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Workshop Report



National Workshop on “Good Local Governance and People Centered Services – What Can We Learn from Best Practices in the Region?”

17 – 18 August 2013
Nay Pyi Taw, Myanmar

Organized by: UNDP Myanmar in partnership
with the Union Government of Myanmar, Ministry
of Home Affairs and UNCDF



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Annexes

Annex 1: Agenda ‘The National Workshop on “Good Local Governance and People Centered Services – What Can We Learn from Best Practices in the Region?”

Acronyms & Abbreviations

| | |
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| CBO: Community Based Organization | MDG: Millennium Development Goal |
| CCWC: Women and Children Affairs Committee | MDRI: Myanmar Development Resource Institute |
| CDP: Commune Development Planning | MNPED: Ministry of National Planning and Economic Development |
| CECODES: Centre for Community Support and Development Studies | MoHA: Ministry of Home Affairs |
| CRC: Citizen Report Card | MP: Member of Parliament |
| C/S: Commune / Sangkat (Cambodia) | NCDD: National Committee for Sub-National Democratic Development, Cambodia |
| CSC: Community Score Card | NGO: Non-Governmental Organization |
| CSO: Civil Society Organization | PAPI: Public Administration Performance Index |
| D&D: Deconcentration and Decentralization (Cambodia) | PAR: Public Administration Reforms |
| DDF: District Development Fund | PPP: Public Private Partnership |
| FESR: Framework on Economic and Social Reform | UN: United Nations |
| GAD: General Administration Department | UNCDF: United Nations Capital Development Fund |
| GDP: Gross Domestic Product | UNDP: United Nations Development Programme |
| GPAP: Government Public Administrative Reform Program | UNICEF: The United Nations Children's Fund |
| GSA: Governance Self-Assessment | VFF: Central Vietnam Fatherland Front |
| HRBA: Human Rights Based Approach | |
| IAS: Indian Administrative Service | |



Workshop Background and Objectives

Background

Myanmar's democratic transition process started with the ratification of the new constitution in 2008 and gained significant momentum after the elections in 2010. The new constitution defines the division of responsibilities between the government at union level and state/region level as well as the separation of powers between the legislative, the executive and the judiciary at both levels of government. These changes impact the very foundations of the governance architecture of Myanmar, since they redefine the role and functions of the state and of other actors in society, the mechanisms of interaction between them, as the way in which decisions about resource allocation and distribution would be made in Myanmar in the future.

As part of these reforms, there is an emphasis on the importance of people-centered development and good governance, bottom-up planning, and making service delivery more responsive to priorities and needs as defined by communities. Experiences from other countries across the world demonstrate that these cannot be achieved overnight as they are radically different from the approaches used in the past, and ultimately require a fundamental shift in norms and values of both the government and citizens of Myanmar.

The success of the ongoing transformation process in Myanmar will depend largely on the effectiveness of the public administration

and the promotion of an efficient, effective, transparent, accountable and innovative system of governance that engages all stakeholders. In order to strengthen the legitimacy of government, appropriate institutions, systems and mechanisms need to be put in place to plan, implement and evaluate policies, programs and public services that are citizen-centric and equitable.

At the same time, public servants need to effectively deliver desired services in a timely manner, behave transparently and ethically, demonstrate accountability and integrity, be responsive to the needs of the people, and mirror the diversity with the population. Public servants are engaged in every facet of government activity – education, health care, public safety, infrastructure, environmental protection, etc. – and most of them work directly with citizens, to whom they represent the face of government. Therefore, the quality of public servants in terms of knowledge, skills ethics, attitudes and networks can make or break public trust in their government.

On the other hand, engaging with citizens and supporting them in articulating their needs and priorities, is equally important to improve the quality of governance and ensure people-centred service delivery. This, too, requires capacity building, both to inform citizens of their rights and responsibilities, as well as to provide them with the tools and capacities to effectively participate in decision-making processes.

Leadership and commitment at all levels and in all sectors of the Government of Myanmar is essential to translate these principles into practice, and government institutions at intermediate level (at both state/region and township levels) will play a critical role in this process.

In sum, the key ingredients for the success of the reform process in Myanmar will be:

1. The establishment of *well-functioning institutions, systems and mechanisms at*

sub-national and local level that contribute to an efficient, effective, transparent and accountable government that works in partnership with all stakeholders. These structures will enable government to interact pro-actively with citizens to identify their needs and priorities, to engage them in planning, implementing and evaluating public services, but also to enable citizens to hold their government to account;

2. *The quality of public servants in terms of knowledge, skills, ethics, and attitudes.* Public servants are the face of government and can make or break public trust in government. This makes capacity development in the public service an essential element in the democratic transition process.
3. To make the ongoing democratization process sustainable and well anchored in society will also require an *enhancement of the capability of citizens and in particular civil society* to hold government to account and to participate constructively in the development process at local, regional and national level.

Workshop Rationale and Objectives

In order to support the reform process and provide impetus to the movement towards good local governance and people centered service delivery, UNDP, in partnership with the Government of Myanmar (especially the Ministry of Home Affairs) and UNCDF, brought together government and civil society representatives, media, academics as well as development partners, in a two-day national workshop held in Nay Pyi Taw on 17th and 18th of August 2013.

The workshop was an important first step within the UNDP/UNCDF countrywide program “Supporting Responsive Local Governance” is designed to strengthen institutional capacity of local governments (State/Region, District and Township Administrations) in areas such as participatory planning; responsive and effective service delivery, public finance

management and conflict prevention. The program also provides support for strengthening of civil society organization and local media as being important stakeholders in a multi level governance system.

With over 200 hundred participants, the workshop was intended to facilitate an open and constructive dialogue on the reform process, and learn from experiences of other countries which have made progress towards decentralization and local governance reform.

Specifically, the objectives of the workshop were to:

1. Sensitize and increase the awareness of key stakeholders at Union, State and Regional Levels on the revised role and functions of sub-national institutions
2. Enhance participants’ understanding on functioning of service delivery and local development in a multi level governance system
3. Share, learn from and apply the experiences of decentralization and local governance reform in other countries across the Asia-Pacific region
4. Contribute to and stimulate the dialogue about the future role and functions of the sub-national level government in Myanmar
5. Create an understanding of, and support for, UNDP’s governance mapping initiative in Myanmar, especially its potential contribution to enhanced performance of sub-national government institutions
6. Discuss the way forward regarding UNDP’s local governance activities, and in particular the initiative on sub-national governance mapping.

Workshop Participants

In order to generate a wide range of views and make the discussions as inclusive as possible, representatives of all major stakeholder groups were invited. These

included representatives from the President's Office and the Union Parliament; relevant government ministries, organizations and departments; state and regional governments; academia and research organizations; a range of Civil Society Organizations (CSOs); the private sector; the UN system and international development partners.

Day 1

Presentations

The workshop opened with several high-level speeches demonstrating the commitment of the country's leadership to the theme of good local governance and people centered service delivery. This was followed by presentations on a range of local governance reform experiences and their relevance to the Myanmar context. Experts from across the region presented processes, outcomes and lessons learnt from in the areas of decentralization, good local governance and public sector reform, followed by interactive question and answer sessions. The Local Governance Mapping methodology developed by UNDP was shared and generated considerable interest.

Welcome Address

H.E. Lt General Ko Ko, Union Minister, Ministry of Home Affairs

In this address, H.E. Lt General Ko Ko welcomed Ministers from the President's office, representatives from the union ministries, members of parliament, ministers and representatives from the states and region government offices, representatives from UNDP and other workshop participants. While thanking UNDP for organizing the national workshop, he also reaffirmed that good governance and clean government are the priorities of the national leadership. He also emphasized that in order for Myanmar to become a truly democratic and developed

country, bribery and corruption must end, effective coordination mechanisms must be established, law enforcement and justice must be transparent and accountable, and participation of the people in decision making processes must be encouraged.

H. E. Lt General Ko Ko reminded the participants that the key objective of the national workshop is to find ways to resolve the challenges faced by the regional, district, township and ward and village levels in implementing the reform process. Learning from the experiences of neighbouring countries would be critical for Myanmar. He concluded his address by reaffirming his support to the governance mapping initiative and other activities of UNDP in Myanmar.



Local Governance Reforms: Setting the Stage

The Myanmar Context

Key note presentation: H.E. U Hla Htun, Union Minister, President's Office

H.E. U Hla Htun introduced the ongoing reform agenda in Myanmar and provided an overview of future roles and functions of State/ Regional governments and township administrations. While emphasizing the importance of undertaking this process and the benefits to the people of Myanmar, he also observed that the process would not be easy. In this context, he mentioned a newly established National Reform Leading Committee that has been established to direct reform efforts. In addition, a task force would

be established in order to work with development partners and civil society, to coordinate their support for the reform process.

