Local
Governance
Mapping

THE STATE
OF LOCAL
GOVERNANCE:
TRENDS IN
SAGAING

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Local Governance Mapping

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LOCAL GOVERNANCE:
TRENDS IN SAGAING

UNDP MYANMAR

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Acknowledgements

Acronyms

CD	Community Dialogue
CDF	Constituency Development Fund
CRC	Citizen Report Card
CSO	Civil Society Organisation
DAO	Development Affairs Organisation
DoE	Department of Education
DoH	Department of Health
DoP	Department of Planning
DRD	Department of Rural Development
DTA	Deputy Administrator
EO	Executive Officer (Township Municipality)
FSP	Frontline Service Provider
GAD	General Administration Department
GoM	Government of Myanmar
HOD	Head of Department
INGO	International Non-Governmental Organisation
LGM	Local Governance Mapping
MoHA	Ministry of Home Affairs
MoLFRD	Ministry of Livestock, Fisheries and Rural Development
MoNPED	Ministry of National Planning and Economic Development
MDRI-CESD	Myanmar Development Resources Institute-Centre for Economic and Social Development
MSR	Myanmar Survey Research
NGO	Non-Governmental Organisation
MoAI	Ministry of Agriculture and Irrigation
MoE	Ministry of Education
MoH	Ministry of Health
PRF	Poverty Reduction Fund
RHC	Rural Health Centre
SLRD	Settlements and Land Records Department
SRHC	Sub-Rural Health Centre
TA	Township Administrator
TAO	Township Audit Office
TDSC	Township Development Support Committee
TEO	Township Education Officer
TFMC	Township Farmland Management Committee
THO	Township Health Officer
TLO	Township Land Record Officer (Settlements and Land Records)
TDAC	Township Development Affairs Committee
TMC	Township Management Committee
TMO	Township Medical Officer
TPIC	Township Planning and Implementation Committee
TPO	Township Planning Officer
TRDO	Township Rural Development Officer
UNDP	United Nations Development Programme
UNCDF	United Nations Capital Development Fund
UNICEF	United Nations Children's Fund
VC	Village Clerk
VT	Village Tract
VTA	Village Tract Administrator
VT/WA	Village Tract or Ward Administrator
VT/WDSC	Village Tract /Ward Development Support Committee
WA	Ward Administrator

Executive Summary

The report on the Sagaing Region of Myanmar is part of a national local governance mapping conducted by the United Nations Development Programme (UNDP) in collaboration with the Government of Myanmar. The local governance mapping aims to capture the current dynamics of governance at the frontline of state-society interaction and enables an analysis of participation in planning, access to basic services and accountability for local governance that is specific for the Region.

Sagaing Region is the second largest constituent unit of Myanmar, and the largest of the 7 Regions with the fourth largest population. The 2008 Constitution also established a Naga Self-Administered Zone (SAZ) comprising three of Sagaing Region's townships. The Region's capital city is Sagaing located on the Ayeyarwady River, 20 km southwest of Mandalay city. Agriculture is the mainstay of the local economy with rice and wheat as the main crops. The economy also benefits from the main rivers for transportation, communication and trade. Natural resource extraction is an important sector in the Region, with gold, coal, salt and small amounts of petroleum being produced. The local economy and socio-economic indicators are highly diverse with the urbanized South showing reasonably good living standards by comparison to its remote northern areas, where the ethnic minorities live with significantly lower standards of economic activity and social sector performance. Parts of the townships belonging to the Naga SAZ are among the poorest, most isolated and least developed of Myanmar.

The report first of all captures input from township level committees, government officials and citizens on **development planning and participation**. The local governance mapping found that there is a collaborative environment with the new township and Ward/Village Tract committees (W/VTDSC) using the development funds trying to generate good investments at the community level. The Township Development Support Committee (TDSC) members who considered their mandate to cover both rural and urban areas were involved in consultation on the usage of discretionary funds such as the Poverty Reduction Fund and Constituency Development Fund. Furthermore, the Township Municipal Affairs Committee (TMAC) with autonomy over resource and expenditure planning were also involved in both urban and rural locations. Some townships, such as Monywa, have a clear separation of municipal (urban) development efforts and rural public works. Others maintain some municipal investment in rural infrastructure in the same areas that the Department of Rural Development (DRD) covers, thus creating an overlap.

Assigning clear duties to the various committees and addressing the different priorities expressed by urban and rural populations can facilitate faster development in the Region. While government efforts to date have made significant progress in moving towards a process that includes what many township respondents referred to as "bottom-up" input into planning, broad-based and inclusive community participation in the prioritisation process at the township level would benefit from additional investments to support government efforts. An important element for effective participation is the inclusion of women in leadership and implementation roles. The mapping findings showed that women are not being included in

meetings at the same rate as men. The TDSCs and W/VTDSCs can be further strengthened with additional seats reserved for women.

Respondents in most townships reported improvements in **service delivery** overall during the past three years. While rural communities highlighted health concerns and access to safe drinking water, urban respondents highlighted jobs and economic opportunities as the main challenges. Respondents did also highlight the need for higher levels of transparency and accountability as well as more and better information from government about on-going and planned projects or programmes.

Citizens reported positive developments in public health care service delivery. A considerable increase of funding available through the sector budget and through other funds such as investments in health infrastructure and staff has been noticed. Communities across all participating townships reported that health services had improved over the past three years, and between 58-68 percent of the respondents recognize improvements. Use of public and private health care services vary with 80 percent of urban respondents accessing private health care compared to 33 percent of rural people. In terms of equity, ninety-five percent reported that they did not see any discrimination in access to health services. At the same time, health and other technical staff appear to be performing a significant amount of administrative work. Given the shortage of technical staff, a review of the health systems may be required to improve the reach of health services even if current technical staffing levels are maintained and not increased. Townships reported a number of unique challenges that reflected their diverse geography and demographics highlighting the importance of developing health care responses that were specific to a township or village also depending on available services by civil society organisations and community based organizations.

With regard to education, the combined numbers for townships show that most respondents (74%) observed improvements in primary education. Ninety-six percent also mentioned that their child did not face any discrimination in his/her class. All of the townships reported an increased number of schools and classrooms through extension or new facilities. While a small percentage of people had been involved in any discussion with government, an increase in the number and quality of teachers to match the higher number of students will further enable achieving the goals for improved education.

Supply of safe drinking water was a shared priority for both urban and rural township areas. About 32-46 percent of respondents had seen improvements, mostly in the rural areas. Further improvements can be made stronger by more frequent engagement with communities to identify and address problems. While up to 30 percent of respondents reported engagement with government officials for health or education, only 10 percent recalled any invitations to discuss water supply. Although it appears that water supply projects have already been identified as targets for programming and requests made for capital budget allocations by TMACs, Rural Development Officers, the Ward and Village Tract Administrators (WA/VTA), CDF mechanisms, and the TDSC. In Lahe, the Ministry of Border Affairs is also involved in attempts to improve water supply in the SAZ. CSOs are also engaged in this area.

The mapping analysed **access to information** and knowledge of the actors that people think are responsible for addressing their problems or priorities. Forty-four percent of the rural respondents mentioned WA/VTA as primarily responsible followed by twenty-two percent

holding officials of the Union or Region government responsible. Given the importance of the WA/VTA within the governance system, voting and election (indirect and direct) processes for the WA/VTA and W/VTDSCs will benefit from review and standardization through lessons learned in the first round of elections. Ninety percent of the respondents mentioned that the government has generated improvements in a broad range of areas over the past three years, including significant investments in the areas identified as the top priorities by citizens.

There is a healthy penetration of information through television, radio, and newspapers to citizens. The 10/100 household leaders, WA/VTA also play a key role in sharing information to and from the township administration especially on local elections as well as government laws and directives. Community members have, at a minimum, a monthly opportunity to raise concerns or issues with the township administrations through their WA/VTA. The system can be used for stronger accountability and transparency and for recording problems faced by communities in accessing essential services particularly if the feedback is critical or negative, together with other platforms for voicing opinions.

Since 2012, governance reforms are operating in a supportive environment for rapid improvements in service delivery. Capital and recurrent budgets have increased, and new committees and positions have been well supported by Union and Region actors. They can be further strengthened through further decentralization of fiscal systems and stronger reflections of citizens' priorities through continuous bottom-up planning.

Under current conditions, the systems in Sagaing have proven resilient and functional in terms of aligning government resources with citizens' priorities. Communication mechanisms must be strengthened for communities to be aware of these efforts, and also to make contributions. It is yet too early to make any conclusions on the impact of recently introduced improvements in service delivery. However, there were certain findings that should form the basis for future support at the local level. For example, there are variations in planning efficiency and service delivery between townships that need to be addressed. There is a major gap between access to health services in urban areas and rural areas, and townships reported a number of diverse challenges.

The report recognizes the large increases made in capital expenditure at the local level and concludes that capital projects need to include provisions for recurrent expenditures such as increased staff costs and maintenance as well as capacity development of personnel on new systems. With regard to staff, despite vacancies at lower levels, the mapping found sufficient numbers of staff for the current workload (with some exceptions) but also identified a need for a staff restructuring and capacity development to support more improved planning and budgeting at the township level.

Issues of gender equality and empowerment of women need to be addressed. TDSCs and W/VTDSCs may need to be expanded to include additional seats reserved for women. A proper process for ensuring gender balance in the committees and gender responsive planning must be envisaged.

1. Introduction

Crucial functions of policy analysis and policy implementation require concrete information to inform leadership as they continue to guide the country towards strategic goals. In order to support this process, the Government of Myanmar and UNDP agreed to conduct a local governance mapping. This report is the product of this mapping that captured the extensive input of government officers and staff, committee members, Ward and Village Tract Administrators, citizens, and service providers at the township level, and CSOs in four townships in Sagaing Region.

The mapping seeks to examine the perception of governance from a citizen and service-provider perspective. It focussed on participation in public sector planning (how certain new laws, funds, and structures were addressing citizens and township priorities in priority areas), access to key basic services and accountability in local governance. Following this introduction and a brief discussion on methodology[1] in chapter 2, the report provides an overview of governance institutions in Sagaing Region in chapter 3, including the relatively recent creation of the Naga SAZ and relevant governance and administrative systems. Chapter 4 provides information on the participating townships and Chapter 5 discusses planning processes in these townships, with attention to the linkages between communities and township administrations; the specific opportunities and challenges in the health, education and water supply sectors; and opportunities and challenges for information sharing, transparency and accountability. Chapter 6 closes the report with conclusions on participatory and responsive local governance in Sagaing Region.

As such, the report combines information from both the township and community level, along with background information related to governance, planning and budgeting systems critical to inform discussions about identifying priorities and addressing service delivery at township level.

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[1]   For a more detailed presentation of the methodology, UNDP: Local Governance Mapping in Myanmar; Background and Methodology.

2. Methodology

The General Administration Department, Ministry of Home Affairs and UNDP agreed to conduct a local governance mapping following several rounds of stakeholder consultations and one of these consultation was organised in Sagaing Region as part of that process.

The local governance mapping aimed to capture the extent to which reforms have enabled local governance actors and institutions at the township level to be more responsive to people's needs. As part of this, it specifically focussed on the dynamics of governance such as participation in public sector planning, use of special funds, including the Poverty Reduction Fund, the Rural Development Fund, and the Constituency Development Fund, and on the interactions of the new committees established by the Presidential Notification 27/2013 and the election of the VTA under Ward/Village Tract Administration Law, 2012. It further looked at processes and perceptions on access to basic services, and challenges that exist in information flow and opportunities for people to voice their opinions.

> **Box 1:   Local Governance Mapping township selection**
>
> The Local Governance Mapping is carried out in collaboration with the Ministry of Home Affairs, General Administration Department (GAD). The selection of townships is undertaken with a view to capture the socio-economic differences within each State/Region. Selection criteria include:
>
> - Balance between large and small as well as rural and urban townships;
> - Diversity in economic activities and development;
> - Different levels of accessibility with a balance between remote and centrally located townships;
> - Balanced representation of population groups including ethnic and minority groups;
> - Inclusion of post-conflict/ceasefire areas in each State/Region, wherever possible, and;
> - The security situation, allowing researchers safe access.

A collaborative effort of Region ministries and departments, township governance actors, elected leaders, CSOs and UNDP identified the target townships in Sagaing. Based on the criteria Kanbalu, Kalewa, and Monywa Townships were selected along with Lahe Township in the Naga Self-Administered Zone (SAZ). The selected village tracts and wards in these townships are shown in Figure 1.

The mapping of local governance in Sagaing Region was conducted through two interlinked processes; one at the township level and one that collected and reviewed citizens' perspectives.

At the township level, interviews were conducted with government officials, committee members, CSOs, and available Ward/Village Tract Administrators (WA/VTA). More than 30 individual meetings and 16 focus group discussions were held.

Community level perspectives were captured through Citizen Report Cards and focus group discussions in wards and village tracts selected in the participating townships. The

methodology for the community consultations utilized a number of protocols, explained in detail in the background document[2], to ensure that the data was reasonably representative and that the information received could be compared with information from other States and Regions in Myanmar.

In Sagaing Region, 384 citizens/people were surveyed on their perceptions about service delivery in general and about health education, and water supply in particular, where they received information, and what opportunities they had to discuss development priorities and issues they might face in their communities. In addition, about 50 field staff and managers of health and education institutions, and 8 WA/VTAs were surveyed about their perspectives on a number of subjects related to their positions and service delivery. Finally, focus group discussions were held to support dialogue between citizens, as representatives of the demand side of service delivery, and service providers, who represented the supply side of service delivery. The three elements combined provided a picture of current perspectives on opportunities for participation, service delivery at the township level and other related elements.

Figure 1: Map of Sagaing Region and townships
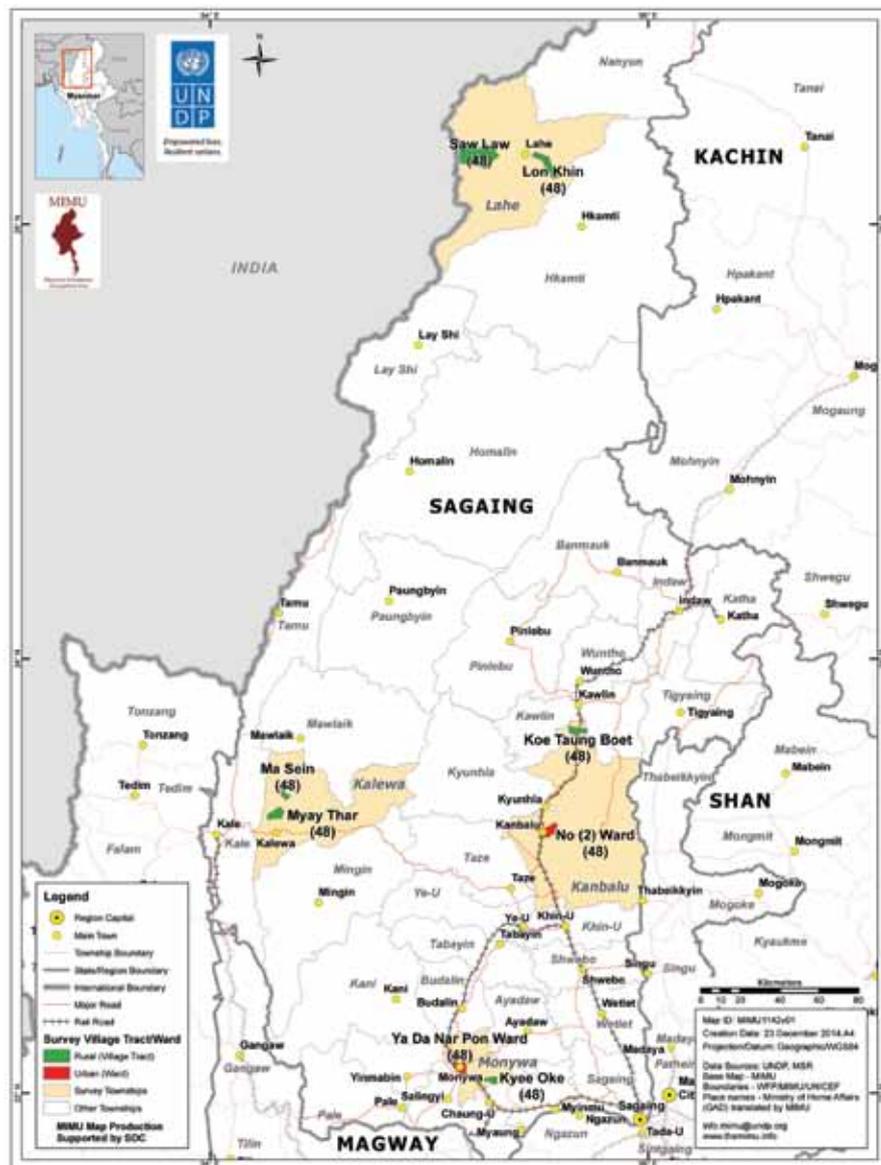
2   For a more detailed presentation of the methodology, see UNDP: Local Governance Mapping in Myanmar; Background and Methodology.

3. Sagaing Region overview and regional governance institutions

**Table 1:
Sagaing Region at a
glance**

8	**37**	**1**	5,320,299	165 wards / 1,816 village tract / 1,981	93,527/km²	62/km²
Districts	Townships	Self Administered Zones (SAZ)	Population	Village Tracts/Wards	Land area	Population density

Figure 2: Map of Sagaing Region and townships

3.1 Geography

Sagaing is a large, geographically diverse region in the northwestern side of Myanmar. Sagaing Region is the second largest constituent unit of Myanmar, after Shan State, and is the largest of the 7 Regions. With 93,527 km², it covers about 14 percent of Myanmar's area, and is about the same area as Hungary or Portugal. It is divided into eight districts and 37 townships.[3] Three townships (Lahe, Leshi and Nanyun) form the Naga Self-Administered Zone.

It shares a long border with India, where it lies adjacent to the States of Nagaland, Arunachal Pradesh, and Manipur. It also shares a boundary with Kachin State, Shan State, Magway Region and Mandalay Region.

The Region is geographically diverse as it includes flat alluvial plains in the South and centre, as well as hills and mountains in its northern parts. The southern plains belong to the major Myanmar eco-region known as the "Dry Zone", due to its relatively low rainfall patterns, which distinguishes it from the southern coastal monsoon climate. The Patkoi mountain range and Naga Hills form the border with the States of North-East India. With a height of 3,826m, Nwemauk (Saramati) Peak is one of the highest peaks of Myanmar. Two main rivers, the Ayeyarwady and the Chindwin River, form its main economic arteries and have played a significant role for the Region's history and culture. The Ayeyarwady (or Irrawaddy) River is Myanmar's largest river and most important commercial waterway. Its tributary, the Chindwin River can be used by regular river-going vessels up to the town of Homalin, about 640 km from its confluence with the Irrawaddy.

The Region's capital city is Sagaing located on the Ayeyarwady River, 20 km southwest of Mandalay city.

3.2 Socio-economic background

As in Myanmar overall, agriculture is the mainstay of the local economy in Sagaing. Sagaing Region's southern districts belong to Myanmar's historical and economic core areas, and they have benefited from the vicinity to main rivers for transportation, communication and trade. The most common crop is rice, although Sagaing is also Myanmar's main producer of wheat. Other important crops are sugarcane, sesame, millet, peanuts, pulses, cotton, and tobacco. Livestock and fresh water fisheries are also important sectors. There is also some agro-industrial activity, as the Region has many rice mills, edible oil mills, saw mills, cotton mills, and mechanized weaving factories. Natural resource extraction also takes place in the Region, with gold, coal, salt and small amounts of petroleum being produced.

Nationally controlled mining and forestry interests are found throughout Sagaing. Kalewa Township hosts several coalmines, and there is a large copper mine located outside of Monywa that has been the site of several serious incidents relating the land and resource rights. Forestry products have played an important role in the economy since ancient times, especially in the northern areas, where teak and other hardwoods are extracted. However,

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3   Until early 2000, Ngazun township, south or the Ayeyarwady River, was included in Sagaing Division, but was then transferred to Mandalay Division. Until 2000, Sagaing therefore had 38 townships.

as in other parts of Myanmar, the sustainability of forestry has been a long-standing issue of concern. A number of areas of Sagaing Region are included in national parks and wildlife sanctuaries, which are among Myanmar's most important.[4]

The local economy and socio-economic indicators are highly diverse. In the South, where the largest part of the population lives and where urbanization is the highest, people enjoy reasonably good living standards by comparison with the rest of Myanmar. In its remote northern areas, especially in the hillsides, where infrastructure is poorly developed and the Region's ethnic minorities live, there are significantly lower standards in terms of economic activity and social sector performance. Parts of the townships belonging to the Naga SAZ are among the poorest, most isolated and least developed of Myanmar.

3.3 Demographic information

Sagaing's population is the fourth largest in Myanmar. Provisional 2014 census results report a regional population of 5,320,299 million for Sagaing, with a heavy majority of the population, 4,410,821, living in areas designated as rural.[5] The population of Sagaing Region is 5,320,299, which makes it the fourth most populous of the States and Regions in Myanmar, at about 10 percent of the total, and about the same population size as Slovakia or Singapore. The Region's capital, Sagaing, has about 70,000 inhabitants, and can be considered part of the greater Mandalay agglomeration with more than 1 million inhabitants. However, the towns of Monywa, Shwebo and Kale have higher populations than the Region's capital. The census identified four ethnic groups in Sagaing Region, and citizens in the four townships reported harmonious social environments with little reference to community disturbances, or other ethnically based social or justice issues.

A large majority of Sagaing Region's inhabitants are Bamar (Burmans), who mainly live the in the dry zone regions and along the Ayeyarwady River. Shwebo, Monywa and Sagaing districts belong to the core areas of traditional Bamar culture and historical settlements. In the upper Chindwin River valley, in Hkamti district (especially in Kawlin, Wuntho and Pinlebu townships), there is a sizable population of Shan, although many have been 'Burmanized' in recent decades. In the south there are pockets of Chin settlements. The north and northwest mountain ranges are the traditional lands inhabited by the Naga (see below). Several smaller ethnic groups in Sagaing Region include the Kadu and Ganang (also Kanan), who live in the upper Mu River valley and Meza River valley and are included as sub-categories of the Bamar ethnic group.

Population density differs starkly between its populous southern plains areas (in the lower regions of Chindwin and Mu rivers, and alongside the Ayeyarwady) and its sparsely populated northern hill and mountain areas (see Table 2 and Figure 3).

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4   Alaungdaw Kathapa National Park, Chatthin Wildlife Sanctuary, Mahamyaing Wildlife Sanctuary and Htamanthi Wildlife Sanctuary.

5   The 2014 Census includes Yinmarpin as its own district, which is not in line with other sources. Since this area was not visited during the field mission, the exact designation is not critical and may only be a problem in English translations of primary materials. It is relevant to note that the provisional census results for the Sagaing Region do not isolate information on the Naga SAZ, whose three former-townships are included without annotation in Hkamti District results, whereas those of, for example, Wa SAZ, are included in the results for Shan State with annotation.

State/ Region/ District	Total			Urban			Rural		
	Both Sexes	Males	Females	Both Sexes	Males	Females	Both Sexes	Males	Females
SAGAING	5,350,299	2,518,155	2,802,144	909,478	429,654	479,824	4,410,821	2,088,501	2,322,320
Sagaing	520,399	240,498	279,901	105,814	49,859	55,955	414,585	190,639	223,946
Shwebo	1,431,450	661,427	770,023	177,422	83,654	94,385	1,254,028	578,390	675,638
Monywa	757,092	346,981	410,111	243,821	113,938	129,883	513,271	233,043	280,228
Katha	860,360	417,612	442,748	95,114	44,815	50,299	765,246	372,797	392,449
Kalay	508,015	245,064	262,951	142,292	66,217	76,075	365,723	178,847	186,876
Tamu	144,827	56,963	57,864	59,883	29,151	30,732	54,944	27,812	27,132
Mawlaik	163,896	78,902	84,994	24,462	9,312	9,285	145,299	69,590	75,709
Hkamti	423,283	219,899	203,384	47,216	24,462	22,754	376,067	195,437	180,630
Yinmarpin	508,015	245,064	262,951	142,292	66,217	76,075	365,723	178,847	186,876

Note: The population figures for Leshi and Lahe are not available.
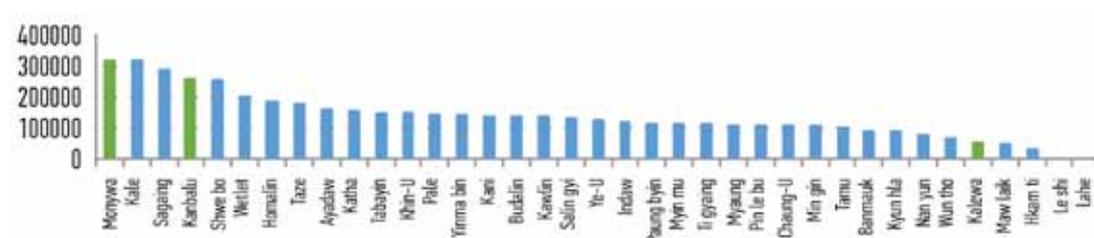
The Naga people stand out among the minorities of the Region, as they not only represent one of the most distinct ethnic groups in Myanmar, but also because they have been guaranteed, by the 2008 Constitution, a Self-Administered Zone. They are also among the poorest and most vulnerable populations of Sagaing Region. The constitutional and administrative features of the Naga SAZ will be described further below, but it is relevant here to mention some demographic characteristics of the Naga as well.

