are inherent to seasonal jobs, and more prevalent in situations where the labour market is not able to absorb the available workforce. As Myanmar's labour force expands, and, given the current prevalence of underemployment, the provision of Public Employment and TVET programmes set the stage for a solid intervention to support a large working age population in the future.

#### 3.5.1 PUBLIC EMPLOYMENT OBJECTIVES AND RATIONALE

As highlighted in the NSPSP, working aged individuals experience several vulnerabilities including a lack of irregular work, insufficient labour compensation,

occupational hazards, unemployment, poverty and broader range of vulnerabilities associated with disasters and emergencies. To this end, the social protection objective for this demographic group is threefold – (1) to offer employment opportunities to poor households to increase their income and the quality of their environment; (2) to help them acquire skills that will enhance their employability; and (3) to minimize work related injury and associated loss of income. The public employment programme offers employment opportunities to poor households to increase their income and the quality of their environment

#### INTERVENTION

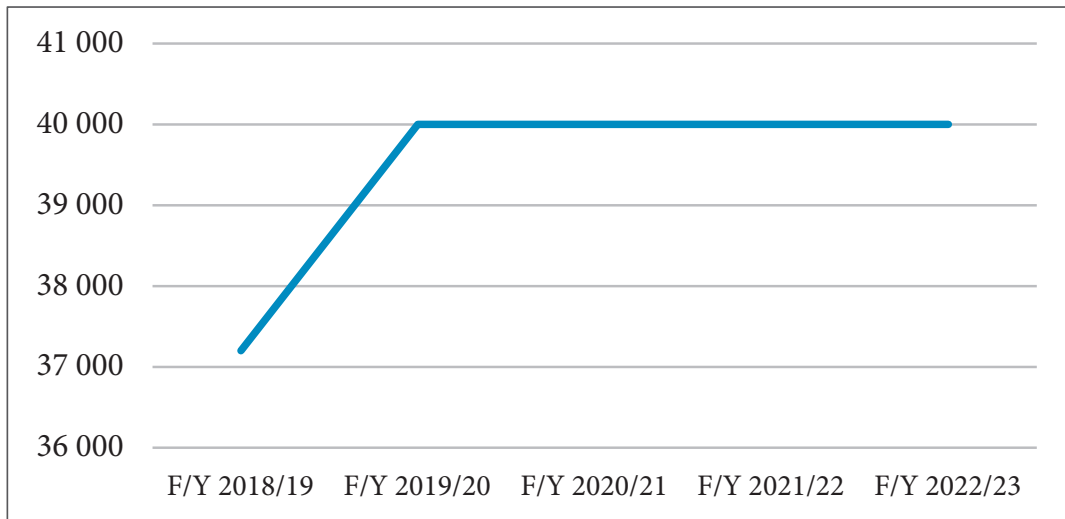
The Public Employment Programme will support local public employment. This will include seasonal and off-season disaster preparedness and recovery efforts, repair works, environmental works and village maintenance. The Ministry of Livestock, Fisheries and Rural Development and the Ministry of Labour, Employment and Social Security will be the lead agencies for this programme.

#### EXPANSION PLAN

The NSPSP intends to gradually expand the PE nationally by 2020 with an estimated six million beneficiaries. It also highlights covering three priority states/regions at first. The programme will cover the same seven states between 2018/19 and 2022/23 (Chin, Kachin, Magway, Mon, Rakhine, Shan and Naga), with the broadest expansion occurring in Kachin and Rakhine states.

Overall, in the period covered by this Costed Sector Plan, the Public employment programme will expand from 37,200 to 40,000 beneficiaries between 2018/19 and 2019/20, and remain at 40,000 beneficiaries each year until 2022/23, as shown below.

FIGURE 5: EXPANSION PLAN, PUBLIC EMPLOYMENT



### CONTRIBUTION TO INTRA- AND INTER-SECTORAL LINKAGES AND BENEFITS

The Public employment programme stands to benefit from programmes implemented by the Education sector, as outlined in the NESP. The NESP provisions short courses through TVET programmes, which can enable participants to benefit from in public employment opportunities. It also provides cash stipends, which can promote income security and smoothing in periods where households are unemployed and do not have access to a public employment programme. Ensuring that access to these programmes and the skills provided by TVET and needed at Public Employment programmes are monitored closely will be critical to maximising the benefits of these complementary initiatives.

### 3.5.2 TVET

#### OBJECTIVE AND RATIONALE

As per the NESP, the government's primary planning framework for TVET programmes, the main objective of TVET is to equip learners with knowledge, skills and competencies that will enable them to find employment and build the careers of

their choice. The long-term goal of investing in TVET is to equip Myanmar's economy with a skilled, competitive and competent workforce which can contribute to the economy's sustainable growth.

#### INTERVENTION AND EXPANSION PLAN

Supported by various development partners and as per the recommendation of Myanmar's Comprehensive Education Sector Review, several measures have been developed and are currently being rolled out:

- **In-kind transfers for trainees** - Ministries of Education (MoE) and Industry (MoI) currently provide meals to all students in MoE government technical high schools and government technical institutes, as well as MoI industrial training centres.
- **To increase enrolment at government technical high schools** - The TVET Department (DTVET) has made initial modifications to the age and education requirements for entry into the programme.



## EXPANSION PLAN

The NESP discusses in detail three complementary and linked strategies and programmes that will be implemented as part of TVET programmes with key social protection elements in Myanmar. **Strategy one** is particularly relevant to achieving social protection goals in that it aims at “expanding access to TVET for various target groups including disadvantaged populations and people with disabilities.” The strategy outlines:

- **Introducing Competency-Based Modular Short Courses (CBMSC)** to increase access to TVET. These courses, in conjunction with similar trainings, aim to increase access to TVET for youth and workers unable to access long-term programmes, while addressing basic skills gaps to support modernisation in both rural and urban economies. The modular short courses will be based on skill standards developed and trainees can receive skill certifications from relevant bodies. When a student has completed one accredited module, they can then choose either to continue and ‘build’ further competencies or enter the local labour market.
- **Providing needs-based cash stipends and dormitories** for selected CBMSC trainees from remote areas and prioritising females and minority ethnic group youth. If successful, the CBMSC stipend program could be extended to longer-term TVET programs. DTVET and MoI will lead this initiative.

## 3.6 SOCIAL PENSIONS

### OBJECTIVES AND RATIONALE

Older persons experience vulnerabilities that are specific to their age group, including loss of income, inadequate savings, poor or deteriorating health, isolation, lack of caregiver support, inadequate access to healthcare services and a higher likelihood of being adversely affected by external shocks. The social pension programme aims to promote income security for older persons, while simultaneously enabling them to care for themselves in an environment in which is familial. According to the NSPSP, the objective of this flagship is to ensure income security for people of older ages, to empower them, by helping to provide their basic needs, and to ensure access to health services.

### INTERVENTION

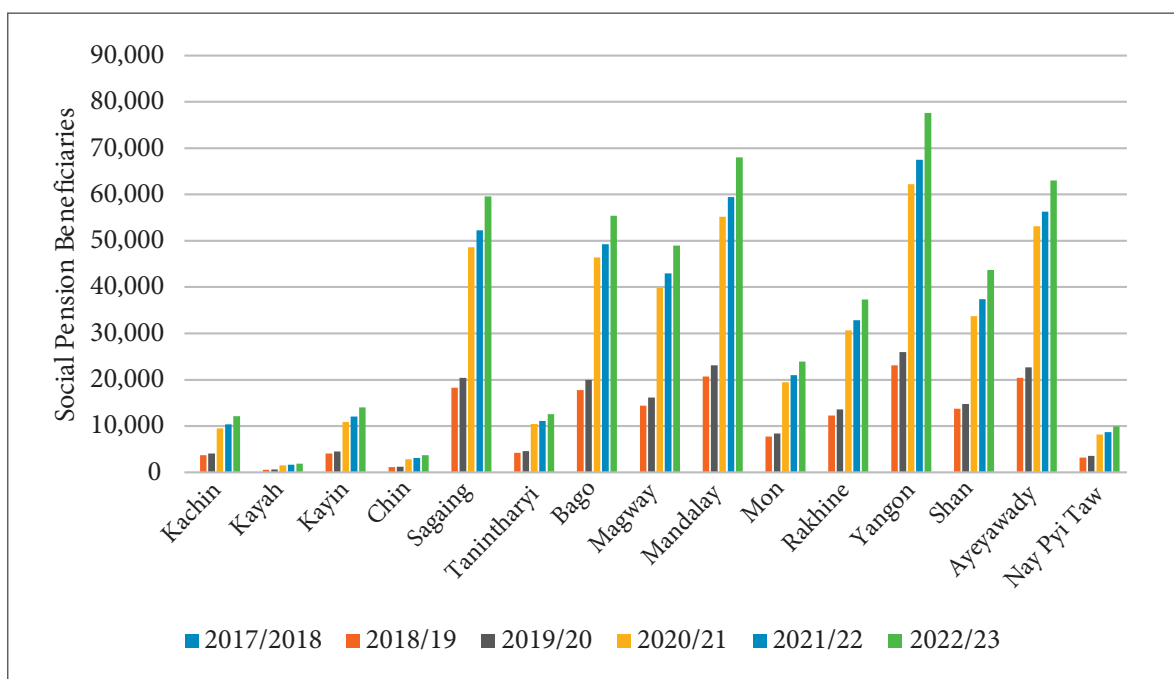
The programme has been implemented since 2015 and is providing all older persons who are at least 90 years old an inflation-indexed monthly cash transfer of MMK 10,000 per month. Benefit amounts increase progressively from MMK 10,000 per month in 2018/19 to MMK 15,000 per month by 2022/23. The intervention is ambitious in its implementation objectives as it targets progressive expansion of age-eligibility and digitisation of the cash transfer during the period covered in this plan. While the NSPSP places the priority on the expansion of the age-eligibility to cover all persons above the age of 65, during the period covered by this plan, the programme expands to extend age-eligibility to persons aged 80 years or older.

### EXPANSION PLAN

The programme currently covers all older persons 90 years or older. The MSWRR plans to expand this to age 85+ starting 2018/19 and further to 80+ starting October 2020 (2020/21). The benefit size is expected to increase to MMK 15,000 in 2019/20 and be maintained at that level through 2022/23. The programme’s current take-up rate

is estimated at 80%. The expansion plan assumes a programme take up of 75% in 2018/19, lower from the previous year due to an expansion in age eligibility from 90+ years to 85+ years. The take up rate increases to 80% in 2019/20. Because of the expansion in age-eligibility in 2020/21 from 85+ to 80+ years, the take-up rate is estimated at 75% for 2020/2021, to rise again to 80% in 2021/22 and reach 90% in 2022/23.

FIGURE 6: EXPANSION, SOCIAL PENSION



Mobile payments will be introduced and will be progressively scaled up with the aim of covering 40% of the programme beneficiaries by the end of this sector plan, as illustrated in Table 3.

TABLE 3: EXPANSION PLAN, SOCIAL PENSION

Yr.	Financial year	Age of eligibility	Benefit amount/month	Payment frequency	Access (% of target group reached)	Electronic payment
1*	2018	90+	MMK 12,000	quarterly	80%	0%
2	2018-19	85+	MMK 12,000	quarterly	75%	5%
3	2019-20 (milestone)	85+	MMK 15,000	quarterly	80%	15%
4	2020-21	80+	MMK 15,000	quarterly	75%	30%
5	2021-22 (target)	80+	MMK 15,000	quarterly	80%	40%
6	2022-23	80+	MMK 15,000	quarterly	90%	40%

\* Year 1 is the half-year from April to September 2018.

## INTER- AND INTRA-SECTORAL IMPACTS AND BENEFITS

The social pension programme provides an excellent platform for promoting the wellbeing of older persons in Myanmar. The programme enables and benefits from linkages through development and economic sectors, such as health and nutrition as well as stronger financial institutions. The programme has an integrated approach to expansion in coverage as well as through digitisation of benefits, furthering financial inclusion and integrating vulnerable persons within the formal financial sector.

The programme will be supported by continued strengthening of a range of related programmes and services to prevent and respond to social protection related risks and vulnerabilities experienced by older persons as prioritised across other sector plans including (a) programmes that focus on family and community-based care, with Homes for the Aged only considered as a last option; (b) programmes that provide assistance to those who are unable to meet health expenses; (c) nutrition programmes for older people who are facing social and economic hardships (d) job identification and matching programmes that are attuned to age levels, skills, and types of occupations and (f) inclusion of people of older ages in disaster risk management (DRM) programmes and processes while also highlighting this population as a priority demographic group. These areas have been identified as national priorities across the relevant sector plans and demonstrate the potential intersectoral synergies for improving the efficiency with which the programme's objectives can be met.

## 3.7 INCLUSIVE SELF-HELP GROUPS (ISHGs)

The previously termed “Older Person Self-Help Groups (OPSHGs)” have been renamed “Inclusive Self-Help Groups” (ISHGs), which operate at the village level. ISHGs in Myanmar represent a community-driven development initiative to enable older persons to meet their own needs and improve not only their well-being but also their communities.

### OBJECTIVE AND RATIONALE

Ageing comes with a specific set of vulnerabilities that are unique to older persons. With ageing, physiological issues, such as poor health, are coupled with income insecurity due to incapacitation or physical inability to work along with other such factors that prevent older persons from having a steady and reliable source of income and as social exclusion, resulting from weaker social networks. More importantly, the three types of vulnerabilities reinforce each other: for instance, physical inability or lack of a steady income prevent older persons from participating in social activities; thereby further increasing social exclusion. In an environment where familial structures are disintegrating, and informal support systems are weakening due to urbanization and other developments, older persons are at a higher risk and more susceptible to short-term climate, health and economic-shocks. ISHGs provide an excellent opportunity to tackle the trifecta of ageing-related challenges through a holistic approach to older persons' wellbeing.

### INTERVENTION

ISHGs are participatory, membership-driven organisations led and managed by older persons. They offer activities or benefits across multiple domains: health, income security and social integration. These include various activities such as basic health checks where primary care services are not easily



accessible, limited financial assistance with the costs of care, including transport costs in emergencies, health education sessions, and home visitation and care, especially for the home-bound. ISHGs may, therefore, fill some of the functions of community-based Social Protection Committees. This objective is envisaged by the Department of Social Welfare (DSW) as part of social protection expansion and is intended to assist in the rollout of disaster mitigation and response efforts.