As the focus of the reform process shifts to the State/Region and Township level, several areas will require extra attention. These include:

- ▶ Drafting of integrated development plans, including a section on socio-economic development, by township administrations;
- ▶ Establishment of support committees at township level, and training and capacity support to enable them to play a meaningful role in various local governance processes;
- ▶ Expansion and improvement of administrative data management at township level in order to improve the quality of planning; and
- ▶ Clear transfer of responsibilities, control of corruption as well as improved resource management.

UNDP Address

Mr. Toily Kurbanov, Country Director, UNDP Myanmar

In his address, Mr. Kurbanov emphasized the importance of local governance and people-centered development within the broader context of UNDP's overall development commitment to Myanmar. He noted that UNDP has committed to supporting Myanmar in all the four reform areas being pursued by the government, viz., political reforms, socio-economic reforms, governance reforms and private sector development.

While noting that the national workshop aims to contribute directly to the third wave of reforms relating to governance and administration, Mr. Kurbanov also reminded the audience that good local governance and people-centered services are crucial conditions for socio-economic reforms; for

private sector development; for improved wellbeing of the people of Myanmar; and as enablers of further reforms. He also stated that while the reforms have already given the people of Myanmar a voice, they also deserve to have a say over the way these reforms are achieved. Good local governance and people-centered services can help in this process by bringing government closer to the people.

Finally, Mr. Kurbanov observed that Myanmar's capacity building and policy agenda can be inspired by lessons from international experiences, which is one of the key highlights of the national workshop. He reaffirmed UNDP's support to the Government's reform initiatives through its wide range of activities in the arena of local governance as well as other pillars.

Local Governance reforms in Southeast Asia – The Big Picture

Keynote address: Prof. Scott A. Fritzen, Wagner School of Public Administration, New York University

In his keynote speech, Professor Fritzen spoke about the concepts of democracy, legitimacy and governance, and elaborated on various dimensions and elements of decentralization. He emphasized that decentralization does not mean that all state functions need to be devolved to local levels. Rather, it is about establishing multi-level governance structures, and ensuring that the right functions are assigned to the right level, along with the right mandates, resources and capacities (see Figure 1). This is an important perspective for Myanmar at this critical juncture when the government is in the process of shaping its decentralization agenda.

Moving on to talk about the decentralization and local governance reform process in South-east Asia, Prof. Fritzen compared the degrees of decentralization in different countries neighbouring Myanmar. This ranges from relatively centralized systems (Thailand and Singapore), limited fiscal and administrative decentralization (Vietnam and

Cambodia), and much more ambitious decentralization of all types simultaneously (Philippines and Indonesia, and to some extent Malaysia).

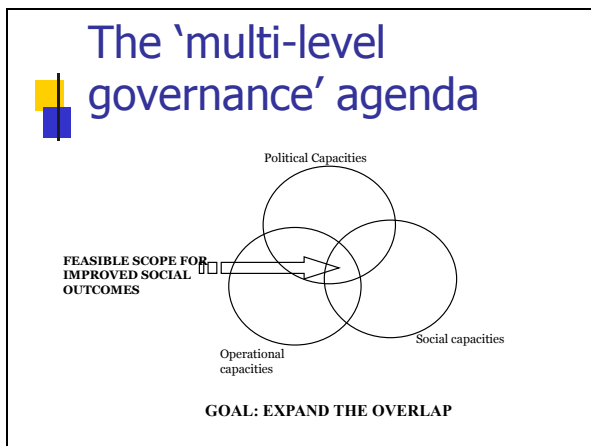


Figure 1: Building capacities for multi-level governance

While providing some insights into the processes of implementing good local governance and effective public service delivery reforms across Southeast Asia, Professor Fritzen also noted that there are many choices and models, and Myanmar should focus on learning and experimentation, drawing lessons carefully. Decentralization reforms have been implemented in almost all countries in the South-East Asia region over the past 15 years and governments have started these processes for a combination of reasons:

- ▶ To promote economic development through an improvement in the functioning of government institutions
- ▶ To improve service delivery and enhance social inclusion
- ▶ To improve democratic processes and enhance the legitimacy of the state
- ▶ To stimulate national cohesion.

These experiences show us that decentralization requires not only a strengthening of government capacities at local level but also a strengthening of central government institutions to enable them to implement their revised functions (like policy definition, supervision and providing support to lower level institutions).

While decentralization has proved to enhance local economic development and local democracy in the region, it doesn't automatically lead to improved governance and a reduction in corruption at local level. To achieve that will require several additional measures.

Professor Fritzen concluded by highlighting some important elements to make the decentralization process as sustainable and inclusive as possible, including, the need to communicate widely, regularly and effectively; and ensuring that there are quick wins in the process in order to retain the necessary political will to continue. He ended his presentation by reasserting that decentralization is about multi-level, multi-actor governance; it is not a one-way street; and, policy formulation must be accompanied by a clear approach to its implementation.



Local Governance Reforms: Learning from Experience

Chair: Mr. David Jackson, Director for Local Development Finance Practice Area, UNCDF, New York

This session aimed to showcase experiences of implementing good governance and public sector reforms from other Asian countries. Examples of participatory planning and budgeting at the local level were also discussed.

Indonesia – Governance and Public Sector Reforms

Dr. I Made Suwandi, Former Director General, Ministry of Home Affairs, Indonesia

The Indonesian experience of decentralization has many lessons to offer for Myanmar. The 1998 crises in Indonesia triggered the reform process and the provision of broad autonomy to local governments. This included the distribution of powers and functions between central (union) government and local governments. While some functions rest solely with the central government (for example, defence, police, monetary, justice, foreign affairs and religious affairs), others are a shared responsibility between Central and Local Governments. However, the re-assignment of roles and responsibilities needs several preconditions in order to be successful, including:

- ▶ Provision of sufficient fiscal resources
- ▶ Clear guidance and updated regulations for local governments
- ▶ Greater supervision and coordination between the central and local governments
- ▶ Enhanced capacity of local government institutions, effectively enabling and empowering them to provide quality public services at the local levels.

While the Indonesian reform process has largely been successful, there are several shortcomings and challenges that continue to impact its effectiveness. For example, there is still unclear distribution of functions between the central and the local levels; several laws still need to be reviewed; and gender imbalances persist in political representation and electoral processes.

Cambodia – Participatory Planning and Local Development Funds

Mr. Min Muny, Advisor to the National Committee for Sub-National Democratic Development (NCDD), Cambodia

Cambodia's Deconcentration and Decentralization (D&D) Reforms were initiated in 1997 and piloted, supported by UNDP and UNCDF, at the Commune/Sangkat level between 1997-2001. The core values driving the reforms process

were: *Dialogue, Clarity, Agreement, and Respect.*

A more comprehensive decentralization programme was launched together with the first Commune/Sangkat election in 2002. In 2009 there were indirect elections for District Councils, further enhancing the decentralization process.

The Commune/Sangkat (C/S) is the lowest tier of Sub-National Administration in Cambodia. From being an outpost of the district and provincial authorities, the Commune has evolved into becoming the elected representative body of the people and the key driver for local development, playing an important role in the development planning process. As the Government of Myanmar is considering the devolution of the planning function to the Township level, this experience from Cambodia can serve as an inspiration to the Myanmar process.

The Commune/Sangkat Development Planning (CDP) process was piloted in selected communes between 1997-2001. Preparation of a Commune/Sangkat Development Plan involves several key steps, as illustrated in Figure 2.



Figure 2: Key steps in the process of development plan preparation, Cambodia

The Commune Annual Investment Program is an instrument to facilitate the implementation of the CDP. After consulting with citizens, several C/S investment projects are prepared and implemented to respond to their key development needs and priorities.

The major achievements of the C/S and Local Governance Reforms in Cambodia, which are particularly relevant for Myanmar, include:

- ▶ Successful establishment of elected Commune/ Sangkat Councils
- ▶ Appropriately functioning local development and democratic governance processes
- ▶ Enhanced legitimacy of local government
- ▶ A well-established bottom-up planning (District/Provincial Planning) process; and
- ▶ Improved security and peace building, alongside physical infrastructure improvements and economic growth.

Governance Assessments – Examples from the Southeast Asian Region with Application to Myanmar

Chair: Mr. Christian Hainzl, Team Leader (Local Governance), UNDP Myanmar

Following the general discussion on decentralization and local governance reform, the focus of the workshop shifted to governance assessments. The aim of this session was to illustrate how governance assessments could be applied effectively to improve the quality of local governance. The session also included presentation of the proposed sub-national governance mapping methodology for Myanmar.

