



INTERNATIONAL LABOUR ORGANIZATION

Extending social security in Myanmar

TECHNICAL COOPERATION
FINAL PROGRESS REPORT (FPR)

Basic Information	
Countries covered:	Myanmar
Donor:	ILO-Japan SSN Fund
Budget:	50,000 USD
TC Symbol:	MMR1351MJPN
Administrative unit:	ILO Liaison Officer for Myanmar
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DWCP outcome:	CPO MMR 128
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Reporting Information	
Report prepared by:	Lou Tessier, Social Protection Technical Officer
Report reviewed by:	Piyamal Pichaiwongse <i>I have reviewed the classifications and agree they are a fair and accurate reflection of progress</i> Reviewer initials: PP
Report approved by:	Steve Marshall <i>I have reviewed the classifications and agree they are a fair and accurate reflection of progress</i> Approver initials: SM

Instructions
<p>This is the standardized format for final progress reporting. It is completed at the end of every technical cooperation intervention to provide an overview of progress and achievements. The Final Progress Report (FPR) is an opportunity to reflect on implementation and draw lessons learned, making an initial self-assessment on the efficiency, effectiveness, sustainability and relevance of the intervention.</p> <p>FPRs should not only include the final status of outputs and immediate objectives, but also explain which factors contributed to or hindered the achievement of results, explain how the intervention was managed, identify what could have been done differently and what methods or strategies can be replicated in other technical cooperation activities.</p> <p>Completing the FPR should be an inclusive process of consultation among stakeholders, implementing partners and constituents. Self-assessments in the FPR should flow from the involvement of constituents in monitoring and evaluation and be based on wrap-up workshops held at the close of an intervention.</p> <p>FPRs must be submitted as per the schedule outlined in the Approval Minute. All reports should be sent in electronic copy (Word format) to PARDEV for onwards submission to the donor^a. Please delete this instruction box before finalizing the document.</p> <p>Please note this is the format for final reports only. Interim reports must use a different template.</p>

^a In some Approval Minutes the responsibility for submitting TCPRs directly to donors is delegated to the ILO responsible official if the funding agreement has been signed locally. However, these TCPRs must still be copied to PARDEV in electronic format.

Summary

Social insurance in Myanmar currently reaches only a small fraction of the population with a limited benefit package. The Social Security Board has developed over the past three years a new social security law which was enacted in August 2012. This new law covers the nine contingencies established by the Social Security (Minimum Standards) Convention, 1952 (No. 102) as well as additional contingencies and aims at providing some improvements to the social security protection of workers in Myanmar. For the rest of the population, some welfare programmes targeted to particularly disadvantaged groups also exist but have extremely low coverage. These programmes are mainly targeted to groups such as orphans, the disabled, or frail older people who have no family to support them.

In his Presidential address at the National Social Protection Conference held in June 2012, President U Thein Sein called for an inclusive and comprehensive social protection system, providing access to health care and income security for all and for the establishment of a “national high-level institution” mandated to guide and coordinate a broad range of national social protection initiatives in conformity with national development priorities.

The objective of the project is to promote the establishment of a bi-dimensional strategy for the extension of social protection in Myanmar through a support to both the Social Security Board in the revision and implementation of the new law and the newly appointed high level commission as regards the elaboration of a national social protection strategy. The funds allowed by the SSN ILO / Japan fund contribute to the Country Project Outcome MMR 128 and is used in synergy with the other limited sources of fund of the CPO.

Overall Progress:

The main achievements of the project correspond to the immediate objectives defined in the project document.

1. The project is supporting the Social Security Board in planning the further development of the policy and regulatory framework of the social security system based on a sound design of the proposed social security schemes.

Upon the beginning of the project, consultations with the Deputy Minister, Ministry of Labour, Employment and Social Security, and the Social Security Board were conducted to discuss the progressive implementation of the new Social Security Law, 2012, and the modification of the design of a number of schemes. The SSB decided to start implementing the new law for the four schemes that were previously established under the Social Security Act, 1954, i.e. medical care, sickness, maternity and work injury.

The work ahead to implement the new law is extensive and the SSB needs a basis to be able to prioritize the reform process. In order to provide inputs to such prioritization, the project conducted, in partnership with the Myanmar Development Research Institute (MDRI)^b, an assessment of the SSB current operations. The assessment provides an overview of the changes relative to the new law, a statistical analysis of the SSB activities as well as a description of key processes and the identification of a number of recommendations and a tentative road map for their implementation.

The report is under discussion with the SSB and will be presented to higher-level decision makers in early October in order to adopt a road map which will be the basis for the revision and further implementation of the social security legal framework in Myanmar. Meanwhile, under the project data collection started in order to build actuarial models for the four existing schemes by the end of December 2014.

2. A social protection assessment based national dialogue is conducted in Myanmar, convening all therelevant line ministries, social partners, NGOs, UN agencies, some bilateral donors and the World Bank.

^b It is worthwhile noting that MDRI is a local research institute that has been taken as a “de facto” think tank” back up support in many sectoral policy-making decision. It is very positive to note that the buy-in of MDRI in term of worldwide movement toward the adoption of universal social protection strategy.