The ISHG model establishment requires two years – the first year includes intensive training and mentoring, and the second year is less-intensive monitoring, occasional support, and problem-solving by a lead CSO operational in the area. Year 1 of this costed plan will be for developing a replication strategy and materials. Years 2-3 will start with pilots in all states and regions, aiming to establish and disseminate the experience of at least 10 ISHGs (geographically clustered) in each state and region. This may be phased for seven states/regions (70 ISHGs) in year 2 and eight states/regions (80 ISHGs) in year 3, for a total of 150 new ISHGs. Years 4-5 will take the first steps towards wider scale-up, adding another 750 new ISHGs. This phase will prioritise the

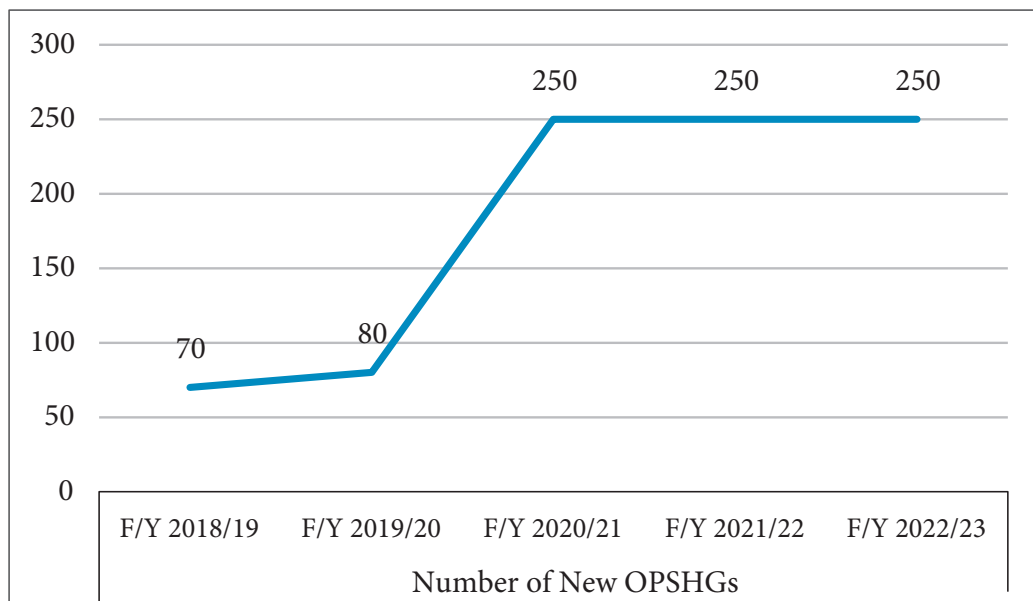
states and regions (and implementing CSOs) that show the greatest potential based on the experience of the pilot. A total of five states and regions will be prioritised for funding, with a target of 50 initiated in each state/region in year 4 and another 50 in each state/region in year 5 (with support for the latter continuing into year 6).

Currently, there are 130 ISHGs nationwide. DSW plans to add another 900 ISHGs during this sector plan, with the total number reaching 1,030 (roughly 20% of the NSPSP target of 6,000). In 2028/19, an additional 70 ISHGs are expected to be added, followed by 80 more in 2019/20. Additional 250 ISHGs will be added in each of the three subsequent years.

### EXPANSION PLAN

Currently, there are 130 ISHGs nationwide. DSW plans to add another 900 ISHGs during this sector plan, with the total number reaching 1,030 (roughly 20% of the NSPSP target of 6,000). In 2028/19, an additional 70 ISHGs are expected to be added, followed by 80 more in 2019/20. Additional 250 ISHGs will be added in each of the three subsequent years.

FIGURE 7: ISHGS EXPANSION PLAN



## CONTRIBUTION TO INTRA- AND INTER-SECTORAL LINKAGES AND BENEFIT

These core old-age specific interventions will be supported by continued strengthening of a range of related programmes and services to prevent and respond to social protection related risks and vulnerabilities experienced by older persons. These include: (a) programmes that focus on family and community-based care, with Homes for the Aged only considered as a last option; (b) programmes that provide assistance to those who are unable to meet health expenses; (c) nutrition programmes for older people who are facing social and economic hardships (d) job identification and matching programmes that are attuned to age levels, skills, and types of occupations and (f) inclusion of people of older ages in disaster risk management (DRM) programmes as a priority demographic group, and inclusion of this group in the DRM process.

## 3.8 INTEGRATED SOCIAL PROTECTION SYSTEM (ISPS)

### OBJECTIVES AND RATIONALE

The ISPS programme is the backbone of the delivery of a comprehensive and coherent social protection package to the people of Myanmar and forms the bedrock of an efficient and effective social protection system. Recognising the importance of strong institutions and systems for delivering social protection efficiently, addressing the multi—dimensional risks and vulnerabilities in an integrated manner while leveraging intersectoral synergies; the NSPSP prioritises the ISPS programme alongside the expansion of core social assistance programmes.

An integrated social protection system aims at responding to the social and economic needs of vulnerable pockets of the population, basing interventions on a thorough assessment of the needs of individuals, families and communities. It helps to coordinate interventions from different services through a multi-sectoral approach and most importantly, ensures one entry point for citizens in need of social protection.

Objectives of the ISPS include (i) identifying vulnerabilities in communities and their multiple dimensions; (ii) collecting regular information about vulnerabilities; (iii) providing information to citizens on available services; (iv) providing counselling to families; (v) regularly monitoring and reporting on the performance of services; (vi) facilitating access to health, education and other services in response to specific vulnerabilities; and (vii) coordinating work with volunteer groups and sharing responsibilities.

In the long term, the programme foresees the development of a database to collect and store information related to social protection services provided to citizens nationwide, optimising resources and building an efficient monitoring and evaluation system.

## INTERVENTION

The Department of Social Welfare (DSW) of the MSWRR will lead the implementation of this programme. The integration of services in Myanmar will occur through a cadre of social workers – trained on case management and equipped with the resources – needed to deliver effective support to those in need; and through the opening of Social Protection Centres (social welfare offices at the township level). Key components of the programme include social work case managers, social protection centres and an MIS/centralised database. These tools are aimed at providing integrated social protection services for those in need including children, women survivors of gender-based violence or trafficking, people with disabilities, older people, and other vulnerable groups.

In 2014, UNICEF supported the Child/Youth Unit of DSW to implement a Case Management System as one of the components of an integrated social protection service in 27 townships. The system was officially launched in June and July 2015 with case managers assigned subsequently to 37 Townships. As of 2017/18, there are 302 Social Protection Centres/DSW Offices and a total of 2,391 staff nationally.

## EXPANSION PLAN

To open new DSW Offices in the remaining districts and townships, a new organisational set-up with a total of 9,419 staff was approved by the Ministry of Planning and Finance in August 2017. In the next 9 years, 7,028 new staff are expected to be recruited.

Based on the recruitment plan of the new set-up, over 1,000 personnel must be trained by 2023. By 2023, the creation of over 210 district/ township offices (30 township + 66 district offices per year) is planned. Three Social Workers from each district/ township offices and one social worker from a Pre-school of that district/township will be trained as an ISPS Case Manager.

**TABLE 4: SOCIAL WORKER CADRE AND CASE MANAGERS**

ISPS	2018/19	2019/20	2020/21	2021/22	2022/23
<b>Social Protection Centres (social welfare offices at township level)</b>	524	795	985	1185	1,385
<b>Case managers</b>	130	150	170	190	210

The current number of Case Managers stands at 101 in 37 Child Protection and MCCT townships. With the planned expansion of the MCCT and Child Allowance, this number is set to increase to 210 by 2022/23 (Table 3). Currently, Case Managers are managed by the Deputy Director of Child/Youth Division. This responsibility will be transferred to the newly formed Social Protection Unit at MSWRR.

The Child/Youth Division will define more clearly the various roles and responsibilities for the rollout of the ISPS. This will include designation of a 'social worker case manager as simple 'Social Worker' reflective of the broader range of functions (cash transfer, ISHG, M&E, etc.) in addition to case management. A capacity building plan will be developed and implemented as an integral component of the ISPS programme.

# 4. FLAGSHIP PROGRAMMES: COSTS AND FINANCING STRATEGY

Sustained economic growth, supported by the Public Expenditure and Tax Administration Reforms has led to a continued expansion of Myanmar's available fiscal space. The broad developmental impact of the national social protection system is expected to further expand available resources. The sustainability of Myanmar's National Social Protection Strategic Plan relies on a robust financing strategy. The design and implementation of the flagship social protection programmes determine the affordability and sustainability of the system.

## 4.1 COSTING

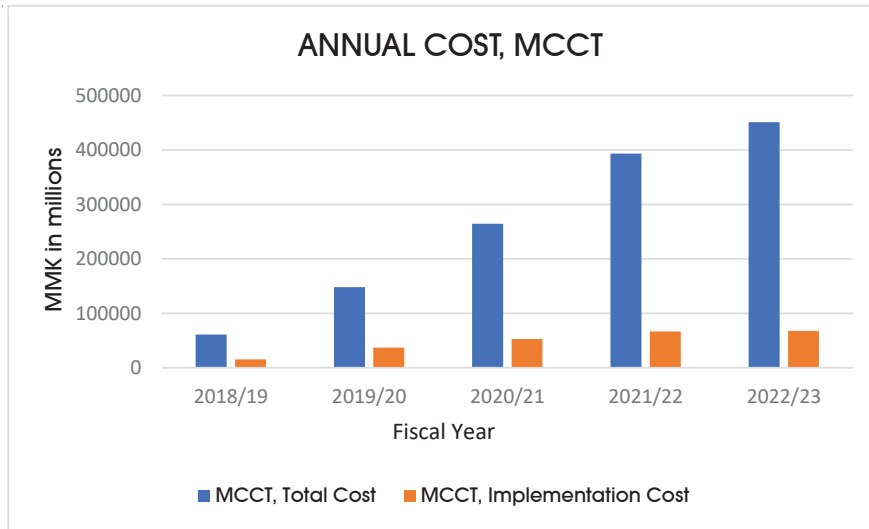
Three components determine the cost of the National Social Protection Strategic Plan: coverage, benefit size, and administrative costs. Coverage refers to the number of people (or households) the programme will reach and the pace of the scale-up process. The benefit size, reflecting the amount of the transfer or the value of other assistance, depends on how programmes address decisions regarding the programme adequacy, affordability, and acceptability. Administration costs depend on key design features, the scale of the programme and the overall system efficiency. Demographic forces influence the cost of the system over time. This section presents the costs for all but one flagship programme (the school stipend programme). The MCCT and Child Allowance (combined), School Feeding, Disability Allowance, Public Employment, Social Pensions, ISHGs are costed in this section.

The costing exercise is based on the planned programme parameters, estimated administrative costs, expected inflation as well as the expected requirement for the capacity surge. The elements selected and built into the cost are established key cost drivers for different flagship programmes. Based on the programme type, a cost share for M&E, set-up and other contingencies is included in the total presented costs. In some cases, these costs are constant; in others they gradually decline over the five-year period, as the programme matures.. This section presents the total estimated cost per year of the main flagship programmes and discusses the key characteristics and cost drivers of programme expansion. An exchange rate of USD 1 = MMK 1300 has been used in this section.

### 4.1.1 MCCT

A successful cash transfer programme is one in which the total benefits transferred constitute the bulk of the programme's budget. This ensures that the maximum resources are reaching those most in need instead of being diluted in administrative processes. The total benefit size, in turn, is determined by two factors – the number of participants and the size of the individual benefit. But as the size of the benefit remains the same for all the individuals (in most cases), it is the number of the participants which changes, drives or determines the cost or the total budget of the programme.

**FIGURE 8: ANNUAL COST, MCCT**

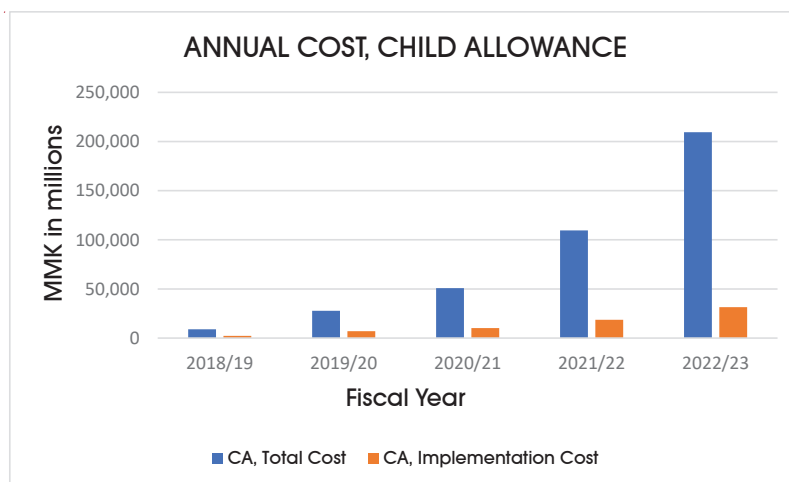


In the case of the MCCT, the total programme cost is driven by a yearly increase in the number of beneficiaries receiving grants through the programme. The MCCT programme offers benefits to pregnant women and children up to their second birthday. As infants are born each year and children of older age cohorts continue to receive grants, the number of beneficiaries rises incrementally. Simultaneously, relative

implementation costs (especially M&E) decrease as the programme scales up while benefit amounts increase in line with inflation. The programme provides 271,621 annual equivalent benefits in 2018/19 and this increases to 1,792,964 annual benefit equivalents in 2022/23. Based on these factors the total combined budget for the MCCT reaches MMK 369,396 million in 2022/23 from MMK 451,127 million in 2018/19.

#### 4.1.2 CHILD ALLOWANCE

**FIGURE 9: ANNUAL COST, CHILD ALLOWANCE**

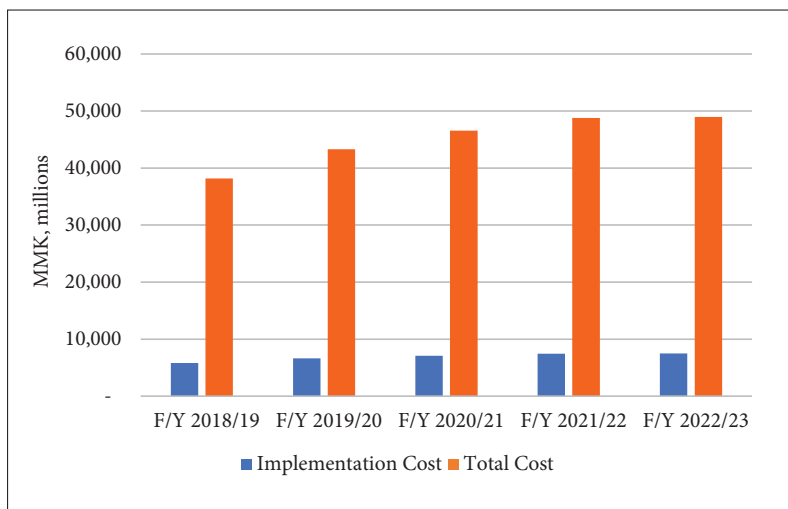


The Child Allowance programme offers benefits to children from their 2nd birthday onwards up to their 15th birthday. However, during the period covered by this plan, the programme will gradually cover children up to their 6th birthday and only in selected states, depending on the date of the programme roll-out. Children already enrolled in the programme will continue to receive grants and the number of beneficiaries will rise incrementally from 2018/19 to 2022/23. Simultaneously, relative implementation costs (especially M&E) decrease as the programme scales up while benefit amounts increase in line with inflation. The programme provides 39,378 annual benefit equivalents in 2018/19, increasing to 832,833 at the end of the five-year expansion plan. Based on these factors the total combined budget for the Child Allowance reaches MMK 209,549 million in 2022/23 from MMK 8,860 million in 2018/19.

### 4.1.3 SCHOOL FEEDING

The school feeding programme provides one cooked meal per child per day in government schools in Myanmar. Per the current expansion plan, the total cost of the programme is expected to increase from MMK 38,195 million in 2018/19 to MMK 48,969 million in 2022/23.

FIGURE 10: TOTAL COST, SCHOOL FEEDING



The monthly benefit value will remain unchanged at MMK 9,733 per month over the five-year expansion period. The implementation cost (including monitoring and evaluation) will increase from MMK 5,826 million to MMK 6,607 million between 2018/19 and 2019/20 and more steadily thereafter, to reach MMK 7,470 million in

2022/23. These costs reflect only the monthly meal costs per beneficiary of MMK 9,733 for primary schools and MMK 11,000 for ECD centres. The costs assume a total of 200 meals in each year or meal provision for 9 months in each year.