Why Are Governance Assessments Relevant for Good Local Governance Performance?

Mr. John Samuel, Senior Democratic Governance Advisor, UNDP Oslo Governance Centre

Governance is defined as the way in which services and public goods are allocated and delivered, and the interaction between public, economic and social actors in society related to the allocation of public goods. Some universally agreed principles or elements of good governance are:

- ▶ **Effectiveness and Efficiency:** Do activities implemented by local government contribute to development objectives in the most cost effective way?
- ▶ **Transparency and Rule of Law:** Are both state and non-state actors sharing information? Are they open in the way decisions are made, including their adherence to existing regulations and law?
- ▶ **Accountability:** Does the executive justify and explain its decisions to legal and political oversight bodies (auditor and parliament) and to the public at large?
- ▶ **Participation:** Are citizens actively engaged in decision-making processes and is the government responding to their rights as well as demands?
- ▶ **Equity:** Do all citizens have equitable access to government services and resources?

The experience of the Oslo Governance Centre in implementing local governance assessments across the globe demonstrates the importance of assessments in improving local governance performance. Local Governance Assessments (LGAs) are being introduced and applied in several countries as a participatory and multi-stakeholder process of assessing, analysing and understanding governance at the local level. LGAs fulfill three important purposes:

- ▶ **Diagnostic:** Identifying gaps and constraints in local policy implementation; unearthing systemic deficits; identifying specific capacity-building needs; evidence based planning.
- ▶ **Monitoring and evaluation:** Monitoring results of capacity building efforts and changes in governance, providing an objective account of achievements of local government, thus building accountability.
- ▶ **Dialogue and advocacy:** Creating a platform to involve civil society and citizens in local governance and to empower stakeholders to demand change based on evidence.

UNDP emphasizes that all local governance assessments must pay special attention to

vulnerable and marginalized groups. Indicators chosen must be pro-poor and gender-sensitive, which can be ensured through:

- ▶ Disaggregating data by poverty/gender
- ▶ Selecting indicators specific to the poor/women
- ▶ Selecting indicators which are implicitly poverty/gender sensitive
- ▶ Including indicators chosen by the poor/women.

Vietnam – Public Administration Performance Index (PAPI)

Dr. Hoang-Giang Dang, Vice Director, Centre for Community Support & Development Studies (CECODES), Hanoi, Vietnam

The Vietnamese experience of developing the Public Administration Performance Index (PAPI) illustrates how citizens' feedback on service delivery can be used to improve service delivery, fight corruption and enhance social accountability. PAPI is the largest nationwide governance and public administration survey in Vietnam used to measure performance at the provincial level.

Since it was launched four years ago, the Index has provided evidence and data to policy makers and other stakeholders in society. Each year between 13,000 and 15,000 people across the country are interviewed about their experience of using public services.

PAPI was initially piloted in three provinces in 2009 and extended to 30 provinces in 2010. In 2011, all 63 provinces conducted PAPI, covering a total of 207 districts, 414 communes, and 828 villages. PAPI's credibility is based on the fact that:

- ▶ It reflects concerns of both the government and citizens;
- ▶ It has broad-based political support from the National Assembly, Government Inspectorate, ministries and other departments;
- ▶ It also has support from a wide range of stakeholders, such as Political Academy,

National Assembly delegates, People's Councils, donors, and NGOs;

- ▶ It works constructively with the media to disseminate information in a transparent, balanced and informative way.
- ▶ It has created champions among the provinces; and
- ▶ Its results and findings are easily accessible.

The strength of PAPI lies in its ability to promote a dialogue between different stakeholders. Another important lesson for Myanmar lies in the governance of PAPI itself. A National Advisory Board guides the implementation of PAPI. This Board is not operationally active but consists of people from different sections of the society with a good reputation, including the government, the national assembly, and academia.



Mapping Capacity for Good Governance: Proposed Methodology for State/ Region and Township Levels in Myanmar

Mr. Paul van Hoof, UNDP Local Governance Mapping Expert

The President of the Union Government of Myanmar has recently urged State/Region governments and Township administrations to:

- ▶ Expand public service delivery; improve on their performance
- ▶ Improve the process of service delivery; improve on their governance

- ▶ Involve citizens more actively; improve on participation

UNDP has developed a methodology for mapping the quality of sub-national governance, specifically suited to the Myanmar context. The objectives of Sub-national Governance Mapping in Myanmar are:

- ▶ To provide an overview of the quality of service delivery (for a selected number of sectors and key basic services), and the quality of governance at township and state/region level.
- ▶ To identify related capacity needs of government and non-government stakeholders to play their role in governance and service delivery effectively.

The results of the mapping exercise can be used:

- ▶ By government and non-government actors at township and state/region level to define governance reform interventions and capacity development plans; and
- ▶ By the union and state/region governments as well as development partners to define their capacity development support activities.

The development of the methodology was guided by several factors which are peculiar to the Myanmar context, including:

- ▶ The fact that the transfer of responsibilities and power to lower level governments is still on-going;
- ▶ A future monitoring and evaluation system of the government is planned and could integrate the indicators used in the mapping exercise;
- ▶ Raising awareness and enhancing basic capacities regarding service delivery and democratic governance of all participants (government staff, citizens, CSOs, etc.) must be an integral part of the process;
- ▶ The methodology should stimulate active involvement of citizens and non-government stakeholders in the process;

- ▶ Since there is a lack of reliable basic administrative data in Myanmar, the methodology should mainly make use of qualitative data. When data management improves in future, the methodology should be able to absorb more quantitative data as well; and

- ▶ The methodology should address both the supply and demand side of governance and service delivery.

UNDP will implement the mapping methodology in all fourteen states and regions, starting with Mon and Chin states in 2013, then expanding to four more states and regions by early 2014 (Shan, Bago, Mandalay and Ayeyarwaddy), and finally extending it to the remaining eight states and regions by the third quarter of 2014.

The methodology is summarized in Figure 3. UNDP and its partners have implemented similar initiatives in several other countries, and the experience of Liberia was shared during the presentation.

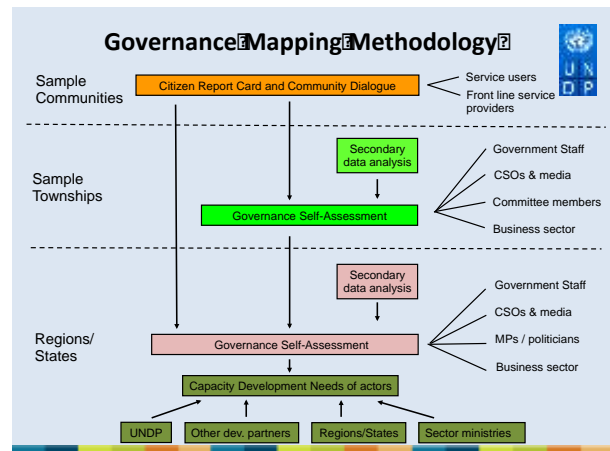


Figure 3: UNDP's Sub-national Governance Mapping methodology for Myanmar

The Mapping exercise will begin with a Citizen Report Card (CRC) and a community consultation exercise, which will collect information from households, frontline service providers and village/ward level administrators. Data from the CRC and community consultations will be used to inform the Government Self-Assessment (GSA) exercise involving different stakeholder groups, at the township level.

Five criteria or principles of good local governance will provide the framework for the CRC and GSA:

1. Effectiveness and Efficiency
2. Transparency and Rule of Law
3. Accountability (legal, political and social)
4. Participation
5. Equity

Government staff from ministries as well as from the General Administration Department (GAD), members of various committees, NGOs, CBOs, the media and private business sector will be involved in this exercise. A similar GSA exercise will be carried out at the state level as well. The analysis from the various levels will provide directions for governance reform and capacity-building interventions for both government and non-governmental stakeholders.

Six townships will be selected in each of the first two states (Mon and Chin), for the implementation of the exercise. Within each township, two communities (villages/wards) will be selected for CRC and community consultations.

The CRC and CSC reports can be used by the township administration and the state/region government to:

- ▶ Identify priorities for the improvement of services
- ▶ As a way of improving citizens participation in planning.

The GSA reports and the capacity development plans can be used:

- ▶ By the townships and the states/regions to improve their own performance and capacities;
- ▶ By the MoHA/GAD to improve the quality of administration and its support structures (like training programme) to the lower level government institutions;
- ▶ By the union level sector ministries to further develop their deconcentration policies and strategies and to develop their support structures to their lower level agencies/departments;

- ▶ By the Ministry of National Planning and Economic Development as an input into developing its performance monitoring mechanisms;
- ▶ By UNDP and other development partners to develop their capacity development support strategies to regions/states and townships;
- ▶ By the Government of Myanmar to improve its policies and legislation related to local government.