The following is achieved:

- Identification of a core group of organizations to be part of the national dialogue on social protection.
- Launch of an inclusive national dialogue.
- Elaboration of a social protection assessment matrix which includes: a) a comprehensive picture of all the social protection programmes currently run by the Government of Myanmar as well as their level of coverage, b) the description of the existing policy and legal framework and the identification of policy gaps, c) the identification of implementation issues of the existing programmes, d) the formulation of a number of priority recommendations to improve and extend social protection in the country.
- On the basis of the recommendations, formulation of specific policy options to close the coverage gaps in Myanmar and development of various scenarios for the introduction of new or scaled-up social protection schemes.
- First evaluation of the cost of the proposed scenarios (on going).
- First training session of UN agencies, the World Bank and relevant NGOs on the costing tool for social protection Rapid Assessment Protocol (RAP).
- Support provided to the government for the formulation of the terms of reference and composition of the Social Protection Working Committee (at Ministers level) and its Technical Support Group, of which the ILO is a member.

The main challenges encountered relate to:

- The lack of internal capacities of social protection institutions in Myanmar and its disconnection with the current pace of reform.
- The lack funding of the project in relation to its original objectives.

SECTION A: RESULTS ANALYSIS (Outputs, Immediate Objectives)

1. Outputs

Immediate Objective 1: By the end of the project the policy and regulatory framework of the social security system will have been further developed at the national level (support for the preparation/finalization and harmonization of all the rules and orders) based on a sound design of the proposed social security schemes

Output weighting	Percent completion	Indicator targets (compare planned against actual)	Analysis of output delivery
Output: feasibility studies for the design of the social security schemes prioritized by the government are conducted.			
40%	70%	<p>Planned: A work plan is established with the Social Security Board for the conduct of the feasibility studies on prioritized schemes. A number of all-stakeholders consultations are conducted in a timely manner and following government's priorities. A number of technical inputs are provided to nurture the reflexion on and the content of the feasibility studies of the prioritized social security schemes. If needed, a number of missions of relevant experts and South-South exchanges are organized to the benefit of all-stakeholder workshops or Social Security Board workshops. Capacity building activities are conducted upon request from the Social Security Board.</p> <p>Actual: A work plan was established. A comprehensive report on the current SSB operations was conducted and recommendations were made on the basis of which a road map for the implementation of the recommendations was produced and is pending higher-level endorsement. A number of technical inputs were provided for the improvement of schemes design, more in depth-comments were provided for the four active schemes. Regular consultations were conducted between April and September 2014, the complete list can be found in annex of the evaluation report of SSB operations. Capacity building activities were conducted as follow:</p> <ul style="list-style-type: none"> - Training on the provider-purchaser split, August 20, Nay Pyi Taw. - Training on basic scheme design under ILO Convention no 102 and basic actuarial calculations, September 22-26, Nay Pyi Taw. 	<p>The schemes prioritized by the SSB, in consultation with the ILO, are the active schemes which were present under the former Social Security Act, 1954 (medical care, maternity, sickness, work injury). The work ahead to implement the new law is extensive and the SSB needs a basis to be able to prioritize the reform process. In order to provide inputs to such prioritization, the ILO conducted, in partnership with MDRI, an assessment of the SSB current operations. The assessment provides the following:</p> <ul style="list-style-type: none"> - An analysis of the evolution of the legal scope of the SSB between the Social Security Act, 1954, and the Social Security Law, 2012. - A statistical analysis of the activities of the SSB, including a number of performance indicators on the delivery of social security benefits. - A detailed description of the processes currently in place within the SSB and the major ongoing reforms impacting operations (i.e. the financial autonomy of the social security system as well as the introduction of a new information system aiming at improving efficiency). - A situation analysis of the SSB strengths, weaknesses, opportunities and challenges in the context of the on-going reform process in Myanmar and the extension of social protection. - A series of recommendations for: a) the extension of coverage of the SSB (only 710,000 affiliates as of 2014), b) the revision of the design of some schemes, and c) the improvement of benefit delivery. - Specific recommendations for operating a provider-purchaser split within the medical care scheme so as to open the possibility for the SSB to empanel medical facilities. - A proposed road map for the implementation of the proposed recommendations. More detailed feasibility studies are necessary for the five inactive schemes, and are scheduled by the SSB to happen in 2015.
Output: a number of actuarial tools are developed for Myanmar and handed over, after due training, to the members of the Social Security Board			
25%	50%	<p>Planned: Actuarial support is provided to the Social Security Board for the costing and projection of prioritized social security schemes in a timely manner (when the related feasibility studies are advanced enough). Relevant stakeholders have benefited from capacity building activities on the actuarial tools used for the feasibility studies.</p> <p>Actual: Actuarial support started in September and will last until December 2014. Capacity building is currently being provided on data collection for actuarial modelling.</p>	<p>As agreed with the SSB, actuarial models are being developed for the four active schemes (medical care, maternity, sickness and work injury). The models should be available by December 2014.</p>