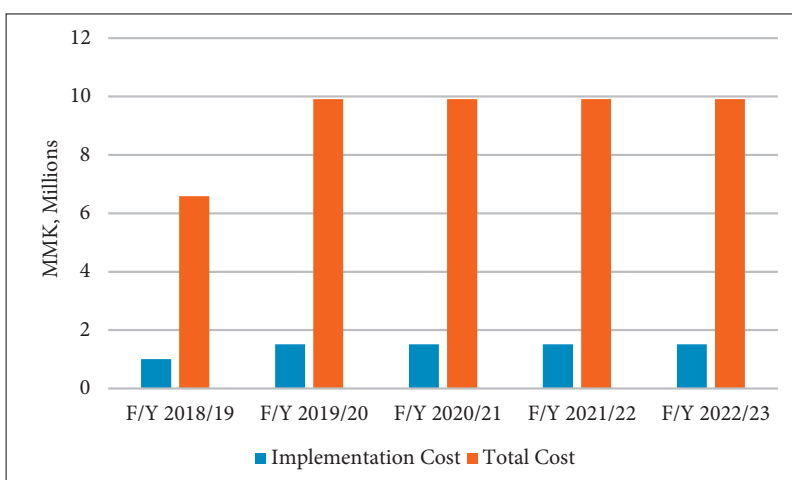
#### 4.1.4 DISABILITY ALLOWANCE

The Disability Allowance only begins disbursing benefits in 2021/22 and within the Kayin State. The programme provides 12 benefits annually. Accordingly, the programme is expected to cost MMK 14,122 million in 2021/22; the costs increase to MMK 19,454 million in 2022/23 due to an increase in the number of beneficiaries and an inflation-adjusted increase in the benefit value.

#### 4.1.5 PUBLIC EMPLOYMENT

The Public Employment programme’s planned expansion, which includes an implementation and M&E cost of 18% each year, is expected to increase the programme cost from MMK 6 million to cover a total of 37,200 beneficiaries in 2018/19 to MMK 9 million to cover a total of 40,000 beneficiaries in 2022/23. After an increase in the number of beneficiaries in the second year, there is no further expansion of the programme within the duration covered by this plan.

FIGURE 11: TOTAL COST, PUBLIC EMPLOYMENT



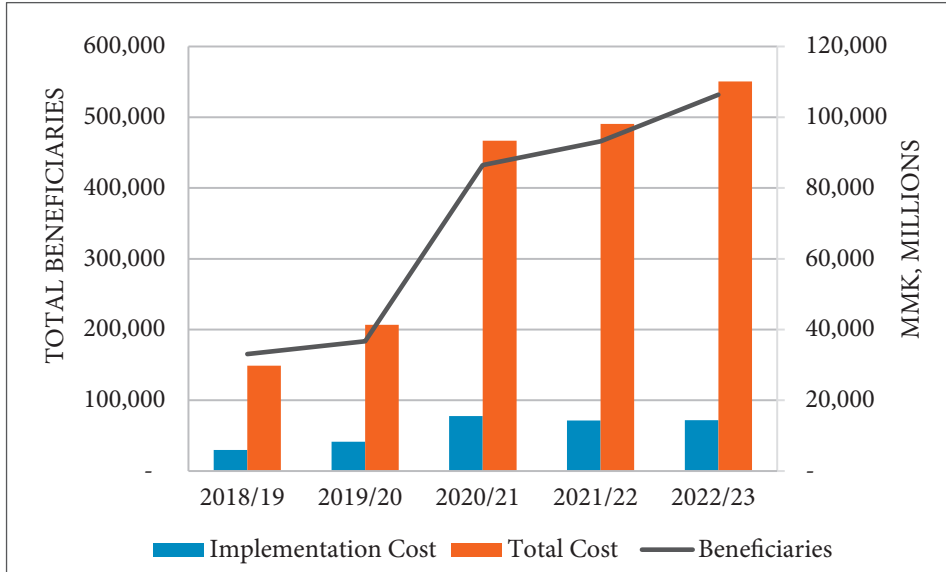
#### 4.1.6 SOCIAL PENSIONS

The social pension programme currently covers those above 90 years of age but all persons 80 years of age or older become eligible in 2020/21, increasing the number of social pension beneficiaries from around 165,000 to over 530,000 beneficiaries between 2018/19 and 2022/23. The increase in coverage in turns drives up the total cost of the programme. The total budget estimates 25% of total programme cost to cover implementation costs, M&E

and contingencies in 2018/19; this gradually decreases to 15% at the end of the 5-year expansion period, as the programme matures and benefits from implementation efficiencies and scale. Benefit amounts increase progressively from MMK 12,000 per month in 2018/19 to MMK 15,000 per month by 2022/23. At the current planned expansion, the programme is expected to cost about MMK 101,094 million in 2022/23.



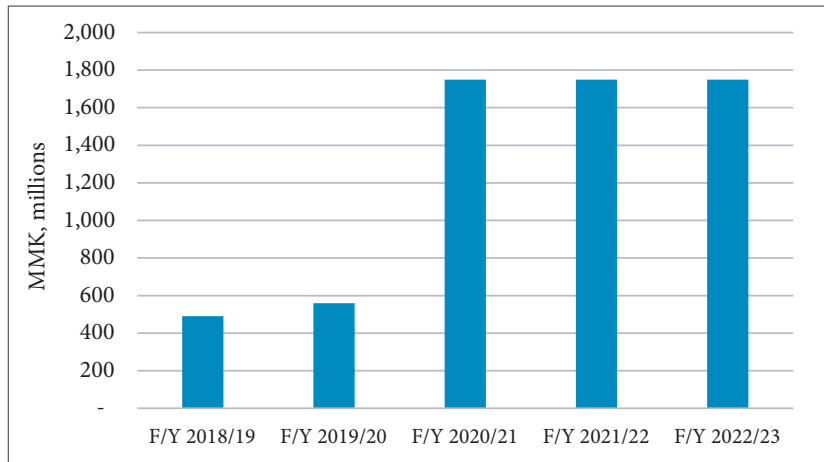
**FIGURE 12: SOCIAL PENSION BUDGET AND TOTAL BENEFICIARIES**



### 4.1.7 ISHG

A total of 900 ISHGs will be set up by 2022/23. The scale up will increase the cost of the programme from MMK 490 million in 2018/19 to MMK 1,838million in 2023.

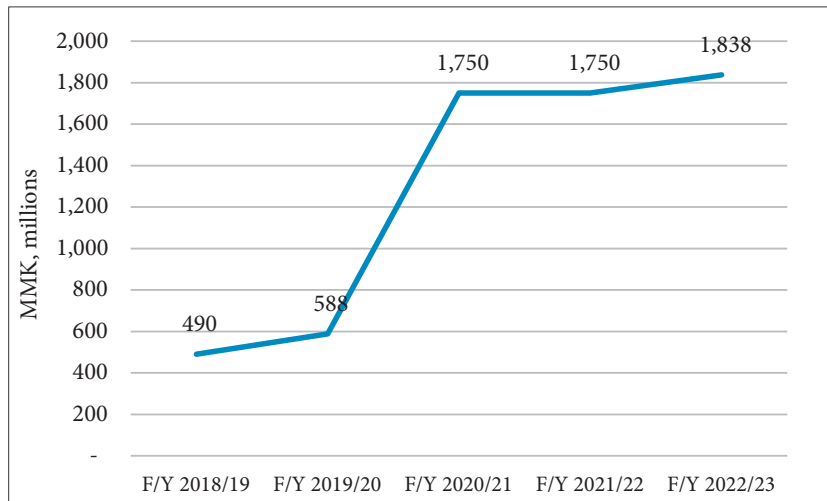
**FIGURE 13: ISHGS ANNUAL SET-UP COST**



Given the nature of the programme, the implementation cost (or setting up) comprises of the largest portion of the annual cost of the programme, costing MMK 1,750 million

every year from 2020/21 to 2022/23. Cumulatively, the set-up costs of the programme will amount to MMK 6,300 million over the five years of planned expansion.

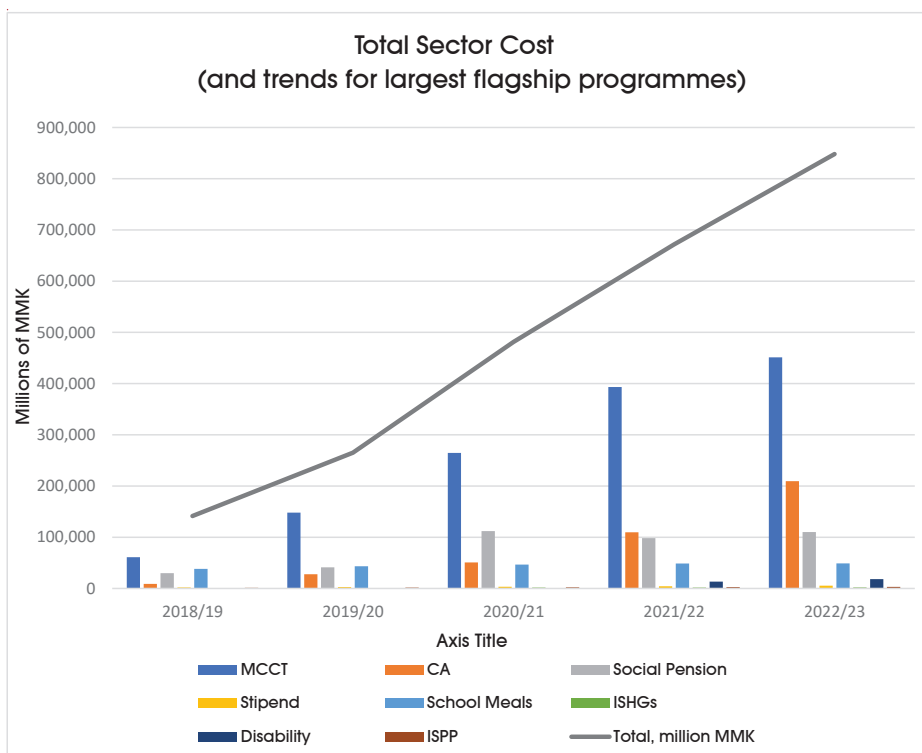
FIGURE 14: ISHSGS ANNUAL BUDGET



A robust evaluation strategy has been built into the programme at an additional cost of 5% of the annual set-up cost in 2019/2020 and 2022/23 respectively, increasing the total budget to MMK 6,416 million for five years.

#### 4.1.8 OVERALL COST

FIGURE 15: OVERALL BUDGET FOR EXPANSION OF KEY FLAGSHIP PROGRAMMES



Based on the current expansion plans, this sector is estimated to cost the government MMK 2,407 billion (USD 1.7 billion) over the next five years. At current rates, the annual expenditure in 2022/23 will reach approximately MMK 848 billion or

approximately USD 623 million. This stands at 0.69% of the GDP in the year 2022/23 (with current GDP of USD 68 billion growing to USD 89 billion in 2022/23 at a conservative 7% annual growth rate). This is substantially lower than the ambition of

committing 5% of GDP to social protection within the NSPSP, underscoring the need for revisiting the current objectives with a

focus on increased experience, expertise and capacity in developing the sector.

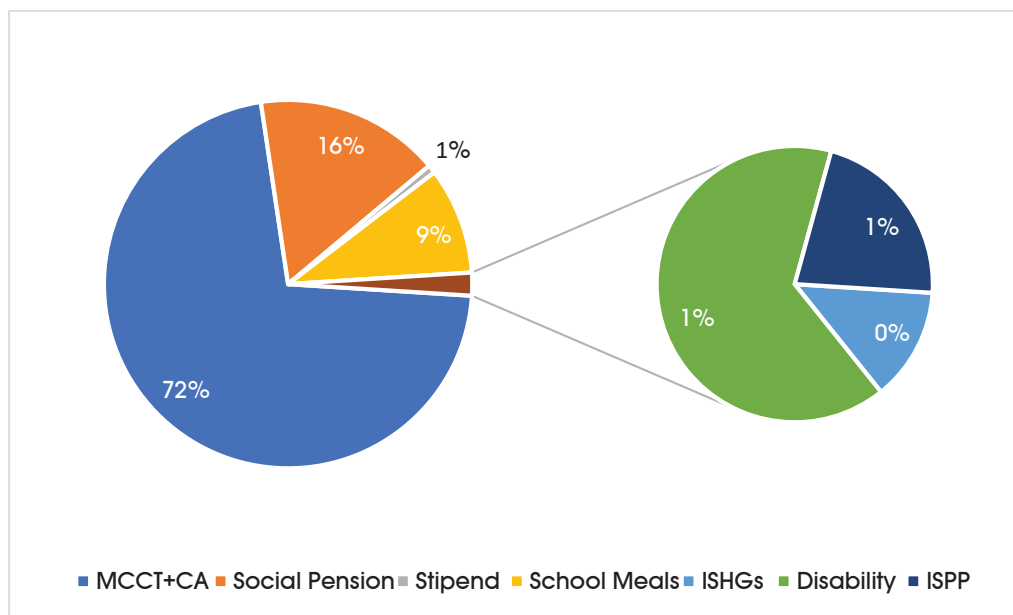
**TABLE 5: OVERALL COST OF SOCIAL PROTECTION SECTOR PLAN**

Programme*	2018/19	2019/20	2020/21	2021/22	2022/23	Total Cost
<b>MCCT</b>	61,115	147,954	264,592	393,304	451,127	1,318,092
<b>Child Allowance</b>	8,860	27,719	50,813	109,548	209,549	406,489
<b>Social Pension</b>	29,760	41,304	112,091	98,153	110,094	391,402
<b>Stipend</b>	1,866	2,576	3,386	4,300	5,325	17,453
<b>School Meals</b>	38,195	43,310	46,551	48,793	48,969	225,817
<b>ISHGs</b>	490	588	1,750	1,750	1,837	6,415
<b>Disability</b>	-	-	-	13,239	18,238	31,477
<b>ISPS</b>	1,131	1,717	2,127	2,559	2,991	10,525
<b>Total, million MMK</b>	141,417	265,167	481,310	671,646	848,130	2,407,670
<b>Total in million USD**</b>	103.96	194.92	353.81	493.73	623.46	1,769.88
<b>Percentage of GDP***</b>	0.15%	0.27%	0.45%	0.59%	0.69%	

\* Costs are in MMK millions  
 \*\*Exchange rate of USD 1 = MMK 1300.00  
 \*\*\*GDP assumed to grow 7% annually

The MCCT/Child allowance represents the most substantial financial component of the national costed sector plan, requiring 72% of the budget, followed by the social pension which amounts to around 16% of the total resources and the school meals programme at around 9% (Figure 14).

**FIGURE 16: PROPORTION OF THE BUDGETS OF KEY SP PROGRAMMES**



## 4.2 FINANCING STRATEGY

Financing Myanmar's National Social Protection Strategic Plan requires sound fiscal policy and a strong tax regime. Myanmar's relatively low tax-to-GDP ratio indicates a promising opportunity to further increase government revenue by improving tax compliance. Reallocating expenditure from lower to higher priorities and from less productive to more effective and productive programmes offers another mechanism to expand fiscal space. Myanmar's focus on a limited number of priority flagship programmes offers operational efficiencies that make productive use of available fiscal space and generate value-for-money. Development partner resources can act as a catalyst for innovation, technical assistance, capacity and systems development by filling gaps in national resources on a limited basis while the government builds additional fiscal capacity.

The government of Myanmar allocates about MMK 15,000 million to MSWRR for supporting the various social protection programmes. For MCCT and social pensions, where the General Administration Department (GAD) plays a key role in implementation, the budget is transferred at

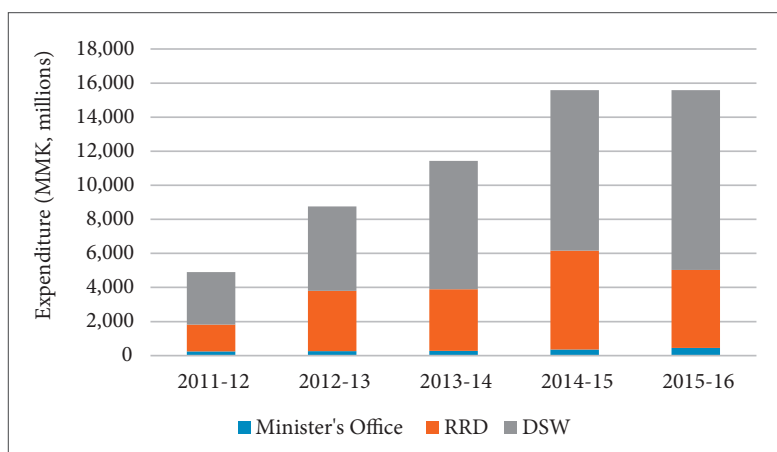
subnational levels for distribution. Implementation costs are also publicly

financed, but unlike the cost of transfers, implementation costs, for the most part, are not channelled through budget lines that are dedicated to the MCCT and social pension. Implementation is largely conducted using existing resources and budgets of both DSW and GAD, rather than a separate budget specifically for social pension delivery.