Similar to the National Advisory Board for the PAPI in Vietnam, UNDP proposes to set up an Advisory Committee for the duration of the project in Myanmar. The Advisory Committee will advise UNDP on the design, development, and implementation of the Sub-national Governance Mapping approach and methodology, acting as a two-way channel of communication between UNDP and critical stakeholders in this exercise.

Plenary Discussion

In the Q&A session following the plenary presentations, participants were keen to know more about the driving factors behind decentralization processes in various countries, the main elements of political, administrative and fiscal decentralization, and the experiences with participatory planning. The role of the private sector in these processes was also explored. Issues of gender equality were also discussed.

There was a lively discussion on governance assessment and mapping approaches. Participants challenges and questioned the speakers regarding the methodology as well as effectiveness of the approaches shared, for instance the PAPI, which indicated a keen interest in this initiative. At the same time, participants offered suggestions and ideas to improve the mapping methodology.

An important suggestion related to the importance of involving community-based organisations and religious institutions in the CRC, which have emerged to fill the gap in terms of service provision at the local level, over several decades. Another suggestion was

related to managing expectations, especially within communities, who may see the mapping exercise as a promise of development, rather than simply an evaluation of the current situation. Concerns were also raised about the potential threats to communities participating in the CRC and community consultations.

Group discussions

The introduction of group discussions with a mixture of government and non-governmental stakeholders was a key participatory element and an important innovation in the national workshop. Participants were divided into four groups with representatives of all stakeholders divided equally between groups. The discussions allowed participants to share their views, learn from each other and interact freely, and thus laid the foundations for future dialogue and constructive engagement.

Of the four groups, two focused on analysing the capacity needs at different levels of government; while the other two reflected on the mapping methodology.

Local Governance Reforms: Relevance of Experiences for Myanmar

Facilitator: Mr. Paul van Hoof, UNDP Local Governance Mapping Expert

Topic 1: Local Governance and Capacity Development in Myanmar

The groups focusing on local governance and capacity development were asked to reflect upon the following questions:

- ▶ To improve government performance at both the township and region/state level in order to enhance public service

delivery, what are the most important capacity requirements?

- ▶ In order to improve good governance at both the township and region/state level to become a clean government, what are the most important capacity requirements?
- ▶ In order to improve citizen participation in planning and development at both the township and region/state level, what are the most important capacity requirements?

Group 1

*Moderator: Daw Sanda Thant, UNDP Myanmar
Co-moderator: Ms. Thusitha Pilapitiya, UNDP-APRC Bangkok*

The group observed that in order to enhance institutional capacities, the Union Government must clarify the distribution of powers among the States/Regions on public services delivery (even if it is not specified by law, it can be clarified through regulation or notification). Role and responsibilities in delivering public services should be clarified in line with state vision, mission, and policies, and public service delivery at all levels must be clearly assigned based on sectors.

The group also recommended that coordination mechanisms should include quarterly meetings with Civil Society Organizations who represent the people. It was noted that many of these organisations operate with the scarce resources mobilized in poor communities, where government currently doesn't meet service needs of the people.

Other suggestions included giving adequate emphasis to gender responsiveness, and strengthening of Township development support committees.

Transparency and accountability, as well as access to information, were mentioned by the participants as being central in the development of a clean and transparent government. The group emphasized the need to develop promotional materials which

increase peoples understanding of their civic rights. Raising awareness about organizational responsibilities and capacities, complaint mechanisms, the importance of civic education, the need to encourage active citizenship, and the role of the media, were also highlighted.

The group strongly advocated for inclusion of citizens in planning and development processes. The need to enhance access to information was highlighted, as was the importance of empowering women to participate. It was also suggested that bottom-up planning approaches should be monitored independently through Planning and Implementation Committees.

The group also proposed that the roles and responsibilities of the development support committee (including involvement of parliamentarians) should be clearly defined.

On the demand side, it was also proposed that women organizations (e.g. Mother and Child Welfare Organizations) should be strengthened. A sense of ownership should be encouraged so people commit to nurturing and developing civil society organizations. Participation of the most disadvantaged/vulnerable groups should be actively encouraged.

Group 2

Moderator: Daw Thin Thin Aung, UNDP Myanmar

Co-moderator: Mr. John Samuel, UNDP Oslo Governance Centre

In order to build capacity at the institutional level, the group highlighted the need for regular monitoring and evaluation. To achieve this, both data collection and analysis would be required. For example, providing statistical comparisons between periods to measure whether interventions had been successful. Another capacity building measure should include effective administration of available budgets. From the government's perspective, budget allocations need to be made in advance and secured within a reasonable timeframe to allow for the planning of activities.

The group also asserted that authority and autonomy to complete the tasks assigned should be firmly established. As the country progresses towards democracy, there is a need to establish the rule of law, especially at the organizational level, so that all organizations operate within the same framework. Networks of organizations should be strengthened to improve cooperation among NGOs and development partners.

Finally, appropriate checks and balances should be institutionalized within the committees by making these decisions transparent and available to the people they affect. Clean government requires trust, the ability to judge fairly, and open communication. At the same time, it also requires codes of conduct and ethics, incentives and penalties.

Topic 2: Methodology for Sub-national Governance Mapping in Myanmar

The two groups focusing on the governance mapping methodology were asked to reflect upon the following questions:

- ▶ What are possible pitfalls or difficulties UNDP could face when conducting this governance mapping exercise? How can the proposed methodology be improved?
- ▶ As not all basic service sectors can be included within the mapping exercise, which two service sectors should be included and why?

Group 3

Moderator: U Aye Lwin, UNDP Myanmar

Co-moderator: Ms. Sujala Pant, UNDP-APRC Bangkok

The group made several suggestions towards the mapping methodology. It was strongly suggested that this exercise should include remote townships of each state/region, as well as the areas in which progress is being made towards peace building.

Participants suggested that data collection should be a systematic process so that reliable information/data is available for

policy decisions. A strong survey methodology should be adopted. The methodology, time frame and field survey plans must be disseminated to all stakeholders so they understand the importance of the mapping exercise.

It was also pointed out that State and Region administrators have many priorities, so instruction from the Union level will need be clear and indicate a high priority for this mapping exercise.

At the lowest level, survey questions should use simple language so that community can understand and respond to the questions appropriately. Group discussions must be open and inclusive.

In terms of selection of service sectors or thematic areas for the mapping exercise, there was considerable debate among group members and it was difficult to reach consensus on two service sectors. Finally participants agreed with the following in terms of priority:

1. Public administration
2. Agriculture
3. Health
4. Education

Stakeholders to be involved in the mapping exercise include a Parliament representative, community members who are highly respected, women and vulnerable persons, and representatives of all ethnic groups including minorities.

The group also warned against being unduly influenced by local administrators while selecting survey respondents or participants in community consultations.

Group 4

Moderator: U Tin Aung Cho, UNDP Myanmar

Co-moderator: Dr. Shipra Narang Suri, UNDP Myanmar

In their response to the question on potential pitfalls and challenges, the group noted that the mapping exercise could be adversely affected by the lack of awareness about the exercise at the community as well as the official level, as well as weak facilitation

skills/ capacities. In terms of logistics, language barriers, transportation, climate and the rural seasonal calendar were highlighted as possible challenges. Cultural sensitivity and gender sensitivity were also mentioned.

In terms of sectors for mapping, the group chose Health and Education as basic healthcare and primary education are important services needed in every community.

The group recommended several stakeholder groups for inclusion in the exercise. It was suggested that at the lowest levels, primary school teachers, nurses and midwives, religious leaders and venerable Sayardaw, as well as cluster leaders should be involved.

At the township level, government staff (from GAD and relevant sector ministries), Committee members (Representatives from various township committees), CSOs, Business sector representatives, religious organizations/ Venerable Sayardaw, and Members of Hluttaw should participate. At the state level, academic and media associations should also be invited, in addition to all those mentioned earlier. Overall, the mapping methodology should be gender inclusive, and vulnerable people and those with disabilities should also be able to participate freely in the exercise.

Sharing & reflection

The first day of the workshop was interactive and lively, especially in the group discussions where participants shared their views and opinions in a frank manner. Groups were mixed between government, parliamentarians, academia and CSO representatives.