Rather than forming a single homogenous ethnic community, the Naga, who are known for their strong warrior tradition and their fierce sense of independence, are actually a conglomeration of many tribes inhabiting the North Eastern part of India (where they form the majority ethnic group in Indian state of Nagaland) and northwestern Myanmar. Their total number is estimated at around 2 million, although precise figures are not available. The tribes have similar but distinct cultures and traditions, and speak various distinct Tibeto-Burman languages.[6] The Naga had little or no contact with the outside world, including that of greater India, until British colonization of the area in the nineteenth century. It was in the colonial period that many Naga tribes people adopted Christianity, and began to develop more of a 'Naga' identity. Nowadays, more than 95 percent of Naga people in Nagaland are said to identify as Christians, mostly Baptist.

In more recent times, the Naga have undergone similarly drastic social changes as other traditional hills people in South East Asia, which threaten their traditional social cohesion and customs. Such changes have challenged the inherited forms of social organization of Naga society, such as the traditional relations between elders and the young and the subordinate role of women who are traditionally not included in the decision-making process of the clan

The Naga SAZ is the only one outside Shan State, where five other Self-Administered Areas exist.

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6   In India's Nagaland, where the specificities of the Naga have been more thoroughly researched and documented, as of 2012, the state officially recognizes 17 Naga tribes. Over 36 different languages and dialects are known.

or the village. The clan and the village have been eroded as agents of social control. As can be seen in an analysis of the efforts to institute contemporary forms of local governance in these communities, this process has affected the way in which the state has interacted with communities and the manner in which communities participate in public affairs.

3.4 Sagaing Region historical context

In ancient times, the southern parts of Sagaing Region were inhabited by the Tibeto-Burman-speaking Pyu people, who had migrated south several centuries before the Bamars. The era before the arrival of the Bamars in the area is sometimes referred to as the Pyu millennium, which came to an end when the Bamar Pagan Kingdom emerged in the late 9th century.[7] The Pyu culture was heavily influenced by trade with India. It adopted Buddhism as well as other important cultural concepts, which later had significant influence on Burmese culture and political organization. From the 1st century until around the 7th or 8th century, the Pyu city of Halin was the largest and most important city of the upper Irrawaddy basin.

After the fall of the Pagan Empire in 1287, which had ruled the southern and central plains of Sagaing for several centuries, a Sagaing Kingdom briefly emerged in the 14th century. It collapsed under Shan raids and was eventually replaced by the Kingdom of Ava, founded by a Sagaing prince, which became the major kingdom of central Burma for the next century and a half.[8] Sagaing again became the origin of a Bamar kingdom when Shwebo was established as capital in 1752 by King Alaungpaya, who was the dominant political force in Burma after the mid-18th century and established the Third Burmese Empire. Sagaing thus became the origin of the Konbaung Dynasty, which was the last dynasty that ruled Burma from 1752 to 1885. Sagaing itself was incorporated into British Burma as a consequence of the Third Anglo-Burmese War of 1885, which resulted in the loss of sovereignty of an independent Burma under the Konbaung Dynasty.[9]

During the British colonial administration, most of what is now Sagaing Region was included in Sagaing Division which comprised the districts Sagaing (which then also incorporated Ngazun township, south or the Ayeyarwady River), Shwebo, Lower Chindwin (now Monywa and Kale districts), and Upper Chindwin, which then also included the northern-most parts of what is now Kachin State. The district of Katha[10] was then part of Mandalay Division (alongside Myitkyina and Bhamo, as Kachin State had yet to be formed).

The British colonial administration included those areas that had been under the direct control of the Burmese state prior to its annexation, which it referred to as 'Ministerial Burma'. The administrative machinery that evolved gradually under British rule was a pyramidal territorial organization comprising Commissioners, Deputy Commissioners, Sub-divisional Officers, and Township Officers in charge respectively of division, districts, subdivisions, and townships.[11] The more remote, hilly frontier areas were left under their own traditional forms of local self-governance based on tribal traditions. In Sagaing, the

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7   Pyu settlements continued to exist for the next three centuries but the Pyu gradually were absorbed into the expanding Pagan Kingdom. The Pyu language was still used until the late 12th century. By the 13th century, the Pyu had assumed the Burman ethnicity.
8   Both Pagan and Ava are situated on the southern shore of the Ayeyarwady River in what is today Mandalay Region. In medieval times, the areas left and right of the river formed a cultural and for many period also political and administrative unit, while its northern and more remote areas were largely left alone by the Bamar kingdoms.
9   Lower Burma had already been annexed by the British in 1853, as a result of the Second Anglo-Burmese War.
10   Katha is known as the real setting of George Orwell's 'Burmese Days'. Before he adopted his pen-name, Eric Blair served at Katha in 1926-27 in the Indian Imperial Police.
11   For a detailed description of this system, see J.S. Furnivall, The Governance of Modern Burma (1961)

southern and central areas were thus administered on the basis of village tracts, towns and townships as they had been set up in the rest of the directly administered areas of Burma proper, while in the northern parts of Sagaing Division, i.e. the hilly tracts inhabited by Nagas, Shans and Kachins, were beyond the central government's jurisdiction and administrative control.

After independence in 1947, Sagaing was integrated as a division into the directly administered areas under central government control, while the system of local administration was largely left intact from the colonial era. However, the government now attempted to expand direct control to all the areas which had previously enjoyed a large degree of autonomy and self-governance. Sagaing Division was reorganized territorially with the establishment of Kachin as a separate State as per the 1947 Constitution (thus ceding its northernmost Kachin-inhabited territories to the new State but gaining Katha District) which gave it roughly the shape it has today.

Following the 1962 military coup Security and Administration Committees (SACs) were set up across Sagaing Division at the local level, which were chaired by the regional military commander, and by the (military) Minister of Home Affairs at the centre.

The 1974 Constitution introduced the concept that States and Divisions had the same status. Sagaing Region then became one of the 'constituent units' of the 'Socialist Republic of the Union of Burma', made up of 7 States and 7 Divisions. This Constitution did not foresee any particular form of autonomy or self-governance for the Naga areas. People's Councils were introduced at all levels of government administration where the central government had control. The basic units of villages/village tracts and wards, towns and townships were established in Sagaing Region along the lines of how they had been set up in Ministerial Burma the 1920s. In the 1960s and 1970s, the Burma Socialist Programme Party (BSPP) was built up as a mass organisation following the same territorial structure as the state itself, while all other parties were banned. The party nominally sought to embrace the country's ethnic diversity, but subordinated any desire for self-governance or even cultural autonomy under central domination. From 1974 onwards, the BSPP's role in state administration was firmly entrenched in the Constitution itself. In the mid-1980s, the party claimed that over 2.3 million people were involved in fortnightly party cell meetings and other Party activities.[12] In Sagaing Region, this new structure was established in those areas under central government control.

The new structure also foresaw the holding of elections to the various administrative bodies at different levels. For these elections, however, only candidates pre-screened and approved by the BSPP were allowed. While it was not mandatory that a candidate must be a member of the BSPP, in practice most of them were.[13] In Sagaing Region, such People's Councils were thus set up at Division level and in areas under government control at the level of village tract/ward, township. At the central level of government, the **Pyithu Hluttaw** served as the country's legislature, with each of Sagaing Region's townships represented by at least one elected member.

The participatory elements of the socialist structure were essentially abolished with the suspension of the 1974 Constitution in 1988, when Sagaing Region, as all other parts of the country, were again placed under direct military control and administration. The territorial

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12   Taylor, The State in Myanmar (2009)
13   Ibid.

organisation remained the same, the dominant role played earlier by the BSPP was essentially substituted by the military in the form of the State Law and Order Restoration Council (SLORC). In Sagaing, the 27 May 1990 elections for 485 seats in a new national parliament resulted in the National League for Democracy (NLD) winning 52 of 58 seats, 2 seats were won by independent candidates, while the Naga Hills Regional Progressive Party (NHRPP) won 2 seats (in Lahe and Leshi)[14], the United Nationalities League for Democracy (UNLD) and the National Unity Party (NUP), which had emerged from the previously dominant BSPP, one seat each.[15] Two of the members elected from Sagaing Region were women.[16]

However, the 1990 elections were not implemented and did not lead to the formation of a national parliament, nor did they have any effect on governance arrangements in Sagaing Region. Several of the candidates who had won seats in Sagaing Region were either arrested or left the country. The SLORC abolished the NHRPP, which had just been established in 1989, in March 1992.[17] A "Central Naga Cultural Committee (Eastern Naga Hoho)", considered the apex body of the Nagas in Myanmar and is endowed with authority over the Nagas in Myanmar, had its members elected by the Naga public. However, the SLORC also interfered in this committee and subordinated it to its command.

As a response to ceasefires with a number of armed groups primarily along Myanmar's eastern borders, the Myanmar government set up a large-scale programme for the "Development of Border Areas and National Races" and designated 19 'border regions' covering more than a third of the country's area as beneficiaries of a special development fund. [18] Of these, two were located in Sagaing Region (Naga Region and Kabaw Valley Region). Special emphasis was given to transportation, education, health and agricultural activities. A Central Committee for the Development of Border Areas and National Races as well as various sub-committees and regional work committees were set up at central level and in the respective areas.

In 1993, the military regime began to rebuild direct links with the population and established the Union Solidarity and Development Association (USDA). It gradually became the largest state-sponsored mass organisation (claiming in 2005 that it had grown to 23 million members). USDA branches were set up in townships across Sagaing Region, as in village tracts and wards where the government had control. Membership was "essentially compulsory for civil servants and those who sought to do business with or receive services from the state."[19] Division officers of the USDA were often prominent regional businessmen as well as military personnel and civil servants.

In 1995, the Academy for Development of National Groups in Ywathitkyi, Sagaing Division, was upgraded to University for Development of National Races "with the aim of cementing unity and cultivating Union Spirit of the nationality youths."[20] In 1997, the SLORC was

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14   The party had received 10,612 votes in total.
        The NUP won the seat in Nanyun. It had inherited finances, buildings and other assets from the BSPP.
16   Daw Sel Sel from Hkamti and Daw Khin San Hlaing from Wetlet (2).
17   The majority of the members of the party were the leaders and members of a "Youth Association" of Nagas active during the 1980s, which had also participated in the 1988 protests.
18   In 1992, the Ministry for Progress of Border Areas and National Races was set up, and in 1993 the SLORC promulgated the Border Areas and National Races Development Law. In 1994, the portfolio of 'development affairs' (i.e. municipal affairs) was added to the portfolio of the Border Ministry, in order to expand its work area beyond the border areas into other urban and rural areas.
19   Taylor, The State in Myanmar (2009)
20   The Union Civil Service Board (UCSB) used to run the Academy and later the University, where since 1964 almost 12,000 teachers from ethnic communities have been trained. The University was later transferred to the Ministry of Border Affairs and Rural Development.

reorganized into the State Peace and Development Council (SPDC), which set up a pyramidal structure of similar committees down to the village tract/ward level.

Also in 1997, a Naga National League for Democracy (NNLD) came into existence with its headquarters in in Dimapur, Nagaland (India). It declares itself to be a peaceful, non-violent political organization formed with the aim of restoring democracy in Burma and uplifting the lives of the Naga people and associated itself with the NLD. However, it did not participate in any elections is not involved in any governance mechanisms in the Naga townships of Sagaing Region.

In May 2008, a national referendum adopted the new Constitution of the Union of the Republic of Myanmar. The new Constitution made Sagaing Division, now renamed as Sagaing Region, a constituent unit of the new Union, equal in status to the other States and Regions. The 2008 Constitution also established a Naga SAZ in three of Sagaing Region's townships. Accordingly, its institutions were set up following the 2010 elections.

The mining sector in Sagaing Region received considerable attention following protests at the Letpadaung copper mine, near Monywa, in November 2012 where police cracked down on demonstrators protesting against the seizure of land. The use of force led to questioning by the local people of the sincerity of the government's democratic reforms. A high-profile Pyidaungsu Hluttaw Committee, led by the newly elected National League for Democracy (NLD) leader Aung San Suu Kyi, investigated the events and made a series of recommendations. The recent incidents of shooting in December 2014 have further galvanised opposition to the project.[21] What the incidents and their aftermath demonstrated was that there continues to be considerable issues of mistrust between the state and the people as well as communication and coordination challenges when it comes to resource extraction.

In 2012 anti-Muslim riots demonstrated that Sagaing Region is not free from the challenge of inter-communal tensions, which represents a challenge for the Region Government and local authorities. Equitable local development policies and inclusive local governance institutions are no doubt among the essential ingredients for successfully addressing these underlying social challenges and threats to peace in Sagaing Region.

3.5   Representation of Sagaing Region in the Union Hluttaws

The 2010 elections simultaneously elected representatives to the two Houses of the Union legislature (Pyidaungsu Hluttaw) and to the Region Hluttaw including the members of the Leading Body of the SAZ. Countrywide the elections resulted in a victory of the USDP, which had emerged from the USDA a few months before the elections and had inherited its assets, networks and leadership, and gained a majority of the elected seats in all elected bodies including in Sagaing Region. The elections were held in all of Sagaing Region's townships. As there were vacant seats in the Amyotha Hluttaw and the Pyithu Hluttaw in Sagaing Region, by-elections were held on 1 April 2012 (see below).

In May 2008, a national referendum adopted the new Constitution of the Union of the Republic of Myanmar. The new Constitution made Sagaing Division, now renamed as Sagaing Region, a constituent unit of the new Union, equal in status to the other States and Regions. The 2008 Constitution also established a Naga Self-Administered Zone in three of Sagaing Region's townships. Accordingly, its institutions were set up following the 2010 elections.

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21   The Myanmar Times, January 2015

For the Union legislature, the Sagaing Region elected 37 representatives to the Pyithu Hluttaw and 12 to the Amyotha Hluttaw. As one of the largest Regions, Sagaing is rather under-represented in the Amyotha Hluttaw (where each State or Region has the equal number of seats) whereas at around 170,000 voters per representative in the Pyithu Hluttaw, Sagaing lies near the average figure for voter per seat across the country.

For the seats in the **Pyithu Hluttaw**, each township served as a constituency. Hence, altogether 37 members were elected from Sagaing Region to the larger one of the two Houses of the Union legislature. Thirty-four of these 37 seats were won by the USDP, with almost 70 percent of the votes, while the NUP, which gained 24 percent of the votes, got 3 seats (see Table 3).

Party	Constituencies contested	Votes	Percent	Seats
Union Solidarity and Development Party	37	1,429,412	69%	34
National Unity Party	36	500,288	24%	3
National Democratic Force	3	57,442	3%	-
Chin Progressive Party	2	39,877	2%	-
88 Generation Student Youths (Union of Myanmar)	3	25,408	1%	-
Shan Nationalities Democratic Party	2	24,030	1%	-
Independents	3	5,625	<1%	-
Union Democracy Party	1	4,221	<1%	-
Union of Myanmar Federation of National Politics	1	3,821	<1%	-
Democratic Party (Myanmar)	1	1,923	<1%	-

On 1 Aril 2012, **by-elections** were held for three Sagaing seats in the Pyithu Hluttaw. Candidates of the NLD, which had not participated in the 2010 elections, won all these. In Mingin, Pale and Sagaing townships the NLD candidates won with large majorities.[22]

For the **Amyotha Hluttaw**, each Region and State is assigned 12 seats. These are elected on the basis of groups of townships. As there are 37 townships in Sagaing Region, townships were combined to form larger constituencies that would each represent roughly a similar number of voters. The Naga SAZ (Leshi, Lahe, Nanyun townships) formed a single constituency for the Amyotha Hluttaw.[23] The USDP won 11 of the 12 available seats in Sagaing Region. The NUP received about 27 percent of the votes and got one seat (see Table 4).

Party	Constituencies contested	Votes	Percent	Seats
Union Solidarity and Development Party	12	1,450,191	69%	11
National Unity Party	12	563,657	27%	1
Chin Progressive Party	2	41,192	2%	-
88 Generation Student Youths (Union of Myanmar)	1	26,850	1%	-
National Democratic Force	1	24,674	1%	-

22   In Mingin, Khin Hmway Lwin won with 56% of the votes against the USDP candidate who received 40%. In Pale, Khin San Hlaing won with 68% over the USDP's 31%. And in Sagaing Township, the NLD candidate Khin Maung Thein won with 76% of the votes against the USDP's 24%.
23   This is as per Section 141 (a) of the Constitution.

3.6 Sagaing Region Legislative and Executive Structures

3.6.1 Sagaing Region Hluttaw

The elections for the members of the **Sagaing Region Hluttaw** were contested on the basis of townships, which were each divided into two constituencies. As the Region has 37 townships, 74 territorial constituencies were formed. In addition, one constituency was set up for the Chin and Shan ethnic communities of the Region, for whom voters registered as Chin or Shan nationals were entitled to cast a vote in addition to their territorial constituency vote. Altogether, therefore, 76 members were elected for the Region **Hluttaw** (see Table 5 and Figure 4).

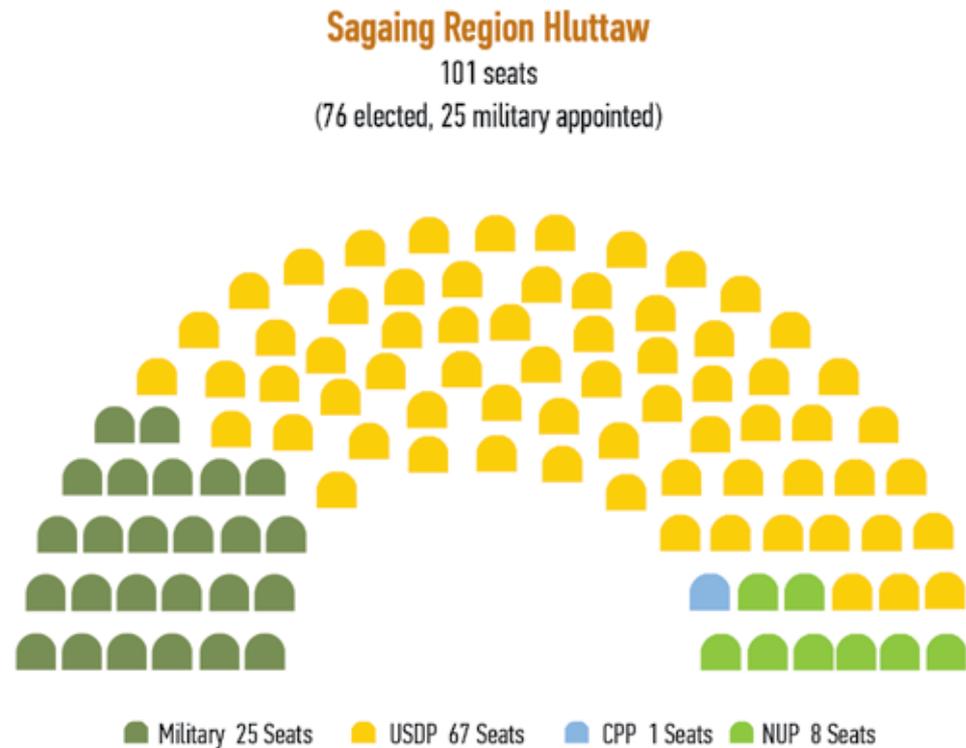| Constituency	Party	Candidate	Votes
Lahe 1	Union Solidarity and Development Party	Ru San Kyu	Unopposed
Lahe 2	Union Solidarity and Development Party	Wah Lo	Unopposed
Kanbalu 1	Union Solidarity and Development Party	Thin Hlaing	56,198
	National Unity Party	Tun Shwe	9,388
Kanbalu 2	Union Solidarity and Development Party	Khin Maung Win	43,362
	National Unity Party	Bo Myint Aung	11,843
Kalewa 1	National Unity Party	Tun Maung	9,162
	Union Solidarity and Development Party	Shwe Man	4,488
Kalewa 2	Union Solidarity and Development Party	Kyaw Soe Win	8,370
	National Unity Party	Ba Heain	5,937
Monywa 1	Union Solidarity and Development Party	Tint Hlaing Myint	42,899
	National Unity Party	Ngwe Nyein	21,591
Monywa 2	Union Solidarity and Development Party	Tint Naing	40,091
	National Unity Party	Ohn Sein	19,784

Table 5:
Composition of the Sagaing Region Hluttaw
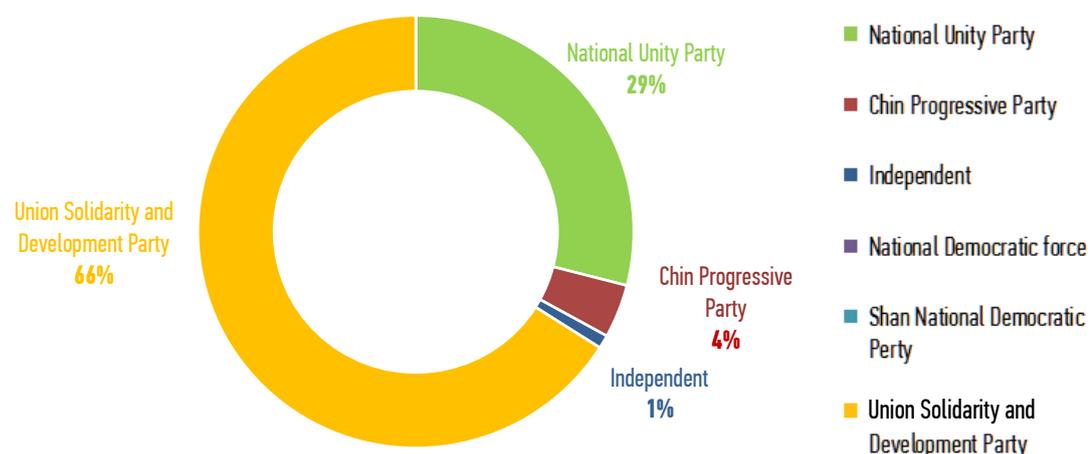
Figure 4:
Votes received (number and percentage) by various parties in the Sagaing Region Hluttaw elections in 2010

National Unity Party
29%

Chin Progressive Party
4%

Independent
1%

Union Solidarity and Development Party
66%

- National Unity Party
- Chin Progressive Party
- Independent
- National Democratic force
- Shan National Democratic Perty
- Union Solidarity and Development Party

The **Region Hluttaw** is formed by (1) two representatives elected from each township in the Region; (2) representatives elected from each national race determined by the authorities concerned as having a population which constitutes 0.1 percent and above of the population of the Union of those national races that have not already obtained a Self-Administered Area in that Region;[24] and (3) representatives who are the Defence Services personnel nominated by the Commander-in-Chief for an equal number of one-third of the

24   See Section 161 (b) of the Constitution.

total number of Hluttaw representatives elected under (1) and (2), i.e. one quarter of the total number of members (see Figure 5).

Figure 5:
2010 Sagaing Region
Hluttaw election results
(selected townships)

Sagaing Region Hluttaw
101 seats
(76 elected, 25 military appointed)

■ Military 25 Seats ■ USDP 67 Seats ■ CPP 1 Seats ■ NUP 8 Seats

In the **Region Hluttaw**, the USDP holds 67 elected seats. The military occupies 25 seats. The National Unity Party (NUP), despite garnering 29 percent of the votes cast, got only 8 seats. The USDP was the only party fielding candidates in all[25] 74 territorial constituencies, and won in five of them unopposed, and in the ethnic constituencies, winning one of them (the Shan seat), while the Chin Progressive Party won the Chin seat. Sagaing is one of the States and Region in Myanmar in which the USDP alone controls a majority of all seats in the Region Hluttaw and plays a dominant role in Region politics.

All members from the Sagaing Region to both Hluttaws, and to the regional government are men. There is a number of women professionals in the civil service.

The term of the Region **Hluttaw** is the same as the term of the **Pyidaungsu Hluttaw**, i.e. five years. All **Hluttaw** members are men. Five other State or Region Hluttaws don't have female members as well, but all have fewer members in total than Sagaing. The legislative activity of the Sagaing Region **Hluttaw** has been so far rather minimal. In 2012 and the first half of 2013, only the minimum required Region laws essential for budgetary and planning purposes were adopted. As instructed by the central government, in 2013 a Municipal Law was also passed.[26]

3.6.2 Sagaing Region executive branch

The head of **executive branch** of the Region is the Chief Minister. Members of the Region Government are Ministers of the Region. The institutional framework for Sagaing Region follows that of other States and Regions and is prescribed in detail in the 2008 Constitution, as well as the respective laws adopted for the State and Region Hluttaws and Governments

25   The NUP fielded candidates in 71 constituencies.
26   These laws essentially comprised of the State Development Plans and the Budget Allocation Law. The Municipal Law was passed in 2013.

in 2010. The Region Government was established on 31 January 2011. Tha Aye, USDP, a retired Lt. General, was appointed as Chief Minister, Thin Hlaing, USDP, as Speaker and Thaung Sein, USDP, as Deputy Speaker of the Region Hluttaw.