During the Sector Plan period, the key flagships will continue to be publicly funded (transfer costs and implementation costs) via MSWRR. In the first two years of the plan period, MSWRR aims to calculate and isolate delivery costs to make the programmes more efficient and easier to track. Before Year 3 the costs (including opportunity costs) to DSW and GAD will be assessed by external experts. As the number of beneficiaries expands, both DSW and GAD will increasingly need staff dedicated to social protection delivery, with all cash transfers integrated to the furthest extent possible. By Year 4, a distinct operational budget for cash transfer delivery will be allocated to both DSW and GAD.

For the funding of programmes like School Feeding with multi-sectoral impacts, the Government of Myanmar, led by MSWRR may explore the possibility of co-financing among potential benefitting sectors like education, health, nutrition and agriculture.

FIGURE 17: BUDGETARY ALLOCATION TO MSWRR



The government will fund the bulk of the cost of transfers and implementation related to social protection, continuing a recent trend of higher budgetary allocation to MSWRR (Figure 16). Support from relevant development partners could be enlisted to ensure the expansion of the flagship programmes as planned, particularly in the form of technical assistance and to catalyse evidence-building pilots, M&E and support systems development.

Technical assistance will be required for several key areas: (1) systems development for integrated social protection systems (e.g. MIS), (2) training for stakeholders, (3) outreach activities including communications for beneficiaries, the public and external parties and (4) M&E, particularly evaluation of impact and operational effectiveness.

Thus, financing for social protection in Myanmar is planned to be sourced from

domestic resources i.e. tax revenues with development partners resources deployed largely to support system

development, innovation, M&E and research and capacity building. The success of this strategy requires attention to:

- Available domestic resources and potential fiscal space for inclusive growth
- Linkages with economic growth and resource expansion
- Development partner support-trend and projection

The analysis in the box below provides the insights from 2016 in some potential openings and consolidation of the fiscal space for social protection.

**BOX 1: FINANCING SOCIAL PROTECTION IN MYANMAR<sup>29</sup>**

Significant improvements in tax administration and strong economic growth mean that the time is opportune to use the increased flow of resources (incremental financing) to finance key flagship programs. To illustrate, in Myanmar from 2013/14 – 2015/16:

- Total revenues (from all sources) increased by nearly 30 percent, meaning that total revenues increased by nearly 4 billion USD. This rise could finance all eight NSPSP flagship programmes for two years.
- Taxes (from production/consumption; income/property; customs; and natural resource) surged by 115 percent, increasing by nearly USD 3.6 billion (from USD 2.6 to USD 5.9 billion) – sufficient to finance social pensions for all elderly (65+) for three years. Just 7.5 percent of this increase could finance universal social cash transfers to pregnant women and their children aged 0-2 for a whole year.
- Revenues from natural resources/national properties increased exponentially, and only 25 percent of the increase in tax revenues from natural resources – i.e. USD 850 million– would be needed to finance universal social cash transfers to mothers and children 0-2 for over three years.
- GDP growth: Revenues as a fraction of the GDP average around 24 percent. If this ratio were to remain stable, or increase, the country could expect an additional USD 2.4 billion to flow each year from GDP growth alone. Just 10 percent of this increased flow of revenues could finance universal social cash transfers to mothers and children 0-2 for a year.
- Foreign aid (excluding grants) increased by more than 270 percent as international development partners resumed relations with Myanmar. Just 10 percent of this increase could finance the set-up of integrated service delivery centres in all 330 townships and the deployment of 6,000 social workers within a year.

Source: Calculations based on Union Budget Laws 2013/14 – 2015/16.

<sup>29</sup> ( Social Protection sub-sector Working Group, 2016)

# 5. NON-FLAGSHIP PROGRAMMES: EXPANSION PLAN AND COSTING

A range of non-flagship programmes are being strengthened and expanded both through contributory (insurance) and non-contributory (stipend) demand side interventions allowing for a healthy and mutually reinforcing mix of instruments that respond to the varying needs of population sub-groups. Both the Government of Myanmar and the development partners recognise the importance of maintaining this balance. This section presents a summary of the planned expansion of the School Stipend and Kinship Programmes as well as an overview of the social security initiatives being implemented through the Social Security Board. These programmes illustrate the opportunities for reinforcing programme outcomes through multiple instruments that tackle different sets of constraints or reach diverse population subgroups to complement the outcomes of the flagship social assistance interventions presented in this plan.

## 5.1 SCHOOL STIPEND OBJECTIVES AND RATIONALE

The school stipend programme aims to address both short- and long-term issues related to education and human capacity development in Myanmar. In the short term, the programme is an important demand-side intervention that helps families reduce the financial burden of education-related costs and recover some of the opportunity costs incurred by sending children to school. In the long term, the programme has the potential to improve school attendance, reduce drop out and repetition rates and ultimately, reduce poverty and enhance household

wellbeing. This programme aims to address the barriers to uptake of education, thereby strengthening human capacity development and fostering long-term productivity gains.

### INTERVENTION

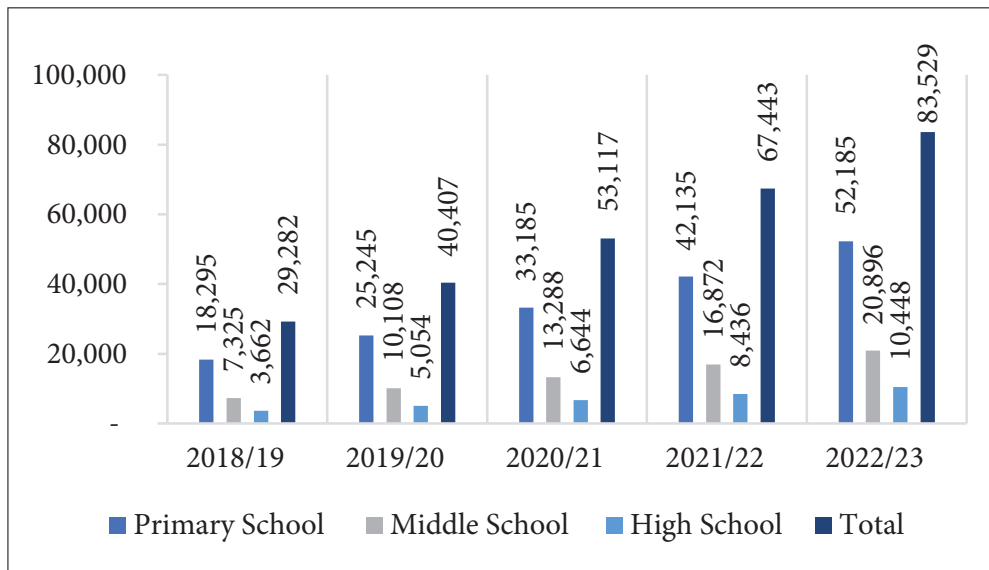
The school stipend programme has been implemented across the country, targeting poor, well-performing students. Funding is awarded by townships to selected schools, where the Head Master and other school officials award the stipends to poor families and caregivers of orphaned children. The selection of beneficiaries – poorest students and/or orphaned children – is based on merit, evaluated by their performance in school-based tests. Currently, the programme covers 29,281 students in 414 sub-townships. It provides 10 monthly payments each year of MMK 5,000 to primary school students, MMK 8,000 to middle school students and MMK 10,000 to high school students. This amounts to annual benefits of MMK 50,000 to primary school students, MMK 80,000 to middle school students and MMK 100,000 to high school students. The benefit values are not inflation-indexed and do not increase for the duration covered in this plan.

### EXPANSION PLAN

The programme is set to expand to cover a total of 83,529 students across primary, middle and high schools by 2022/23 from a total of 29,282 students in 2018/19. The primary school stipends comprise the highest share of programme beneficiaries across all the years covered within this plan.

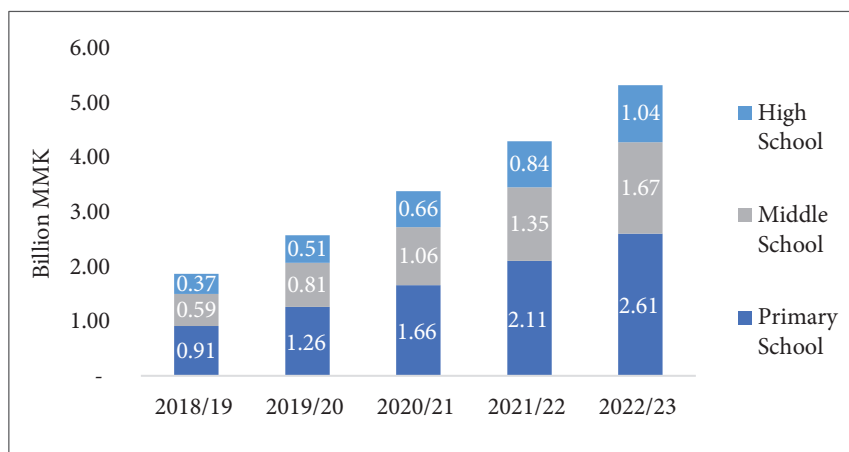


FIGURE 18: SCHOOL STIPENDS, EXPANSION PLAN



COST

FIGURE 19: COST, SCHOOL STIPEND



With this proposed expansion, the programme is estimated to cost the government approximately MMK 1.87 billion in 2018/19, increasing to MMK 5.33 billion in 2022/23.

## 5.2 KINSHIP CARE ALLOWANCE

Still in nascent stages, the design parameters of this programme are yet to be finalised. However, through the context of a child-sensitive social protection system prioritised in the NSPSP and the rising reliance on institutional care for orphaned and abandoned children in Myanmar, this programme has been included in this plan to emphasise the urgency of developing this programme to protect young and vulnerable children.

### OBJECTIVES AND RATIONALE

MSWRR aims to address some of the chronic and persistent deprivations among children who have been forced to separate from their parents due to socio-economic constraints, with an overarching objective of ensuring children stay with their families and within communities as opposed to becoming a part of institutional systems for care. In the attempt to support the de-institutionalisation of children and strengthen opportunities for community and family-based care, the kinship allowance aims to ensure the well-being of separated children and reduce the financial stress imposed on families who have taken in an additional child.

### INTERVENTION

MSWRR will develop the programme's design parameters and implementation details in the first quarter after the adoption of the costed sector plan. The new programme will complement the informal support systems and community-based social protection initiatives that currently experience growing stress. The programme requires design features that will minimize perverse incentives that might encourage families to abandon their children to receive the cash allowance.

## 5.3 SOCIAL INSURANCE PROGRAMMES: SOCIAL SECURITY BOARD

### BACKGROUND

Since 1956, contributory social protection programmes have been implemented in Myanmar. In 2012, Myanmar's Social Security Law of 2012 (Law No. 15 of the Union Parliament on 31 August 2012) was passed, aiming at increasing productivity and contributing to economic development. This arm of social protection is implemented by the Social Security Board (SSB) of the Ministry of Labour, Immigration and Population. The SSB includes members from the Ministry of Labour, Immigration and Population, government organisations, and organisations representing employers and employees.

In accordance with the 2012 law, a 13-member Social Security Executive Committee was formed – providing close supervision for the implementation of social security programmes in the country. In addition, a Medical Advisory Board, consisting of 24 members, was also formed to ensure that free medical treatment for insured workers is efficiently implemented.

### INTERVENTION

The SSB implements the key Social Service Programmes (SSP), such as health insurance and protection in the hour of catastrophic life events such as injury (at work), death or unemployment. The SSB also supports major expenditures, such as funeral, marriages and housing, amongst others.

The new social security law provides for 6 types of insurance systems, which are being progressively implemented. The insurance on health, family support and workplace injury on a mandatory basis are being prioritised. As Myanmar strengthens the SSB and its various schemes, it also plans to revise the 2012 Social Security Law

to capture emerging realities and priorities including new instruments like weather linked crop-insurance. Legal, administrative, medical and IT reform are being undertaken with the support from DPs in order to deliver health care and cash benefits for registered employees more effectively. There are also plans to enhance the overall awareness about social security programmes to expand coverage.

Currently, SSB activities are being undertaken in hospitals and clinics in 116 townships in 13 states/regions and the Nay Pyi Taw Council area. It currently covers Nay Pyi Taw Head Office, 8 State/Regional level Offices, 77 Township branch offices, 96 Clinics, 55 departmental clinics, 3 private clinics contracted with SSB, and has Mobile Medical Units (MMU). Mobile health services including laboratory testing are being provided by using Mobile Medical Unit (MMU) vehicles at workplaces for registered factory workers who face constraints in accessing SSB hospitals or clinics. At present, there are three workers hospitals: Yangon Workers' Hospital (250 beds), Mandalay Workers' Hospital (150 beds), Htantabin Workers' Hospital (100 beds). SSB has collaborated with a contracted pharmacy (Value Private Ltd), to ensure that SSB hospitals and clinics are sufficiently equipped with medicines and medical supplies.

## EXPANSION PLANS

The SSB will expand the programmes to cover townships with high numbers of registered employees. The NSPSP envisages a natural complementarity between the two arms of its framework (social assistance and social insurance). For example, it recognises that for the expansion of social protection in Myanmar, it is critical to first create employment opportunities for beneficiaries of social assistance and then to transition them to social insurance once they start earning a regular income. In this way, social well-being for a larger proportion of the population will be insured through contributory mechanisms, reducing long-

term financing needs from the government. For this, the SSB will need to: (a) upgrade the social security benefits for workers already covered under social security schemes and (b) expand the social security schemes to cover those who are not yet.

Social Insurance is an important instrument of SSB measures. In accordance with article 100 of the Social Security Law, insurance systems are being implemented in stages, with the coverage of workers and workplaces expected to increase over time. The recent trends look positive with both the number of work places and the number of workers participating in insurance schemes on an upward trajectory (Figure 10 and Figure 11). These are expected to contribute significantly to the socio-economic development of Myanmar through expansion of geographical coverage, organizational setup and the expansion of Social Security offices, hospitals and clinics.