Many ideas were generated in a short period of time, demonstrating a desire to engage in open dialogue. Common issues that emerged from Groups 1 & 2 on institutional, organizational and individual capacity needs for the reform process, included:

- ▶ Improvement of vertical and horizontal coordination (within government as well as between government and other stakeholders)
- ▶ A harmonized and systematic approach towards further decentralization (e.g. clarity on powers, mandates and capacities)
- ▶ Promotion of active citizenship, including enhancing awareness of rights and responsibilities of citizens; specific emphasis on the representation and participation of women in the reform processes.
- ▶ Establishment of functioning redress mechanism (e.g. working telephone hotlines for reporting complaints, in particular, corruption)

On potential pitfalls that the methodology should be aware of, Groups 3 and 4 highlighted the following issues:

- ▶ Careful planning of travel and logistics with advance communication to all stakeholders
- ▶ Ensuring that civil servants are instructed to devote their time and attention as a priority to the process
- ▶ Simple and easy to use forms, use of local language and local facilitators (proficient in local languages)

- ▶ Training of facilitators
- ▶ The imperative of creating an atmosphere of trust

While discussing the choice of service sectors to be included, planning was mentioned as a key area, which would be relevant for all sectors. Health and education were highlighted by both groups, while agriculture and public administration were also mentioned.

Finally, regarding the stakeholders to be included in the mapping exercise, the groups pointed out that village elders need to be included, along with MPs and elected village representatives (heads of 10 and 100 household clusters). Non-government service providers (including religious groups) need to be included, and a gender balance must be maintained in all stakeholder groups and within facilitators.

There was a general consensus that all stakeholders need to work together to achieve the reform objectives and assist each other in performing their role. The mapping methodology was also welcomed and broadly supported by the workshop participants.





Day 2

Presentations

The focus of the second day of the workshop was on practical experiences from the region relating to people centered-service delivery, and their relevance in the Myanmar context.

People-Centered Service Delivery

Recap from Day 1 and Introduction to Day 2

H.E. Dr. Daw Khin San Yee, Deputy Minister, Ministry of National Planning and Economic Development

Before providing an introduction to the programme of the second day, H.E. Daw Khin San Yee recapped the salient points from the preceding day's presentations. Recalling that participants were given the opportunity to contribute actively by joining four separate group discussions, she observed that all stakeholders present, including Government representatives, parliamentarians, and CSOs participated actively in these discussions. During this process participants agreed that it would be important for all stakeholders to continue to participate in a constructive manner, throughout this mapping process.

Daw Khin San Yee also observed that several discussions would be needed throughout the rollout of the subnational governance mapping process, and reconfirmed that an Advisory Committee would be formed as soon as possible to assist with this.

Discussions in Groups 1 and 2, with a focus on capacity building needs, concluded that horizontal and vertical relationships are needed between government departments and other organizations, and that a systematic approach is required towards the process of decentralization.

Group 3 and 4 pointed towards the need to share information prior to the mapping exercise and incorporating local contextual issues, language and cultural sensitivities, into the survey design and implementation. Simple language and questions that are easily understood can ensure full participation so that the demand side of local governance can be understood. Inclusiveness is critical to this process. Education, Health, Agriculture and public administration were mentioned as the potential areas of focus for the mapping exercise.



New Initiatives for People Centered Development in Myanmar

Key Note Presentation: H.E. U Tin Naing Thein, Union Minister, President's Office

After welcoming the participants and the deputy ministers who came to attend the second day of the national workshop, the Minister stressed upon the need to restore the trust of people in their government. He also provided participants with a comprehensive overview of the key areas and practices that require change, emphasizing that extensive capacity building is necessary to achieve the goals of the reform process. He also noted that with over 300 townships, the future of

the country lies in the development of its townships. With this objective in mind, development support committees have been formed at the township and village tract level. However, the leadership skills and capacities of these committees need to be raised, and social capital formation strengthened. Similarly, task force and delivery units have been also been formed within the government and need to be supported.

On improved planning, H.E. U Tin Naing Thein emphasized that Myanmar needs township development plans that include socio-economic and infrastructure development as well as land use planning and balance that with the needs for service of their people. Development needs can only be prioritized on the basis of township development plans.

State and region governments and township administrations need to improve their monitoring capacities and systems to assess performance of government staff they supervise. The proposed mapping methodology can assist in achieving this objective.

Noting that an important role of the township committees would be to assess local needs, the Minister pointed out that the committees have limited capacity, which needs to be augmented. The union level government is also considering a revision of the budget system to improve funding to lower level government institutions to enable them to fulfill their functions.

Finally, the Minister observed that with representatives of the members of parliament, government departmental officials and civil society organizations participating in the national workshop, this can be an opportune moment to build trust and understanding among these stakeholders.

He also expressed the hope that the national workshop would enable participants to understand how other countries in the region are working for community development, and apply the lessons learnt to propel the reform process forward in Myanmar.

People Centered Services – Country Examples from the Region

Chair: Dr. Tin Maung Than, Director, Myanmar Development Resource Institute (MDRI)

The aim of this session was to share experiences from countries in the region that have undertaken successful reforms to make governance and development more people centered. The presentations focused on service delivery through participation and partnerships, participatory planning, and accountability.

While each presentation highlighted processes and outputs specific to a particular context, a number of common threads were discernible, which may also be applicable in the context of Myanmar. These were later reaffirmed during the group discussions, which focused on the central themes of the case studies presented.

People Centered Development and Public Private Partnership (PPP) – A UNDP Perspective

Ms. Thusitha Pilapitiya, Local Governance and Decentralization Advisor, UNDP Asia-Pacific Regional Centre

The first part of the presentation focused on people-centered development, defined as *an approach that focuses on improving local communities' self-reliance, social justice, and participatory decision-making*. It recognizes that economic growth does not inherently contribute to human development and calls for changes in social, political, and environmental values and practices.

Two key elements are necessary for people centered development. The first one is participation, defined as ability to claim rights and access to decision-making. The second element is empowerment, for which UNDP proposes a Human Rights Based Approach (HRBA). Three examples of people-centred development – from India, Sri Lanka and South Sudan – were shared in this context.

The second part of the presentation discussed the theme of public-private partnerships (PPP). Noting that governments cannot meet the continually growing demand for services by acting alone, Ms. Pilapitiya suggested that PPP is one of the most promising forms of collaboration at the local/urban levels, based on the recognition that both the public and private sectors can benefit by pooling their financial resources, know-how and expertise to improve the delivery of basic services to all citizens. PPP offers an alternative to full privatization by combining the advantages of both sectors. Examples from Lesotho, Malawi, Nepal and the Philippines were briefly discussed in the presentation.

Lao PDR – Public Administration Reform to Improve Service Delivery

Mr. Nisith Keopanya, Director General – Department of Planning and Cooperation from Ministry of Home Affairs; Programme Manager of the National Governance and Public Administration Programme

The Lao PDR was established in 1975. Economic Reforms known as the New Economic Mechanism (NEM) were adopted by the 4th Party Congress 1986 and marked a shift from centrally command economy to a market-oriented economy. The new Constitution adopted in 1991 further propelled Lao PDR towards becoming a modern state governed by Rule of Law, with a Legislature, Judiciary and Executive. The National Assembly became the main legislative body.

The Governance Public Administrative Reform (GPAR) programme in Lao PDR supports public administration reform at national, provincial and district levels.

The GPAR programme supports policy formulation and implementation, institutional and legal frameworks, organization and development, civil service management, training and capacity development. The focus on service delivery has been sharpened in recent years, especially as the government moves forward on the achievement of the MDGs and the implementation of the

National Socio-Economic Development Plan. Empowerment of sub-national administrations is a key ingredient in this process.

Experience shows that locally managed services are more people-centered, and offer better value. The UNDP/UNCDF supported District Development Fund (DDF) mechanism - now operational in 53 Districts (37% of the country) – offers more effective service delivery in a low capacity environment. Over 3,000 local officials use DDF to provide better services in transparent and accountable way.

A district Performance Assessment system has been introduced to incentivize better performance as district ratings in a particular year affect the level of block grant given in the following year. This also helps to identify weaknesses and specific capacity needs of each district administration

A service delivery monitoring system and citizens' services feedback system was also introduced in 2007. Information captured through these has helped inform future local planning decisions and service-delivery priorities.

Nepal – Local Governance and Community-Led Development

Mr. Bodh Raj Niroula, Joint Secretary, Ministry of Federal Affairs and Local Development, Nepal

This presentation highlighted the lessons from a country where strengthening governance and management at the local government level, and the introduction of improved mechanisms such as minimum performance standards and performance assessments have made service delivery more efficient and responsive.

There is a need to establish clarity of division of mandates, roles and responsibilities of different government institutions at all levels as well as good horizontal and vertical coordination mechanisms, was highlighted in the presentation.