Output: the drafting and finalization of the rules and orders are completed, in line with ILO's Conventions and Recommendations, ensuring coherence across legal texts, strategies and guidelines.			
15%	100%	<p>Planned: Technical inputs are provided to the Social Security Board in the drafting and finalization of the rules and orders of prioritized social security schemes. Relevant stakeholders benefit from adequate training on ILO Convention 102 and Recommendation 202.</p> <p>Actual: The drafting of the rules and orders happened in the course of 2013 while the present project was being approved. As regards capacity building on ILO C102 and R202, an introduction to C102 was given the week of September 22nd and an introduction to R202 was given in March 2014.</p>	<p>The drafting of the rules and orders happened in the course of 2013 while the present project was being approved. Considering this new situation, it was agreed with the SSB that the revision of the law and rules would happen once further design studies of each scheme would have been finalized. The comments provided on the law as well as the actuarial work that is currently being done will nurture de reflexion on the law and rules revision for the four active schemes. Further capacity building will be necessary before engaging in the revision of the design of the five new schemes. For this component, a partnership with ILO-ITC has been engaged and two training activities on unemployment insurance and work injury are scheduled for the first quarter of 2015.</p>
Output: recommendations for the future amendment of the social security law are provided based on a comprehensive comparative analysis of the new social security law and ILO's social security conventions and recommendations.			
20%	25%	<p>Planned: A comprehensive comparative analysis of the new social security law and ILO's social security conventions and recommendations is conducted.</p> <p>A number of recommendations for the future amendment of the social security law are formulated on the basis of the above mentioned analysis.</p> <p>Actual: A preliminary analysis of the law in comparison to ILO C102 was handed over in 2013. A number of recommendations for the revision of the law were made through those comments as well as through the evaluation of the SSB operations.</p>	<p>A full-fledge comparative report with C102 could not be conducted at this stage for two main reasons: a) the comparative report should be made on the basis of the draft revised law rather than on the basis of the current text which needs revision and, b) necessary funds were not available under the project.</p>

Immediate Objective 2: By the end of the project an assessment based national dialogue exercise of social protection will have been completed in Myanmar.

Output weighting	Percent completion	Indicator targets (compare planned against actual)	Analysis of output delivery
Output: a joint social protection team (UN, other development partners and national high-level commission on social protection) is facilitated and contributes to raise awareness on social protection needs and strategies, to increase capacities of national stakeholders to make informed decision, to stimulate and feed the debate at national level.			
25%	100%	<p>Planned: A joint social protection team is constituted and meets regularly. The social protection team benefits from adequate capacity building activities on the extension of social protection. A country page on Myanmar is available on the GESS platform (www.social-protection.org) as well as a work space for the social protection team.</p> <p>Actual: A joint team composed of the line ministries involved in the national social protection working group under the leadership of the Ministry of Social Welfare, Relief and Resettlement, relevant UN agencies, the World Bank and other development partners (in particular INGOs), as well as social partners, CSOs and the Myanmar Development Research</p>	<p>The national dialogue process allowed for the constitution of an inclusive group of organizations and line ministries gathered around the ABND process. Further work would need to be done when the process is completed for the sustainability of such collaboration and coordination platform.</p>

		<p>Institute) was created and met on a regular basis, either through bilateral consultations or through national dialogue workshops. To date, the following national dialogue workshops were conducted (during which due training was provided on the SPF concept and its implications on the extension of social protection at national level):</p> <ul style="list-style-type: none"> - March: national dialogue on the assessment matrix. - June: national dialogue on policy options. - September: national dialogue on evaluating the cost of policy options. <p>The complete process is documented through a dedicated web page on www.social-protection.org: http://www.social-protection.org/gimi/gess/ShowProjectPage.do?pid=2487</p>	
<p>Output: a social protection assessment matrix is developed using the four guarantees of the social protection floor to describe existing social protection and poverty alleviation programmes, to identify policy gaps and implementation issues, and to produce recommendations for the design and implementation of further social protection provisions with the aim of guaranteeing at a minimum a national social protection floor to all the population.</p>			
25%	100%	<p>Planned: A social protection assessment matrix is completed with the joint social protection team. Recommendations for the design and implementation of further social protection provisions with the aim of guaranteeing at a minimum a national social protection floor to all the population are formulated.</p> <p>Actual: The social protection assessment matrix, including recommendations to close coverage gaps, is finalized and available on the ABND in Myanmar web page.</p>	<p>The exercise proved particularly useful for ministerial counterparts who had often limited cross-ministry visibility. The matrix is a shared vision of what exist, what is missing and what should be done among partners who, in the context of Myanmar, are not necessarily used to working together.</p>
<p>Output: the cost of the proposed social protection provisions is estimated and projected over a 10 years period using the ILO Rapid Assessment Protocol (RAP). This costing exercise can serve as a basis for discussions on available fiscal space, government budget reallocations and the prioritization of different social protection policy options.</p>			
25%	80%	<p>Planned: A RAP exercise is conducted with the joint social protection team. The joint social protection team benefits from adequate training on the methodology and limits of the RAP. A discussion is led on the prioritization of different social protection policy options, depending on government's resources.</p> <p>Actual: The RAP model for Myanmar was created and training was provided on the model to all national dialogue participants. Especially, a training for facilitators was organized with 10 participants late August with an advanced module on the RAP. Then, a one day training was provided to all national dialogue participants early September. A discussion on priorities was organized early September and, as a result, three options of packages of social protection benefits were formulated for higher-level consideration and decision.</p>	<p>The construction of the RAP model and scenarios with participants proved particularly fruitful as it led the stakeholders of social protection to think very concretely on scheme design. The formulated packages constitute solid options for a coordinated social protection package at household level and avoid duplication of programmes. Further discussions are needed at higher levels within the government of Myanmar in order to detail the packages and their subsequent costing.</p>
<p>Output: the finalized assessment report is shared with relevant stakeholder in order to reach a consensus..</p>			
25%	25%	<p>Planned: Technical inputs are provided in a timely manner to finalize the assessment report. A consensus is reached on the final report</p>	<p>The ABND is now entering in the phase of endorsement, which takes usually 6 to 10 months. As the government of Myanmar is currently formulated a national social protection strategy on</p>