FIGURE 20: NUMBER OF WORKERS PARTICIPATING IN INSURANCE

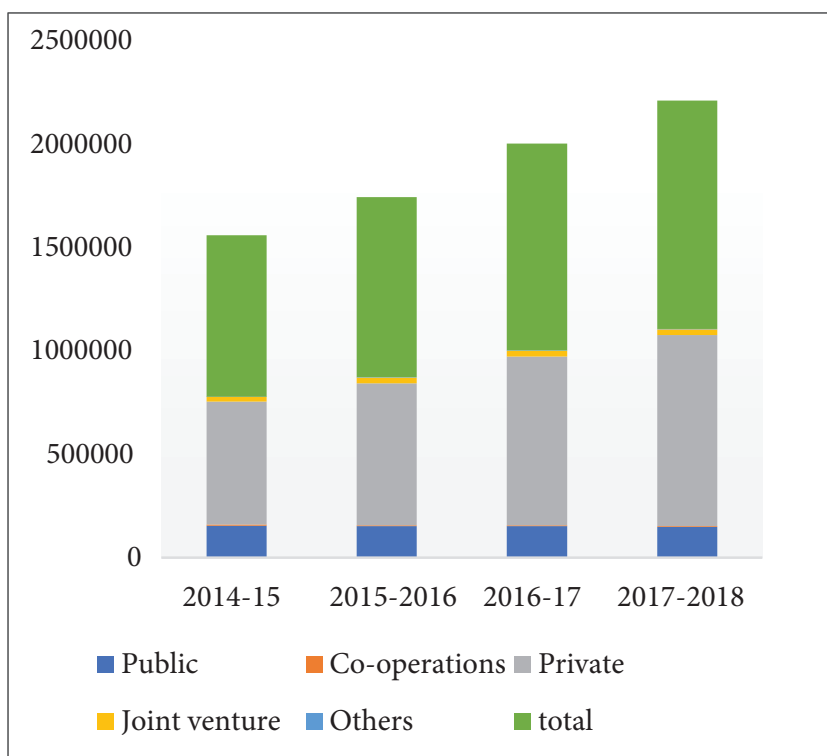
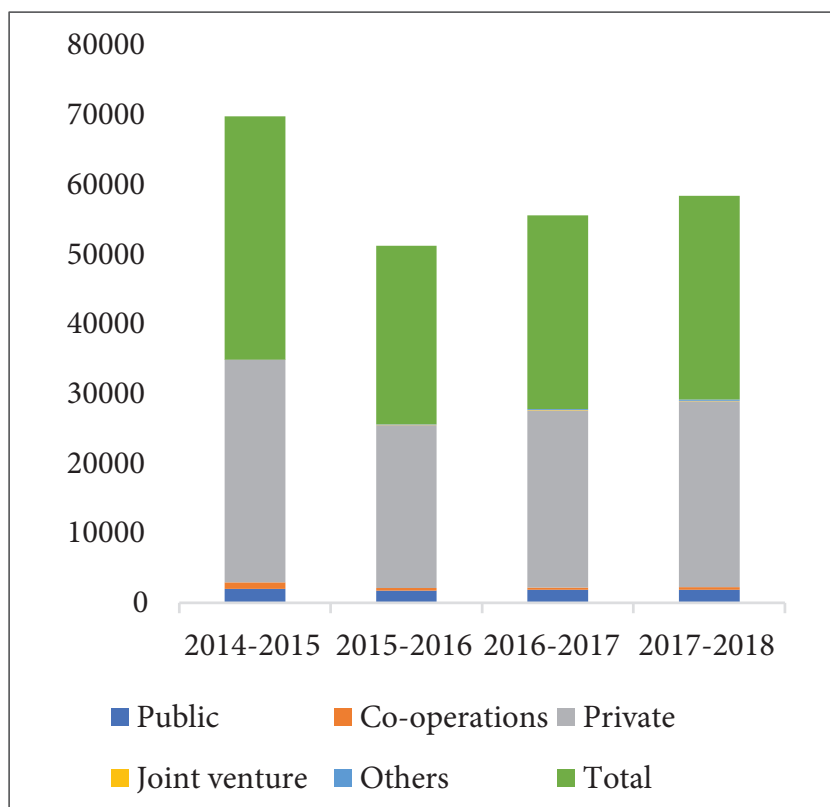


FIGURE 21: NUMBER OF WORKPLACES PARTICIPATING IN INSURANCE/SOCIAL SECURITY SCHEMES



## CONTRIBUTION TO INTRA- AND INTER-SECTORAL LINKAGES AND BENEFIT

The social insurance programmes provide tangible support to eligible households with regards to health care and protection in the hour of catastrophic life events such as injury (at work), death or unemployment. These interventions directly support the objectives of the NSPSP and complement and strengthen the social assistance interventions designed for these purposes – including the old age pension and public employment programmes – by contributing to their objectives. Similarly, by provisioning support for unexpected or irregular expenditures such as funerals, social insurance programmes prevent a wide range of one-time or external shocks from pushing households into a downward spiral of inter-generational poverty trap. The linkages between social assistance and social insurance programmes open newer avenues for leveraging synergies in ways that empower households and strengthen developmental achievements. Moreover, for the expansion and sustainability of the social protection in Myanmar, it is critical to ensure the transition of social assistance beneficiaries to social insurance once they can finance their contributions; thereby, reducing the long-term financing needs from the government.

# 6. SHOCK-RESILIENT SOCIAL PROTECTION

## 6.1 DEFINING SHOCK-RESILIENCE

Addressing and mitigating deep-seated socio-economic (multi-dimensional poverty and deprivations, malnutrition and social inequity) and contextual (location) vulnerabilities and enhancing the coping capacity of individuals and communities is at the heart of social protection. Social protection instruments are expected to have preventive (minimising the exposure of shocks), protective (minimising the impact of shocks), promotive (reducing vulnerabilities like poor health, poor livelihoods, shelter etc) and transformative (addressing the underlying structural factors) effects, all cumulatively contributing to a long-term resilience and graduation out of poverty and vulnerability. This idea is being increasingly articulated in the design parameters of more recent social protection systems, emphasising the fundamental notion that an effective social protection system should be inherently shocked resilient.

The concept of a ‘shock-responsive social protection’ system is one that can respond flexibly in the event of a shock, where shock refers ‘to covariate shocks both natural (like floods, earthquakes) and man-made (economic crises like depression, runaway inflation, conflicts) that affect large numbers of people and/or communities at once, rather than the idiosyncratic shocks, such as the death of a breadwinner that may affect individual households or household members.’<sup>30</sup> Disaster Risk Management (DRM) systems that adopt a multistage (prevention, preparedness, response and recovery), integrated approach to addressing risks from disasters will enable a more resilient environment and increase local capacity to withstand, and more swiftly recover from shocks and disasters.<sup>31</sup>

## 6.2 SOCIAL PROTECTION AND DRM IN MYANMAR

Climatic shocks threaten the nation’s development gains, keeping people in poverty and pushing those that are vulnerable into poverty. Myanmar is exposed to a spectrum of climatic shocks, which are increasing in frequency and intensity owing to the impact of climate change, necessitating an increasing emphasis on DRM. Having a comprehensive social protection system in place when affected by disasters fosters resilience, by minimising the negative impacts and enabling a faster recovery. Different disasters pose different risks and have varying levels of impacts based on the coping capacity of the affected persons. Therefore, there is a need to plan responses and integrate risk assessment within the existing SP (refers to Social Protection in this chapter) system.

The NSPSP is emphatic about this complementarity and includes practical recommendations for achieving an adaptive social protection system. The NSPSP identifies the role of social protection in addressing vulnerability to disasters as to (i) provide relief assistance and help restore access to basic services and livelihoods for affected populations after a disaster (relief, recovery and rehabilitation services); (ii) contribute to reducing people’s vulnerabilities to disasters and climate change through enhanced access to disaster risk information, basic services and predictable income, and investment in human capital and capacity; and (iii) contribute to reducing disaster risk through improved infrastructure and risk transfer mechanisms.

30 (International Policy Centre for Inclusive Growth , 2017)

31 (UNICEF, n.d)



## 6.2.1 LINKING DISASTER RISK MANAGEMENT (DRM) AND SOCIAL PROTECTION

The NSPSP focuses primarily on integrating core social protection interventions and DRM across the flagship programmes, including the MCCT, Child allowance, ISPS, Public employment programmes and Inclusive Self-Help Groups as well as some non-flagship initiatives, such as safety in the workplace programme. It advances the DRM agenda further through risk transfer mechanisms embedded with the social insurance programmes, whose primary objective is to provide protection against these external shocks. Central to achieving the vision of integrating DRM in Social Protection is:

- Establishing, and future proofing, social protection delivery systems that are flexible and increase services quickly;
- Integrating disaster risk information, including early warning systems, into the design and plans of social protection programmes;
- Ensuring that appropriate financial instruments are available and quickly accessible at different administrative layers in the event of a contingency;
- Ensuring institutional arrangements and effective coordination mechanisms are in place to ensure timely and appropriate responses at different stages of the risk cycle;
- Strengthening and building capacities for continued delivery of social protection programmes throughout the risk circle.

## 6.2.2 INTEGRATED SOCIAL PROTECTION SERVICES (ISPS) AND DISASTER RISK MANAGEMENT (DRM)

The objectives of ISPS in relation to DRM are to (i) use the existing social national protection systems (network of social workers, beneficiary/registry database, cash and in-kind transfer mechanisms) to reach disaster-affected populations with relief assistance in the aftermath of a disaster more rapidly and cost-effectively; and (ii) use the ISPS to disseminate disaster risk information (for example- disseminate early warnings) where the SWCM cascade the information on the Early Warning System (EWS) through beneficiary and other community contacts and increase the capacity of the most vulnerable to prepare, respond and cope with disasters. The approach will include coordination between the sectoral government agencies and Disaster Preparedness Committees with clear triggers and associated financing mechanisms including national disaster management funds at the national and sub-national levels. Taking this a step further, it will encourage the coordination of humanitarian agencies as contingencies when government capacity to respond has been exhausted and/or when an emergency has been declared. This coordination and the activities of humanitarian partner agencies will be necessary to ensure a streamlined and effective use of resources that build on and consolidating national systems. The ISPS will also include developing training and training modules and investments in information, education and communications materials. The leading agencies for managing this coordination process include the National Disaster Preparedness Central Committee (NDPCC), regional and state governments and the Ministry of Social Welfare, Relief and Resettlement.

### 6.2.3 DISASTER RISK MANAGEMENT (DRM) AND PUBLIC EMPLOYMENT PROGRAMMES

The objectives of linking this social protection flagship and DRM are to (i) increase the resilience of communities to disasters and climate change through prioritisation of disaster-resilient public infrastructure and assets; and (ii) to enhance recovery efforts after a disaster (debris and environmental cleaning, rehabilitation of essential infrastructure, construction of WASH facilities, road rehabilitation, support for drinking water distribution, etc.).

Public employment criteria will be introduced that include: (i) the contribution to environmental conservation; (ii) the contribution to increasing resilience of communities to disasters; (iii) the need to make essential infrastructure disaster proof; (iv) adherence to decent labour standards (v) and adaption of the criteria and evaluation of projects to the local context and the specific hazards/ environmental concerns that can be observed in the area of implementation. To aid recovery, the government will consider labour-intensive programmes that deploy labour: material in the ratio of 70/30 or 60/40 and ensure that 70% of the funds serve to supplement the income of the participating households. Public employment programmes will be established on a 3-5-year planning cycle. The plans for the programme will be prepared based on watershed planning units, not administrative boundaries to allow for a more strategic use of the government's resources and enable efficient construction of infrastructure affecting the watershed that will support up- and downstream livelihoods. The plans for infrastructure should be completed at a local level to reflect local needs and then consolidated by higher administrative levels to ensure efficiency and consistency and minimise overlaps/fragmentation.

Public employment programmes will be scaled up following a disaster as

part of contingency plans. The objective and financing mechanisms will be pre-positioned. Funding will temporarily be channelled from union or state/region level disaster management funds and the scope expanded to the entire disaster affected working-age population (with the provision of unconditional support for those who are unable to work like older persons, pregnant women, people with disability etc.). The leading agencies enabling this linkage are (i) Ministry of Social Welfare, Relief and Resettlement, (ii) Ministry of Border Affairs (iii) Ministry of Agriculture, Livestock and Irrigation, (iv) Ministry of Construction and (v) state/regional governments which will implement the programmes.

### 6.2.4 DISASTER RISK MANAGEMENT (DRM) AND ISHGS

The objective of linking ISHGs and DRM is to ensure that ISHGs are involved at all stages of the DRM cycle and that the needs and vulnerabilities of older people as well as other members of ISHGs in relation to DRM are addressed. The approach includes: (i) mapping the location of people of older ages with a more relaxed eligibility criteria to include additional affected older people); (ii) identification of disaster risks as they relate to people of older ages (how are older persons affected by various disasters); (iii) development of risk reduction action plans that include people of older ages; (iv) use of the knowledge of people of older ages on disasters and climate change; and (v) increased awareness among the general population. The leading agency enabling this linkage is MSWRR, with support from NGOs and CSOs.

## 6.2.5 DISASTER RISK FINANCING (RISK TRANSFER INSTRUMENTS)

Disasters present a broad range of human, social, financial, economic and environmental impacts, with potentially long-lasting, multi-generational effects. The financial management of these impacts is a key challenge for individuals and governments in developed and developing countries. Disaster risk finance aims to increase the resilience of vulnerable countries against the financial impact of disasters as part of a comprehensive approach to disaster risk management. By increasing resilience, disaster risk finance offers the promise of protecting and promoting development.

A Disaster Risk Finance strategy for social protection plans for a continuum of support that can be provided to poor and vulnerable households throughout the risk cycle and sequences financial instruments to increments of needs experienced throughout

the risk cycle. Integrating and sequencing these instruments encourages disasters to be managed more effectively. The strategy should include both public and private financial instruments, identifying when each of them could best be deployed throughout the risk cycle and agreeing on the size of each instrument necessary to respond to disasters of different magnitudes.

One of these instruments is through the insurance markets. As the insurance sector becomes more developed, the role of MSWRR in partnership with Myanmar Insurance and other relevant ministries will focus on expanding the scope of disaster risk transfer instruments (like insurance), expanding the insurance market, improving the quality of data and subsidising microinsurance schemes for most vulnerable households.

## 6.2.6 PRACTICAL APPROACHES TO LINKING SOCIAL PROTECTION FLAGSHIP PROGRAMMES WITH DRM

Building on global evidence and best practices, some of the options (and the associated challenges) to strengthen the links between SP and DRM are presented as below:

**TABLE 6: LINKING SOCIAL PROTECTION FLAGSHIP PROGRAMMES WITH DRM**

Options	Opportunities	Challenges
<b>Vertical expansion</b>	Quick access to a pre-defined caseload of MCCT, Social Pensions etc.  SP provincial top-ups for disaster-affected (e.g. drought, flood, earthquake, landslides, etc.) victims	<b>SP does not reach all the poor and vulnerable likely to fall into poverty if affected by disasters (database/ registration issues).</b> <b>Some but not complete overlap between the poor and those vulnerable to disasters.</b>
<b>Horizontal expansion</b>	Leverages existing administrative systems of SP rather than setting up parallel systems.  Reaches a broader spectrum of the disaster-affected – fills some of the gaps in the vertical expansion.	<b>Difficulties in rapidly targeting a new caseload – identification and communication with non-SP-beneficiary households.</b> <b>Requires establishing criteria for temporary inclusion of new caseloads during disaster times and an exit strategy.</b>
<b>Piggybacking</b>	Leverages administrative including social protection existing systems (like registry and payment mechanisms) to reach the affected population on a temporary basis quickly and efficiently  Options generally most favoured by stakeholders	<b>Need to consider the validity of the data (like beneficiary register) for targeting in emergencies, and exactly how this will be made use of.</b>
<b>Shadow alignment</b>	<b>Build on significant experience to date in cash-based responses in emergencies, to inform the design of SP and/or other SP programmes.</b>	<b>Requires strong inter-sectoral coordination structures linking the social protection and DRM sectors, institutional actors and processes</b>

While the social protection system can be adapted and utilised to enhance DRM as shown in Table 6, the actions related to DRM can also be calibrated to enhance the resilience inducing effects of social protection as shown in Table 7.