In addition to the Chief Minister, the Region Government also comprises of 10 Ministers and the Advocate General of Sagaing Region (see Table 6).[27] The USDP holds all ministerial portfolios except the Ministry of Planning and Economics which the NUP holds and the Minister of Security and Border Affairs which is by constitution held by a representative of the military. The representatives elected for the two ethnic minority constituencies in the Region, i.e. the Chin and Shan communities are automatically members of the Region Government.[28] Since one of these is held by the Chin Progressive Party, the CPP is therefore also represented in the Region Government. The Chairperson of the Naga SAZ is also automatically a member of the Region Government. All members of the Sagaing Region Government are men.

Name	Function	Party
Tha Aye	Chief Minister	USDP
Col Kyi Naing	Ministry of Security and Border Affairs	Military
Tin Win	Ministry of Finance	USDP
Myint Oo	Ministry of Agriculture and Livestock Breeding	USDP
Than Htaik	Ministry of Forestry, Mines and Energy	USDP
Sein Moung	Ministry of Planning and Economics	NUP
Aung Zaw Oo	Ministry of Transport	USDP
Kyaw Win	Ministry of Electric Power and Industry	USDP
Tint Hlaing Myint	Ministry of Municipal Affairs	USDP
Hmat aka Myint Thein	Ministry of Social Affairs	USDP
Noh Thang Bel aka Noh Thang Kap	Ministry of National Races Affairs (Chin)	CPP
San Shwe	Ministry of National Races Affairs (Shan)	USDP
Ru San Kyu	Chairman of the Naga SAZ	USDP

Table 6: Sagaing Region Government.

The relatively large domination of the USDP in the Region government as well as the Hluttaw means that there is no significant difference between the Hluttaw as the legislative and oversight body, and the Region Government as the executive branch. Given that there is no effective 'opposition' party, the political dynamics in Sagaing Region are rather characterized by collective action and consensus, with the main 'opposition' to the Region government coming from those groups and parties which have so far remained outside the formal state structures.

Governance in Sagaing Region has developed along the lines provided in the Constitution. The fact that elected leaders are at the helm of both the Region Government and the Naga SAZ has constituted a significant change to the two decades of military rule preceding this period. The efforts of reintroducing some forms of popular participation at the local level should be seen in this context.

The election of members by popular vote to both the Region Government and the Naga SAZ has constituted a significant change of the relation between

3.7   Naga Self-Administered Zone

The institutional set-up of the Naga SAZ is different from that of the rest of Sagaing Region, and is prescribed in detail in the Constitution. The SAZ was formed in August 2010 of

27   August 2014
28   The representative was declared elected as he was an unopposed candidate.

the three townships Leshi, Lahe and Namyun as per Section 56 (a) of the Constitution.[29] Following the election, a Leading Body of the Naga SAZ was also set up.

The 2010 elections in the Naga SAZ took place as in other townships around the Region. Each of the three townships sends two representatives to the Region Hluttaw, each township is a constituency for one seat in the Pyithu Hluttaw, and all three townships together form a constituency for the Amyotha Hluttaw. Naga SAZ therefore has 10 elected representatives, all of which were won by the USDP. In Lahe, the USDP won the two seats for the Region Hluttaw as well as the Pyithu Hluttaw seat unopposed.[30]

3.7.1   2010 Elections in the Naga SAZ

Constituency	Party	Candidate	Votes
Region Hluttaw (and members of the SAZ Leading Body)			
Lahe 1	USDP	Ru San Kyu (SAZ Chairman)	Unopposed
Lahe 2	USDP	Wah Lo	Unopposed
Leshi 1	USDP	Aung Win	2,453
Leshi 2	USDP	Kyawt Nar	3,216
Nanyun 1	USDP	Yaung Ran	N/A
Nanyun 2	USDP	Maung Nyunt	6,510
Pyithu Hluttaw			
Lahe	USDP	Hsa Mu	Unopposed
Leshi	USDP	Shi Thee	5,827
Nanyun	USDP	Zin Wan	12,189
Amyotha Hluttaw			
Lahe, Leshi, Nanyun	USDP	Myat Ko	39,410

The SAZ forms a **Leading Body (Oo-Si-Ah-Phwet)** following the elections (see Table 7). The Leading Body is vested with legislative powers relating to the matters listed in the **Schedule Three** of the Constitution.[31] Schedule Three includes: 1. Urban and Rural Projects, 2. Construction and Maintenance of Roads and Bridges, 3. Public Health, 4. (Municipal) Development Affairs, 5. Prevention of Fire Hazard, 6. Maintenance of Pasture 7. Conservation and Preservation of Forest, 8. Preservation of Natural Environment in Accord with Law Promulgated by the Union, 9. Water and Electricity Matters in Towns and Villages, and 10. Market Matters of Towns and Villages. Laws adopted by the Leading Body of the SAZ must only be within these areas, and must otherwise comply with the Constitution, Union Law or Region Law.[32] As these areas are also included in the Union or State and Region list, or both, in reality the legislative function of Leading Bodies is marginal. It is more useful to think of them as special administrative areas within the region that have additional arrangements available for development programmes for the townships concerned.

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29   The Self-Administered Zones are delineated as follows: (a) grouping Leshi, Lahe and Namyun townships in Sagaing Division as Naga Self-Administered Zone […]

30   It is unclear whether voting for the SAZ-wide seat for the Amyotha Hluttaw took place in Lahe township. Votes were recorded for Nanyun and Leshi townships for the latter.

31   Section 196 of the Constitution

32   Section 198 (c) if any provision of the law enacted by the Leading Body of […] the Self-Administered Zone is inconsistent with any provision of the law enacted by the Pyidaungsu Hluttaw, the law enacted by the Pyidaungsu Hluttaw shall prevail; (d) if any provision of the law enacted by the Leading Body of […] the Self-Administered Zone is inconsistent with any provision of the law enacted by the Region Hluttaw […] concerned, the law enacted by the Region Hluttaw […] concerned shall prevail.

The administration of the SAZ is carried out by the Leading Body under the leadership of the **Chairperson (Oak-Ka-Hta) of the Leading Body**. The Leading Body of the SAZ is formed by (i) the Region Hluttaw representatives elected from townships in the SAZ; (ii) military representatives nominated by the Commander-in-Chief of the Defence Services (1/4) who will be assigned duties relating to security or border affairs; (iii) additional representatives selected by persons stated in (i) and (ii).[33] Members of the Leading Body thus constituted shall "co-ordinate among themselves" and "select a suitable person as the Chairperson" of the SAZ from among the Region Hluttaw representatives elected from the townships in the SAZ. If a consensus cannot be reached, there are provisions for an election of a Chairperson by secret vote by the members.[34] The Chief Minister of the Region then submits the name of that person to the President, who appoints the person as the Chairperson of the SAZ.[35] If a Chairperson of the Leading Body "cannot carry out his duties efficiently, the President of the Union may direct him to resign from office."[36]

The Chairperson of the Leading Body of the SAZ is responsible to the Region Chief Minister, and to the President through the Chief Minister. Members of the Leading Body of the SAZ are responsible to their Chairperson. The Chairperson of the SAZ has the right to submit matters to obtain the interpretation, resolution and opinion of the Constitutional Tribunal of the Union in accord with the prescribed procedures.

The Chairperson of the Leading Body selects and forms an Executive Committee of the Leading Body[37] to carry out administrative functions of the Leading Body on a full time basis. The executive powers of the Leading Body of the SAZ extend to the matters listed under Schedule Three. They can also be extended to matters delegated to it by any additional law of the Union or Region Hluttaw. The Leading Body of the SAZ is mandated to assist the Union Government in preserving the stability of the Union, community peace and tranquillity and prevalence of law and order. At the same time, the Union Government has a constitutional duty to co-operate and co-ordinate with the SAZ Leading Body to help it to be effective and successful.[38] The Head of General Administration Department (GAD) of the SAZ serves as the Secretary to the Leading Body, with the GAD providing general administrative support through the Office of the SAZ.

The Leading Body of the SAZ otherwise has the following general tasks and duties:

(a) Draw up work programmes for the development of the SAZ territory and co-ordinate with the Region Government, subject to the policies of the Union Government.
(b) Draw up annual budgets and co-ordinate with the Region Government for approval, in accord with the provisions of the Constitution.
(c) Have the right to expend the allotted fund included in the Budget Law of the Region, in accord with the rules.

Fire Hazard, 6. Maintenance of Pasture 7. Conservation and Preservation of Forest, 8. Preservation of Natural Environment in Accord with Law Promulgated by the Union, 9. Water and Electricity Matters in Towns and Villages, and 10. Market Matters of Towns and Villages.

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33   Elected members of the Leading Body shall have the prescribed qualifications of Hluttaw representatives of the Region or State under Section 169. Members of SAZ Leading Bodies also have to reside in the Self-Administered Zone.
34   See SPDC Law No. 17/2010, Sections 19 to 29.
35   The term of office of the Chairperson is the same as the term of office of the President of the Union. The term of office of the members of the Leading Body is the same as the term of the relevant Region or State Hluttaw.
36   SPDC Law No. 17/2010, Section 57(a). Additionally, Chairpersons and members of Leading Bodies can also be impeached.
37   This must be with a minimum of three persons to a maximum of five persons and with the agreement of the Chief Minister of the Region or State and with the approval of the Region or State Hluttaw.
38   Section 225

For this purpose, the Leading Body of the SAZ may, in accord with the law, supervise, co-operate and co-ordinate the functions of the civil service organizations which are performing duties within its territory. It also submits reports on the general situation of its territory to the Union and the Region Government. It may also perform other functions occasionally assigned by the Union or the Region Government. A special law includes provisions on the formation of the Leading Body, as well as how it carries out its duties.[39]

There are also Courts of the SAZ, as well as Township Courts in each of its townships.

In Naga SAZ, the Leading Body was formed with the six USDP members elected as members of the Region Hluttaw as well as military representatives. Ru San Kyu, who was elected from Lahe 1 (unopposed) was appointed Chairman of the Naga SAZ in 2011. The Leading Body has since then adopted a number of measures aimed at socio-economic development in the SAZ.

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39   The Self-Administered Division or Self-Administered Zone Leading Body Law (SPDC Law No. 17/2010) of 21 October 2010.

4. Overview of the participating townships

4.1. Introduction to the townships

The participating townships varied widely in size as well as in the distribution of populations between urban and rural areas, with three of the townships being 85 percent or more rural and one, Monywa, having a nearly equal split between urban and rural inhabitants. All of the townships also had a lower number of men than women, with Kanbalu and Monywa demonstrating a marked difference (see Table 8 and Figure 6).

Table 8:
Population distribution in the selected townships

Source: Based on the Population and Housing Census of Myanmar, 2014 Provisional Results

Township	Total Population			Location		Population in conventional households					Population in institutions		
	Both Sexes	Males	Females	Urban	Rural	Households	Both Sexes	Males	Female	HH Size	Both sexes	Males	Females
Kanbalu	295497	140072	155425	23640	271857	61252	290080	135808	154272	4.74	5417	4264	1153
Kelewa	56386	27679	28707	8458	47928	11734	54744	26424	28320	4.67	1642	1255	387
Lahe	43425	21605	21820	3040	40385	7013	42861	21173	21688	6.11	564	432	132
Monywa	371963	172303	199660	197140	174823	75725	349263	157830	191433	4.61	22700	14473	8227

Applying historic percentages of urban / rual populations, and assuming lahe to be 93% rural in line with Kelewa, to preliminary data.

Figure 6:
**Population comparison between four Sagaing townships**

Source: Based on the Population and Housing Census of Myanmar, 2014 Provisional Results
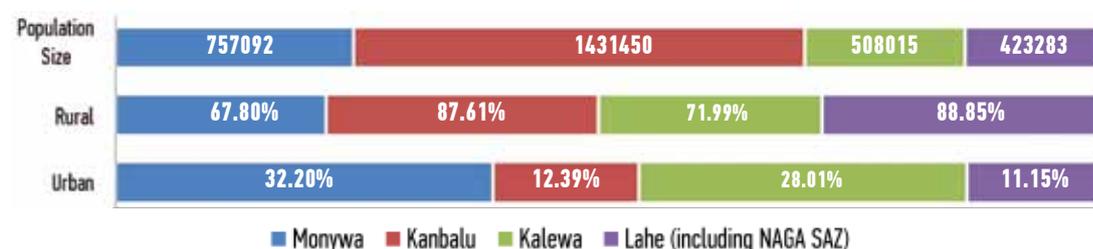
Data at the township level shows that around 85 percent of the population believes that their income situation has improved or remained the same in the past three years, with urban populations a third more likely to have noticed improvements, and those in the SAZ only half as likely to have seen an improvement (see Figure 7).

Figure 7:
Changes in household income situation over the last three years in the four townships in Sagaing Region

Source: Based on the Population and Housing Census of Myanmar, 2014 Provisional Results
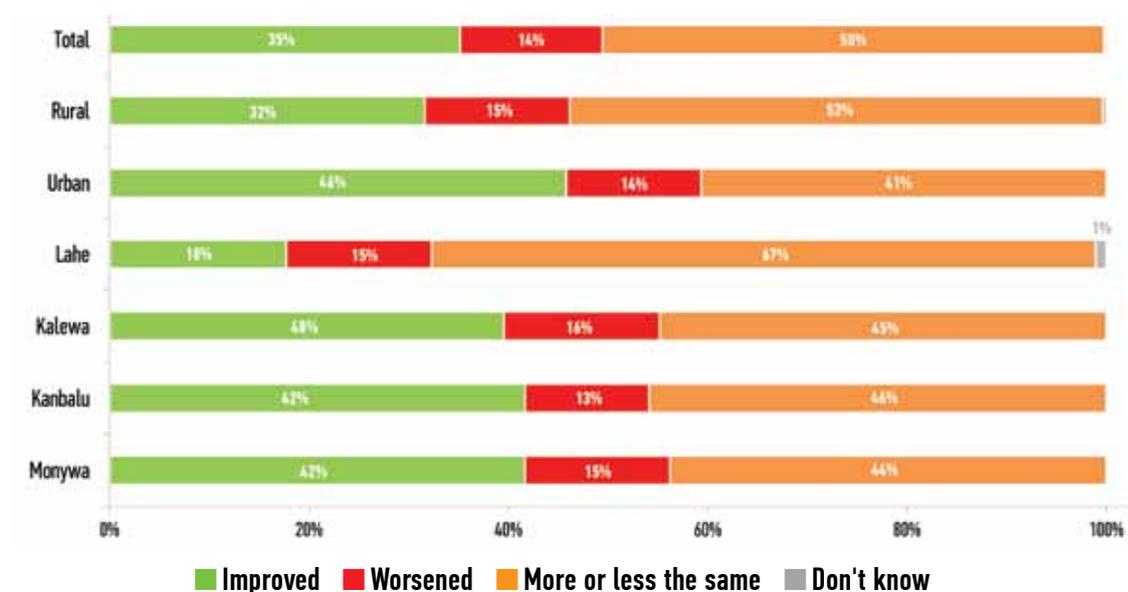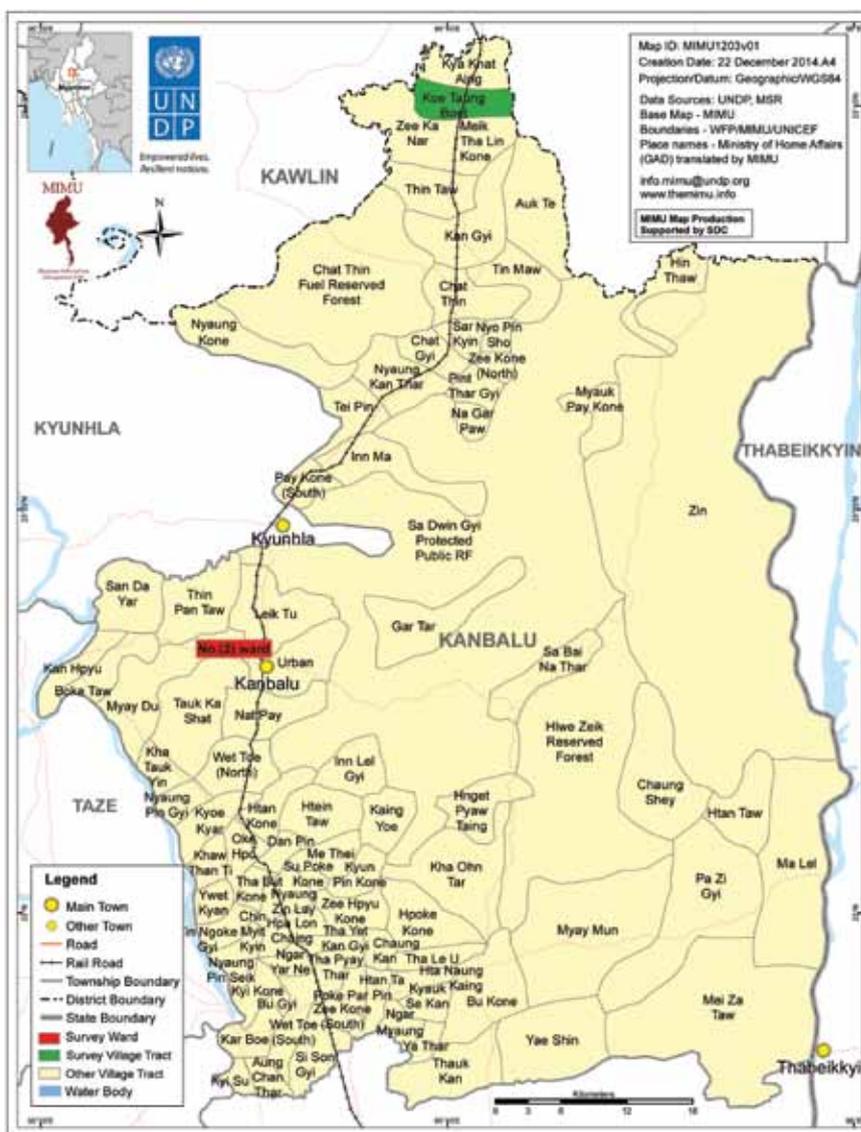
4.1.1   Kanbalu Township

With 295,497 inhabitants, Kanbalu Township has the largest population in the Shwebo District, however its extensive area includes a large rural population, which the township administration reported as 92 percent of the total population using old census data. The urban administrative centre is therefore not as developed as the business and administrative centre of neighbouring Shwebo Township, which also holds the district administration offices. The Township Municipal Affairs Committee (TMAC) reported that the Union, Region and township representatives were all working to establish a new town in the township, approximately 20 miles from the administrative centre, reflecting a trend towards urbanisation emerging in Kanbalu. There is some debate about whether the new town should fall under the existing Kanbalu TMAC or if a new structure would be created.

There are 275 villages collected into 86 village tracts, along with 5 urban wards in Kanbalu. Both the Departments of Education and Health have more than 50 percent female representation in staffing at nearly all levels, with Planning, Municipal Affairs, and Rural Development also demonstrating gender balance although Rural Development is affected by major staff shortages. These departments and especially the Department of Health and Education normally see a predominance of women.

Formerly connected to Mandalay only by rail, the Union, Region, and township have prioritised the extension of roads to Kanbalu in the past two years. The Deputy TA attributed major shifts in economic and social activity levels to these changes in connectivity. Rail service remains consistent to Kanbalu, but the infrastructure is out dated. Due to its age, public perceptions of rail transport are that it is slow, unreliable, and, in some directions, unsafe.

4.1.2   Kalewa Township
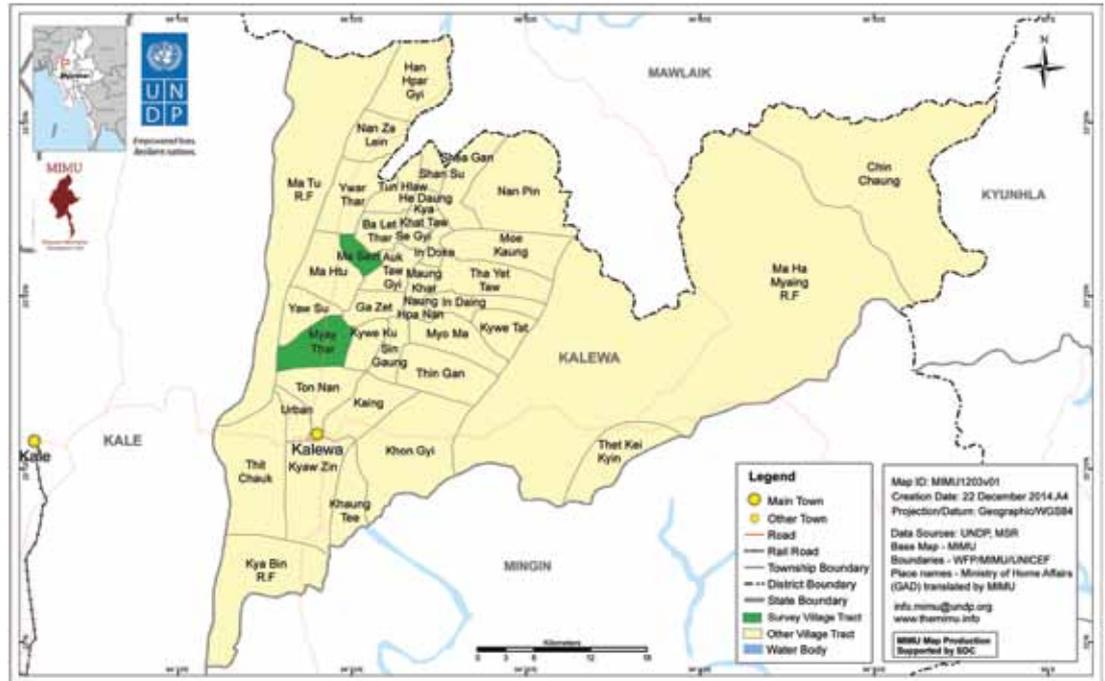
With a population of 56,386 people, Kalewa is a small, largely rural township situated on the convergence of major rivers. The administration reported a population that was 85 percent rural, with 125 villages collected into 36 village tracts, and 3 urban wards. Village level population data is not available, but these numbers would suggest small villages averaging around 300 people per village. This estimate is in line with TMAC and RDO reports that villages tend to be small and very isolated as the mountainous terrain limits the size of arable tracts of land.

As with Kanbalu's rail linkage, river travel has received little investment over the years in spite of being the primary means of connecting to Monywa during the rainy season for many decades.

4.1.3   Monywa Township

Monywa has a population of 371,963 according to the preliminary results of the 2014 census, and is the only township visited where the urban population, at roughly 53 percent of the total, was slightly greater than the rural population according to older numbers provided by the administration. In line with this, the number of wards in Monywa is significantly higher than other townships at 27 urban wards. In the rural areas, 195 villages are organized into 57 village tracts. The number of villages is roughly in line with that of Kanbalu, leading to a rough average of 900 people per village.

Figure 10:
Monywa Township
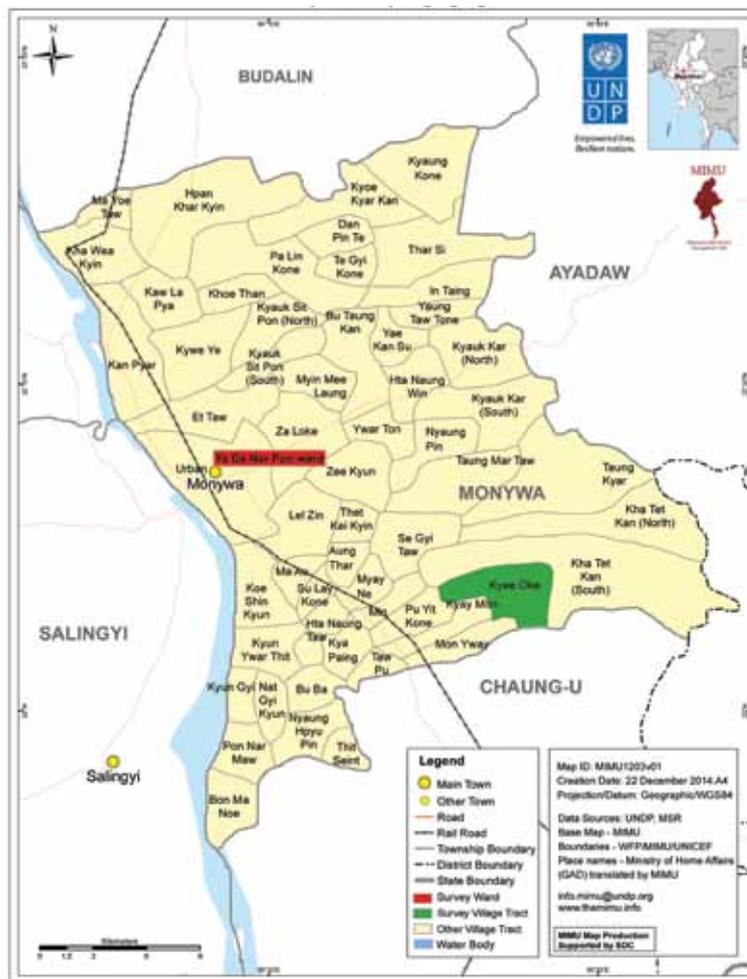
There are again sizable, equal or greater numbers of women in all levels of the Departments of Health, Education, Planning, Municipal Affairs, and Rural Development. In Monywa, the GAD has one mid-level female officer. The Monywa TA reported that he had been pushing to increase the number of female officers generally. As with other townships, the number of senior and mid-level vacancies in all departments other than Rural Development is in line with normal patterns, however there is a notable number of vacancies at lower levels. At the lower level of "other supportive staff", the GAD has a 17 percent vacancy rate, the Department of Health has a 23 percent vacancy rate, and the DMA has a nearly 60 percent vacancy rate. Whether these reflect unmet needs or overly ambitious projections of needs, the large vacancy rates will create problems with budget projections if budget systems are reformed. The Rural Development is slightly better staffed in Monywa than in other townships in terms of percentage of sanctioned positions filled, but also has much smaller staff projections and still retains 30 percent vacancy rates at the lowest levels.