		<p>within the joint social protection team. The final report is shared with the Social Security Board and relevant government officials.</p> <p>Actual: Technical inputs for the ABND report are currently being gathered. Pending feedback by the government need to be collected before the first draft of the report can be shared and discussed in the coming months. The final report including all the comments is scheduled to be ready in 2015.</p>	the basis of the social protection assessment matrix of the ABND, endorsement should be facilitated.
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Rating of output delivery

CLASSIFICATION ^c	
<input checked="" type="checkbox"/> Highly satisfactory Almost all (>80%) outputs were delivered and the quality (>80% of planned indicator targets met) of outputs was good.	<input type="checkbox"/> Satisfactory The majority (60-80%) of outputs were delivered and the quality (60-80% of planned indicator targets met) of outputs was fair.
<input type="checkbox"/> Unsatisfactory Some (40-60%) outputs were delivered and/or there was a problem with the quality (40-60% of planned indicator targets met) of outputs.	<input type="checkbox"/> Very unsatisfactory Few (<40%) outputs were delivered and/or there was a serious problem with the quality (<40% of planned indicator targets met) of outputs.
<p>Briefly explain the major factors taken into account to justify the output classification and provide any other comments (2000 characters maximum):</p> <p>Considering the current project had been designed on the basis of a 350,000 USD budget and was meant to be completed by other funds, which unfortunately did not happen to the extent originally anticipated, the project achieved very satisfactorily and made the best out of the 50,000 USD received.</p> <p>In particular, the following key achievements can be underlined:</p> <ul style="list-style-type: none"> - The evaluation of the SSB report is under discussion with the SSB and will be presented to higher-level decision makers in order to adopt a road map which will be the basis for the revision and further implementation of the social security legal framework in Myanmar. - The Government of Myanmar created a social protection technical support group extended to development partners, which effectively meets regularly and has started to provide written inputs for the future national social protection strategy. - The focal persons of each line ministry as well as social partners and relevant UN agencies and NGOs in Myanmar are now knowledgeable on social protection and specifically on the ILO social protection floor recommendation no. 202. - The UN country team integrated the extension of social protection under the wider objective of human resource development within its transition plan 2015-2016 for Myanmar. - The main stakeholders for social protection in Myanmar have now access and refer to a consolidated document which includes coverage rates for the various social protection programmes, creating a baseline for the regular monitoring of the extension of social protection in the country. - The government of Myanmar is considering the outcomes of the ABND as a key resource for the formulation of their national social protection strategy and the drafting unit refers to it. 	