TABLE 7: DRM AND SRSP<sup>32</sup>

DRM cycle phases	DRM activities	Relevance to shock-resilient social protection
<b>Preparedness</b>	<p>Risk and vulnerability assessments, including hazard mapping,</p> <p>Agreeing thresholds for when responses should be implemented.</p> <p>Contingency planning, quantified to cover who will be reached, where, how, when (based on thresholds).</p> <p>Pre-positioning of information and communication tools</p> <p>Prepositioning supplies.</p> <p>Developing contingency funds</p> <p>Development of implementation procedures in advance of a disaster</p> <p>Investment in early warning systems</p> <p>Establishing institutional arrangements across sectors and with humanitarian agencies</p>	<p>Bring a disaster vulnerability lens to inform the vulnerability assessment, social protection targeting and/or application; inclusion of cash/social assistance as a possible modality in contingency planning, pre-positioning of data, vulnerable population registry, information and communication tools</p> <p>Develop communication materials on the planned SRSP component (e.g. explaining the top up in the case of vertical expansion); actions to pre-position contingency finance/material/public work activities for use in SRSP; establishes a triggering mechanism (indicators/data sources and thresholds) for activation of the 'preparatory stages' needed to mobilise SRSP; results of the assessments used to inform targeting of SRSP</p> <p>Capacity assessments</p>
<b>Response</b>	<p>Emergency needs assessments</p> <p>Development of implementation procedures</p>	<p>Procedures for how to implement response through SP system</p>
<b>Recovery/ reconstruction</b>	<p>Post-disaster needs assessment, linked to risk and vulnerability analysis</p> <p>Coordination of DRM, SP and development stakeholders on reconstruction programmes</p>	<p>Livelihood grants to most vulnerable affected households through SP</p> <p>Other SP 'promotional' mechanisms</p>

32 (O'Brien , Cherrier, Watson , & Congrave, 2017)

# 7. ENSURING PROGRAMME SUCCESS

The Government of Myanmar has achieved great strides in mainstreaming social protection within Myanmar's development agenda through the formalisation of the NSPSP and this Social Protection Costed Sector Plan as a step towards achieving the goals set out in the NSPSP. However, the credibility of this expansion plan hinges on the robustness of the systems in place to ensure the effective and efficient implementation, coordination, monitoring and evaluation of planned programmes and policies.

Complex interventions require significantly stronger structures to support their delivery and monitor their achievements. The social protection system is inherently complex with programmes like cash transfers promoting cross-sectoral outcomes and sector-specific instruments such as the provision of school meals for young children simultaneously achieving nutritional and education sector objectives and access to SBCC for pregnant and lactating women spurring intergenerational and a wide spectrum of improvements across health, nutrition and WASH outcomes.

An appropriate and comprehensive implementation architecture – comprising of (i) strong delivery and coordination structures and (ii) a robust monitoring and evaluation (M&E) framework – is key to achieving the expected impact and ensuring the sustainability of social protection

systems. Myanmar's ambition in linking complex objectives offers a fertile ground for advancing intersectoral synergies in planning and financing and developing better methodologies for complex evaluations. The development of these systems to support the planned sector expansions is vital to realise the vision of the NSPSP and achieve the sectoral and national objectives.

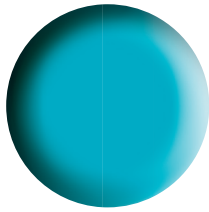
This section address the two core systems – (i) implementation and coordination structures and (ii) a monitoring and evaluation (M&E) framework – in the context of achieving the objectives of this costed sector plan.

## 7.1 IMPLEMENTATION AND COORDINATION STRUCTURES

### 7.1.1 A FRAMEWORK FOR IMPLEMENTATION

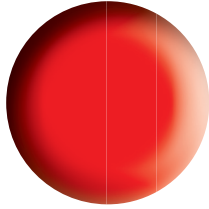
A social protection system comprises of three levels of decision-making: administrative, programme and policy. While implementation falls into the hands of the *programme* and administrative levels, it is critically important that a virtuous feedback loop regularly feeds into the policy processes. The success of a programme on the ground is contingent on transparency and coherence across the three levels.





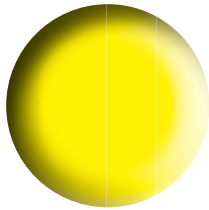
### **ADMIN LEVEL**

Aim: Building basic systems to support programmes for security, equity and opportunity



### **PROGRAMME LEVEL**

Aim: Improving design of existing programmes and harmonising across portfolio of programmes



### **POLICY LEVEL**

Aim: Ensuring overall policy coherence across programmes and levels of government

An effective and efficient implementation structure provisions integrated support with linkages across the various stages of programme implementation – from registration to grievance redressal. Implementation plans that are adequately resourced and have strong administrative structures (personnel and physical infrastructure), that utilise progressive delivery modalities such as digitised payments, that have simplified and quick-responding grievance redress mechanisms and that carefully protect the rights of citizens in accessing social protection form the bedrock of effective implementation systems. Increasingly, the development of a single registry/centralised database that links and

facilitates registration, delivery, monitoring and reporting, grievance redressal and evaluations is becoming the benchmark for success. Countries such as Indonesia, South Africa, Brazil and Nepal have been developing and have achieved some degree of success in creating and utilising these centralised databases to strengthen the implementation architecture of their social protection sectors.

This section explores the provisions made within the NSPSP against this backdrop, with emphasis on the framework for leadership and coordination, proposed delivery modalities and administrative structures for realising Myanmar's social protection priorities.

## 7.1.2 LEADERSHIP AND COORDINATION OF SOCIAL PROTECTION

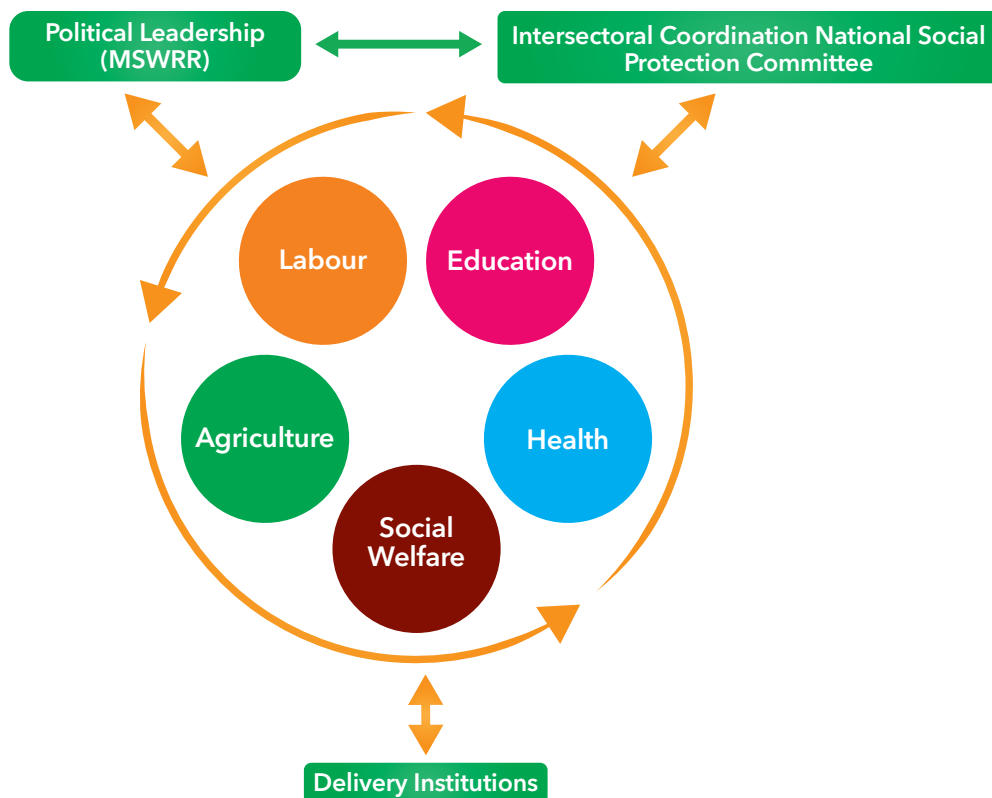
Myanmar’s NSPSP maps a system of flagship programmes that deliver benefits coherently within a unified, integrated social protection system that is relevant to the country’s current and future needs. MSWRR offers leadership and coordination that demonstrate:

- A sincere and durable political commitment to social protection
- The political influence to secure resources and defend the sector’s priorities
- The institutional capacity to coordinate and deliver an administration-intensive strategy.

The ministry coordinates a coalition of other institutions (including ministries and development partners) responsible

for planning, leading and delivering social protection in a comprehensive manner. The figure below illustrates an emerging model for organising the management arrangements for social protection. The highest level assumes two key roles: political leadership and socio-economic planning/intersectoral coordination – often led by different offices or ministries within government. In the case of Myanmar, the MSWRR assumes responsibility for political leadership while the National Social Protection Committee takes responsibility for inter-ministerial coordination. For complex interventions such as social protection programmes, the creation of an inter-ministerial coordination unit at this level –that includes representatives from all key ministries –strengthens the government’s ability to ensure the smooth, and efficient delivery of the programmes and widespread political support through the involvement of key stakeholders.

FIGURE 22: INSTITUTIONAL ARRANGEMENT FOR SOCIAL PROTECTION IN MYANMAR



The second level represents a committee of relevant line ministries who are either directly involved in the delivery of social protection programmes or whose activities interact substantially with the larger social protection agenda (development sectors), including in areas such as social welfare, education, health and labour. For Myanmar, this represents a host of ministries including the MSWRR, MoE, MoHS, MoIFER, MoLIP, and MoALI among others.

The third level of the structure is the cutting point of the diamond—the institution responsible for delivery of social protection benefits. Consolidation of delivery mechanisms within a single institution promotes cost-effectiveness and value-for-money and minimises the risk of programme fragmentation. The delivery institution either serves the individual line ministries responsible for specific programmes or delivers as part of its governmental mandate.

The NSPSP envisages that the overall coordination and oversight of the Strategic Plan's implementation will be the responsibility of the Social Protection Sub-Sector Coordination Group (SPSCG) formerly known as Social Protection Sub-Working Group (SPSWG). The SPSCG will convene regularly at the request of the Chair,

who will also set their agenda. The aims of the coordination mechanism are to (a) maintain government ownership and oversight of the social protection programme in Myanmar; (b) facilitate joint assessment of social protection activities; (c) maintain clarity on the roles and responsibilities of different Government ministries and agencies, NGOs, CSOs and development partners; (d) ensure that work with the development partners is consistent with national priorities; (e) facilitate accountability within and among implementing organisations; and (f) ensure a clear allocation of responsibilities and accountabilities at all levels of government (Union, State, Region, Township and Village). In line with the emphasis on cross-sectoral coordination and collaboration with development partners, the policy coordination for social protection is provided through the Sector Coordination Groups consisting of representatives of the government as well key development partners. The SPSCG is not the technical coordination group for all flagship social protection interventions. The table below presents the flagship programmes, their lead implementation ministries and coordination structures. It also includes this information for the emergency relief and social security board interventions.

TABLE 8: FLAGSHIP PROGRAMMES AND COORDINATION STRUCTURES

Social Protection Programme/Flagship or non-Flagship	Technical Coordination Group	Lead Ministry	Partner Ministries
<b>MCCT</b>	Social Protection Sub-Sector Coordination Group	DGs of Social Welfare, Public Health, Nutrition; Lead Ministries: Social Welfare, Relief and Resettlement; Health and Sports	Ministry of Health and Sports
<b>Child Allowance Social Pension ISHGs Disability Allowance</b>	Social Protection Sub-Sector Coordination Group	DGs of Social Welfare, Lead Ministry: Social Welfare, Relief and Resettlement	Ministry of Health and Sports
<b>Public Works</b>	Agriculture & Rural Development Sector Coordination Group	DG of Rural Development and Border Affairs, Lead Ministries: Agriculture, Livestock & Irrigation, - Border Affairs	Ministry of Border Affairs
<b>TVET</b>	Education & TVET Sector Coordination Group	DGs of TVET, Rural Development, Border Affairs, and Social Welfare; Lead Ministries: Education, Border Affairs, Social Welfare, Relief and Resettlement	Various
<b>School Stipend</b>	Education & TVET Sector Coordination Group	DG of Basic Education; Lead Ministry: Health and Sports; and Education	Ministry of Education
<b>School Feeding</b>	Social Protection Sub-Sector Coordination Group	DGs of Education, Public Health, Social Welfare; Lead Ministries: Education, Health and Sports, Social Welfare, Relief and Resettlement	Ministry of Health and Sports, Ministry of Education
<b>Health Sector Financing (SMCC)</b>	Health Sector Coordination Group	DG of Public Health; Lead Ministry: Health and Sports-	Ministry of Social Welfare Relief and Resettlement
<b>Emergency relief</b>	Disaster Management Sub-Sector Coordination Group	DG of Disaster Management; Lead Ministry: Social Welfare, Relief and Resettlement with all other relevant key implementing agencies	Ministry of Home Affairs (GAD) and others
<b>SSB</b>	Social Protection Sub-Sector Coordination Group	DG, Social Security Board, Lead Ministry: Labour, Immigration and Population	Various

## 7.1.3 IMPLEMENTATION OF SOCIAL PROTECTION

The delivery architecture must be aligned with the administrative organisation of the nation. Myanmar is a unitary nation with seven regions and seven states. The regions and the states are divided into districts which further consist of townships, village tracts and villages. The implementation of social protection programme is overseen by MSWRR. The ministry has worked to promote developmental delivery since 2015 and is accelerating the process to deliver the planned expansions.

### 7.1.3.1 THE ORGANISATIONAL STRUCTURE OF MSWRR<sup>33</sup>

The organisational mandate of the MSWRR is *'to fulfil the social needs of the citizens of the Republic of the Union of Myanmar and to conduct disaster management activities in accordance with international standards'*.<sup>34</sup> In order to support both emergency and developmental assistance, the Ministry is comprised of three departments – the Department of Social Welfare (DSW), the Department of Disaster Management (DDM – formerly known as Relief and Resettlement Department) and the newly established Department of Rehabilitation (DR) – in addition to the Minister's Office. Vertically, MSWRR has deconcentrated structure with some functions and responsibilities transferred to units at the state/region level and below, with offices at the sub-national level having limited authority to make independent decisions.

Under the DSW, there are 3 sub-departments (known as 'Divisions'), of which two are directly related to service provision. The Children and Youth Division is focused on the provision of services for disadvantaged and/or marginalised children, as well as the monitoring and regulation of ECD activities in the non-government sector. It also provides support to older persons. The Women's Development

Division delivers services such as vocational training for economic empowerment for vulnerable women (separated from family or victims of abuse) on the role of MSWRR, the unit of Social Protection has been set up headed by the Director of DSW and staffed with relevant technical experts with primary responsibility in the implementation of all cash transfer programmes (MCCT and social pension). These three divisions are supported by the International Relations and Planning Division, which is primarily responsible for coordinating the international partners, planning as well as coordinating the departmental capital budget. Finally, the Finance and Administration Division is responsible for putting together the departmental budget and overseeing its execution, as well as various other administration functions (e.g. HR, logistics).

The DR is responsible for the provision of support and reintegration services to the disabled, victims of human trafficking and substance abuse, coordinating with the local authorities. The principal area of focus for Department of Disaster Management (DDM) is the provision of relief for victims of natural disasters across Myanmar (including the physical delivery of items), as well as preventive measures aimed at reducing the impact of individuals at risk from disaster. The Emergency Operation Centre (EOC) based in Nay Pyi Taw is responsible for developing the Early Warning Systems (EWS) and weather monitoring. It is also responsible for overseeing warehouses and stockpiling relief response items. DSW and DDM have (separate) subnational offices at the state/region level and a few at the district level. For DSW these units are responsible for managing and overseeing the various institutions that operate at the subnational level (e.g. pre-primary schools, residential nurseries etc.) as well as being the main channel for individuals in need to register for assistance.