Compared with the other selected townships, Monywa was a noticeably better connected and resourced township. The new offices were housed in an expansive concrete building with a large parade ground as a courtyard, and they were well serviced by electricity, internet services, public meeting spaces that could hold several hundred people, and other facilities.

The township officers were uniquely situated in proximity to the district and many regional offices, which operate from here instead of the region capital in Sagaing. Monywa was the only township to highlight e-governance initiatives, including a Facebook page connecting the WA/VTAs to each other.

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4.1.4 Lahe Township (in the Naga SAZ)

The Naga SAZ area is situated at 1,300 meters above sea level in the northernmost part of Sagaing Region in mountainous, forested terrain with limited road access. Article 56 of the 2008 Constitution established the SAZ from three Sagaing Region townships with populations of mainly Naga ethnicity – Lahe, Leshi and Nanyun. There are also Bamar, Kachin, Shan and Chin ethnic groups in the SAZ. The area borders the Nagaland State of India. There are several Naga-speaking tribes living in the SAZ area that do not use or generally understand Myanmar language. Naga does not have a standardized written form.

Lahe Township with a population of 48,756 is one of the three townships under the Naga SAZ. It is composed of 36 village tracts with a total of 97 village hamlets. Lahe is the main town of the Naga SAZ. The other two townships of the SAZ, Leshi and Nanyun, are smaller in population and are not directly linked with Lahe town by road. The main connection of Lahe with the rest of Myanmar passes through the larger town of Hkamti on the Chindwin River. The majority of the population are Christians.

Historically, local people have depended on slash-and-burn subsistence agriculture, forestry, and hunting for both food and income. Social cohesion is strong due to aspects of the customary system, which, for example, offers equitable access to land for subsistence farming. Limited attention from successive governments including in the form of capital investment has left Lahe relatively isolated from information, services, and markets.

According to the Leading Body Chairman, the Myanmar government has demonstrated its concern for development work in Naga SAZ by providing the amount of 20 billion Kyat (about 20m USD) for the fiscal years 2011/12 and 2012/13 for development in the area of health care, education and road construction in the SAZ.

5. Governance at the frontline–participation in planning, responsiveness for local service provision, and accountability in Sagaing Region

Section 5.1 looks at mainly township level planning processes and allocation of resources. Section 5.2 analyses perspectives related to health, education and water supply service delivery. Section 5.3 considers elements of information, transparency and accountability highlighted by the data at the community and township levels.

5.1 Development planning and participation

5.1.1 Planning mechanisms

The discussion in this section focuses on the development planning, participatory processes and communication strategies that link the new committees, citizens' representatives, and township officials.

The Chief Minister remains the only representative of the Region involved in Union-level discussions about budget priorities. The Region Hluttaw was respectfully mentioned in its role as a review and legislative body, which has the formal responsibility to approve the Region budget, but it does not appear to play a significant role in generating action or directing funding on its own. However, at the township level, Region Hluttaw members were considered strong partners in development. Beyond their involvement in the Constituency Development Fund (CDF), they also signed off on other consolidated lists of development priorities along with the Township Development Support Committee (TDSC), the Township Management Committee (TMC), and Township Municipal Affairs Committee (TMAC) (the committees will be described in more detail later).

There is a Region government housed in Sagaing town, but many Region officers operate from the Monywa administrative centre. While actors interviewed recognized the coordinating function of the district level, they clarified that most decision-making occurs at the Region and township. Long periods without investment make capital improvements to infrastructure a priority for many, and several union funds and funds distributed through the Region government, as well as increases to capital budgets within line departments, have created a surge of project activity in the participating townships. While township financial systems have not been thoroughly studied, it was noted that in Sagaing capital projects over 10 million kyat (approximately USD 10,000) remain under the management of the Region government, that there is no harmonized township budget, and that line departments maintain independent bank accounts at the township level. This fact has implications for how township planning needs to be routed and timed, as well as for institutional accountability since township actors do not necessarily have up-to-date information on budget decisions, tendering processes or other information necessary to develop a township plan.

Role of the Planning Department

The Township Planning Department under the Ministry of National Planning and Economic Development (MoNPED) has been mostly active in collecting information and plans from line departments and compiling and transmitting them to district and eventually to Region government for informing planning and budget allocations. The interviews with Region level representatives highlighted a directive role for the Planning Department. However, while the Township Planning Officers (TPO) were active participants of the Township Management Committee (TMC) and other bodies, their role at the township

level appeared to be much more focused on consolidating ideas generated from other sources and on producing mandatory reports. TPOs maintain a flow of information from the township level to the Region Government using templates that capture elements such as service delivery indicators collected from sector departments, infrastructure resources, and GDP figures (focusing on industry, agriculture, and extractive resources). Similarly, sector departments reported submitting copies of their investment budgets to the TPO for inclusion in the consolidated planning document. At present, there is a township annual development plan consolidated from department input by the TPO. However, the actual investments that come from all department sources, special funds, donors and CSOs are not fully captured. With regard to the mandatory reporting, the TPO currently needs to submit monthly updates on township-level GDP-related figures. The form is completed by all TPOs, and is based largely on the output of productive sectors broken down under 14 headings.

Historically, the TPOs reportedly facilitated the alignment of investments and activities to 20 and 30 year plans. Officials in Sagaing said that these longer-term plans were not as relevant now that planning has shifted from a central model to what they all referred to as the "bottom-up approach". They therefore focus on generating annual development plans based on submissions collected from sector officers and WA/VTAs.

Additional review and consolidation for the annual capital plans may occur in Township Planning and Implementation Committee (TPIC) meetings. The TPIC established by MoNPED in 2012 as a technical committee was supporting by gathering information and data to inform the planning process.

The township Planning Departments are lightly staffed, typically with one or two officers and support staff. In light of this, they rely heavily on the input of sector departments and the WA/VTAs to augment their own efforts to independently collect information.

Planning with discretionary funds (Poverty Reduction Fund, Rural Development Fund, Constituency Development Fund)

There is no consolidated township budget but the collaborative environment with the new committees and actors are beginning to generate good investments in the townships. The overlapping membership of several key actors on various township committees facilitates coordination of funding. However, the coordination allowed by the broad mandates of the funds and the committees may come at the cost of efficiency.

Sagaing township actors stressed policy guidance to ensure collaboration in the usage of the discretionary funds. As planning and budgeting skills are developed to support the new focus on bottom up planning and increased resource levels, there are opportunities for increased participation in a more integrated manner.

The discretionary funds (see Table 9) available at the township level include the Poverty Reduction Fund (PRF), the Rural Development Fund (RDF) and the Constituency Development Fund (CDF).

	Poverty Reduction Fund in million kyat	Constituency Development Fund in million kyat	Rural Development Fund in million kyat	Border Area Development Fund in million kyat	Total fund in million kyat	Population	Fund per capita (Kyat)
Kalewa	82.9	100	1	313	496.9	56386	8812.5
Kanbalu	*	100	328.6	0	428.6	295497	1450.4
Monywa	10.77	100	226.96	0	337.73	371963	908.0
Lahe	0	100	130.29	1,318.25	1548.54	43425	35660.1
				Total	2811.77	767271	3664.6

Data not available

The PRF was widely recognized, with TDSCs highlighting its use for rural electrification and water supply projects. Lists of projects for this fund were circulated through the TDSC and finally submitted to the TMC for consolidation. While the data was not available for all four townships, the level of funding seems to vary widely between townships (see Figure 12).
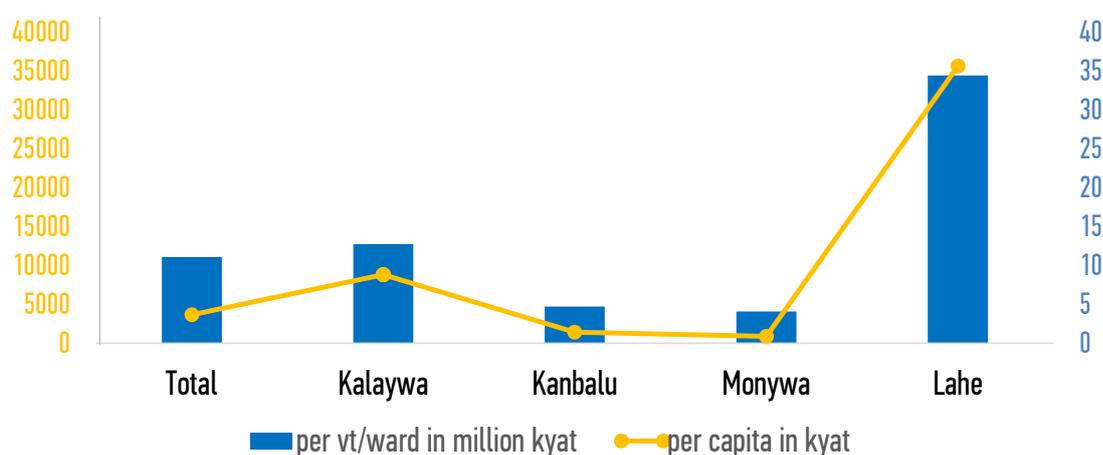
The collection of projects for consideration under the RDF is managed by the Rural Development Department, which completed a community survey in 2014 to capture priorities for communities along with information about current resources. As the Rural Development Officers (RDOs) sit on several township committees, the lists are coordinated with other township submissions through these mechanisms. In Monywa, it was noted that the arrival of the RDF and rural development staff led to a refinement of the TMAC's focus to only urban areas. In Kanbalu, the RDOs noted that in addition to proposals for the RDF, they had submitted a large capital budget through their department that exceeded the allocation under the RDF.

For Constituency Development Fund planning in Sagaing townships, the elected Hluttaw members from

For CDF, the elected Hluttaw members in townships (not in the SAZ) have generally managed their submissions through a super-committee formed from the TDSC, TMC, and TMAC, and, in one township, with at least some WA/VTAs. The TDSC members reported that all of the elected leaders worked together in one single committee, with one leader nominated to chair the process. This super-committee then allocates funds from the CDF resources. The Hluttaw members do not necessarily organize their efforts around a specific

population or constituency. Projects funded through the CDF in parts of Sagaing required citizens to self-fund and complete half of the project before they applied to the CDF for the second half of the funding.

Township Committees and their roles

In 2013, the Presidential Notification No 27 instructed States and Regions to establish several new committees at the township and ward/village tract level. These committees were intended to contribute to township development by creating new avenues for input of citizens and interest groups into government decision making about development projects. The local governance mapping observed how Sagaing Region has established and used the mandated committees at the township level to engage with different actors for planning.

Township Administrators received guidance from the Region Government on how to form the township committees including selection processes and membership. As a result of the guidance from the Region, there was little difference in how committees were established or with regards to their membership throughout most townships.

Township Management Committee (TMC)

The TMC is chaired by the Township Administrator and includes the township level departmental staff. The Notification requires the TMC to meet with both the TDSC and the TMAC at least once a month.

Department staff assigned to the townships receive direction from upper levels to coordinate fully with other actors involved in rural development, with several TAs noting a new focus on a "bottom-up approach. The TMC was referenced as the hub of this wheel, with weekly meetings reported for all department staff. In Kanbalu, the WA/VTAs used the TMC and TA interchangeably when explaining how they typically route issues to TMC that citizens have brought to them. At the same time, WA/VTAs also noted that they raised issues with, and received information from, line department staff, and township committees, illustrating future coordination challenges as new avenues of communication are created. In Lahe, the members of the TMC are additionally assigned responsibility for geographic constituencies within the township.

Department representatives often cited the TMC as a reliable mechanism for keeping the TA and other departments informed. The TAs in the townships stressed their coordination roles and specifically stated that they did not interfere with the technical decisions of sector departments. The WA/VTA and members of committees all affirmed the TA's role as a central coordinator of input into the public sector system and as a consistent source of information flowing down from the Union and Region Government levels. In the townships, all TAs highlighted the utility of their positions as Chair of the TMC to facilitate coordination within the township. The TMC provides a regular opportunity for officers and staff to share the technical information that still tends to flow up and down through sector department linkages. Further, the new committees, discussed below, create a limited, but steady flow of non-government perspectives.

the respective townships have joined together to form a super-committee consisting of the TDSC, the TMC, the TMAC and the elected members.

The TMC was referenced as the hub of the wheel and the WA/VTAs saw TMC as a platform to raise issues with, and receive information from, line officers, and other township committees.

Township Development Support Committee (TDSC)

The TDSC has 7-9 members drawn from the departments and specific elements of the township, including: a business representative, a farmers representative, and a person selected from amongst "town elders, social and economic organizations" to be the Secretary. The Notification outlines a broad mandate to discuss township development matters and advise departments on township development and the socio-economic perspectives. It also states that the TDSC is "to cooperate in the implementation of the Rural Development and Poverty Reduction" programmes.

In Sagaing, some townships have interpreted this into project prioritisation forms that include signature lines for the Chair of the TDSC and other committees.[40] As constituted, the TDSCs include members from rural development, GAD and municipal affairs, which promotes coordination with both department efforts and for submissions to discretionary funds, which may however result in duplication. The election process has resulted in TDSC citizen membership in practice being drawn from the community of elders.

The TDSC members consider their role to cover the entire township area, both rural and urban areas, citing the inclusion of the farmers' representative as evidence of intent. However, members also noted that without operational funds to support travel or other expenses all members on the TDSC were from areas in or near the urban centres, and no TDSC reported regular, structured engagement with Ward or VTDSCs.

Lahe reports that the TDSC has been formed, but is not yet fully operational to the degree seen in townships outside of the SAZ. While all TDSCs struggled with the lack of access to an operational budget and the constrained mandate that comes from a limited selection process, these gaps appeared to be more severe in Lahe due to its smaller pool of staff and township members with the independent means to fund committee functions.

Despite the constraints, the Township committees in Sagaing should be recognized for progress: 1) the local governance systems do not show signs of having been overwhelmed, undermined, or corrupted by the influx of resources, and 2) in spite of decades of hierarchical governance, the townships have proven resilient and creative in finding ways to use available systems and resources to address priorities in the township.

Box 2:   Signs of collaborative partnerships

The selected townships outside the SAZ have aligned their processes to accommodate the new committees in infrastructure planning operating in the township. In Kalewa, for example, the TA has established a meeting space for all of the committees. The room is lined with information about requested and approved projects, creating a publicly accessible point for sharing progress on approved projects. The Region's townships have used the new committees and an experienced bureaucracy to cobble together structures that can begin to connect development funds to priorities submitted by VTAs.

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40   scanned copy of the document is attached at Annex

Township Municipal Affairs Committee (TMAC)

The TMAC, was established by the Sagaing Region Municipal Law in response to Presidential Notification 27/2013.[41] The same law established a Department of Municipal Affairs (DMA) within the Region Government, which is headed by a Development Affairs Minister. The TMAC structure adopted includes government representatives as well as citizens such as a CSO representative, a business representative, and elders.

In practice, the TMAC provides an executive function guiding the efforts of the DMA. With the oversight of the TMAC, the DMA carries out the administrative functions enumerated in the Municipal Law, including estimating and collecting municipal revenue, managing the maintenance of urban space, and creating and implementing improvement plans using revenue collected within the township. The TMAC approves tax and fee types and levels within the parameters of the Municipal Law and budget priorities before submission to the Region Government Minister of Development Affairs for approval.

Sagaing affords TMACs a great deal of autonomy in establishing resource and expenditure plans for their municipalities, i.e. the urban areas of townships. There is often negotiation between the Region and municipalities over revenue and expenditure plans, and the Region may request that the municipalities take on specific projects. In Monywa the TMAC had invested funds to improve more than 30 sections of road identified as priorities by the Region Government. However, all reported that input from the Region was largely deferential to the local TMAC's recommendations. The distinction between townships and municipalities is complicated and inconsistent, as is the case also in other States and Regions. Although in principle, TMAC are empowered to operate only within specifically designated municipal areas of respective townships (i.e. the urban wards), in practice the division of responsibilities has been more blurred. This is partly due to the TMACs' administrative integration into the Region Government machinery through the DMA and the Ministry of Development Affairs. In two out of three non-SAZ townships visited, the TMAC approved project expenditures in rural as well as urban sites. In Monywa, the TMAC determined that they should focus on urban areas (although they continue to collect revenue from some rural sources) because the Rural Development Department (RDD) has now started to address rural needs. Due to delays in the approval of the RDD's internal capital budget, the rural areas are not yet receiving the new source of support. The TMACs in both Kanbalu and Kalewa reserve a portion of their budgets for investments in rural areas (in water supply or transport areas) as some funds are received from fees and licenses collected from rural areas. The townships seem to be moving towards a system where the TMAC and DMA collect revenue and heavily invest in urban maintenance and development. Based on two of the townships, funds will also, for the time being, continue to be reserved for non-urban areas.

In two out of three non-SAZ townships visited, the TMAC approved project expenditures in rural as well as urban sites.

41   Sagaing Region Department Affairs Law (Municipal Affairs), October, 2012.

Box 3:   Revenue generation

In Monywa, the TMAC projects the collection of kyat 2,111 million- USD 2.1 million (kyat 1,478 million – USD 1.5 million collected through September, so on track to meet target), of which 300 million would come from rural fees and licenses. This is an average of kyat 5,700 per person (USD 5.7) . The Kanbalu TMAC projects the collection of kyat 620 million (USD 0.6 million) for the 2014/15 financial year through 31 fees and licenses (roughly kyat 2,098 per person). The Kanbalu TMAC established an expenditure framework of 35 percent for urban projects, 20 percent for rural projects, 35 percent for operational expenses (including those of the TMAC), and 10 percent for disasters/contingency. In Kalewa, the TMAC projected revenue of kyat 79 million (approximately kyat 1,401 per person). Figures for Lahe are not available.

People's representatives' role

Ward/Village Tract Administrator

Based on the guidance from the General Administration Department, the Region Government organized the WA/VTA elections as per the 2012 Ward and Village Tract Administration Law in December 2012 in Kalewa and Kanbalu, February 2013 in Lahe and March 2013 in Monywa.[42] The elections were carried out in phases and given that some areas within the townships are extremely remote, it took time to organize the elections.

The WA/VTAs described their role as being a link between wards / village tracts and the township level. Using a template developed by the township administration, the WA/VTAs in most townships maintain a profile of their wards and village tracts (W/VT profiles), which can range in size from several hundred individuals to several thousands. The WA/VTAs noted the importance of the 10 Household (HH) Leaders in providing information from citizens to the WA/VTA and in relaying information from them to the citizens. This includes information provided by the township for distribution. In larger wards and village tracts, a group of 10HH leaders may select one of their members to coordinate communication and efforts of the other 10HH Leaders in the group with the WA/VTA. While not formally recognized by the 2013 Presidential Notification, this coordinator is sometimes referred to as a 100 HH Leader.

In line with the Presidential Notification and the guidance of the GAD, the WA/VTAs reported that they relied on the W/VT DSCs to coordinate discussions within communities. In addition, they maintained regular contact with the 10HH Leaders and citizens. Through these various channels, the WA/VTAs developed lists of community priorities for inclusion in their W/VT profiles. The WA/VTAs in Sagaing advised that guidance allowed them to maintain a list of three priorities in their profiles. In most townships, these profiles are updated for the bi-monthly meetings with townships officials and the WA/VTAs. When one project is selected for funding from their profile, WA/VTAs insert the next project from their list of priorities so that there are always three priorities available for consideration.

42   The dates mentioned here are the last dates of elections in these townships.

In addition, township administrations reported investments in attempting to gather opinions using a number of tools: some townships had weekly meetings with WA/VTA; most required WA/VTA to provide bi-weekly updates on data and priorities from their areas. In Lahe, they had monthly meetings.

In Sagaing, WA/VTAs in most townships report receiving approximately USD 50 for operational costs each month, and another USD 70 to support activities. The GAD manages these funds through recurrent budget lines and pays the WA/VTAs at the last meeting of the month. The funds are considered sufficient by most of the WA/VTAs consulted, however they noted that they were mostly from wards in town or nearby village tracts and stated that some of the VTAs reportedly spend US 10-20 per round-trip travel to the administrative centre. With an average of five to seven trips per month to the administrative centre, these VTAs may have limited funds left after paying for transport.

Ward/Village Tract Development Support Committee (W/VTDSC)

Presidential Notification 27/2013 requires that of the 5-7 members allowed for the W/VTDSCs three members, including the Chairman, should be elected by the community. The Notification itself does not prescribe the manner in which they should be elected.

In practice, the members were elected in the same procedure as stipulated in the 2012 Ward and Village Tract Administration Law, i.e. through an indirect 2-step election by the 10 HH, which however only relates to the WA/VTA, and does not mention any committee, elected or otherwise, at ward or village tract level. The 10HH Leaders then voted for the W/VTDSC positions. As part of the local governance mapping, people were asked if they participated in the election of the W/VTDSC (see Figure 13).
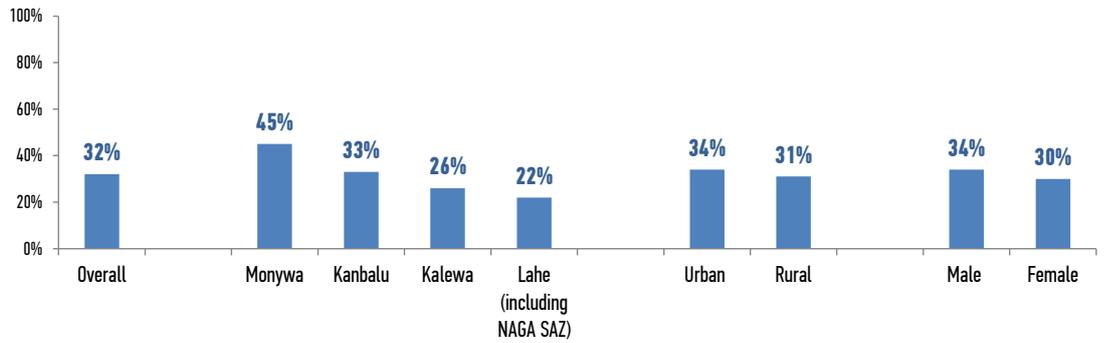
It seems that about one-third of people who knew about the W/VTDSC had participated in the elections (n=37), although it is not clear if these were the 10 HH leaders. While nearly all 10 HH leaders are normally men which raises equity and participation issues the Figure 13 shows that about 30 percent women voted in the elections. In theory, only one person out of ten households, usually a male, votes in second round of balloting.

In wards and villages where the DSCs have struggled to find their operational footing, few citizens would be likely to know about the W/VTDSC or its membership. However, the data from mapping shows that almost 45 percent people in Kanbalu and Kalewa knew about these committees. In the township of Lahe, where the Naga SAZ is located, the knowledge about the W/VTSDC appears to be very low (9%). There is a difference between urban and rural people: urban respondents seem to be more informed about the existence of the committees (40%) than their rural counterparts (27%).