^c This is a self-assessment

2. Immediate Objectives and Decent Work outcomes

2.1 Immediate Objectives

Indicator	Baseline	Indicator targets (compare planned against actual)
Immediate Objective: By the end of the project the policy and regulatory framework of the social security system will have been further developed at the national level (support for the preparation/finalization and harmonization of the rules and orders) based on a sound design of the proposed social security schemes.		
Social security rules and orders for the establishment of the prioritized social security schemes are finalized by the end of the project.	At the effective beginning of the project, the social security rules and orders were already adopted. The planned targets were modified accordingly.	<p>Planned: By the end of the project, the SSB would have prioritized a number of schemes for the implementation of the new law and would have accepted the idea of a law and rules revision.</p> <p>Actual: The SSB prioritizes the four active schemes (medical care, sickness, maternity, work injury) as well as the new family benefit, scheduled to start delivering after three years of contribution collection. The SSB operations were evaluated by the project and, as a result, the SSB agreed in principle that some of the design features of the schemes needed to be changed, thus the law and rules would need to be revised. A road map for the revision of the law was suggested in the SSB evaluation report and is pending approval by higher-level decision makers within the Ministry of Labour, Employment and Social Security.</p>
The design studies for each of the social security schemes prioritized by the government are finalized or under way, including the costing elements of social insurance benefits.	At the beginning of the project, the SSB had not started implementing the new law, since the law was not based on schemes feasibility studies and were subsequently difficult to put in place.	<p>Planned: Feasibility studies are developed for the prioritized social security schemes.</p> <p>Actual: It was judged necessary to first assess the SSB operations in order to determine what was feasible or required additional capacitation in order to: a) prioritize scheme feasibility and implementation, b) conduct feasibility studies of the selected schemes and c) effectively implement and manage financially the selected schemes. As a consequence, little time and resources were left to conduct proper feasibility studies once the schemes were prioritized by the SSB. The following studies are under way:</p> <ul style="list-style-type: none"> - A feasibility study of the medical care scheme as under the new law a provider-purchaser split is envisaged. - The construction of actuarial models for medical care, sickness, maternity, work injury.
<p>Analysis of immediate objective achievement:</p> <p>The baseline analysis conducted at the beginning of the project indicated that internal capacities of the SSB were over-estimated at the time of the project design. Still, the immediate objective one is under way and on a good track. Indeed, the SSB proved a very dynamic counterpart all throughout the project and has committed a substantial amount of financial and human resources to work jointly with the ILO and other actors for the improvement of the scheme design, financial management and effective benefit delivery (inverstemnt in a computerized system, effective distribution of social security smart cards to all members, participation of Director-level to all the main miles stones of the SSB evaluation conducted by the ILO and MDRI, mobilization of the medical unit for the feasibility study of a purchaser-provider split, involvement of ten full time staff for the construction of the actuarial models).</p> <p>More resources are needed if the ILO wishes to support further in 2015:</p> <ul style="list-style-type: none"> - The extension of the membership of the social security system (family-based, extension to civil servants, better enforcement); - The improvement of delivery processes (time to claim ratios, standardized procedures, lighter registration process); - The capacity building of the SSB on social security scheme design in order to feed into the law revision; - The revision of the law and rules and subsequent feasibility studies. 		

Indicator	Baseline	Indicator targets (compare planned against actual)
Immediate Objective: By the end of the project an assessment based national dialogue exercise of social protection will have been completed in Myanmar.		

<p>Baseline information on social protection situation in Myanmar (as part of the social protection assessment matrix) is finalized and included in the final assessment report.</p> <p>The social security inquiry database is completed and a country page on Myanmar is available on the GESS platform (www.social-protection.org).</p> <p>A preliminary cost estimate of proposed social protection policy options to complete the social protection floor is available and can serve to inform policy decisions.</p> <p>The assessment based national dialogue report is finalized.</p>	<p>No consolidated information was available on social protection in Myanmar and no administrative data was published on the different existing social protection programmes.</p> <p>A sector working group on social protection was created in June 2013 and met once in June 2013 and one at the onset of the project in October 2013. The meetings had mainly government counterparts attending and were not very inclusive of other stakeholders.</p>	<p>Planned: Baseline information on social protection situation in Myanmar (as part of the social protection assessment matrix) is finalized and included in the final assessment report.</p> <p>The social security inquiry database is completed and a country page on Myanmar is available on the GESS platform (www.social-protection.org).</p> <p>A preliminary cost estimate of proposed social protection policy options to complete the social protection floor is available and can serve to inform policy decisions.</p> <p>The assessment based national dialogue report is finalized.</p> <p>Actual: As mentioned in the analysis of the output, the ABND process is reaching its last stage, the political endorsement. All steps were followed as scheduled by the project and the costing is almost completed, which will allow for the drafting of the ABND report and subsequent endorsement. Additionally, the data collected on scheme design, beneficiaries and expenditure will feed the ILO Social Security Inquiry in the course of the biennium.</p>
<p>A second phase proposal is prepared and submitted to donors by the end of the project.</p>	<p>The ILO-Japan SSN was the first TC project on social protection in Myanmar.</p> <p>The expected funds to complement the project were only partially raised at the onset of the project (9 working months of a P2 expert had been mobilized).</p>	<p>Planned: A proposal is submitted for a second phase.</p> <p>Actual: The project served as a basis for the creation of CPO MMR 128 and subsequent internal fund mobilization. Over 200,000 USD were mobilized internally to act in synergies with the project activities (mainly for staff cost, workshop costs for the ABND and consultant cost for the actuarial models).</p> <p>Additionally, a joint proposal was prepared with ITC-ILO on the basis of the work done by the project and consequently two training s will be organized in Myanmar during the first quarter on 2015 on unemployment insurance and work injury insurance.</p> <p>The project allowed to prepare and submit a number of concept notes to various donors, over 15 proposals were formulated and submitted either internally or externally.</p>
<p>Analysis of immediate objective achievement:</p> <p>The project had to adapt to the government schedule and capacity of absorption of new activities on a topic which is not familiar to the country and on which no information-sharing platform was in place before the project started.</p> <p>The ABND process is well under way and reaching its final step: the finalization of the costing, production and endorsement of the report. Constituents are better capitated on social protection and the ABND process created a dynamic on the subject in the country.</p> <p>More resources will be needed for the ILO to support:</p> <ul style="list-style-type: none"> - The finalization and endorsement of the ABND report; - The publication and dissemination of the report; - The adoption by the government of a number of recommendations of the ABND and the feasibility studies of such recommendations; - The implementation of some of the ABND recommendations. <p>Attempts to raise funds were continuous and numerous. Internal resource mobilization was effective to act in synergy with the project. External resource mobilization was unsuccessful so far. It seems donor funding in Myanmar at the moment is mainly channelled through basic human rights and infrastructure development. As more donors come into the country and lines of funding get extended, the project put the ILO in a leadership position on social protection, at least for the time being.</p>		