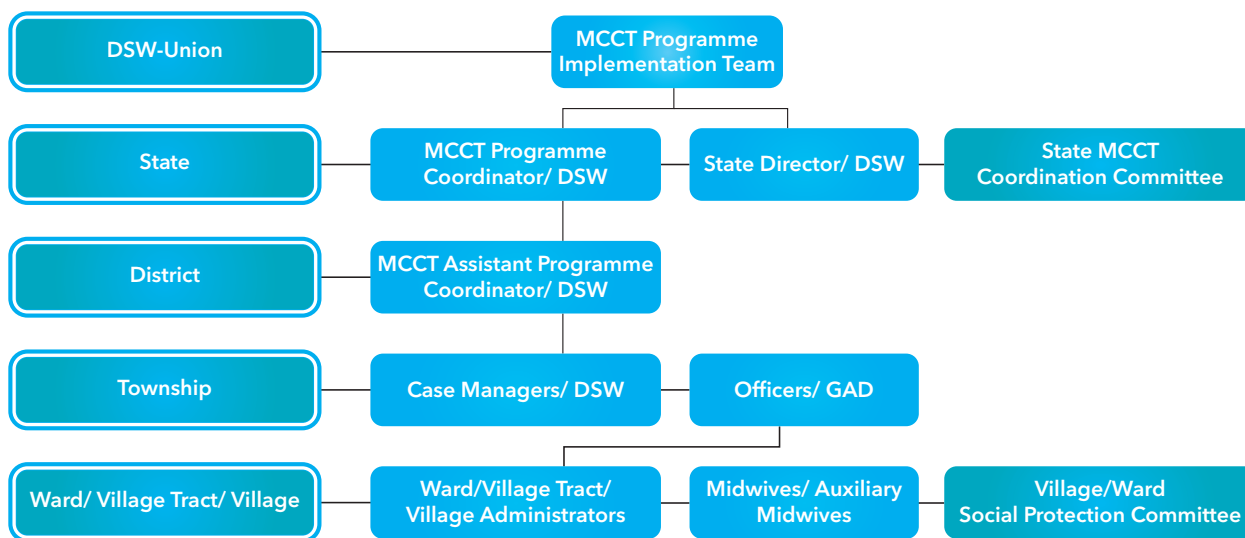
<sup>33</sup> Adapted from ( Social Protection sub-sector Working Group, 2016)

<sup>34</sup> (Minsitry of Social Welfare, Relief and Resettlement , 2018)

### 7.1.3.2 IMPLEMENTATION ARRANGEMENTS FOR DELIVERING SCALED-UP FLAGSHIP PROGRAMMES

#### MCCT AND CHILD ALLOWANCE

FIGURE 23: MCCT IMPLEMENTATION ARCHITECTURE



MCCT is the largest social protection programme and is implemented under the steer of the MSWRR with active collaboration from other sectors. The ground-level implementation is led by the General Administration Department (GAD) of the Ministry of Union Government Office, with DSW in a coordinative role at the state level as in the Chin state. The programme is expected to incorporate developmental payments through the use of digital payment mechanisms in an attempt to adopt cost-effective forms of accountable delivery and reduce the programme’s dependency on GAD.

A foundation of the integrated social protection system laid down in 2015 by DSW comprising of three social work case managers in each of the 27 offices at the state/regional and district levels is central to the successful implementation of the programme. The planned expansion estimates a strength of over 1,000 case managers by 2023. The social workers (plus case managers) trained in professional case management provide both referral services and ensure links with the social services. Executing on the dual role of social work case management and social

protection, this cadre will complement the GAD.

#### DISABILITY ALLOWANCE

The first phase of this programme, ‘Registration and Certification’ is led both centrally and at the state and regional level by DSW’s cadre of social work case managers with technical and financial support from UNICEF. The MoHS is finalising the medical criteria for the determination of disability. Once the criteria is reviewed and agreed upon by all partners (DSW, DR, MoHS and UNICEF), the current certification tool and guidelines will be revised. Considering the limited number of social workers and availability of the budget, all stakeholders have agreed to start with field testing the (disability) assessment forms and the guideline in 2 pilot townships with available case managers. While piloting, DSW will explore other opportunities for funding and cooperation with stakeholders such as MRCS for roll out in the long term. DSW, DR, UNICEF, and MoHS technical team will conduct the training for case managers or social workers in selected pilot townships.



## SOCIAL PENSIONS<sup>35</sup>

Ownership and budgeting of the national social pension lies with the Department of Social Welfare (DSW) of MSWRR, which is responsible for its design and monitoring/accountability. However, delivery of the social pension is currently handled primarily through the General Administration Department (GAD) of the Ministry of Union Government Office; including registration and payments. GAD delivers the social pension because it has a nation-wide presence, proximity to beneficiaries through its administrative structure, and experience in delivering programmes at community levels. Within an overall aim to expand coverage of the universal social pension, the broad parameters of the implementation strategy for the coming five years are as follows:

- Prioritising expanded coverage rather than a higher benefit level, but limiting erosion of the benefit amount due to inflation
- Investing in implementation capacity in parallel with expanded coverage, and calculating implementation costs more clearly
- Gradually shifting implementation responsibilities from GAD to DSW as its capacity increases
- Implementing more cost-effective forms of accountable delivery, with gradual incorporation of digital payments that reduce the programme's dependency and load on GAD

Identification and registration will continue to be the responsibility of GAD, as its network of Village Tract Authorities and the people who report to them is the local authority structure best equipped to handle

this function. MSWRR aims for delivery of the social pension to become increasingly cost-effective, which implies greater use of electronic forms of payment among other steps. MSWRR aims to establish a basic accountability mechanism during the period covered by this sector plan, including a witness function whereupon payments made by GAD will be observed by existing government staff, such as a midwife or teacher who will sign the payment/receipt sheet alongside signatures of the Beneficiary (or Proxy) and Village Tract Administrator.

To meet the needs of an expanding coverage, there is a plan to assign two more staff; social worker grade-2 and grade-3 at the township and district level. DSW offices will have a separate M&E teams and the required M&E framework, tools and training will be provided by Social Protection Unit at the Head Office.

### ISHGs

The Department of Social Welfare (DSW) within MSWRR is responsible for overall national leadership, guiding the expansion strategy and (partial) financing of the ISHGs. Development partners are expected to provide technical leadership and training in establishing ISHGs, gradually building up the capacity of at least one national technical/training partner.

ISHGs have been shown to be self-sustaining once firmly established. ISHGs form Township Network Committees comprising of one representative from each ISHG village in a township. These representative committees not only provide guidance, monitoring and support for ISHGs but can also be engaged in replication. ISHGs are further supported by village authorities under the Village Administrator, falling under the General Administration Department (GAD) of the Ministry of Union Government Office. Village authorities provide backing for ISHG activities and serve as a link between the ISHGs and local public services e.g. related to health, social

35 (HelpAge International, 2017)

protection, national documentation, and livelihoods. With an overall aim to expand coverage of ISHG in Myanmar, starting first with a replication strategy and piloting that strategy over the period covered by this sector plan, the broad parameters of the implementation strategy for the coming five years are as follows:

- Maintaining the goal of eventual universal access to ISHGs at the community level across Myanmar
- DSW leadership, technical support from development partners, national CSO implementation, and shared government-external financing
- Starting first with a strategy for replication, which is based on standardised approaches, low costs, a limited set of core activities/functions, and strong community ownership
- Supporting all states/regions with funding to pilot several ISHGs and monitoring local interest and success, and thereafter focusing on the areas where there is strong local support and ownership and opportunities for snowballing growth in clusters
- Building a national network of CSO training and support capacities

### **INTEGRATED SOCIAL PROTECTION SYSTEM**

The social work case managers form the backbone of the social protection sector. As outlined in the expansion plan for this programme, the government is aiming to expand the programme from 130 staff in 2017/18 to over 1,300 staff in 2022/23 to ensure adequate capacity to support the expansion of the flagship programmes and respond to the needs of young children in Myanmar. The original set up of DSW has 2 types of staff, for administration and for social work (professionals). There are 5 levels of social workers (1 = highest to 5 =

lowest level). Some social worker posts are for the schools (including pre-school) and institutions under DSW, and some posts are in DSW offices at central/state/region/district/township levels. Case managers are mainly selected among the social workers level 3 and 4 who are assigned at state/region/district/township levels DSW Offices. Out of 37 programme townships, development partners have been supporting the Child Protection Case Manager system in 19 townships (950 Villages). MRCS has introduced a system for awareness sessions in the community and other partners are participating in the management of non-statutory child cases.

### **7.1.4 STRENGTHENING IMPLEMENTATION CAPACITY**

MSWRR recognises the need for a systematic approach to developing the capacity to be able to deliver the planned expansion and lays out promising measures to develop a well-capacitated system comprising of several key components such as adequate number and sufficiently skilled human resources, adequate financial resources and investments in systems development through the ISPS Programme. It also commits to developing a detailed capacity development plan within the first six months of the rollout of the costed sector plan.

However, to further strengthen the implementation capacity and institutionalise systems thinking in the social protection sector, much remains to be achieved. Rapid investment towards the development of a “live” cross-programmatic registration database that seconds as an MIS (already planned) presents a feasible yet important step towards developing an integrated social protection implementation system. Since the total cost of programmes remains well-under 1% of GDP, there is scope of piloting and scaling-up plausible investments into systemisation of social protection that can promote cost-efficient delivery of social protection programmes in the medium to long-term.

## 7.2 MONITORING AND EVALUATION

Long-term programme success depends on the appropriate design and effective implementation—combined with a robust monitoring and evaluation (M&E) framework that ensures that lessons of experience channel opportunities to improve the programme on an ongoing basis. Monitoring is the process of identifying and tracking performance indicators and reviewing the programme's implementation. It is an ongoing process over the lifetime of the programme. Evaluation links cause to outcomes through the objective and systematic assessment of the programme's impacts. Building appropriate monitoring and evaluation (M&E) systems provide an essential element for protecting the success of social protection programmes.

The illuminating power of effective monitoring systems and rigorous impact assessments provides the essential evidence linking programme performance to improvements in design and implementation and serves as a hallmark for social protection policy and programme development globally. Positive evaluations often mobilise political support and expand the resources available for scaling up scope and coverage. Monitoring and assessment can identify problems and propose solutions, and the evidence generated can serve not only the programme itself but also the global community involved in designing and implementing social protection programmes.

### 7.2.1 GUIDING PRINCIPLES OF THE M&E FRAMEWORK

Myanmar's NSPSP envisages a robust M&E framework contributing toward the overall national development and poverty reduction based on a set of core principles:

- Systems based- is implemented through a coherent and well resourced (human resources, finances, IT etc) arrangement
- Comprehensive-monitors and evaluates the whole gamut of results rather than a narrow set of indicators
- Mixed Methods-deploys a mix of quantitative and qualitative tools to assess the extent as well as the underlying factors in the progress against implementation milestones and results
- Participatory- wherever feasible involves the community in the collection of information and data enhancing both cost-effectiveness and credibility of M&E
- Independent- the function of M&E should be carried out as independent of the implementation arm of the Ministry as possible

This Costed Sector Plan adopts these principles in the development of a robust M&E framework for the period covering this plan.

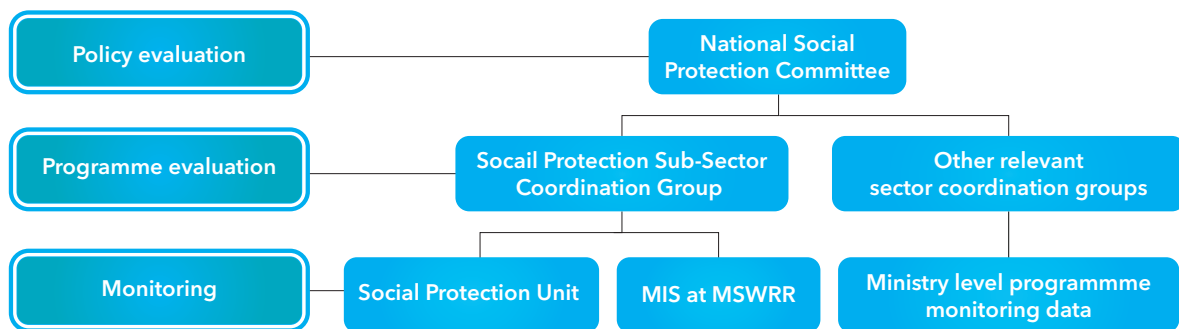
## 7.2.2 INSTITUTIONAL ARRANGEMENTS FOR THE M&E FRAMEWORK

The National Committee on Social Protection will retain the overall responsibility for the Monitoring and Evaluation of the Social Protection Costed Sector Plan and will continue to work closely with the SPSCG and relevant line ministries in this regard. Monitoring of the plan’s progress is the responsibility of the Social Protection Unit within the DSW. The sector’s Monitoring, Reporting and Evaluation Framework is guided by international best practice (and techniques) used in the monitoring and evaluation of social protection systems.

The success of the programme hinges on effective monitoring and reporting and a mechanism that allows the multi-sectoral

stakeholders to ensure accountability and transparency in the implementation of the programme. The SPSCG with support from lead implementing agencies establish high-level indicators for sectoral objectives. These are presented in the Monitoring and Evaluation framework of the NSPSP (Section 8.2). Since the planned expansion between 2018 and 2023 does not always meet NSPSP’s overall targets, the targets set out in the M&E Framework have been scaled down proportionally to reflect the 2018-2023 timeframe. However, much remains to be achieved in terms of developing a detailed monitoring and reporting framework to robustly and comprehensively monitor the progress of the implementation.

FIGURE 24: INSTITUTIONAL ARRANGEMENT FOR M&E IN THE COSTED PLAN



The National Social Protection Committee and SPSCG with development partners will continue developing and supporting national monitoring and evaluation mechanisms for the objectives laid out in the overall costed plan as well as for specific programmes. Implementing agencies/lead ministries will be responsible for establishing a suitable monitoring framework for each of the programmes under their mandate. The data that will be collected will be consolidated in a centralised database or a Management Information System (MIS) housed within and managed by the MSWRR.

The lead agency for new programmes will be responsible for developing a detailed M&E framework for each new intervention. This framework is expected to include key performance and outcome indicators, targets, monitoring and reporting mechanisms, and a comprehensive evaluation plan, including a list of data sources to support the M&E processes. Those sources can include common statistical sources, regular and ad hoc surveys, and administrative information from both government and non-governmental service providers.



## 7.2.3 MONITORING & REPORTING AND THE MANAGEMENT INFORMATION SYSTEM (MIS)

MSWRR is setting up a multi-layered MIS to strengthen implementation, decision-making, M&E and strategic planning. The system will be rolled out in phases, testing the integrity and robustness as various modules get implemented. This envisages a substantive change in the business model of the Ministry, automating key functions such as registration and enrolment of the beneficiaries, and grievance management. When fully implemented and vertically integrated with the implementation structures at the sub-national level i.e. DSW, at a minimum, the MIS will produce the following information for each programme:

- Number and names of participants
- Household and individual profile
- Community/village profile
- Payments- amount and time
- Monitoring information on indicators being monitored

The MIS will be interactive and enable analysis of the data captured through the various implementation and monitoring stages to enable informed decision-making. Upon the development and implementation of the MIS, it is expected that the monitoring and reporting activities of all social protection interventions costed as part of this plan will be gradually transitioned into the MIS from fragmented programme-based monitoring databases. The MIS will ideally represent the automation of key implementation functions such as targeting and identification, registration, payment disbursement and grievance redressal; while simultaneously aggregating the necessary data to robustly and timeously monitor the progress of implementation through key indicators.

For the government to realise this, a detailed monitoring framework needs to be developed in the early stages of the implementation of this costed sector plan. The framework maybe revised based on early experience; providing an opportunity to improve the system through a learning-by-doing approach while the social protection flagships are still relatively small in scale and size.