The Notification tasks the W/VTDSC with supporting, advising and coordinating with the WA/VTA in their work under the 2012 Ward / Village Tract Administration Law, and "to discuss and coordinate the socio- economic needs of people living in the ward or village tract". Additional provisions suggest that the W/VTDSC can directly submit concerns to the TMC, work with the Rural Development and Poverty Reduction Programmes, support universal education, provide health education, and provide a variety of other training and advisory functions. The CRC results indicate that out of the respondents that knew the W/VTDSCs, only 26 percent of respondents had been consulted (see Figure 14).
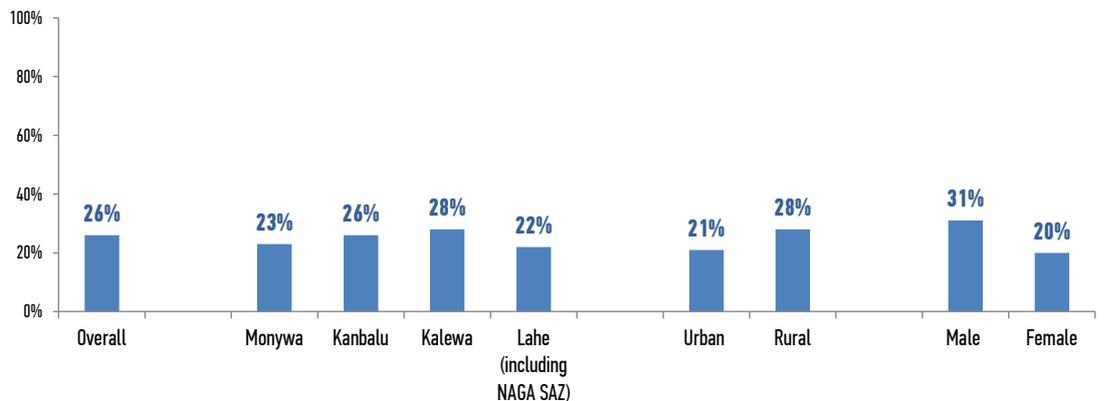
As mentioned above, the ward/village tract and township structures offer a number of formal and informal opportunities for community engagement. This engagement is not always timed or coordinated so that it is well informed and so that government officials can easily consider it when they are making decisions. Community expectations of WA/

VTAs are high, but vary between townships. While many citizens did not see the WA/VTA's role in consulting and involving communities in decision-making, a little more than one-fourth of the people in Monywa and Kalewa saw this as their role (see Figure 15). However, in all of the participating townships the people expect the WA/VTA to mediate disputes and bring community issues to the township administration. In the non-SAZ townships the WA/VTA is also expected to ensure peace and security in the community while Lahe community focus groups explained that these issues were more likely to go to the police. Most respondents did not see a strong role for the WA/VTA in bringing information to them from the government, which may be due to the fact that WA/VTA report using 10HH leaders as the link to individuals.
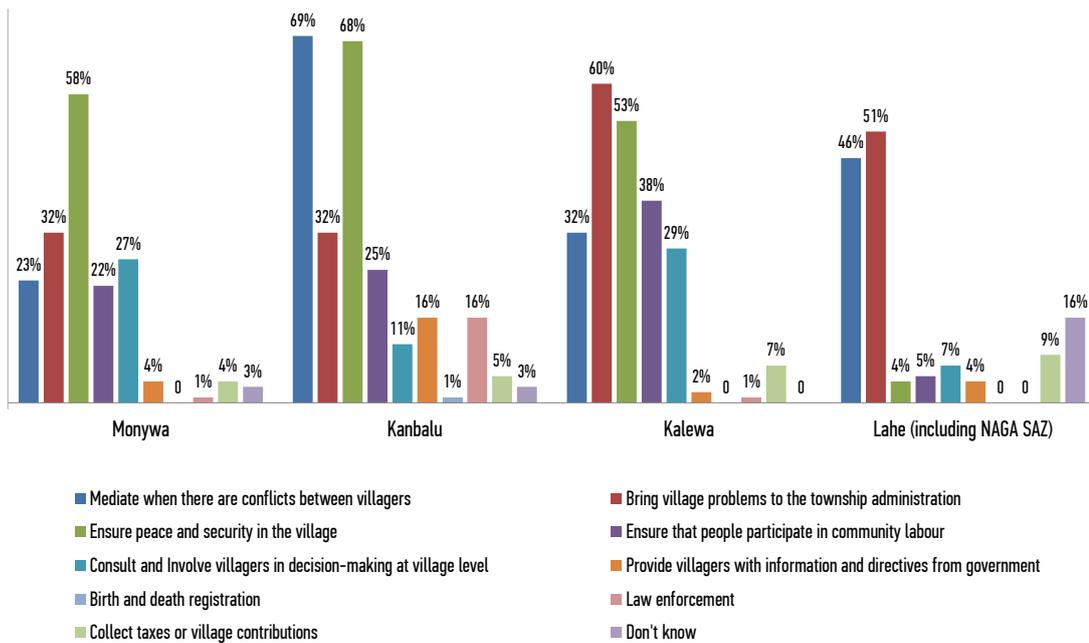
Figure 15:
Functions of the VTA/WA according to the citizen respondents

Source: Local Governance Mapping Sagaing Region, November 2014. n = 384. Note that more than one answer was possible.

Legend:
- Mediate when there are conflicts between villagers
- Bring village problems to the township administration
- Ensure peace and security in the village
- Ensure that people participate in community labour
- Consult and Involve villagers in decision-making at village level
- Provide villagers with information and directives from government
- Birth and death registration
- Law enforcement
- Collect taxes or village contributions
- Don't know

At the same time, as shown in the Figure 16 below, WA/VTA themselves stressed their role in bringing the needs of the ward or village tract to the government, providing information on laws and directives to the community, and ensuring peace and security. Further the mapping findings indicate (Figure 17) that WA/VTA bring information and directives to the community from their township level meetings, but then rely on the 10HH Leaders and W/VTDSC to distribute the information to the community.

- Bring village problems to the township administration
- Provide villagers with information and directives from government
- Birth and death registration
- Mediate when there are conflicts or problems between villagers
- Collect taxes or village contributions
- Involve community members in decision-making at the ward or village tract level
- Ensure peace and security in the ward or village tract
- Assist citizens with permits and applications
- Organise village (committee) meetings
- Law enforcement
- Ensure that people participate in community labour
- Other

- 10/100 Household Leaders
- By calling a ward or village tract meeting
- Village organiser/Crier/PA system
- Through the W/VT Dev't Support Committee

This process is in line with the relevant law, but discussions with WA/VTAs in some townships indicated that the DSCs in wards and village tracts share the same limitations reported by those in townships. Without operational budgets and resources, they face logistical hurdles in trying to canvass citizens' input from different villages within their village tract. In addition, the ward and village tract levels do not have a single coordinating committee or body like the TMC, so W/VT DSCs appear to struggle to capture the information from various groups and committees (education committee, health committee and others) operating in their communities.

The mapping showed that communities want more information on project planning. At the same time, Figure 18 shows that about 40 percent of citizens are attending ward or village tract meetings (also see Figure 19). One third of the female respondents said that they have attended a meeting. The responses may mean that other 60 percent individuals are choosing not to go to meeting, that they are not invited to meetings, or that there are no meetings held at the ward or village tract level.
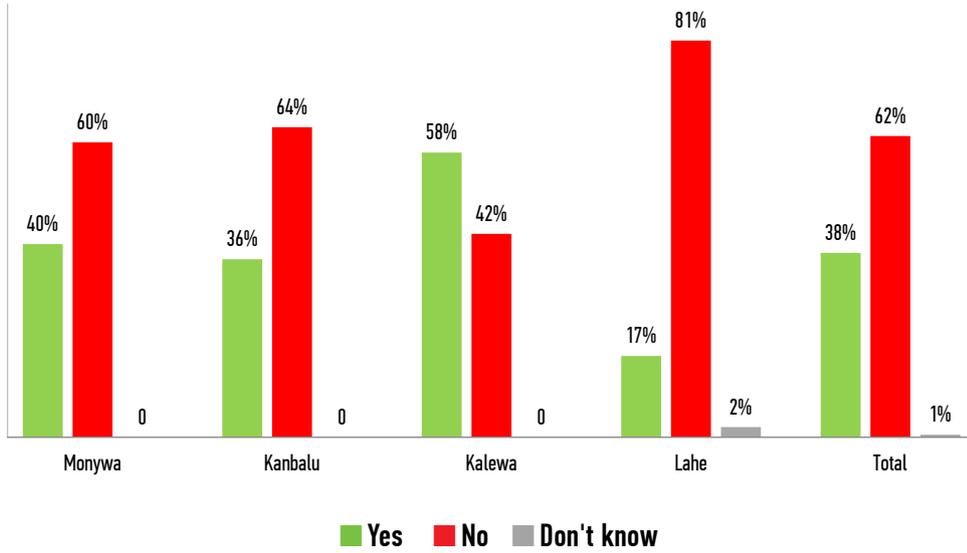
Figure 18:
Citizens participation in ward/village tract meetings

Source:
Local Governance Mapping Sagaing Region, November 2014. n = 384.

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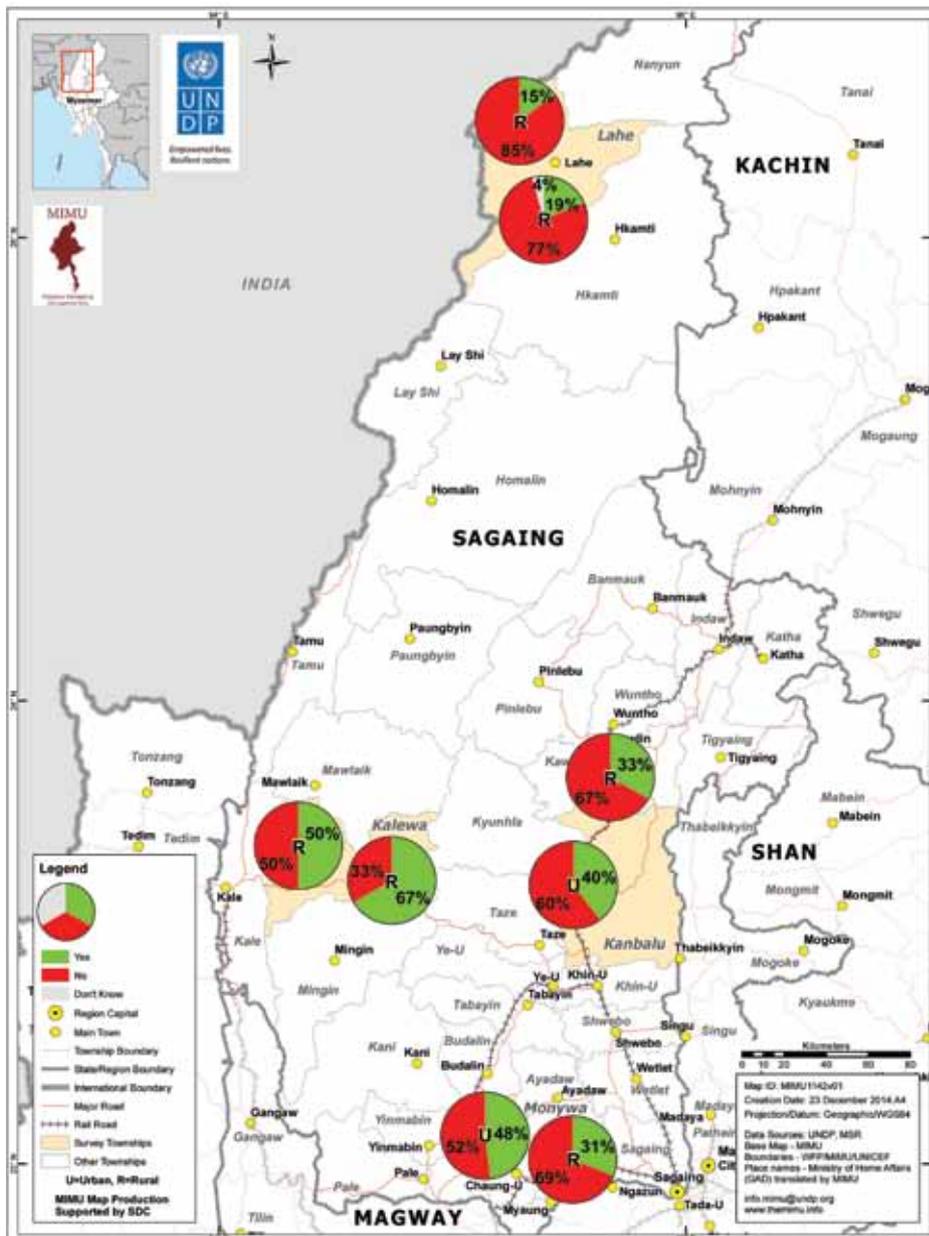
Figure 19:
Citizens' participation in ward/village tract meetings

Source: Local Governance Mapping Sagaing Region, November 2014. n = 384.

While the community mapping shows that only a moderate percentage of citizens are attending ward or village tract-level meetings, they also show that communities are not lacking consultative opportunities through existing groups (see Figure 20). At the local level, there are also a number of sectorial committees and community groups that exist to facilitate government engagement before the new committees were created. School-based Education Committees are reported as being primary links between the schools and the communities. Similarly, the Health Committee and individual connections to midwives and community health workers were described as the preferred conduit for information to and from communities by most TMOs. The report later discusses the community participation in the sectors.

Figure 20: Committees and groups active in communities according to the W/VT Administrator

Source: Local Governance Mapping Sagaing Region, November 2014.

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Legend:
- Village Health Committee
- Fire brigade
- Women group(s)
- School Committee/ Parents Teachers Association
- Pagoda/church board
- Village Tract/Ward Development Support Committee
- Village Elders and Respected Persons (VERP)
- Socio-religious youth group
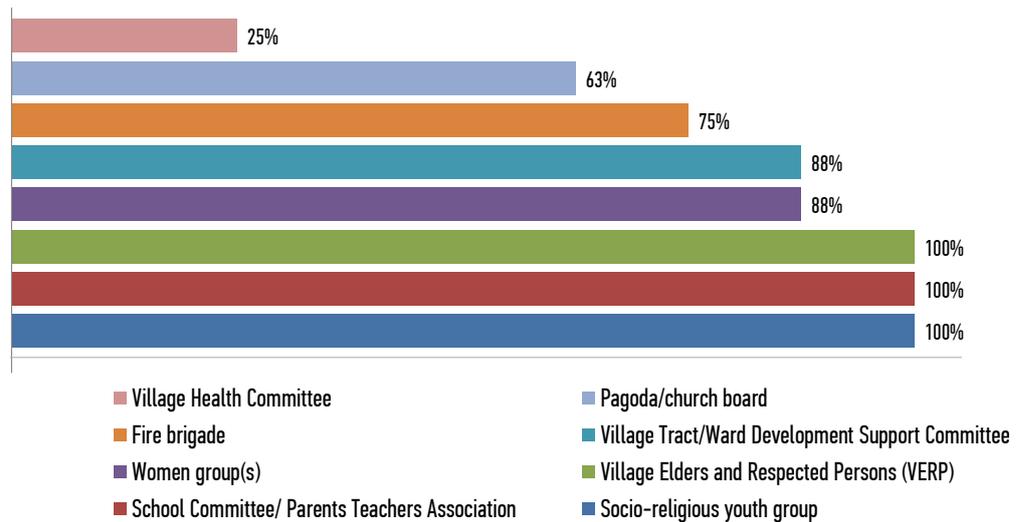
At the same time, while the existing bodies may not currently be addressing citizens' needs for discussing services, community dialogues recorded concerns from citizens about their ability to support additional meetings given existing workloads and community commitments.

Box 4:   community contribution

In some townships communities funded major investments like hospitals and schools, and civil society organizations also reported heavy investments in health and education. When contributions to schools funds, health service fees, and in-kind labour projects are considered, community members in Sagaing are shouldering a much greater share of development costs. For example, in Monywa the TEO reported that several capital investments in school buildings were doubled in scope by community financial contributions, and in Kanbalu the TMO reported that a local CSO had provided the funding for the township's 100 bed hospital.

In the overall analysis, however, the type and timing of communication informing participation in township level planning and budgeting was less defined. Moving beyond creating an effective space for exchanging information, communities are not receiving sufficient information to allow them to meaningfully contribute in planning and budgeting

decisions. Other factors may add to the limited community contribution, but it is not clear that communities have been receiving the information on potential causes and solutions to problems before the consultative process begins. This limits participation, but also ownership of the project and, ultimately, recognition of government investments.

5.1.2 Citizens' perspectives on development priorities

In order to determine the areas where people perceive key challenges facing them, the full spectrum of responses (Figure 21 and 22) demonstrates a shared focus on health, roads, and water supply across all four townships, while 17 percent of the respondents did not identify which of the priorities was the most important. This large pool of respondents could shift any one problem into prominence if something swayed community sentiment in a particular direction. The mapping did not show that education was a major priority for citizens in Sagaing when weighed against other priorities. The more isolated Lahe township is much less likely than other rural townships to identify lack of jobs as an issue. Even in Monywa, where lack of job opportunities was considered a priority by 29 percent of the respondents, education was only named as a priority by 9 percent of the people. This may be hiding education related to increased job opportunities in the "jobs" heading, demonstrating a belief in Monywa that there are niches where jobs could be created without additional skills or training needed, or showing that citizens are generally feeling that education is progressing reasonably well so other issues take precedence.
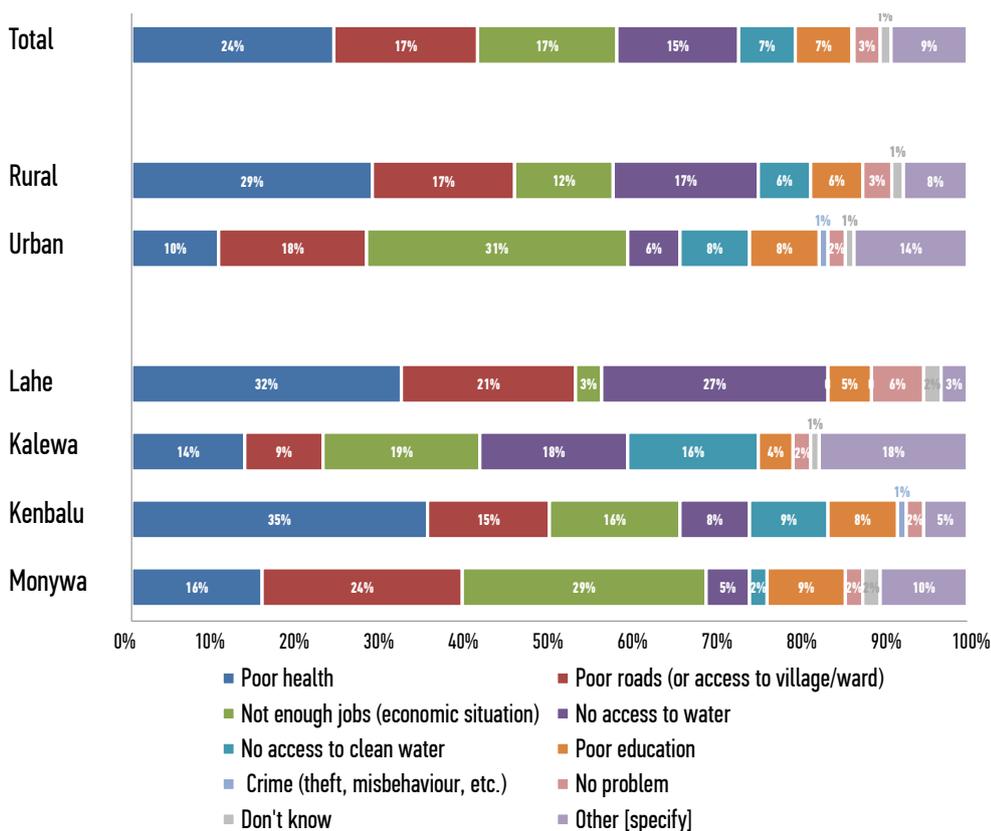
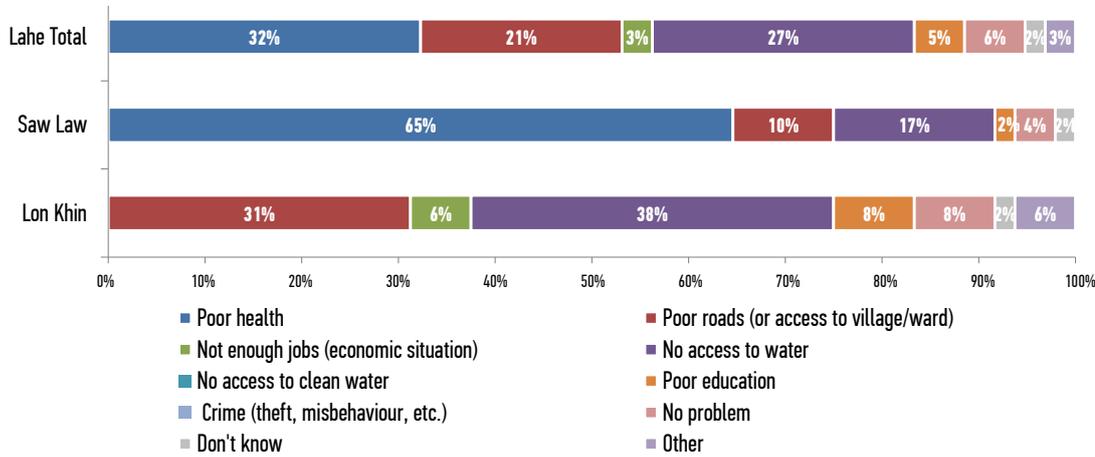**Figure 21: Main problem in village-tract or ward according to the respondents**

Source: Local Governance Mapping Sagaing Region, November 2014. n = 384.
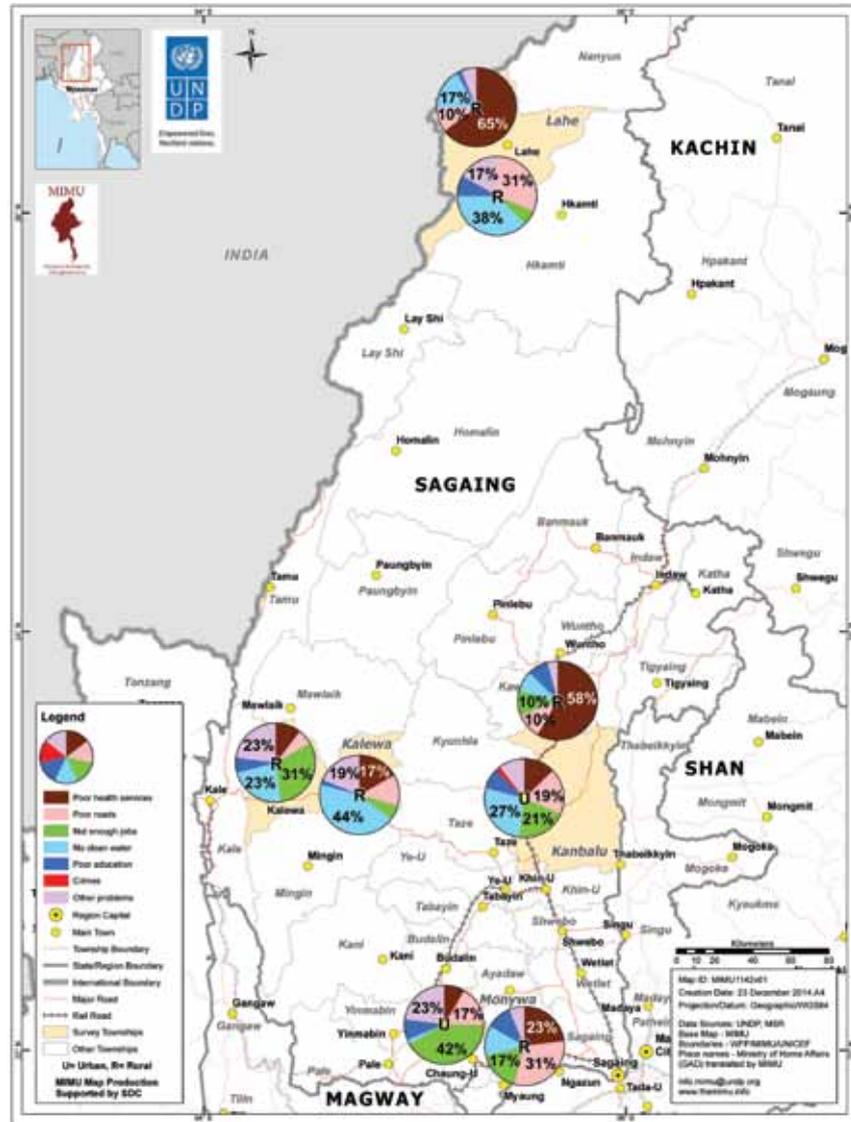
Additionally, Citizen Report Cards identified differences between what urban and rural citizens consider priorities. As shown in Figure 23 there are spikes for health concerns and access to clean water from rural respondents, with urban opinions highlighting a focus on jobs and economic considerations.
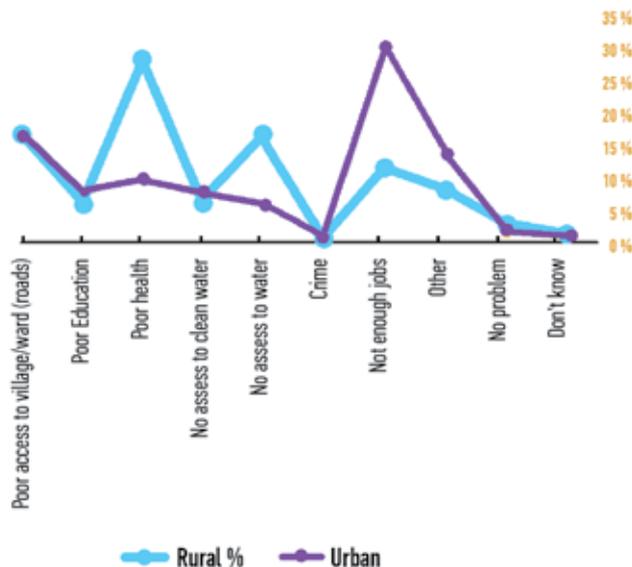
The focus on Union, Region and even township levels can hide the diversity of individual village tracts and wards in Myanmar. Figure 24 shows how problematic this can be. The combined data for two Lahe village tracts (shown in the top bar) indicates a proportional concern for health services, transportation, and water supply. Yet when one considers the perceived needs of the village tracts individually, it becomes clear that one village tract has a desperate concern for health services, with 65 percent naming this as a priority, while the other does not register health issues as a priority at all.

Figure 24:
Main problem in village tract according to Lahe respondents (by village tract)

Source:
Local Governance Mapping Sagaing Region, November 2014.