2.2 Decent Work outcomes

CONTRIBUTION TO DECENT WORK OUTCOMES

DWCP outcome(s) ^d	IRIS/SM CP code (e.g. LBN103) ^e	Brief summary of contribution (2000 characters maximum)
No DWCP in Myanmar yet, under formulation.	MMR 128	The project contributed to the extension of social protection in Myanmar in line with the ILO bi-dimensional for the extension of social protection, working on both the development of the social security schemes (higher levels of social security) and the extension of social protection to workers in the informal economy (ABND).
No DWCP in Myanmar yet, under formulation.	MMR 801 and 802	The project included workers and employers organizations in both the ABND process and the SSB evaluation. This ensured the effective capacitation of both parties in a context where very little knowledge is shared on such subjects. The ABND was one of the first multi-stakeholder platforms in Myanmar in which an inter-ministerial group worked together with workers and employers representatives on policy recommendations. It largely contributed to the establishment of participatory processes that goes along with the democratization process in the country.

2.3 Effectiveness analysis

- a) Based on the achievement of immediate objectives, explain the likely contribution the intervention will make towards the development objective:

The project provided concrete inputs for the improvement of the social security schemes as well as for the extension of social protection, through a number of costed policy options to extend non-contributory social protection. As Myanmar is at an early stage in terms of development of its socio-economic policy framework, the project contributed in a significant manner to build capacity on the topic and disseminate ILO methodologies and concepts.

- b) Describe changes that are expected or have already been observed relating to the project's ultimate beneficiaries:

The workers affiliated to the SSB are increasingly aware of their right to social security and are now more engaged and willing to contribute to the improvement of the schemes. This has become a topic of discussion in industrial relations, which is new to Myanmar. The project contributed to enhance informed discussions and the first impacts are visible (demand for the effective distribution of the social security card, increase in registration,...).

- c) Describe how the project has contributed to the achievement of national development strategies and other development frameworks such as UNDAF and PRS:

The Framework for Economic and Social Reforms (2012) mentions the necessity to extend social security and develop a social protection policy framework. The project outputs contribute to both and will be reviewed during the next development forum in January.

The UN country team is currently developing a transitional work plan for the coming years and social protection was integrated in the draft version as one of the major topics for collaboration with the government under the framework of human development.

- d) Describe any lessons learned relating to the overall effectiveness of the intervention, taking into account the suitability of the technical approach or intervention model deployed. With hindsight, identify anything that would have been done differently to increase the intervention's effectiveness:

In the design of projects in Myanmar, it should be recommended to have at least one permanent international staff and one permanent national staff. Both are complementary and necessary to get the messages through to a number of stakeholders who are not used to working together and have little knowledge about decent work concepts.

Rating of project effectiveness

CLASSIFICATION ^f



Highly effective

Almost all (>80%) of the immediate objectives were achieved and the intervention will make a



Effective

The majority (60-80%) of the immediate objectives were achieved and the intervention will make a

^d Global projects report on their contribution to Global Products under the Outcome-Based Workplans

^e For Global projects this is the Global Product code, e.g. GLO126

^f This is a self-assessment

<p>substantial contribution to the achievement of the development objective and decent work outcomes.</p> <p><input type="checkbox"/> Ineffective Some (40-60%) of the immediate objectives were achieved, which will result in a limited contribution to the achievement of the development objective and decent work outcomes.</p>	<p>contribution to the achievement of the development objective and decent work outcomes.</p> <p><input type="checkbox"/> Very ineffective Few (<40%) of the immediate objectives were achieved, and it is unlikely a contribution will be made to the achievement of the development objective and decent work outcomes.</p>
<p>Briefly explain the major factors taken into account to justify the effectiveness classification and provide any other comments (2000 characters maximum):</p> <p>The project did bring significant value for money. The project team was partly financed by the ILO regular budget supplementary allocation and created from scratch an inclusive platform for national dialogue on social protection, with very little resources. The impact of such activity in Myanmar is quite important as participatory policy-making is new to the context.</p> <p>Little donors and agencies provide technical support in the field of social policy in Myanmar and the project was able to build a network of truly active professionals across organizations (government, social partners, NGOs, UN agencies, the World Bank) who serve as focal points for advocacy within their own organizations. This sets the basis for a wide engagement of stakeholders in the future stages of the extension of social protection in the country and for the greater effectivity of any incoming future project on the subject.</p>	