## 7.2.4 EVALUATION FRAMEWORK

In contrast to monitoring, which provides ongoing structured information, evaluation is more periodic. Evaluation focuses on why results are or are not being achieved, on unintended consequences, or on issues of interpretation, relevance, effectiveness, efficiency, impact, or sustainability. An effective evaluation plan includes a programme and schedule for evaluation that is based on the development of a learning agenda in combination with an adaptive management approach to ensure the re-examination of management decisions/activities based on new information or learning. This costed sector plan includes:

- Emphasis on process evaluations to better understand how implementation procedures can be improved.
- The increased focus on measuring the impact of the programme on the lives of beneficiaries, in relation to individual programme objectives for each of the programmes planned for expansion between 2017/18 and 2022/23.

It is expected that this costed sector plan will adopt multiple evaluation methods in line with international best practices and include process evaluations and more detailed impact assessments as shown in the table below.

Technique	Implementation	Areas Measured	Timeframes
<b>Process evaluations</b>	Process evaluations of the implementation of projects and programmes in different sectors	Implementation in accordance with prescribed guidelines, requirements and conditions. Extent of compliance at different stages of the project cycle, the efficacy of implementation	1-2 years
<b>Surveys including baselines, cross-sectional and longitudinal</b>	Surveys of participants, communities & government departments	Profile of beneficiaries & their households; the impact of programmes measured against the theory of change; relevance, community perceptions and sustainability concerns for the sector's overall approach	Years 1, 3 and 5 – baseline, midline and endline surveys
<b>Case Studies and Completion Reports</b>	In-depth studies of selected projects by researchers spread across sectors and provinces	All key measurement areas for programmes planned for expansion and the sector's over all 55 objectives	Years 1 and 3

Evaluation reports from surveys and research findings are used for various purposes including the following:

- To communicate findings on the impact of the programme e.g. services rendered, and assets created.
- To inform stakeholders on challenges and best practices
- To inform the design of future programmes e.g. EPWP Phase 4
- To build a knowledge base to refine and enhance the programme e.g. norms and standards

## 7.2.5 STRENGTHENING THE M&E FRAMEWORK

To analyse a manageable problem, conventional evaluation approaches generally assume the investments in complementary interventions are unchanged. As a result, these frameworks are usually unable to provide evidence enabling the government to optimize the mix of investments and benefit from synergies across sectors. The current M&E strategy for this costed sector plan relies on a simple evaluation approach for a complex intervention. Policy makers, today,

demand evidence on the trade-offs in returns to multi-sectoral complex interventions, understanding that the incremental return to an additional investment in one sector depends on the pattern of investment in every other sector. Simple culmination evaluations cannot answer this question.

Complex evaluations can (i) measure the additional synergy benefits and illuminate the complex trade-offs in combining the multiple initiatives required to generate the optimal impact, and (ii) capture the entire spectrum of benefits, avoiding the undercounting associated with simple evaluations. The systems approach that influence both social protection objectives and the larger Sustainable Development Goals increasingly require more integrated and comprehensive monitoring and evaluation frameworks, which require strengthening of both macro and micro tools. Comprehensive M&E systems that strengthen inclusive social development and equitable economic growth tackle complex challenges, build bridges across policy sectors and coordinate interventions within a larger planning framework. Several countries—particularly those with planning institutions—provide important lessons for building these M&E systems.

Countries like Indonesia and Nepal for more than a decade have centred social protection policy development within their respective national planning agencies. The development planning approach is strengthening multi-sectoral interventions and reinforcing multidimensional impacts in Bangladesh, Cambodia, Indonesia, Nepal, Rwanda, South Africa, Tanzania, Uganda and other countries. The framework supports both planning and impact assessment—recognising the importance of both ex ante and ex post evaluation. The planning process builds linkages within specific sectors (such as the mutual strengthening of cash transfers and nutrition-related BCC within the social protection sector) and across sectors (such as designing social protection programmes to maximize education, health, nutrition and livelihoods impacts).

The framework reinterprets the economic input–output matrices employed by development planning models decades ago, adapting them as policy production models. “Inputs” are defined as the set of public (and sometimes private) instruments,

programmes and policies that enable the government to achieve priority “outputs”, which are defined in this approach as the achievement of national policy objectives. The framework emphasises the importance of “intra-sectoral” and “inter-sectoral” linkages.

The essential element of the development planning framework for social protection is a national coordinating mechanism that plans, prioritizes and integrates the set of public policies and practices (including those of the social protection sector). This mechanism increasingly includes a national development plan coordinated by a national planning institution. These comprehensive and integrated planning approaches strengthen both impact and efficiency by increasing the likelihood of achieving the priority policy objectives while reducing costs and risks. In addition, practical development plans reinforce credibility in the government’s strategy, enabling the government to expand its policy options.

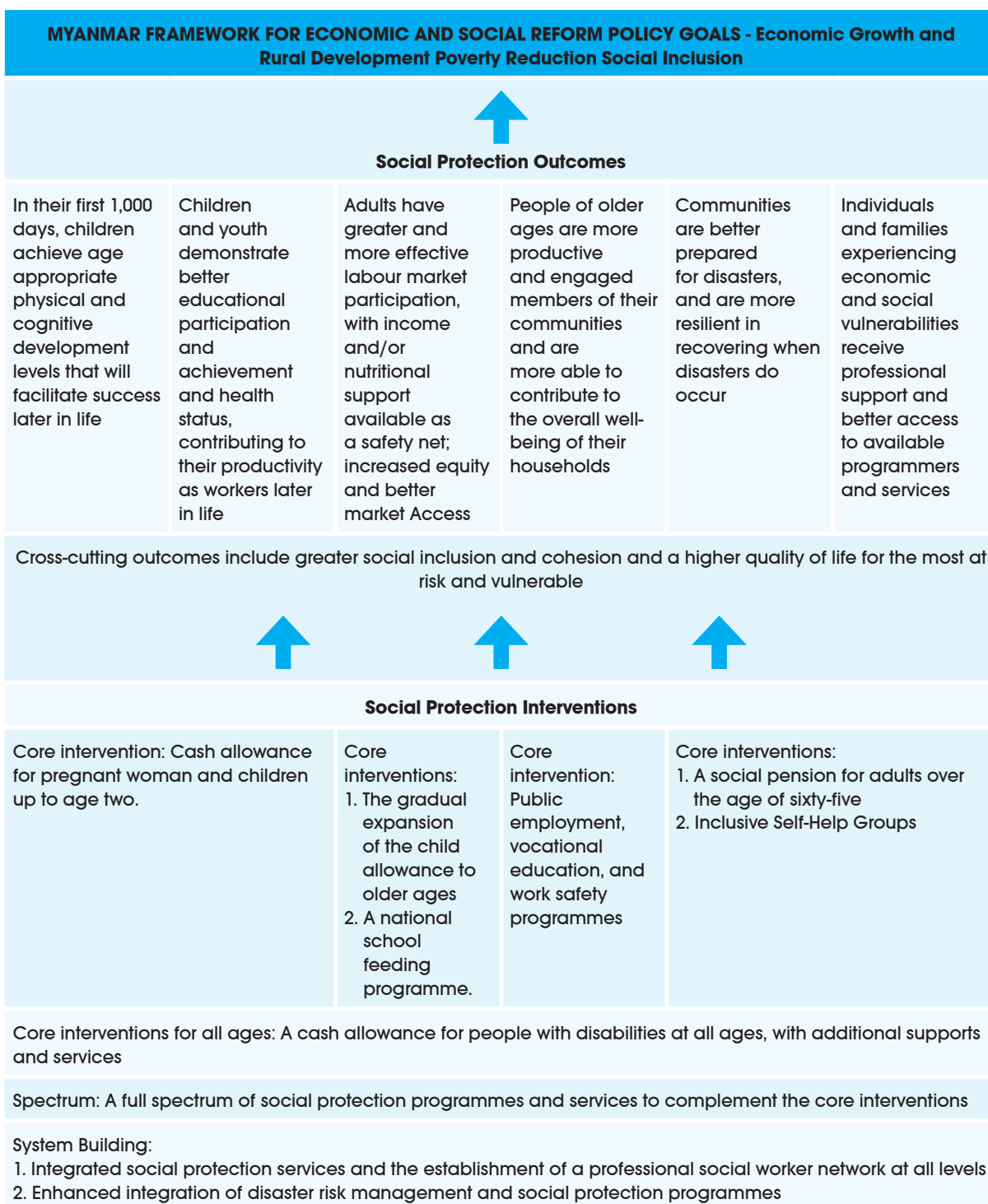


# 8. ANNEXURES

## 8.1 STATE-WISE COSTS OF SELECTED FLAGSHIPS

This section presents the state-wise disaggregation of programme cost for selected programmes, where adequate data is available to provide a disaggregated estimate. The estimations are costs proportional to the population sizes of the states.

## 8.2 NSPSP M&E FRAMEWORK



## 8.3 PROGRAMME COSTING DISAGGREGATED BY STATE

### 8.3.1 MCCT AND CA

STATE	2018/19	2019/20	2020/21	2021/22	2022/23
Ayeyarwady	0	33,539,986,949	60,210,663,036	87,439,464,513	115,835,684,979
Bago	0	0	0	0	0
Chin	10,998,041,501	14,958,844,642	18,467,729,848	22,330,076,999	24,767,119,768
Kachin	0	0	12,028,628,572	22,241,151,341	32,999,394,578
Kayah	2,172,912,375	4,118,867,672	5,967,601,225	7,960,114,087	10,124,919,980
Kayin	9,060,756,193	17,040,594,082	24,528,048,329	32,543,593,980	41,209,226,458
Magway	0	0	0	18,729,540,304	34,433,749,603
Mandalay	0	0	0	33,103,948,510	41,181,943,075
Mon	0	0	9,862,378,969	17,768,505,604	21,766,491,122
Nay Pyi Taw	0	0	0	0	0
Rakhine	46,866,980,600	63,765,338,010	78,728,670,856	95,176,106,234	105,487,513,501
Sagaing	0	0	29,555,045,154	54,234,688,894	79,879,974,521
Shan	0	41,058,141,609	74,588,145,626	109,551,268,068	147,050,253,432
Tanintharyi	0	0	0	0	3,979,114,534
Yangon	0	0	0	0	0
Naga	0	0	0	0	0

### 8.3.2 MCCT

STATE	2018/19	2019/20	2020/21	2021/22	2022/23
Ayeyarwady	0	33,539,986,949	60,210,663,036	73,937,544,952	74,718,404,400
Bago	0	0	0	0	0
Chin	9,335,968,646	9,764,270,502	9,813,178,889	10,025,982,512	10,338,548,560
Kachin	0	0	12,028,628,572	22,241,151,341	28,122,773,889
Kayah	2,172,912,375	4,118,867,672	5,084,454,038	5,244,406,397	5,460,608,249
Kayin	9,060,756,193	17,040,594,082	20,807,306,543	21,234,604,818	21,938,558,073
Magway	0	0	0	18,729,540,304	34,433,749,603
Mandalay	0	0	0	33,103,948,510	41,181,943,075
Mon	0	0	9,862,378,969	17,768,505,604	21,766,491,122
Nay Pyi Taw	0	0	0	0	0
Rakhine	39,801,121,192	41,654,993,810	41,863,339,960	42,738,613,172	43,958,837,772
Sagaing	0	0	29,555,045,154	54,234,688,894	67,791,437,418
Shan	0	41,058,141,609	74,588,145,626	93,251,949,961	96,624,559,230
Taninthayi	0	0	0	0	3,979,114,534
Yangon	0	0	0	0	0
Naga	743,885,173	777,139,714	779,149,104	793,080,842	812,335,459

### 8.3.3 CHILD ALLOWANCE

STATE	2018/19	2019/20	2020/21	2021/22	2022/23
Ayeyarwady	0	0	0	0	41,117,280,578
Bago	0	0	0	0	0
Chin	1,662,072,855	5,194,574,141	8,654,550,959	8,654,550,959	14,428,571,208
Kachin	0	0	0	0	4,876,620,689
Kayah	0	0	883,147,187	883,147,187	4,664,311,731
Kayin	0	0	3,720,741,786	3,720,741,786	19,270,668,385
Magway	0	0	0	0	0
Mandalay	0	0	0	0	0
Mon	0	0	0	0	0
Nay Pyi Taw	0	0	0	0	0
Rakhine	7,065,859,408	22,110,344,201	36,865,330,896	36,865,330,896	61,528,675,729
Sagaing	0	0	0	0	12,088,537,103
Shan	0	0	0	0	50,425,694,202
Taninthayi	0	0	0	0	0
Yangon	0	0	0	0	0
Naga	132,177,757	413,722,456	689,507,765	689,507,765	1,148,606,176

### 8.3.4 SOCIAL PENSION

STATE	2018/19	2019/20	2020/21	2021/22	2022/23
Ayeyarwady	3 667 410 000	5 099 580 000	11 480 454 000	11 861 160 480	13 040 254 800
Bago	3 199 500 000	4 485 600 000	10 020 672 000	10 380 221 280	11 476 266 300
Chin	201 420 000	273 060 000	612 198 000	663 979 680	766 810 800
Kachin	668 250 000	915 300 000	2 042 496 000	2 189 734 560	2 506 107 600
Kayah	104 220 000	142 560 000	318 168 000	341 172 000	389 739 600
Kayin	739 125 000	1 012 860 000	2 354 832 000	2 536 634 880	2 910 378 600
Magway	2 597 265 000	3 642 120 000	8 603 172 000	9 044 680 320	10 142 730 900
Mandalay	3 725 055 000	5 205 420 000	11 914 938 000	12 525 140 160	14 078 877 300
Mon	1 386 720 000	1 896 120 000	4 202 928 000	4 417 377 120	4 953 717 000
Nay Pyi Taw	572 400 000	799 020 000	1 760 292 000	1 836 095 040	2 051 163 000
Rakhine	2 210 625 000	3 056 220 000	6 616 404 000	6 913 576 800	7 728 655 500
Sagaing	3 288 465 000	4 594 140 000	10 498 572 000	11 014 043 040	12 342 002 400
Shan	2 473 470 000	3 316 320 000	7 292 106 000	7 877 619 360	9 042 629 400
Tanintharyi	764 910 000	1 024 920 000	2 249 046 000	2 340 187 200	2 598 326 100
Yangon	4 161 645 000	5 841 360 000	13 443 246 000	14 211 793 440	16 066 884 600

## 8.3.5 SCHOOL STIPEND

STATE	2018/19	2019/20	2020/21	2021/22	2022/23
<b>Ayeyarwady</b>	217 427 782	297 402 575	387 418 449	487 338 537	597 826 128
<b>Bago</b>	170 858 996	234 183 636	305 750 216	385 546 781	474 201 714
<b>Chin</b>	17 814 812	24 631 553	32 438 705	41 258 363	51 182 659
<b>Kachin</b>	64 610 144	90 017 781	119 465 674	153 126 432	191 433 843
<b>Kayah</b>	10 982 697	15 340 844	20 409 629	26 222 554	32 858 481
<b>Kayin</b>	55 510 143	76 326 120	99 977 504	126 499 724	156 147 137
<b>Magway</b>	136 523 450	186 597 591	242 925 656	305 429 159	374 534 009
<b>Mandalay</b>	223 500 850	308 517 698	405 696 644	515 277 791	638 359 186
<b>Mon</b>	69 337 004	94 334 010	122 284 419	153 140 197	187 114 644
<b>Nay Pyi Taw</b>	43 631 730	60 665 443	80 333 647	102 725 656	128 103 375
<b>Rakhine</b>	114 964 356	158 040 711	206 960 261	261 773 714	322 970 424
<b>Sagaing (including Naga)</b>	191 703 479	264 078 258	346 512 698	439 131 405	542 788 275
<b>Shan</b>	217 813 423	302 495 677	400 174 004	511 304 922	637 210 487
<b>Tanintharyi</b>	51 045 080	70 428 126	92 570 367	117 530 265	145 567 056
<b>Yangon</b>	281 226 055	393 229 977	523 772 128	673 804 501	845 432 581
<b>Naga</b>	87 595 177	120 665 426	158 332 240	200 652 557	248 016 549

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## NOTE