While discussing the bottom-up planning process in detail (see Figure 4), Mr. Niroula

pointed out that the outcomes of this process included not only provision of community infrastructure, but also improved social security and community mediation, as well as enhanced coordination with sector agencies.

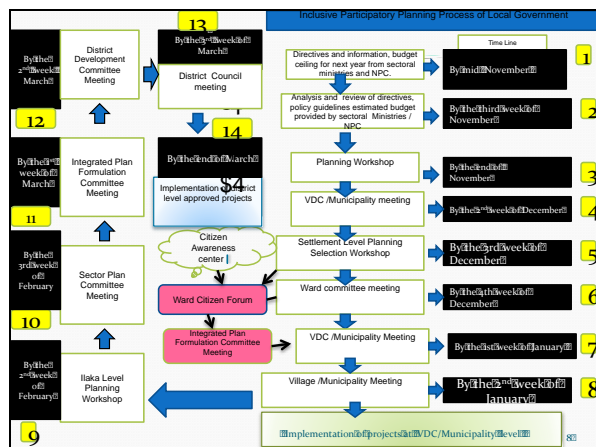


Figure 4: Participatory planning process at the local level in Nepal

It was also observed that for local governments to implement their mandates effectively, political, administrative and fiscal transfers to lower level governments must be implemented at the same time. National governments must provide strong leadership during the transition.

India – Access to Information for More People-Centered Service Delivery and Accountability

Mr. T.R. Raghunandan, Independent Expert (ex. IAS Officer), India

The presentation on access to information discussed the case of India, where certain preconditions, such as freedom of association, freedom of the press, a highly mature and active civil society and media, are already in place. Nonetheless, improving access to information is an important priority in the current Myanmar context as it can help citizens understand, among other things, what services they are entitled to, the process that is required, and what redress mechanism they have in case of complaints or feedback.

The Right to Information (RTI) Act is a Central law adopted in 2005. Interestingly, instead of being a top-down process, the law was a follow-up to previously adopted state-

level legislation on the right to information in several states (provinces) across India. The Right to Information is part of a larger reform process which includes legislation on democratic decentralization (adopted in 1992), the right to rural employment (2005), the right to education (2010), the right to food security (2013) and right to access to services (currently being discussed), as shown in Figure 5.

The RTI is applicable to all ‘public authorities’, which includes not only government offices, local governments but also NGOs substantially financed directly or indirectly by government.

A key outcome of these processes is the increased pressure on local governments, which in turn are demanding better institutional capacities. The national and state governments are responding by providing more funds to local governments.

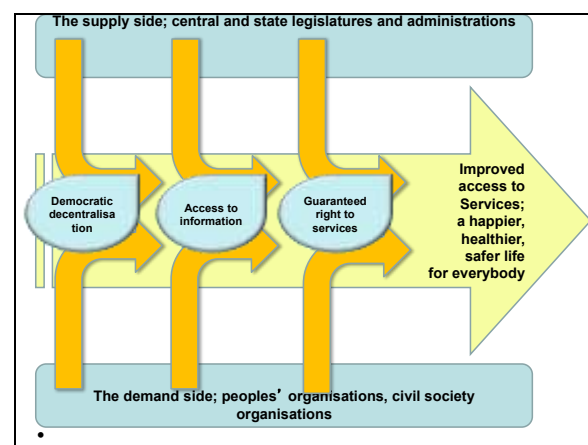


Figure 5: Access to information within a larger scheme of governance reforms in India

In addition, funds are also being invested in capacity development through training and orientation by State Training Institutes, administrative reform, and business process simplification. Finally, there has been dramatic success in reduction of corruption in some services due to e-Governance (e.g. Income tax, VAT administration), though it continues to be work in progress in others (e.g. Land administration).



Plenary Discussion

In the discussion following the presentations, participants expressed their views and also raised several questions. The importance of enhancing access to information in improving government performance and building trust was reiterated. Clarifications were sought on several issues such as the Human-Rights Based Approach (HRBA), Corporate Social Responsibility (CSR) and Public-Private Partnerships (PPP). Participants also wanted to learn more public administration and corruption issues from the two cases presented in detail - Nepal and India. Concerns about managing political tensions were raised, and the importance of the rule of law, as well as open dialogue and communication, were stressed in this regard.

Group discussions

People Centered Services – Opportunities and Challenges for Myanmar

Facilitator: Ms. Sujala Pant, Local Governance Specialist, UNDP Asia-Pacific Regional Centre

The session aimed to reflect on how different stakeholders in Myanmar could work together towards strengthening people centered service delivery. Participants were divided into four groups and assigned topics relating to: 1) Public Private Partnership (PPP) for people centered service delivery; 2)

Citizens' participation in local development planning and inclusive service delivery; 3) Improved transparency and access to information; and 4) Improving organizational and institutional capacities for enhanced service delivery.

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Group 1 – Public Private Partnership (PPP) for People Centered Service Delivery

*Moderator: U Tin Aung Cho, UNDP Myanmar
Co-moderator: Mr. Christopher Kaczmariski, UNCDF Regional Office in Bangkok*

The group identified the following potential areas in Myanmar for initiation of PPPs:

- ▶ Infrastructure construction (roads; bridges)
- ▶ Eco-tourism
- ▶ Health referral services
- ▶ Micro financing services

Several challenges and opportunities were identified in this process. Key challenges included:

- ▶ Lack of awareness on the concept of PPP
- ▶ Lack of guidelines and standard operating procedures
- ▶ Lack of appropriate monitoring mechanisms at the state and union levels

- ▶ Specifically in the area of Microfinance – Financing, Operational, Default risks

However, there are several opportunities as well:

- ▶ More investment has the potential to contribute to poverty alleviation and job creation opportunities;
- ▶ Increased presence and influence of public, private, and people centered organizations
- ▶ Additional savings and investment opportunities

The group also suggested the following roles for key actors, while emphasizing that role clarifications and guidelines are needed in each level of government (Township, State and Region, and at the Union level):

- ▶ Parliament: enacting, approving regulation, overseeing the overall progress, and coordinating each level of government;
- ▶ Civil society: providing inputs into the preparation of guidelines, providing suggestions and acting as an additional advisor in the PPP decision making process; and
- ▶ Development partners: technical advisory capacity, bringing experience and knowledge to the decision making process.

Group 2 – Citizen’s Participation in Local Planning and Inclusive Service Delivery

Moderator: U Aye Lwin, UNDP Myanmar

Co-moderator: Dr. Anki Dellnas, UNDP Myanmar

The group began by emphasizing that in order to achieve meaningful participation, the government needs to inform citizens about its plans and policies. In the process of decision-making citizen representatives must be given a chance to participate. At the same time, it is important to involve people with authority, in order to make the right decisions.

To understand and prioritize the needs of citizens at the village and ward levels, a ranking system could be established at the

local level. Government policy should respond to citizens’ needs. Since there are only limited resources to meet these needs, prioritizing will be critical. However, decisions taken on the prioritization of activities must again be transparent. Wherever possible, plans should be formulated together with donors, local and international, who have the ability to provide government with implementation support.

The group noted that, at the moment, the plans come up from the committees at the township level but they do not adequately represent citizens’ voices.

The following stakeholders were identified as having a key role in planning processes:

- ▶ Government departments: Policy formulation and implementation
- ▶ Parliament: Enacting laws
- ▶ CBOs: Advocacy and ensure government accountability
- ▶ Development Partners: Financial and technical support
- ▶ Private sector – Corporate Social Responsibility
- ▶ Committees – Networking
- ▶ Faith-based institutions – Suggestion and networking

Group 3 – Improved Transparency and Access to Information

Moderator: Daw Sanda Thant, UNDP Myanmar

Co-moderator: Dr. Shipra Narang Suri, UNDP Myanmar

The group noted that it is important to open up information flow between the government and citizens in Myanmar. There are, however, several constraints and opportunities in this process, including the present legislative formulation (ward & village law), problems with accuracy and quality of information, and issues of whistle blower protection.

Establishing E-governance procedures can help in making government more transparent and accountable to citizens. The roles of

different stakeholders in this process were described as follows:

- ▶ Parliament: Encourage interaction between CSOs, including women's groups, religious and social groups, and the Government
- ▶ Media: Inform citizens and provide civic education, while maintaining high ethical standards.
- ▶ Development partners: Provide resources, technology and capacity development
- ▶ Private sector: Corporate Social Responsibility together with CSOs; share business/ market information with citizens

Group 4 – Improving Organizational and Institutional Capacities for Enhanced Service Delivery

Moderator: Daw Thin Thin Aung, UNDP Myanmar

Co-moderator: Mr. Paul van Hoof, UNDP Myanmar

Participants in this group reaffirmed that people centered development is extremely important for the Myanmar context and it is in line with the policies and plans currently being implemented in the country.