SECTION B: IMPLEMENTATION ANALYSIS

1. Factors affecting implementation

<p><i>Check key reasons for shortfalls in the delivery of outputs and achievement of immediate objectives:</i></p>	
<p><input checked="" type="checkbox"/> Implementing partner (constituents or private entities) performance</p> <p><input checked="" type="checkbox"/> Difficulties in inter-agency coordination</p> <p><input type="checkbox"/> Lack of constituent or implementing partner commitment/ownership</p> <p><input type="checkbox"/> ILO policy changes</p> <p><input type="checkbox"/> Budget processing (revision/disbursement etc.) delays</p> <p><input type="checkbox"/> Community/political opposition</p> <p><input type="checkbox"/> Other - please specify:</p>	<p><input type="checkbox"/> ILO (Office and staff) performance</p> <p><input checked="" type="checkbox"/> Inadequate cost estimates</p> <p><input type="checkbox"/> Inadequate project design</p> <p><input type="checkbox"/> Counterpart funding shortfall</p> <p><input type="checkbox"/> Unexpected change in external environment</p> <p><input type="checkbox"/> HR difficulties (recruitment, contracts)</p>

a) Explain the major challenges faced during implementation and explain how these were dealt with:

- Lack of capacity of national counterparts, especially government counterparts in social ministries. The ABND methodology was adapted to the training needs of counterparts. For the support to the SSB, more time was dedicated for presence in Nay Pyi Taw and constant exchanges with the technical teams.
- Absence of inclusive coordination mechanisms on social protection and little culture of inter-agency joint work in the country. It was created ad-hoc for the social protection national dialogue.
- Lack of funding of the project in respect to its outputs. Internal and external fundraising activities were led, part of the project activities were not conducted or modified to meet budget requirements.

b) Describe any lessons learned relating to challenges faced during implementation:

As mentioned, ensuring that permanent international and national staff are on the ground is the only way to properly engage with counterparts in Myanmar, especially since conducting activities on the ground implies trust-building and on-site day to day training of counterparts.

The progressive integration of cross-cutting themes in an inter-agency framework would facilitate further multi-stakeholder collaboration and effective technical cooperation with counterparts.

2. Risk management

Key Assumptions	Risk level		Describe any mitigation measures applied
	Start of project	End of project	
Sustained political willingness.	Red	Yellow	Advocacy
Availability of key stakeholders.	Yellow	Yellow	
Availability of data.	Red	Yellow	Conducted own data collection
Availability of resources and high priority setting regarding the extension of social protection.	Yellow	Yellow	
Sustained interest of key donors for the extension of social protection in Myanmar.	Yellow	Red	Engage with several donors on a bilateral basis, advocacy.

- a) Provide an overview of how assumptions and related risk levels changed throughout the lifetime of the intervention. Describe the relevance of originally-identified assumptions and highlight any new assumptions identified during implementation:

The interest of donors was an assumption that did not reveal valid on the ground. Social policies are still a difficult topic for donors to engage in.

Unavailability of data was mitigated by the ILO collecting directly the data from its different sources, it took time but now more data is available, and stakeholders saw the benefit of having it available and sharing it, which reduces the risk of unavailability in the future.

Political will is present among government and social partners, and the project got people more engaged than at the upon start of activities.

- b) Explain the intervention's approach to risk management and how effective the risk monitoring system and mitigation measures proved to be:

As any policy-making project, this project was highly subject to political will of key counterparts, trust building and the ILO capacity to produce quality output timely thanks to a team posted in Myanmar were the decisive factors of mitigation of that risk. This risk is particularly high in Myanmar at the moment since the reform process is pushing many different topics on the top of the priorities of the government which is often facing conflicting priorities.

- c) Describe any lessons learned related to risk management:

Presence on the ground is important as well as the capacity building of key counterparts who are then in a position to inform project personnel regularly on policy evolutions within their respective organization or ministry. In this respect, there is a risk affecting the sustainability of the project outcomes relating to the lack of funding for an international staff on the ground until key products and processes started by the project are finalized and endorsed.

3. Management and Institutional arrangements

- a) Describe the adequacy of management arrangements:

Management arrangements were adequate for the project implementation and well adapted to the context of Myanmar where there is not yet a DWCP.

- b) Explain the role that partners, including ILO constituents, played during implementation. Identify any alternative arrangements that may have helped increase the effectiveness, efficiency or inclusiveness of the intervention:

All stakeholders were involved in the ABND and tripartite constituents were consulted in the support activities to the SSB.

- c) Describe any lessons learned related to management and institutional arrangements:

In the future, the progressive appointment of permanent tripartite or multi-stakeholder collaboration and coordination platform should facilitate the increased role of national constituents in project implementation.

Rating of project implementation

CLASSIFICATION ⁹

<input type="checkbox"/> Highly efficient Almost all (>80%) outputs were of expected quality and delivered within the budget and schedule set out in the original implementation plan.	<input checked="" type="checkbox"/> Efficient The majority (60-80%) of outputs were of expected quality and delivered within the budget and schedule set out in the original implementation plan.
<input type="checkbox"/> Inefficient Some (40-60%) outputs were delivered within the budget and schedule set out in the original implementation plan.	<input type="checkbox"/> Very inefficient Few (<40%) outputs were delivered within the budget and schedule set out in the original implementation plan.