Legend:
- Poor health
- Poor roads (or access to village/ward)
- Not enough jobs (economic situation)
- No access to water
- No access to clean water
- Poor education
- Crime (theft, misbehaviour, etc.)
- No problem
- Don't know
- Other

Safety and security

Both urban and rural communities felt that safety issues were not a prime concern. About one-third felt that the safety situation has improved with the remaining feeling that it has remained more or less the same. Figure 25 shows that 75 percent of respondents in Lahe feel that safety has improved in their community. Community dialogues in the village tracts highlighted that successful government efforts have produced this feeling of security.
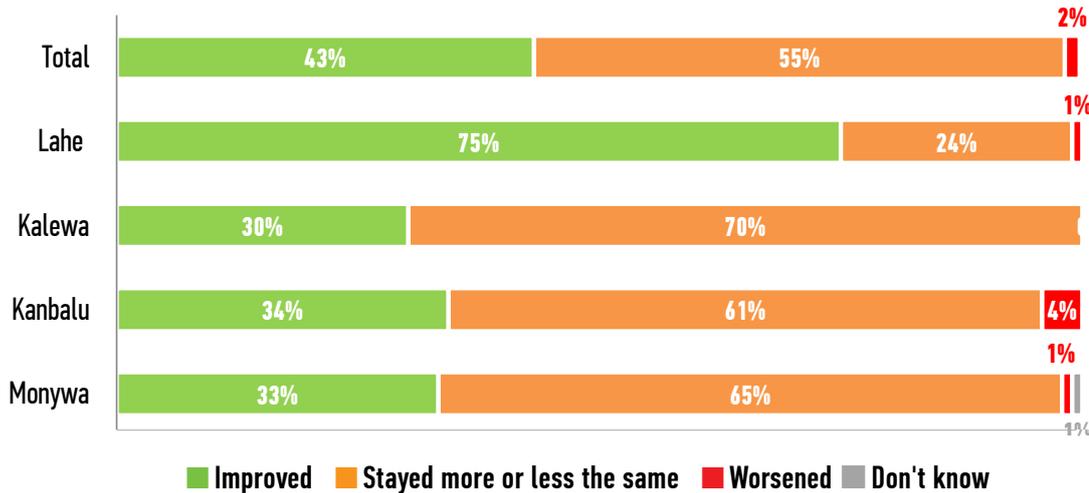
Figure 25:
Perception of the safety and security situation in the ward or village tract of the respondents in the four townships

Source:
Local Governance Mapping Sagaing Region, November 2014. n = 384.

Legend:
- Improved
- Stayed more or less the same
- Worsened
- Don't know

There are other areas where people perceived improvements and these included education as recognized by 52 percent followed by roads (35%) and health services (19%) (see Figure 26). However, there is a great variation within townships. Lahe and Kalewa appear as the places in which the improvement in education was most visible, with 77 percent and 63 percent respectively. However in Monywa, electricity (41%) and roads (39%) were the most important improvements mentioned. There is a substantial difference between urban

and rural perceptions: in rural areas the single most important area of improvement was education (58%) while in urban areas was roads (72%). The WA/VTAs also had similar observations with 75 percent seeing education where improvements have been made and half perceiving roads and a quarter saw changes in health services (see Figure 27).
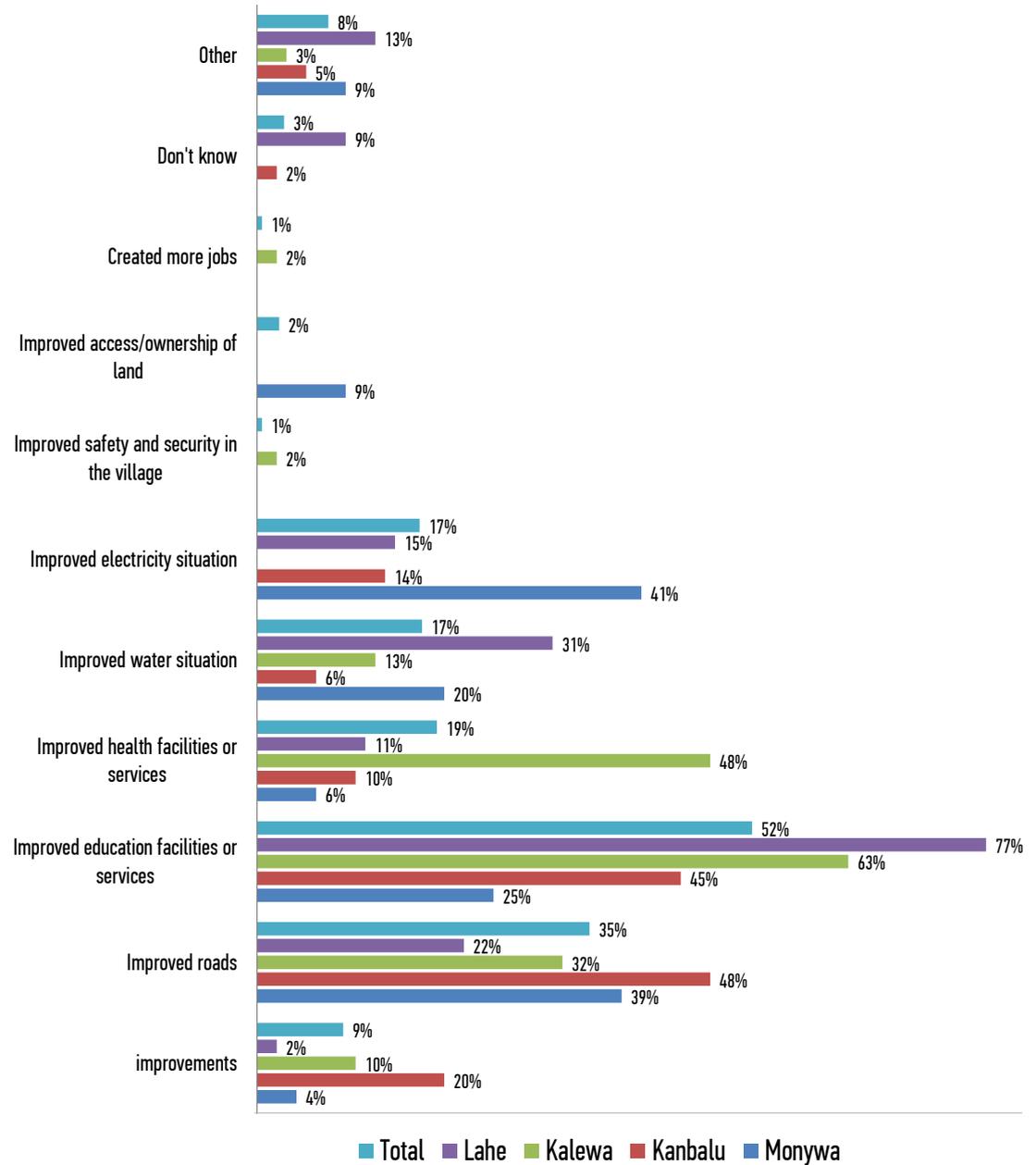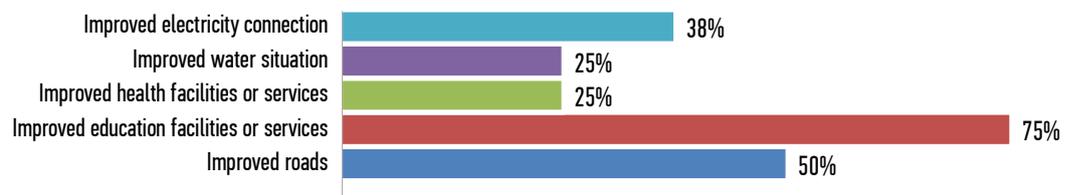
Figure 26: Improvements made by the government in the village tract/ ward over the last three years according to citizens for the four townships and urban/rural, and male/female

Source:
Local Governance Mapping Sagaing Region, November 2014. n = 384. Note that more than one answer was possible.

Total, Lahe, Kalewa, Kanbalu, Monywa

Category	Total	Lahe	Kalewa	Kanbalu	Monywa
Other	8%	13%	3%	5%	9%
Don't know	3%	9%		2%	
Created more jobs	1%		2%		
Improved access/ownership of land	2%				9%
Improved safety and security in the village	1%		2%		
Improved electricity situation	17%	15%		14%	41%
Improved water situation	17%	31%	13%	6%	20%
Improved health facilities or services	19%	11%	48%	10%	6%
Improved education facilities or services	52%	77%	63%	45%	25%
Improved roads	35%	22%	32%	48%	39%
improvements	9%	2%	10%	20%	4%

Figure 27: Improvements made by the government in the village tract/ ward over the last three years according to ward/village tract administrators

Source:
Local Governance Mapping Sagaing Region, November 2014.

Improved electricity connection	38%
Improved water situation	25%
Improved health facilities or services	25%
Improved education facilities or services	75%
Improved roads	50%

5.1.3   Priorities identified at the township level

Due to a collaborative environment and overlapping membership in critical positions, township-level officials and committees were closely aligned in the townships. The township actors and committees in the rural townships were particularly consistent on priorities, with the larger and more urban Monywa showing a more expansive perspective in line with its larger pool of human resources, staff, and access to information. During interviews at the township level parties were asked what their three top priorities were. For example, in Kalewa, respondents said that transportation and water supply were the top priorities, with electricity being a less critical need. Figure 28 applies a relative scale to responses to show trends identified during meetings in each participating township.
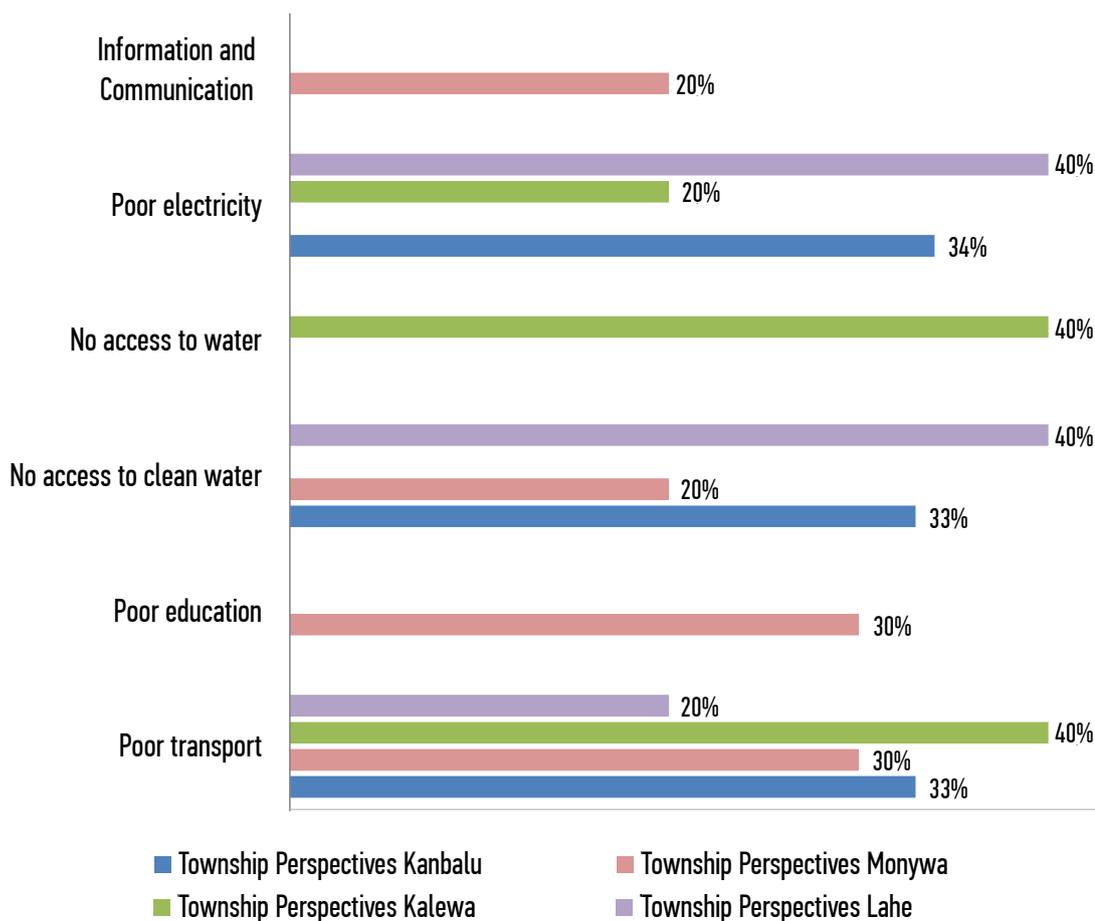
Township level officials heavily focused on infrastructure as a fundamental aspect of other services. For example, the TMOs in both Kalewa and Monywa identified the lack of roads or bridges as a major hurdle in delivering health services to some areas of the township. Electricity was also discussed as a contributing factor to many other services, as well as for economic and social opportunities. Only township level respondents in Monywa, which has relatively strong access to communication and internet services, repeatedly raised improving connectivity and use of IT services as a priority.

Taking these elements into consideration, the township interviews showed a general alignment between township level and citizens perspectives about priorities. The top three priorities for communities were health (24% of respondents), water (21%, when supply and clean water are combined), and roads and jobs (17% each). Monywa's stated interest

in IT and communications can be viewed through an economic-growth lens. Thus only health as a stand-alone priority was missing from the stated priorities of township actors. Yet according to Region and township numbers, capital budgets available for health and education facilities are being fully utilised and further growth in services is primarily inhibited by human resource constraints so government actors may feel that health is being treated as a priority already. Health and education are both services that are funded by Union level departments.

5.2 Basic services – access and delivery

5.2.1 General Comments on Service Delivery

Health sector was ahead of education and water supply in terms of perceived improvements. Except in the Department of Rural Development, township departments are showing large numbers of staff vacancies at lower levels, but generally report sufficient staff for current workloads.

The quality of services targeted during the mapping (health, education, and drinking water supply) were historically considered poor in Sagaing Region relative to other parts of the country. As recently as 2003, Sagaing had less health infrastructure than other parts of Myanmar of comparable size. Educational opportunities were similarly poor, with less than 10 percent of primary school students continuing through high school as of 2009 according to some reports.

Community consultations and surveys recorded continued concern with health and water supply in all four participating townships, but were less concerned about education. This may reflect the impact of government investments in education, which have generated many new facilities.

Several quality and participation issues are common to all three service delivery focal areas. To date, only the health sector is collecting and providing data against independent markers of the quality of a community's health. For example, all townships had data on causes of morbidity and mortality and mother-and-child health. These allow comparison within Myanmar and internationally, and the government has supported international reviews of data through the work of UNICEF and others. Assessing the quality of service delivery for education and water supply is more challenging as most information only relates to whether these services are present in a particular area.

All township departments are showing large numbers of staff vacancies at lower levels, but generally report sufficient staff for current workloads. The exception is the relatively new Department of Rural Development, which is severely understaffed based on its initial numbers of sanctioned staff, with 100 percent and 86 percent vacancy rates at the mid-level officer and support staff levels, respectively, for instance, in Kalewa.

Of particular note, TMOs report having very few staff with administrative mandates or training, meaning that medically trained personnel are carrying a heavy administrative load.

5.2.2. Health Sector Services

Both township and citizens reported positive trends in health care service delivery with differences between urban and rural respondents, in which rural respondents retained health services as a major priority.

As shown in Table 10, the Kanbalu TMO reports that there is one 100-bed hospital, three Station Hospitals (16 beds), one Maternal Child Health centre, 6 RHCs, and 47 Sub-Rural Health Centres in the township. This infrastructure provides a coverage ratio of 5.7 villages to each Sub-Health Centre, and 90 villages to each Station Hospital, the lowest ratios of the three non-SAZ townships visited. Kalewa has 12 Sub-Health Centre serving 125 villages, a ratio of one Sub-Health Centre to 10.4 villages. This is nearly double the ratio of the much more accessible Monywa. The January-June 2014 Township Health Profile reports that Monywa has one 200-bed hospital, three medium care facilities, six Rural Health Centres and 31 Sub-Rural Health Centres. This gives a rough ratio of one Sub-Health Centre to 6.3 villages. Lahe reported a recent increase in budget availability for capital improvements. However, interviews suggest that only half of the 97 villages have access to a Rural Health Centre or midwife. The unique geographic and infrastructure profiles mean that future needs vary considerably between townships, so figures like the ratio of villages to Sub-Health Centres offer only very rough indications of investment to date at the community level. The ratio of population per health centre would have to be taken into account to determine the real need of communities and detect possible inequities in service provision.

	Sub-health Centres	Ratio of Sub-Health Centres to Villages
Kanbalu (Population: 295,497)	47	1:5.7
Kalewa (Population: 56,386)	12	1:10.4
Lahe (Population: 43,425)	----	50% coverage by mid-wives or RHCs reported
Monywa (Population: 371,963)	31	1:6.3

Citizens' perspectives on health services

Although health care remained a priority for most communities, and in spite of residual feelings that government is not taking action in some areas, communities across all participating townships shared a feeling that health services had improved in their communities over the past three years, with between 58-68 percent of respondents seeing improvement (see Figure 29).

The reasons cited for improvement in health services across urban/rural, male/female and different townships include: new or renovated facility (48%), more health staff (38%), better equipped and more medicines (30%) and lower costs (21%) (see Figure 30 and Box 5). For those few who answered that health services had worsened over the last 3 years, the major issues were less staff (50 %) and the attitude of the staff.

Figure 29:
Perceived changes in primary healthcare services over the last three years at the village tract or ward level

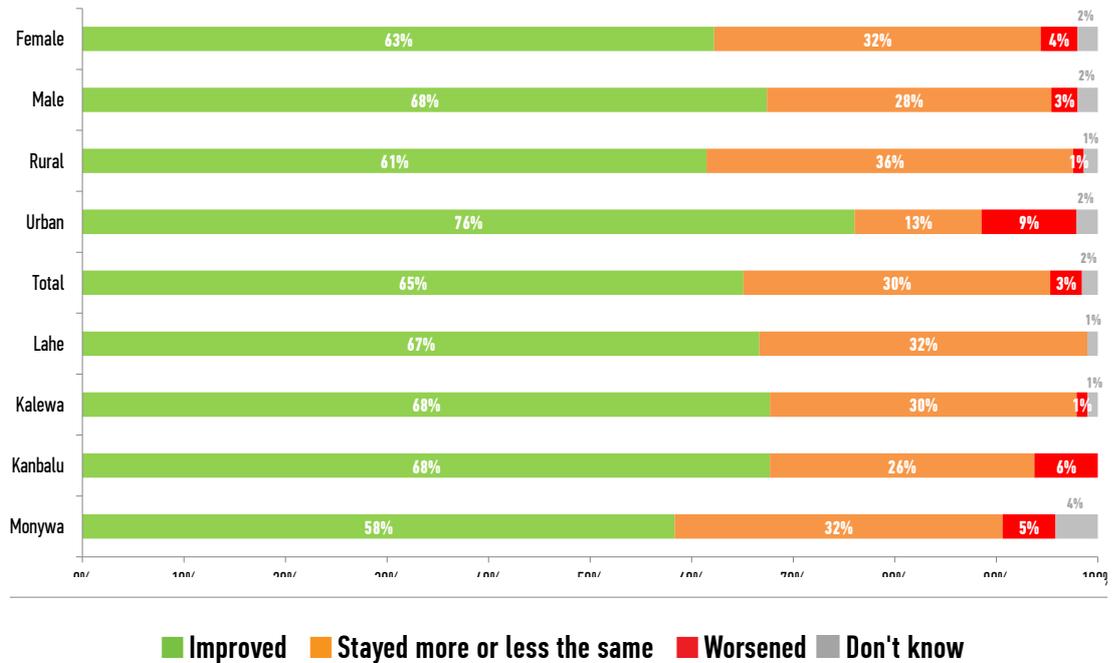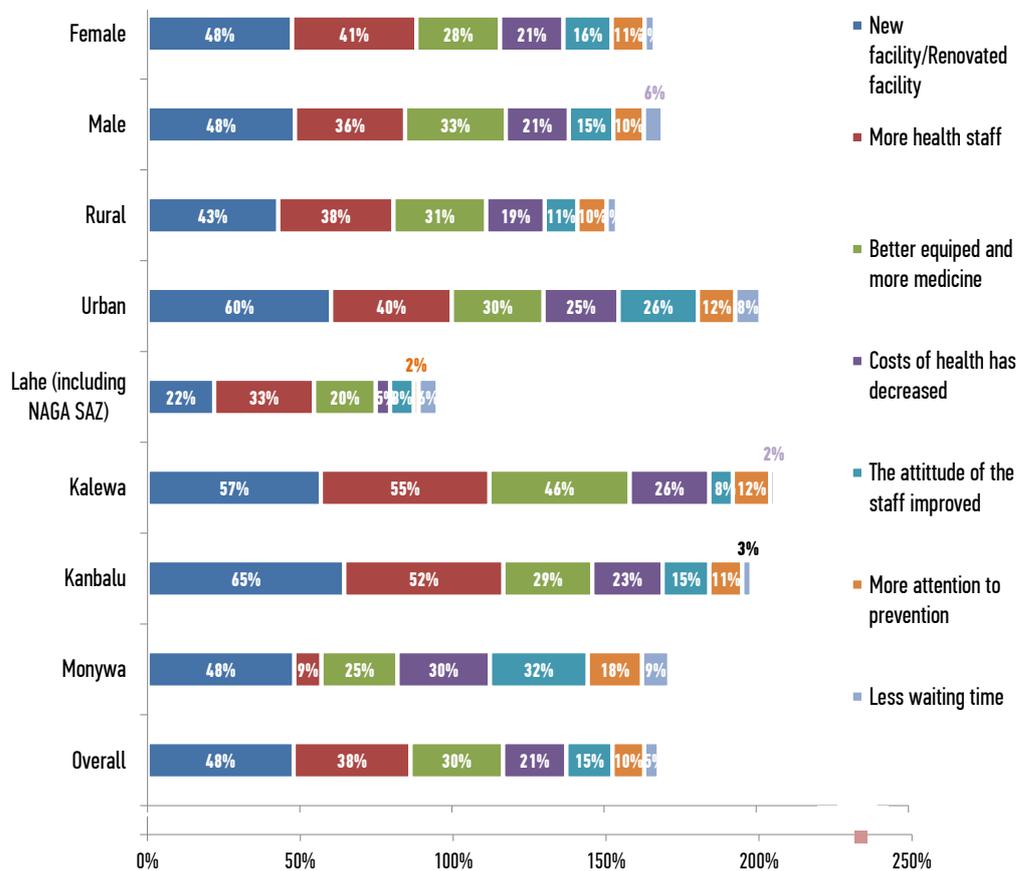Source: Local Governance Mapping Sagaing Region, November 2014. n = 384.

	Improved	Stayed more or less the same	Worsened	Don't know
Female	63%	32%	4%	2%
Male	68%	28%	3%	2%
Rural	61%	36%	1%	1%
Urban	76%	13%	9%	2%
Total	65%	30%	3%	2%
Lahe	67%	32%		1%
Kalewa	68%	30%	1%	1%
Kanbalu	68%	26%	6%	
Monywa	58%	32%	5%	4%

■ Improved ■ Stayed more or less the same ■ Worsened ■ Don't know

Figure 30:
Reasons for improved health care as mentioned by respondents who were of the opinion that health care had improve in their village tract or ward

Source:
Local Governance Mapping Sagaing Region, November 2014. n = 384. More than one answer possible.

Legend:
■ New facility/Renovated facility
■ More health staff
■ Better equiped and more medicine
■ Costs of health has decreased
■ The attittude of the staff improved
■ More attention to prevention
■ Less waiting time

In most wards and village tracts people were satisfied (average of 67 percent) or ambivalent about healthcare services. In one of the village tracts of Lahe, however, the dissatisfaction rate reported was 50 percent (see Figure 31).

Figure 31:
Overall level of satisfaction with health care services in village tract or ward

Source:
Local Governance Mapping Sagaing Region, November 2014. n = 384.

■ Statisfied   ■ Not good not bad   ■ Not statisfied   ■ Don't know

Figure 32:
Level of satisfaction with health care services in village tract or ward

Source:
Local Governance Mapping Sagaing Region, November 2014. n = 384.