However, in order to bring out lasting improvements in public service delivery, necessary laws should be promulgated, in consultation with the public.

Information dissemination is critical, and must be done in such a way that people at the grass roots are able to comprehend and act upon information. Local governments, INGOs, NGOs, and local experts should take part in building up capacities for both information dissemination and absorption.

The group also noted that there are severe constraints in terms of the quality of human resources, especially at the local level. To address these, training and capacity-building programmes should be organized in areas which are critical for local development and service delivery.

With regard to opportunities, the group observed that several organizations and

institutions already exist and can perform their roles better with some capacity development. Development partners are also interested in providing assistance, and the broad-based political support to this process makes it an opportune moment for Myanmar.

Sharing & reflection

All four groups highlighted challenges and opportunities together with the importance of information sharing, importantly this highlighted the need to use radio and new technologies to disseminate this information

The presentations pointed to the different responsibilities of different branches of government, including parliament, ministries and departments, as well as the role of civil society organisations, media and academia.

Training and capacity building at all levels, and for all stakeholders, was another common theme across the presentations

Conclusions

Translating Experiences into Practice – What Do We Take Away?

Chair: U Ko Ko Hlaing, Political Advisor to the President / President's Office

During this session a selected group of panelists representing key development stakeholders (Government, multi- and bilateral development partners, CSO and academia) were invited to share their conclusions and key takeaways from the conference.

In his summary, U Ko Ko Hlaing complimented the organisers of the workshop, observing that this was the first opportunity for many participants to come together and engage in an open dialogue. It also provided a platform to learn from best practices from development partners and neighbouring countries, as well as from the academia.

At the same time, U Ko Ko Hlaing noted that lasting change requires a shift in both mindset and attitudes. This is particularly important for government employees, who need to embrace their new roles and act as facilitators, educators, information providers and listeners. It is also important to build confidence among stakeholders, which needs time and persistent efforts.

Speaker – U Htun Hla Aung

Director General, Department of General Administration, Ministry of Home Affairs, Myanmar

U Tun Hla Aung stressed that in reform processes the private sector and government needs to work together towards the same goals. Each sector needs to be informed about the reform process, implications for doing business and its role in advancing the democratization of the country.

At the same time, he noted that there is a huge capacity deficit within government staff involved in the reform process. Limited and poor quality basic administrative data at all

levels is also a constraint. On behalf of the General Administration Department, he welcomed this initiative from UNDP to map capacity needs at the region/state and township level and assured full cooperation of his department during the implementation process.

Speaker – U Zaw Linn Htun

Dy. Director General (Mon State Administrator), Department of General Administration, Ministry of Home Affairs, Myanmar

U Zaw Linn Htun observed that this is the first stage of a long process to improve service delivery to the people of Myanmar and there are serious capacity gaps at the state and region government level. These severely constrain the ability of state and region governments to perform their new roles and functions. Citizens need a reliable government that they can trust. Public servants therefore have to work hard to re-establish this trust in government and show that they are willing to work with other groups in society to achieve this. He also stressed the need to enhance the capacities of the Government, civil society and media, in order to realise these objectives.

Speaker – Mr. Chris Milligan

Mission Director, USAID

In his speech, Mr. Milligan noted that the timing of this good local governance workshop is significant and well-aligned to support the reforms process in Myanmar. Emphasizing that it was critical to ensure that the reforms are both real and felt by the people of Myanmar, he asserted that political decentralization must be matched with administrative and fiscal decentralization, implemented simultaneously. He also reminded the group that decentralization means placing the right government service at the correct level of government – it is not about empowering one level of government over another. Achieving effective decentralization and good local governance will require:

- ▶ An ongoing analysis and adjustment of the relevant legal framework;
- ▶ A clear understanding of the rules of the games by all stakeholders;
- ▶ Improved township planning.

On behalf of the international development partners, Mr. Milligan reiterated their willingness to support the Government of Myanmar in this process and strengthen the implementation capacity of the government.

Speaker – Mr. Toily Kurbanov

Country Director, UNDP Myanmar

Reflecting on the outcomes of the workshop, Mr. Kurbanov noted that leadership of the government and parliament is required to establish the transformation agenda. The reform process must remain organic and nationally owned and driven, though inspiration could be drawn from other regional and global examples. While there are many challenges ahead, it is also evident that there is strong leadership at the central level, by the government and the President. Making a difference at the local level will be key for the continued success of the reform process in future.

Mr. Kurbanov highlighted four key points as his “takeaways” from the workshop and discussions, which are also the key elements of the current and next stage of the reforms process:

- ▶ Confidence building and the creation of mutual trust between all stakeholders, followed by capacity development.
- ▶ Strengthening of the public administration, which will include codifying the delegation of authority from the union level to the state level; establishment of clear rules and standard operating procedures; modernization of the public service; and targeted capacity development to implement these activities.
- ▶ People oriented service delivery.
- ▶ Controlled risk taking and seeking to introduce innovation through experiments

– e.g. in the area of local public finance or local development planning.

Mr. Kurbanov noted with satisfaction that proposed Subnational Governance Mapping methodology was discussed thoroughly and endorsed by all stakeholders present. He assured the participants that UNDP will give due consideration to the feedback received while finalizing the design of the methodology. He also promised the audience that in the course of carrying out local governance mapping work, UNDP will remain responsive to political and others sensitivities including in ethnic areas. The establishment of the Advisory Committee proposed by UNDP will be critical in guiding this process.

Mr. Kurbanov concluded by reaffirming UNDP’s support in organising similar events in the future, as well as in facilitating south-south exchange and further learning opportunities.

Speaker – Dr. Zaw Oo

Executive Director, Myanmar Development Resource Institute (MDRI)

In his remarks, Dr. Zaw Oo pointed out that a lot has been achieved over the last thirty months and that the country is moving in the right direction with the reforms. While Myanmar is still facing several challenges in its transition, the fact that the country is simultaneously going through a triple transition adds to the complexity of the process. Prioritization and sequencing of the reform programmes is therefore critical.

Dr. Zaw Oo also observed that the decentralization strategy is a to-and-fro process. He emphasized the need to strengthen the intergovernmental fiscal relations, which might require a temporary centralization to redesign the financial management system before making it available again in an improved manner to lower level government bodies. He also echoed the views of previous speakers in stressing that it is important to keep the reform within the administration “organic”;

there is no need to reinvent the wheel but rather key is to focus on assisting in reorientation and guiding government staff.

Closing Session

Speaker – H.E. Brigadier-General Kyaw Zan Myint

Deputy Minister for Ministry of Home Affairs

In his closing remarks, the Deputy Minister thanked UNDP its partners for organizing a path-breaking and successful workshop. He stressed the importance of bringing the various stakeholders together to discuss these important topics and confirmed the support of the Government of Myanmar for this continued dialogue.

Speaker – Mr. Toily Kurbanov

Country Director, UNDP Myanmar

Mr. Kurbanov thanked the two Ministers from the President's Office and their colleagues from the Ministries of Home Affairs and National Planning and Economic Development for making this national level workshop possible and successful. He stressed UNDP's continued support to the government's reform agenda. In conclusion, he thanked the resource persons, participants, and the organising team for their efforts in making the national workshop a success.



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Annex 1

The National Workshop on “Good Local Governance and People Centered Services –

What Can We Learn from Best Practices in the Region?”