Briefly explain the major factors taken into account to justify the implementation classification and provide any other comments (2000 characters maximum):

Though all the initial product could not be completed fully, the project has adapted to the capacities of national counterparts and reinforced significantly their ability to engage on social protection issues. Most products were delivered timely and are of high quality, they are also the product of participatory processes and constitute a basis for the national consensus on the extension of social protection.

⁹ This is a self-assessment

SECTION C: SUSTAINABILITY ANALYSIS

- a) Analyze the sustainability of results, taking into consideration the institutional and technical capacities and commitment of constituents and partners:

Most activities were accompanied by training components, on both immediate objectives. This guarantees that constituents will be able to carry on activities initiated by the project.

Since the project contributed to the development of policies, outputs will be integrated into a sustainable framework within Myanmar development framework.

- b) Describe the intervention's exit strategy and specify agreements in place with constituents and implementing partners to ensure the continuity of project benefits:

National counterparts have seen the benefits of sector coordination and information sharing, and the government has created a more inclusive platform for social protection coordination, which is a sustainable body able to take over the results of the ABND process.

SSB technical staff received training on the actuarial model and will be able to use it autonomously for the four existing schemes by 2015 onward.

- c) Describe any major internal or external factors that may affect the sustainability of project results in the future:

Local capacities on social protection are low and the political agenda is unstable. The work on the ABND and the Social Security Law are at a good start but those policy processes are yet to be completed. The CPO MM128 has a work plan all through the biennium and support should be given on that basis for full sustainability of the outcomes. In particular, the lack of funding of an international professional position until the activities and processes initiated by the project are fully completed is a direct threat to the sustainability of the project outcomes.

Rating of project sustainability

CLASSIFICATION ^h	
<input type="checkbox"/> Highly likely All factors influencing project sustainability have been clearly identified. The sustainability of results has been ensured and there is a firm commitment from constituents and partners to maintain an ongoing flow of project benefits.	<input checked="" type="checkbox"/> Likely Factors influencing project sustainability have been identified. The sustainability of results is likely and there is an understanding with constituents and partners to maintain an ongoing flow of project benefits.
<input type="checkbox"/> Not likely Some factors influencing project sustainability have been identified. There is no consensus among constituents and partners about concrete actions needing to be taken to ensure project sustainability.	<input type="checkbox"/> Very unlikely Factors influencing project sustainability have not been identified. The commitment of constituents and partners maintain an ongoing flow of project benefits is unknown.
Briefly explain the major factors taken into account to justify the sustainability classification and provide any other comments (2000 characters maximum): The processes put in place by the project are on track and successful but they have not reached their final stage or objectives. The absence of continued support may hinder the good results achieved so far and their sustainability over time.	

^h This is a self-assessment

SECTION D: MONITORING, EVALUATION AND KNOWLEDGE SHARING

<i>M&E self-assessment:</i>	YES	NO
Progress was regularly reported both internally (within the ILO) and externally (to donors and partners) against the logical framework	<input checked="" type="checkbox"/>	<input type="checkbox"/>
A progress monitoring system was supported by data collection and analysis	<input checked="" type="checkbox"/>	<input type="checkbox"/>
Cost effectiveness of activities and outputs was monitored	<input checked="" type="checkbox"/>	<input type="checkbox"/>
Constituents were able to use M&E for discussion and decision-making in their own organizations	<input checked="" type="checkbox"/>	<input type="checkbox"/>
Baselines and data were adequate to document progress towards results	<input checked="" type="checkbox"/>	<input type="checkbox"/>

- a) Reflect on the approach to performance measurement and describe mechanisms in place for monitoring and evaluation:

Two short progress reports were produced in the course of the year and were communicated to the donor. The ABND process was updated regularly on the www.social-protection.org platform so as to be easily accessible by all the participating organizations. Regular meetings with SSB ensured that project progress was tracked and that the expected impact was achieved.

- b) Outline efforts made to involve a broad range of stakeholders in M&E, including the role played by constituents and implementing partners:

The ABND process was updated regularly on the www.social-protection.org platform so as to be easily accessible by all the participating organizations. Regular meetings with SSB ensured that project progress was tracked and that the expected impact was achieved.

- c) If any evaluations were carried out, briefly describe how findings and recommendations were addressed by the intervention:

NA

- d) Describe the approach to knowledge sharing and how key achievements and success stories generated by the intervention will be captured and communicated:

All project outputs were translated into Myanmar language and are available on the www.social-protection.org platform. A brown bag lunch was conducted with the ILO SOCPRO team in Geneva to disseminate the results of the project. A flyer on the ABND in Myanmar will be produced in order to further disseminate key recommendations which emerged from the national dialogue.

ANNEXES

Include any other documentation or information that may contribute to a better understanding of progress.

- ABND Workspace
<http://www.social-protection.org/gimi/gess/ShowProjectPage.do?pid=2487>
- Social protection assessment matrix for Myanmar
<http://www.social-protection.org/gimi/gess/ShowRessource.action?ressource.ressourceld=46717>
- ABND costing tool adapted for Myanmar
<http://www.social-protection.org/gimi/gess/ShowWiki.action?wiki.wikiId=2503>
- SSB evaluation available as a draft version (attached)