Citizen responses about the use of public and private health care providers varied significantly between urban, rural and ethnic groups. The responses (see Figure 33) suggest that decisions are highly localized. Figure 34 shows that proximity and habit are the main considerations for both urban and rural respondents, however rural residents are more influenced by the proximity of the facility and lack of other choices. As evident from the data above, a majority of urban residents (80%) use private health facilities not only because of habit but also due to availability of qualified medical staff in this facility.
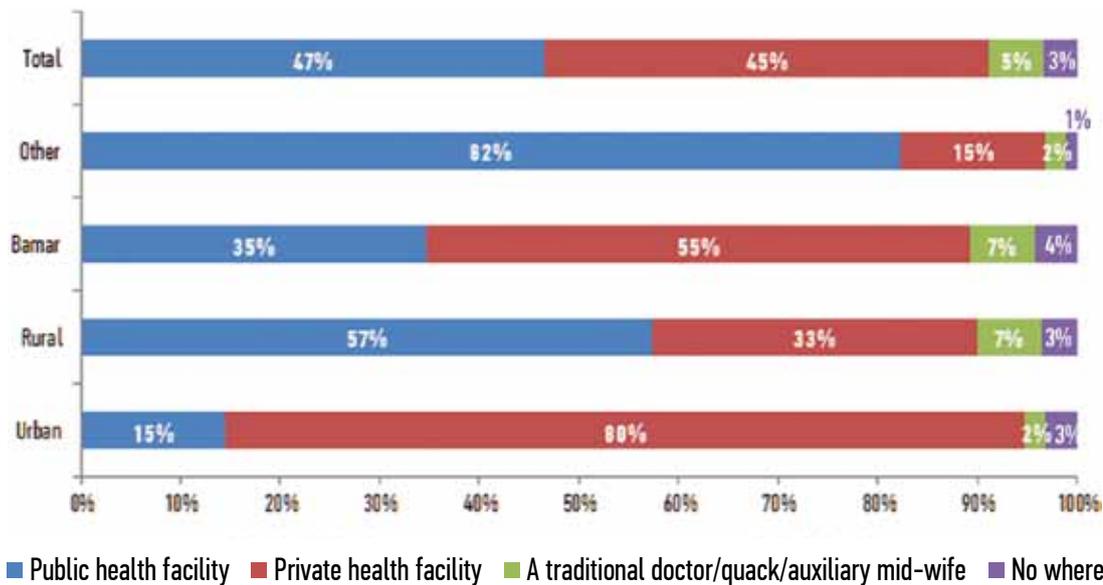
- Public health facility
- Private health facility
- A traditional doctor/quack/auxiliary mid-wife
- No where

- It is close by, there is no other option near by
- We are used to going to this facility
- The staff are well-qualified
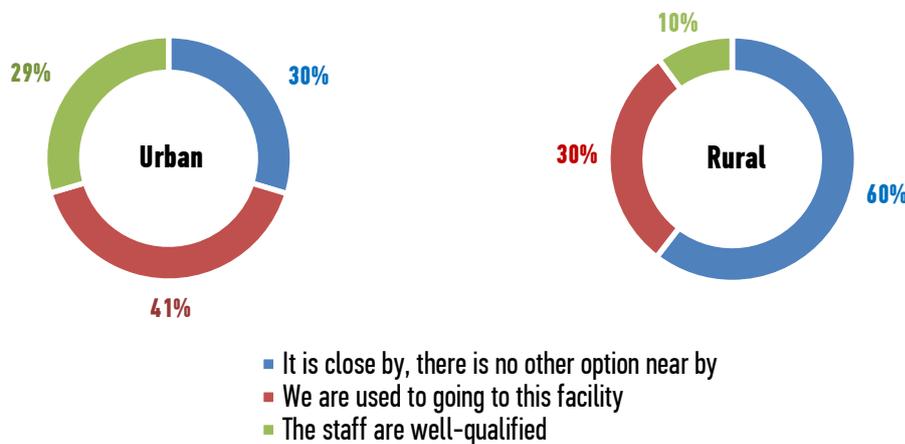
Consequently, many urban residents (71%) are paying for the medicines. However, people in rural areas using public health facility (57%), are told that in general drugs at the health facility should be provided free of charge. Overall 83 percent of respondents report that they always or sometimes pay for the drugs. When they were asked why people had to pay for medicine in public facilities, the great majority (97%) points out that the government supplies some medicines, and others have to be bought by them. According to the health facility managers, no patient had to pay for consultation or treatment, and most (87%) said that they do not need to pay for medicines either. Only some health facility managers mentioned that people have to pay for the medicines when the township does not support the medicine.

	Always	Sometime	Never
Rural	45%	38%	17%
Urban	71%	7%	21%
Total	47%	35%	17%
Lahe	48%	43%	10%
Kalewa	35%	25%	40%
Kanbalu	65%	15%	19%
Monywa	48%	45%	6%
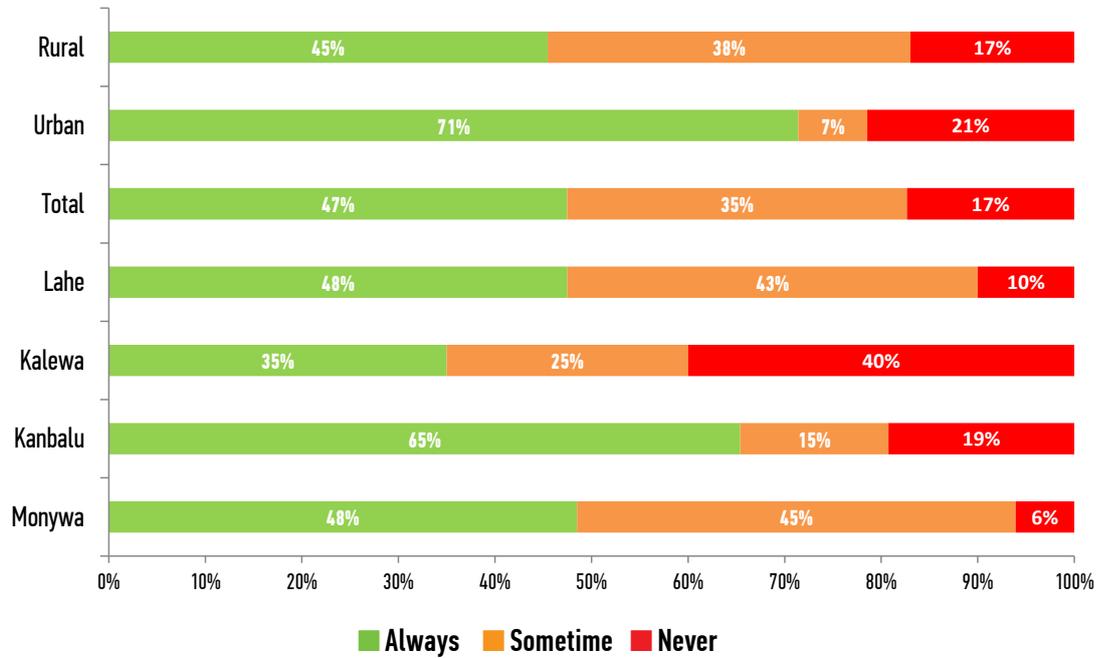
The government introduced cost sharing as a national policy for the health sector in 1993.[43] The initiative was designed to improve several aspects of health service management and delivery, including drug supply management, and was supported by the Nippon Foundation and WHO.[44] Community dialogues in participating townships found that citizens did not feel that the decisions about who had to pay and contribution levels were transparent.

In terms of equity however, most (95% or more) citizens felt that they were treated the same as others when it came to being able to access health services (see Figure 36). Health staff agreed that there was equitable treatment, and specifically noted efforts to reach people with disabilities and the poor (see Figure 37). However, 45 percent of health workers responded that the differing concerns and needs of men and women are not adequately taken into account in the health facility (also see Figure 38).

	Always	Not always	Never
Total	96%	3%	1%
Female	96%	3%	1%
Male	97%	3%	1%
Rural	97%	3%	
Urban	95%	4%	1%
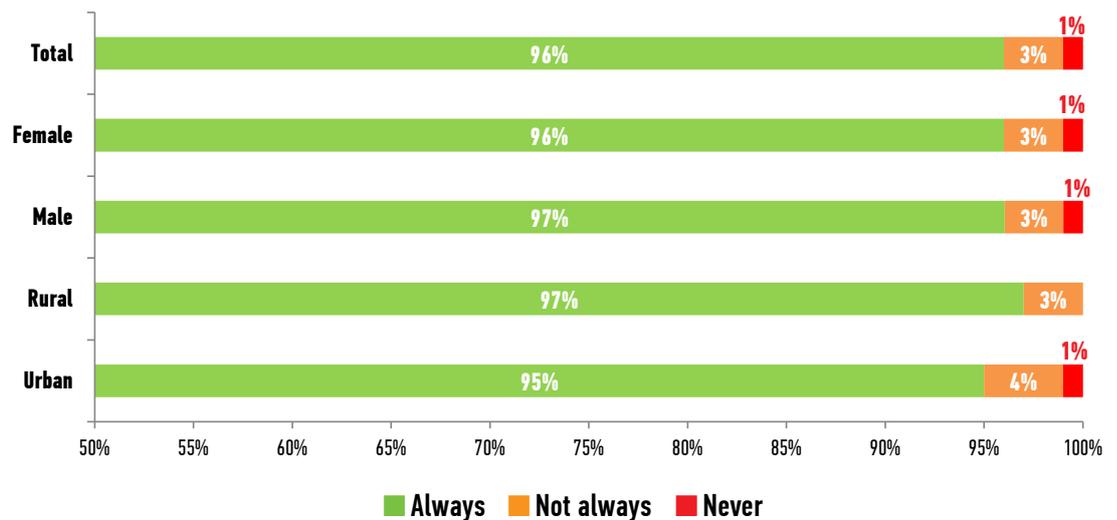
43   http://www.modins.net/myanmarinfo/ministry/health.htm Accessed 15 November 2014.
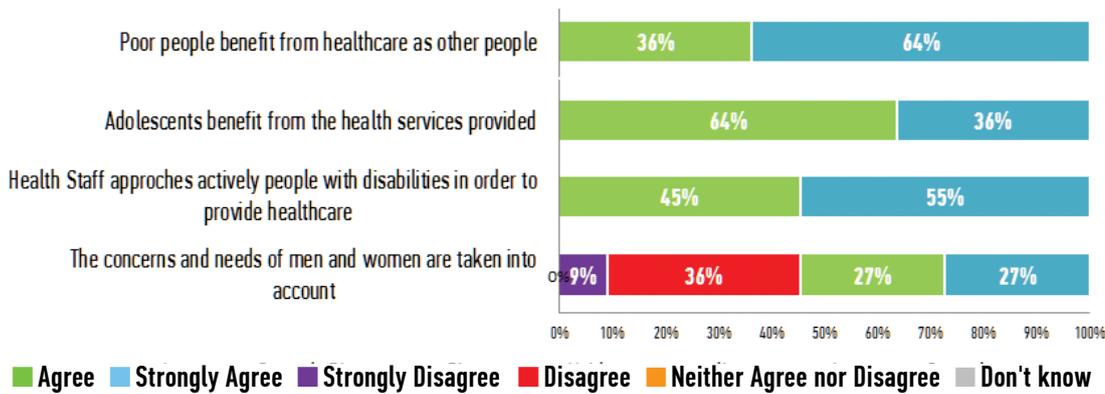44   http://www.econ.chula.ac.th/public/research_center/chealth/ChealthCompara.html Accessed 15 November 2014

Poor people benefit from healthcare as other people — Agree 36%, Strongly Agree 64%

Adolescents benefit from the health services provided — Agree 64%, Strongly Agree 36%

Health Staff approches actively people with disabilities in order to provide healthcare — Agree 45%, Strongly Agree 55%

The concerns and needs of men and women are taken into account — 0% 9%, Disagree 36%, Agree 27%, Strongly Agree 27%

Agree **Strongly Agree** **Strongly Disagree** **Disagree** **Neither Agree nor Disagree** **Don't know**

9% / 27% / 27% / 36%
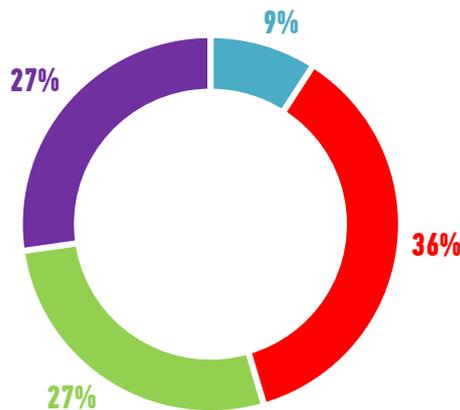
Strongly Agree **Agree** **Disagree** **Strongly Disagree**

Few citizens considered their interaction with health providers as a "meeting" for the purposes of discussing health matters. The overall participation in meetings with government officials on health issues is quite low (9%) with a slightly higher participation rate in Kalewa (21%) and Kanbalu (13%) (see Figure 39). Respondents reported that key discussion topics in these meetings were about the construction of a new building or its renovation (43%), followed by the need for a health care fund (29%) or health related trainings/workshops (see Figure 40). At the same time, interviews with health staff showed that 67 percent felt that the public was involved in planning discussions on health sector issues.
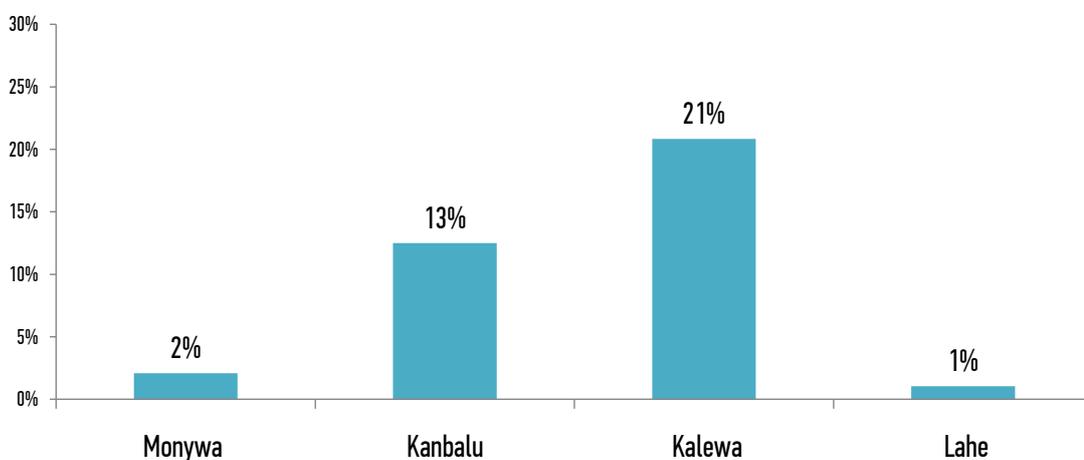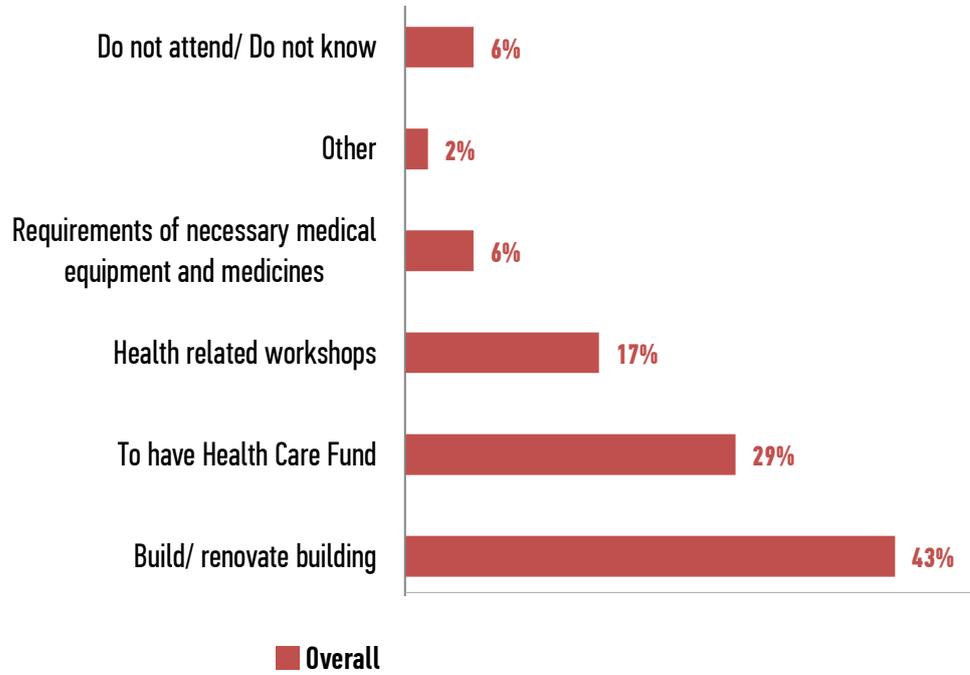
Monywa 2%, Kanbalu 13%, Kalewa 21%, Lahe 1%

While TMOs reported a reliance on Village/ Ward Health Committees to obtain information on community needs, health service providers indicated that few communities have health committees. Overall, only 9% of the respondents said that there is a Health Committee, with more Kalewa residents (28%) being aware of them. Another factor is that even among people who confirmed the existence of W/VHC, only 37 percent said that they know what these committees do. According to the health facility managers who affirmed there were W/VHCs, they indicated that W/VHCs supported provision of labor and repairs for the health center as well as helping with the transportation of patients and staff and sometimes raising funds for small renovations. According to 60 percent of the health facility managers, the W/VHC meet once or twice per year, while in urban areas they meet every month. In general, majority of the health facility managers related that W/VHCs members were selected through both appointment and added that women were underrepresented in these W/VHCs. Thus the TMOs felt that the role of village level health providers in distributing information from TMOs to citizens and vice versa will be significant in communities without W/VHCs.

Township-level perspectives on health services

The TMO in Kalewa highlighted the linkage between transportation infrastructure and health care because access issues are considered an impediment to the staff's ability to meet service delivery targets. Roads are a key priority for Kalewa township actors, but, perhaps because of a lack of awareness on the impact of the transportation issues on health, it was considered less important by rural respondents.

Health indicators reported by TMOs showed major differences between townships. The percentage of home deliveries in Kanbalu has dropped from 56 percent in 2010 to 45 percent to date in 2014. The more urban Monywa has reduced the number of births occurring at home from 33 percent in 2011 to around 21 percent in 2014. This could reflect an improvement in efficiency and effectiveness of delivery of health services in these areas. In this regard, several TMOs asserted that although the key request coming from communities is for more

facilities, some township challenges, such as child malnourishment and gastro-intestinal illnesses, require more comprehensive public health interventions rather than new facilities.

In all townships, CSOs have evolved to provide a number of key fundraising and service delivery functions in the health sector. Traditional CSO roles in financial support and health education have been growing, but there are also newer efforts to develop transportation services for citizens needing to go to a clinic or hospital (i.e. ambulance services) and the procurement of some medicines. These have raised new questions on how CSOs can engage technical assistance from government to facilitate international procurement or meet new regulations.

In most townships, the TMOs coordinate with other township actors through a health committee that they chair, which several referenced as a sub-committee of the TMC, weekly meetings with the TA/TMC, and at least monthly meetings with the WA/VTA. Limited staffing at senior levels has delayed field visits intended to provide direct community engagement, however there are Health Advisors (I and II) at the Rural Health Clinics and mid-wives that directly engage at the community and household levels to provide public health information and actual services as well as to learn about any issues in the community. TMOs noted that the midwives are commonly used to disseminate important information since they are trained, come into the administrative centre twice per month, and link directly with citizens and, where available, village health committees.

TMO in most townships coordinate with other township actors.

As did other actors, the TMO said that there has been a considerable change in the amount of funding available through both the health sector budget allocations and through other funds for health-related investments. At the same time, in one township, the TMO reported that there had been several recent initiatives developed by the TMO with CSOs and using private funding. Another TMO advised that public outreach programs in their township have been self-funded by medical staff rather than developed as part of recurrent budget processes or included in capital budget requests. [45]

Capital budgets (from any source) do not include consideration of their impact on the recurrent budget. Although this was not a problem before, many staff are now feeling fully stretched. Investments in health infrastructure are now coming through many different streams in townships. In one isolated instance, a CSO initiated the building of an RHC and then ran out of funds. The TMO worked with Region and Union levels to find funds to complete and staff the RHC.

Health officials recognized increases in recurrent budget that improved the availability of medicine and staff as well as capital funding increases for new or improved buildings. As can be seen from Figure 41, 71 percent of Health Managers felt that health services has improved because of better equipped health facilities with more medical supplies, and 43 percent attributed improvements to new or up graded health infrastructure. WA/VTAs made similar observations, 63 percent confirmed that health services to new or upgraded infrastructure (50%) and improved medical supplies (67%).

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45   Interview with TMO, Kalewa Township. 2 October 2014.
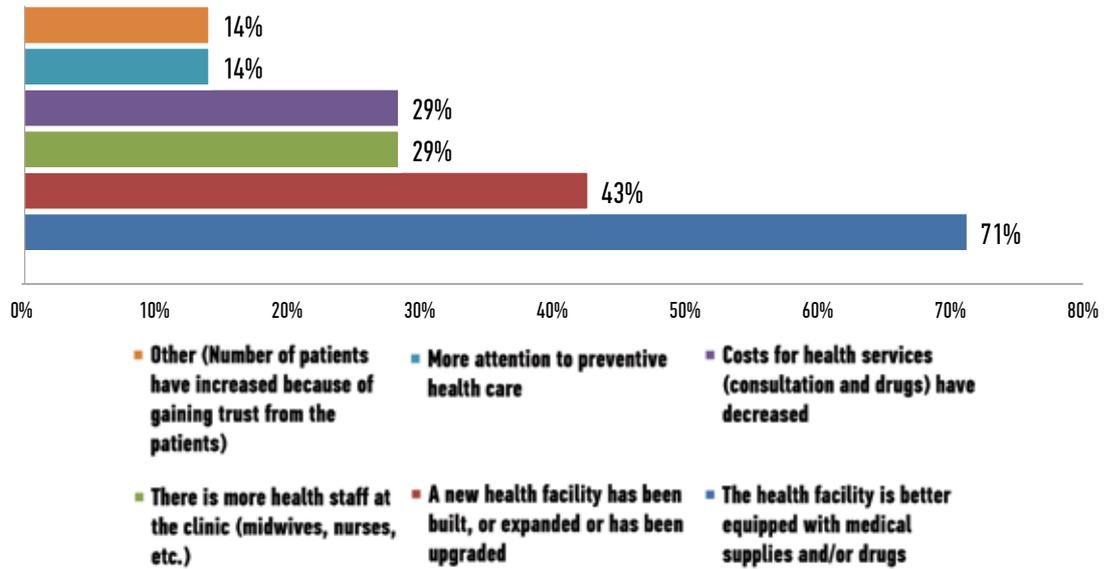
Some health workers noted that the gender issues are at times overlooked in the design of health facilities in areas such as provision of separate toilet facilities for men and women. At the same time, it appears that the VTAs prefer to report health related problems directly to the TA (75%), followed by TMO/TEO (63%) and only 25% report to the principals/health facility managers.

When it comes to managing increased budgets, TMOs in Sagaing largely stand alone. While not raised as a complaint, TMOs in Sagaing reported that administrative support is limited to a small number of generalist clerks. All operational tasks, from scheduling and human resource management to procurement, fall on the shoulders of doctors, nurses and other health professionals. In spite of this being the system, TMOs report that none of these professionals actually receive formal training in how to perform these functions during their educational or professional preparations. After discussion, one TMO suggested training for the Township Health Nurses and Health Advisors in budget development and management would be very helpful.

5.2.3 Education Sector Services

Sagaing has ranked well in terms of primary school enrolment (see Table 11). From a combined rate of 90 percent in 2005, the Region showed a 3-5 percent increase in all populations by 2010. The same studies, however, showed that secondary education was more of a luxury than a right. Only 40 percent of children considered poor enrolled in secondary education as compared to 60 percent considered non-poor.[46]

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46   UNDP Integrated Household Living Conditions Survey in Myanmar, 2011 at 93.

State, Region and Union	2010							2005 total
	Poverty Status		Strata		Gender		Total	
	Poor	Non Poor	Urban	Rural	Male	Female		
Kachin	91.5 (2.7)	93.0 (3.1)	94.4 (4.1)	91.9 (2.1)	93.1 (2.7)	92.1 (3.3)	92.6 (2.9)	88.6 (1.0)
Kayah	100.0 (0.0)	95.8 (0.3)	95.9 (6.5)	96.4 (2.1)	94.9 (2.7)	97.8 (2.3)	96.3 (0.2)	93.1 (5.3)
Kayin	76.6 (4.4)	89.0 (0.7)	79.9 (13.6)	88.2 (1.7)	84.6 (1.1)	90.1 (1.9)	87.2 (0.2)	86.4 (81.4)
Chin	83.9 (1.8)	91.4 (2.5)	91.0 (1.1)	84.7 (2.5)	86.6 (1.2)	85.1 (3.7)	85.8 (2.2)	81.4 (4.0)
Sagaing	92.9 (2.9)	94.3 (1.0)	90.9 (2.1)	94.5 (0.8)	93.9 (0.8)	94.3 (1.0)	94.1 (0.6)	90.1 (1.2)
Tanintharyi	79.6 (3.0)	87.9 (0.7)	86.7 (1.4)	84.8 (1.1)	87.2 (1.5)	83.3 (2.0)	85.2 (0.6)	86.3 (1.4)
Bago	72.3 (3.4)	88.1 (2.3)	88.2 (1.4)	84.0 (3.1)	87.4 (2.5)	81.3 (3.3)	84.5 (2.8)	84.3 (1.6)
–Bago (E)	77.1 (0.2)	90.2 (0.4)	88.3 (0.3)	86.9 (0.9)	88.9 (1.2)	85.2 (0.4)	87.1 (0.8)	84.2 (2.8)
–Bago (W)	64.4 (6.4)	85.2 (0.9)	88.0 (3.5)	80.0 (0.5)	85.3 (0.7)	75.4 (0.3)	80.7 (0.4)	84.4 (1.7)
Magwe	85.6 (2.6)	84.3 (1.0)	93.5 (2.0)	91.6 (1.3)	93.4 (1.7)	90.1 (1.2)	91.7 (1.2)	87.6 (2.7)
Mandalay	87.4 (2.3)	92.1 (1.7)	91.2 (3.1)	90.6 (1.5)	91.6 (1.5)	89.9 (2.0)	90.7 (1.4)	89.0 (1.0)
Mon	82.7 (4.1)	88.2 (2.3)	82.6 (7.8)	88.6 (1.2)	87.8 (2.6)	87.3 (2.6)	87.5 (2.0)	82.9 (1.7)
Rakhine	63.7 (3.8)	78.3 (3.9)	88.6 (2.1)	68.8 (4.6)	68.5 (3.6)	74.3 (6.4)	71.4 (3.7)	66.7 (4.0)
Yangon	86.4 (2.7)	95.0 (0.8)	94.3 (1.2)	91.3 (1.6)	94.3 (1.2)	92.5 (1.6)	93.4 (0.8)	87.5 (2.2)
Shan	82.8 (6.2)	88.9 (1.9)	92.9 (2.8)	85.5 (2.9)	84.8 (2.3)	89.1 (3.3)	86.6 (2.3)	79.0 (1.9)
–Shan (S)	93.1 (1.2)	90.9 (4.3)	94.1 (6.2)	91.1 (1.5)	88.3 (4.4)	95.7 (0.6)	91.5 (2.0)	79.2 (4.2)
–Shan (N)	80.9 (6.3)	86.6 (1.5)	94.5 (2.8)	81.9 (3.6)	83.9 (2.7)	85.2 (2.5)	84.6 (2.2)	79.0 (2.6)
–Shan (E)	62.6 (16.2)	87.1 (1.2)	83.0 (6.4)	73.3 (10.9)	71.3 (9.3)	78.9 (10.1)	75.1 (9.7)	77.6 (2.3)
Ayeyarwaddy	85.0 (3.0)	88.8 (3.1)	93.5 (3.7)	86.7 (2.5)	86.7 (3.4)	88.3 (2.9)	87.5 (2.8)	87.6 (1.6)
Union 2010	81.3 (1.3)	90.3 (0.7)	91.8 (1.0)	86.7 (0.7)	87.8 (0.8)	87.6 (0.9)	87.7 (0.7)	84.7 (0.7)
Union 2005	80.1 (1.1)	87.2 (0.7)	87.6 (1.3)	84.0 (0.8)	84.2 (0.8)	85.2 (0.8)	84.7 (0.7)	

Table 11: Primary school enrolment rates across Myanmar

All of the townships reported increases in classrooms through extension or new facilities funded by increases in capital funding and large increase of community investments. TEOs seemed to follow a path of maximizing access to education. This allows student enrolment if there is space in the school, but at the cost of increasing the number of students one teacher has to teach. Higher numbers of students mean that teachers have less time per student each day. This factor has been shown to particularly impact struggling students or those from

vulnerable populations. In Lahe, teacher appointments and budgets have reportedly doubled from 2013 to 2014 (see Table 12).