17 – 18 August 2013

Myanmar International Convention Centre (MICC)

Nay Pyi Taw, Myanmar

Agenda

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| Day 1: Saturday, August 17, 2013 | |
| 7.30-8.00 | Registration |
| 8.00-8.15 | Welcome address H.E. Lt General Ko Ko, Union Minister, Ministry of Home Affairs |
| Local Governance Reforms: Setting the Stage | |
| 8.15-9.00 | The Myanmar Context Key note presentation: H.E. U Hla Htun, Union Minister, President’s Office The objective of this presentation is to introduce the ongoing reform agenda and provide an outlook on future role and functions of Region/State governments, and township administrations in Myanmar. |
| 9.00-9.30 | Session 1: UNDP Address Mr. Toily Kurbanov, Country Director, UNDP Myanmar The objective of this session is to position local governance and people centered development within a broad context and UNDP’s contributions therein. |
| 9:30-10.20 | Session 2: Local Governance Reforms in South East Asia - The Big Picture Prof. Scott A. Fritzen, Wagner School of Public Administration, New York University The objective of this session is to provide an overview of practical experiences of implementing good local governance and effective public service delivery reforms in South East Asia. |



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| 10.20-10.30 | Group Photo |
| 10.30-10.50 | Break |
| Local Governance Reform: Learning from Experience | |
| 10.50-11.00 | <p>Session 3: Local Governance Reform: Country Examples in South East Asia</p> <p>Chair - Mr. David Jackson, Director for Local Development Finance Practice Area, UNCDF, New York</p> <p>The objective of the session is to share practical experiences from the South East Asia Region on the implementation of good governance and public sector reforms, as well as practical examples of participatory planning and budgeting at the local level.</p> |
| 11.00-11.45 | <p>Presentation 1:</p> <p>Indonesia – Governance and public sector reforms, Dr. I Made Suwandi, Former Director General, Ministry of Home Affairs, Indonesia</p> |
| 11.45-12.30 | <p>Presentation 2:</p> <p>Cambodia – Participatory planning and local development funds, Mr. Min Munny, Advisor to the National Committee for Sub-National Democratic Development (NCDD), Cambodia</p> |
| 12.30-13.00 | Discussion in plenary |
| 13.00-14.00 | Lunch |
| 14.00-14.05 | <p>Session 4: Governance Assessments - Examples from the South East Asian Region with application to Myanmar</p> <p>Chair - Mr. Christian Hainzl, Team Leader (Local Governance), UNDP Myanmar</p> <p>The objective of this session is to illustrate how governance mapping and assessments can be applied to foster good local governance; including a concrete proposal for a mapping methodology suitable for Myanmar to be presented.</p> |
| 14.00-14.20 | <p>Presentation 1:</p> <p>Introduction: Why are governance assessments relevant for good local governance performance, Mr. John Samuel, Senior Democratic Governance Advisor, UNDP Oslo Governance Centre</p> |
| 14.20-14.50 | <p>Presentation 2:</p> <p>Case study: Vietnam – Public Administration Performance Index (PAPI), Dr. Hoang-Giang Dang, Vice Director, Centre for Community Support &</p> |



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| <p>14.50-15.35</p> | <p>Development Studies (CECODES), Hanoi, Vietnam</p> <p>Presentation 3:</p> <p>Mapping capacity for good governance: proposed methodology for State/Regional and Township levels in Myanmar, Mr. Paul van Hoof, UNDP Local Governance Mapping Expert</p> |
| <p>15.35-16.00</p> | <p>Discussion and reflections in plenary</p> |
| <p>16.00-16.30</p> | <p>Break</p> |
| <p>Local Governance Reform: Relevance of Experiences for Myanmar</p> | |
| <p>16.30-17.30</p> | <p>Session 5: Group Discussion</p> <p>Facilitator - Mr. Paul van Hoof, UNDP Local Governance Mapping Expert</p> <p>The objective of this session is to reflect on the information provided in the earlier sessions and discuss whether and how these experiences and methodologies can be applied in Myanmar.</p> <p>We will split into four groups. Two groups will discuss topic one and another two groups will discuss topic two (<i>*sessions will be held in Myanmar language although non-Myanmar speakers are welcome to attend. Please note, only limited translation will be available and therefore this time can also be used for bilateral meetings, external to these sessions</i>).</p> <p>Topic 1 group 1:</p> <p>Local governance and capacity development in Myanmar</p> <p><i>Moderator – Daw Sandar Thant, UNDP Myanmar</i></p> <p><i>(Co-moderator – Ms. Thusitha Pilapitiya, UNDP-APRC Bangkok)</i></p> <p>Topic 1 group 2:</p> <p>Local governance and capacity development in Myanmar</p> <p><i>Moderator – Daw Thin Thin Aung, UNDP Myanmar</i></p> <p><i>(Co-moderator – Mr. John Samuel, UNDP Oslo Governance Centre)</i></p> <p>Topic 2 group 3:</p> <p>Proposed methodology for Subnational Governance Mapping in Myanmar</p> |



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| | <p><i>Moderator – U Aye Lwin, UNDP Myanmar</i></p> <p><i>(Co-moderator – Ms. Sujala Pant, UNDP-APRC Bangkok)</i></p> <p>Topic 2 group 4:</p> <p>Proposed methodology for Subnational Governance Mapping in Myanmar</p> <p><i>Moderator – U Tin Aung Cho, UNDP Consultant</i></p> <p><i>(Co-moderator – Dr. Shipra Narang Suri, UNDP Myanmar)</i></p> |
| <p>17.30-18.00</p> | <p>Session 6: Sharing in Plenary</p> <p>Chair – Daw Lei Lei Thein, Deputy Minister, Ministry of National Planning and Economic Development</p> <p>(Co-Chair Mr. Paul van Hoof (Facilitator, Session 5))</p> <p>The objective of this session is for each group to share their perspectives and inputs into the proposed methodology presented in Session 4. These inputs will be taken into account for the next stage in the development of the governance mapping exercise for Myanmar.</p> |
| <p>18.00</p> | <p>Close of Day 1</p> |



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| Day 2 – Sunday August 18, 2013 | |
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| People Centered Service Delivery | |
| 8.00-8.15 | <p>Recap for day 1 and Introduction to day 2</p> <p>H.E. Dr. Daw Khin San Yee, Deputy Minister, Ministry of National Planning and Economic Development.</p> |
| 8.15-9.00 | <p>Keynote Presentation: New Initiatives for People-Centered Development in Myanmar</p> <p>H.E. U Tin Naing Thein, Union Minister, President’s Office</p> <p>The objective of the presentation is to introduce the new initiatives put in place to strengthen local governance in Myanmar, touching on issues such as bottom up planning and people centered service delivery.</p> |
| 9.00-09.05 | <p>Session 1: People Centered Services - Country Examples from the Region</p> <p>Chair – Dr. Tin Maung Than, Director, Myanmar Development Resource Institute (MDRI)</p> <p>The objective of this session is to share experiences from countries in the region that have undertaken successful reforms to make governance and development more people-focused. The presentations will focus on service delivery, participatory planning, and accountability.</p> |
| 9.05-09.30 | <p>Presentation 1:</p> <p>People Centered Development and Public Private Partnership (PPP) - A UNDP Perspective, Ms. Thusitha Pilapitiya, Local Governance and Decentralization Advisor, UNDP Asia-Pacific Regional Centre</p> <p>The objective of this session is to provide an overview of what “people-centered” development entails, illustrated with country examples where UNDP has supported such processes.</p> |
| 09.30 – 10.15 | <p>Presentation 2:</p> <p>Lao PDR – Public Administration Reform to improve service delivery, Mr. Nisith Keopanya, Director General – Department of Planning and Cooperation from Ministry of Home Affairs and Programme Manager of the National Governance and Public Administration Programme.</p> |
| 10.15-10.45 | Break |
| People Centered Services - Country Examples from the Region (Continued) | |



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| | <p>Issue 4:</p> <p>Improving organizational and institutional capacities for enhanced service delivery</p> <p><i>Moderator – Daw Thin Thin Aung, UNDP Myanmar</i></p> <p><i>(Co-moderator – Mr. Paul van Hoof, UNDP Myanmar).</i></p> |
| <p>15:30 – 16.00</p> | <p>Session 3: Sharing in plenary</p> <p>Chair: Dr. Aung Htun Thet, Economic Advisor to the President / President’s Office (TBC)</p> <p>Co-Chair: Ms. Sujala Pant (Facilitator, Session 2)</p> <p>The objective of this session is to share the inputs from each group on the chosen topics with the wider forum.</p> |
| <p>16.00-16.30</p> | <p>Break</p> |
| <p>16.30-17.15</p> | <p>Session 5: Translating Experiences into Practice – what do we take away?</p> <p>Chair: U Ko Ko Hlaing, Political Advisor to the President / President’s Office</p> <p>The objective of this session is to invite a selected group of eminent personalities representing key development stakeholders (Government, multi- and bilateral development partners, CSO, academia) to share their conclusions and key takeaways from the conference.</p> <p>Speakers:</p> <ul style="list-style-type: none"> • U Tun Hla Aung, Director General, Department of General Administration, Ministry of Home Affairs, Myanmar • U Zaw Lin Htun, Dy Director General (Mon State Administrator), Department of General Administration, Ministry of Home Affairs, Myanmar • Mr. Chris Milligan, Mission Director, USAID • Mr. Toily Kurbanov, Country Director, UNDP Myanmar • Dr. Zaw Oo, Executive Director, Myanmar Development Resource Institute (MDRI) |
| <p>17.15-17.30</p> | <p>Closing session</p> <p>Closing remarks</p> <ul style="list-style-type: none"> • H.E. Brigadier-General Kyaw Zan Myint, Deputy Minister for Ministry of Home Affairs • Mr. Toily Kurbanov, Country Director, UNDP Myanmar |