	Student Population Grades 1-11	Teacher: Student Ratios		
		High School	**Middle**	**Primary**
Kanbalu	54,227	1:34	1:30.4	1:27.5
Kalewa	10,691	1:23	1:25	1:28
Lahe	8104*	1:16	1:52	1:62
Monywa	54,741	1:31	1:34	1:25

The TEO in Lahe reported an increase from approximately 5074 in 2013 to the 8104 reported for 2014

TEOs report that the national hierarchical structure that organizes schools into clusters within each township is used in Sagaing. Information flows up from townships through school committees and headmasters via this hierarchical structure, with the TEO reportedly receiving most information from the headmasters responsible for an entire cluster or from

scheduled inspections. In addition, there are biannual school festivals that bring all schools and families in a cluster together for sharing information and award-giving to students.

Citizens' perspectives on education

Combined numbers for townships show that most citizens (74%) stressed that education had improved, with a range of 10-40 percent perceived no change and 5 percent or less mentioning that conditions has worsened in the past five years. Rural respondents more often mention greater improvement than urban respondents. Lahe people perceive the biggest improvement compared to others (see Figure 42).

Most citizens (74%) felt that education had improved, with a range of 10-40 percent seeing no change.

When looking at education from a ward and village tract level, larger variations are captured. The isolated, mountainous townships of Lahe and Kalewa recorded few respondents that had seen a decline in primary education, whereas 20—30 percent of the respondents from the more urban Monywa and more accessible Kanbalu felt that primary education had declined in their wards and village tracts.

Figure 42: Perceived changes in quality of primary education over the last three years at the village tract or ward level

Source:
UNDP Local Governance Mapping, Sagaing Region, November 2014. N=384.

	Improved	Stayed more or less the same	Worsened	Don't know
Rural	78%	19%	2%	1%
Urban	61%	33%	3%	2%
Total	74%	23%	2%	1%
Lahe	96%	2%	0	2%
Kalewa	75%	24%		1%
Kanbalu	71%	25%	4%	
Monywa	53%	40%	4%	3%
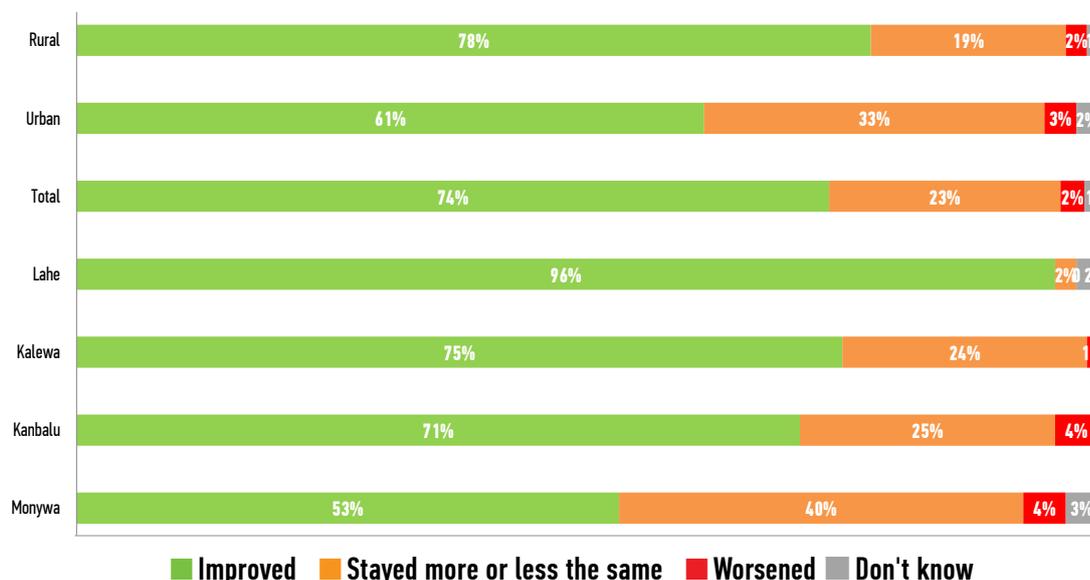
People expressed that a new or a better school (68%) more teachers (54%) and a better teaching system (33%) were the main reasons why primary education had improved. Different populations across the participating townships, including urban/rural and male/females demographics, shared similar views on the reasons for improvements in education (see Figure 43).
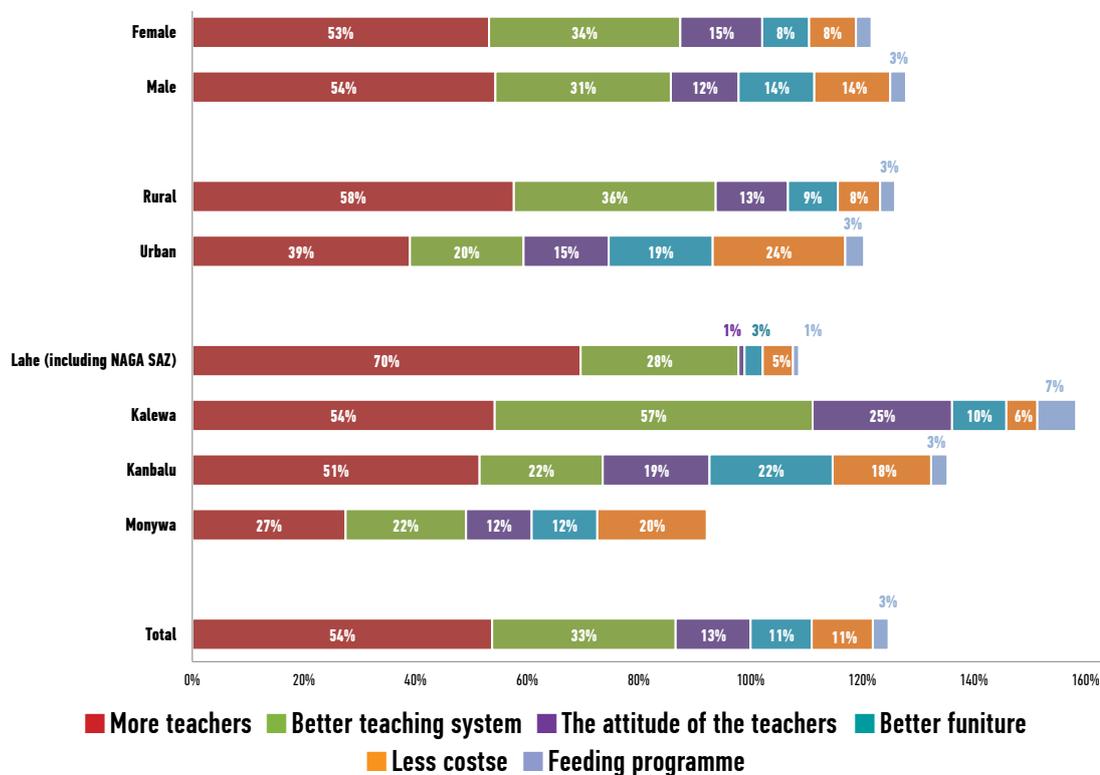

Figure 43:
Reasons why according to the respondents primary education has improved

Source:
UNDP Local Governance Mapping, Sagaing Region, November 2014. N=384.

Legend:
- More teachers
- Better teaching system
- The attitude of the teachers
- Better funiture
- Less costse
- Feeding programme

Box 6:   Examples of improvements in primary education as mentioned by the communities during the Community Dialogues

- No discrimination
- There is electricity and water
- Better teaching

Kyee Oke VT, Monywa

- Better school building
- No school entrance fee
- Financial support for students
- Free stationary
- No discrimination

Lon Khin VT, Lahe

- More teachers
- Sufficient furniture
- Teaching is better

Saw Law VT, Lahe

Figure 44:
Overall level of satisfaction with education services in village tract or ward

Source:
UNDP Local Governance Mapping, Sagaing Region, November 2014. N=384.

		Statisfied	Not good not bad	Not statisfied
Lahe	Lahe Combined	86%	14%	
	Saw Law	83%	17%	
	Lon Khin	89%	11%	
Kelewa	Kelewa Combined	91%	9%	
	Ma Sein	81%	19%	
	Myay Thar	100%		
Kanbalu	Kanbalu Combined	58%	12%	31%
	KoeTaung Boet	50%	17%	33%
	No(2) Ward	64%	7%	29%
Monywa	Monywa Combined	79%	13%	8%
	KyeeOke	96%	4%	
	Ya Da Nar Pon Ward	50%	29%	21%

■ Statisfied   ■ Not good not bad   ■ Not statisfied
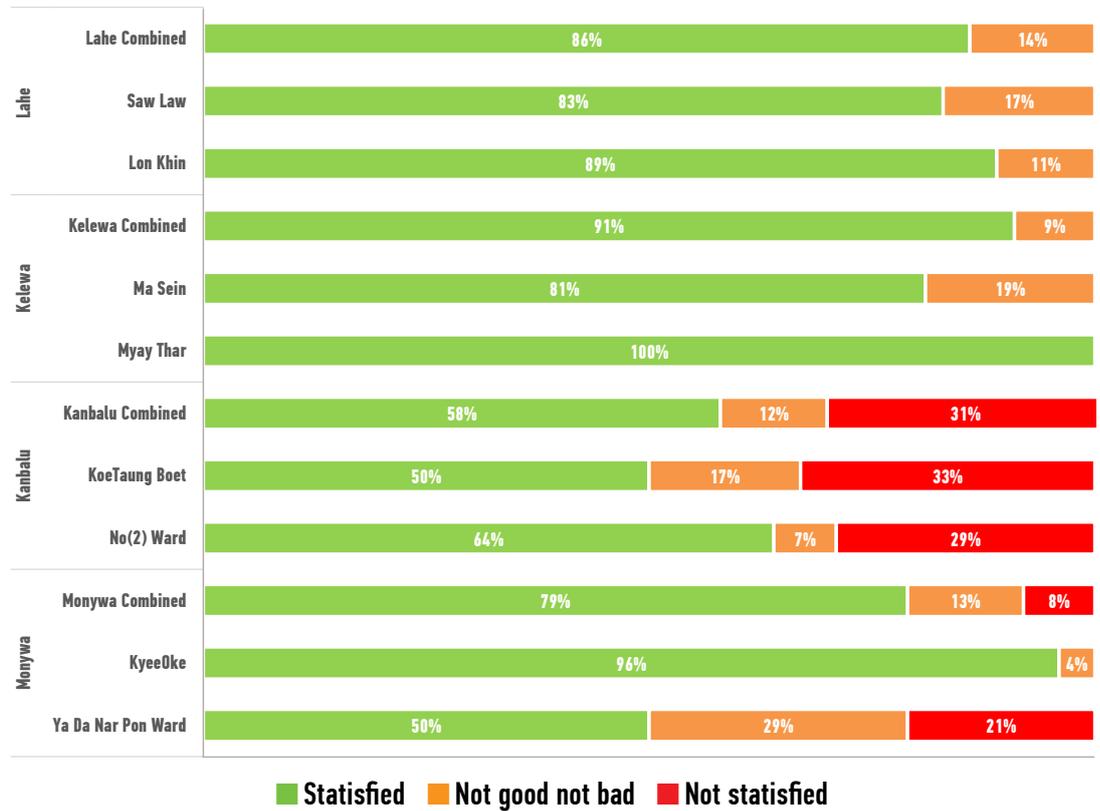
Figure 45:
Level of satisfaction with education services in village tract or ward

Source:
UNDP Local Governance Mapping, Sagaing Region, November 2014. N=384.
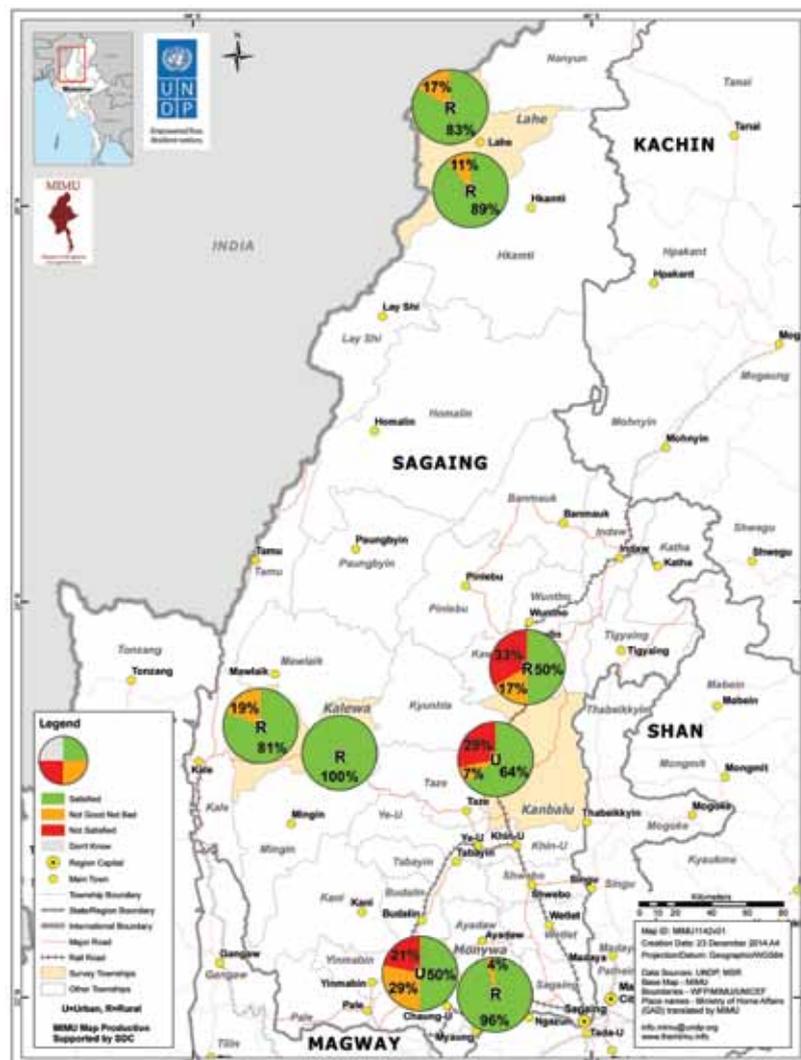
At the same time, it is revealed that 96 percent of the people did not feel that their child faced any discrimination in his her class (see Figure 46).
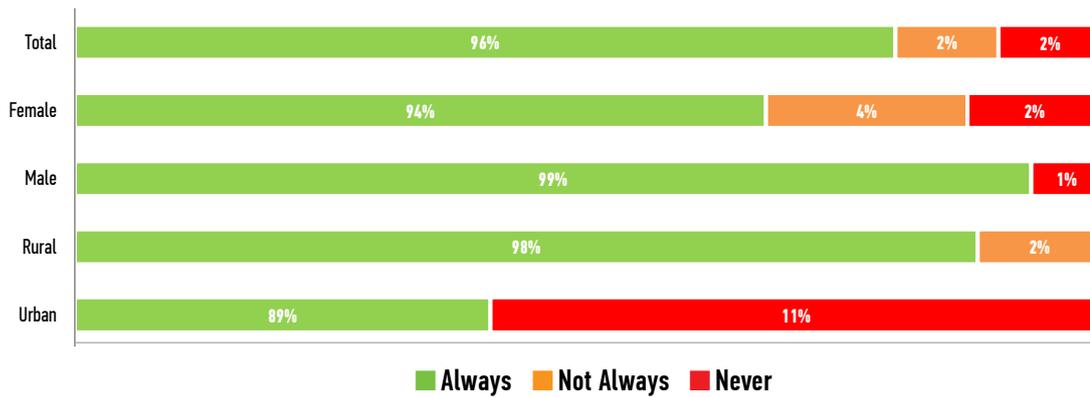
Total	96%	2%	2%
Female	94%	4%	2%
Male	99%		1%
Rural	98%	2%	
Urban	89%	11%	

■ Always ■ Not Always ■ Never

The TEOs reported that school committees and headmasters at primary, middle and secondary levels bring up local priorities. At the high end, approximately 30 percent of Kalewa respondents reported having been invited to a meeting, while only 5 percent of Lahe respondents said that they had been invited to one. The most common topic of discussions includes the school compound/building (32%), followed by how to improve children's education (28%) such as enrolment of children, attendance and creating a school fund. While Kalewa's relatively high score for formal invitations to meetings was paired with a high score in the above chart on satisfaction with primary schools in the community, Lahe also received high satisfaction ratings in spite of its very low level of formal meetings. It may be that the doubling of investment alone in Lahe's education sector between 2013-2014 may have been sufficient to meet initial community expectations. The trend of people's participation in Parent Teacher Association (PTA) meetings was similar to other meetings on education.

TEOs reported that school committees bring up local priorities

Don't know
- 3%
- 1%
- 1%
- 1%
- 1%

No
- 91%
- 70%
- 73%
- 95%
- 84%
- 89%
- 78%
- 83%
- 86%

Yes
- 5%
- 30%
- 27%
- 5%
- 15%
- 9%
- 21%
- 15%
- 14%

Legend: Lahe, Kalewa, Kanbalu, Monywa, Total, Female, Male, Rural, Urban
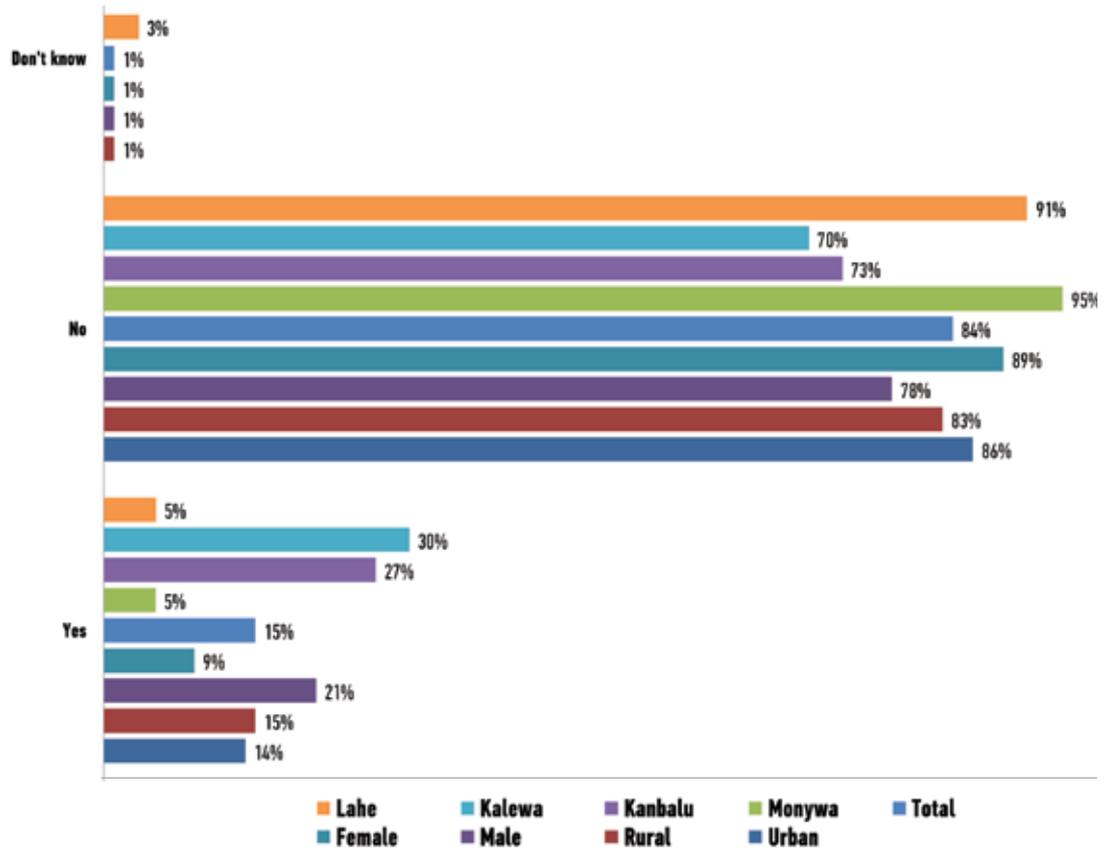
Urban schools were seen as better accommodating the needs of different genders than schools in rural areas (see Figure 48).

	Always	Sometime	Never	Don't know
Total	77%	1%	11%	11%
Female	74%	1%	12%	13%
Male	79%	1%	10%	10%
Rural	73%	1%	12%	14%
Urban	93%		4%	4%
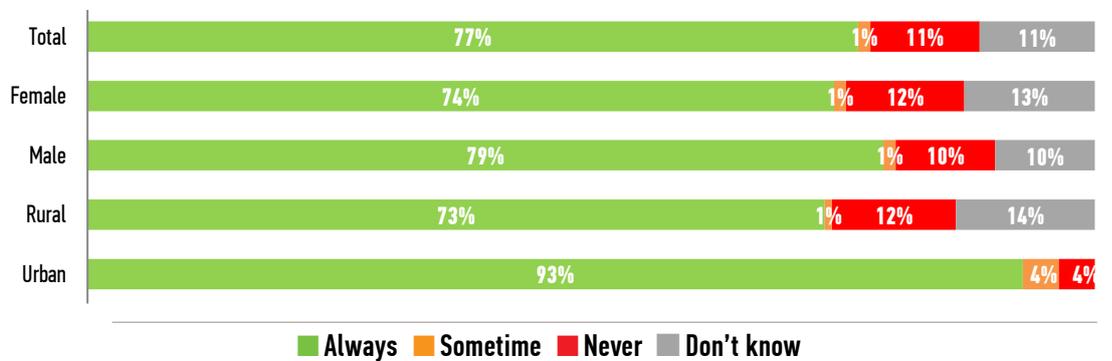
Schools in Sagaing are organized into a hierarchical structure clustered beneath a lead senior school. The high school headmasters coordinate the flow of information to and from the middle and primary schools in their school families or clusters. Each school has a School Committee, which manages repairs and improvements, and a Parent Teacher Association, which deals with curriculum or related matters. Twice a year there are events organized within each school cluster to bring kids and families together to share information. These include student performances as well as awards ceremonies, so more of an event to share big news rather than a venue for discussing specific issues.

TEOs coordinate with other township officers

TEOs coordinate with other township officers and committees through the TMC, and report at least monthly at meetings with the WA/VTA where they gather additional information on community needs and distribute information as available. Recurrent

budgets are managed through internal department processes based primarily on input from inspection reports, school committees and headmasters, but TEOs will share information with other actors through the TMC. In Lahe, severe transportation constraints are limiting inspection opportunities. Capital budgets are now developed with significant input from the new township committees and WA/VTA; since school committees are only operational in areas where there are already schools, having the additional input from WA/VTA and the township committees are considered useful for planning.

No TEOs provided negative feedback about funding or support levels, and Sagaing citizens' consultations recorded high levels of satisfaction with education services. Staff issues, such as housing, appear to be a growing issue, and offices were struggling to manage paper-intensive administrative processes with only a handful of computers and no networked connectivity.

Teachers themselves rather modestly noted that, in addition to more classrooms, additional supplies and parental involvement would be key elements for improving primary education in their particular school (see Figure 49).
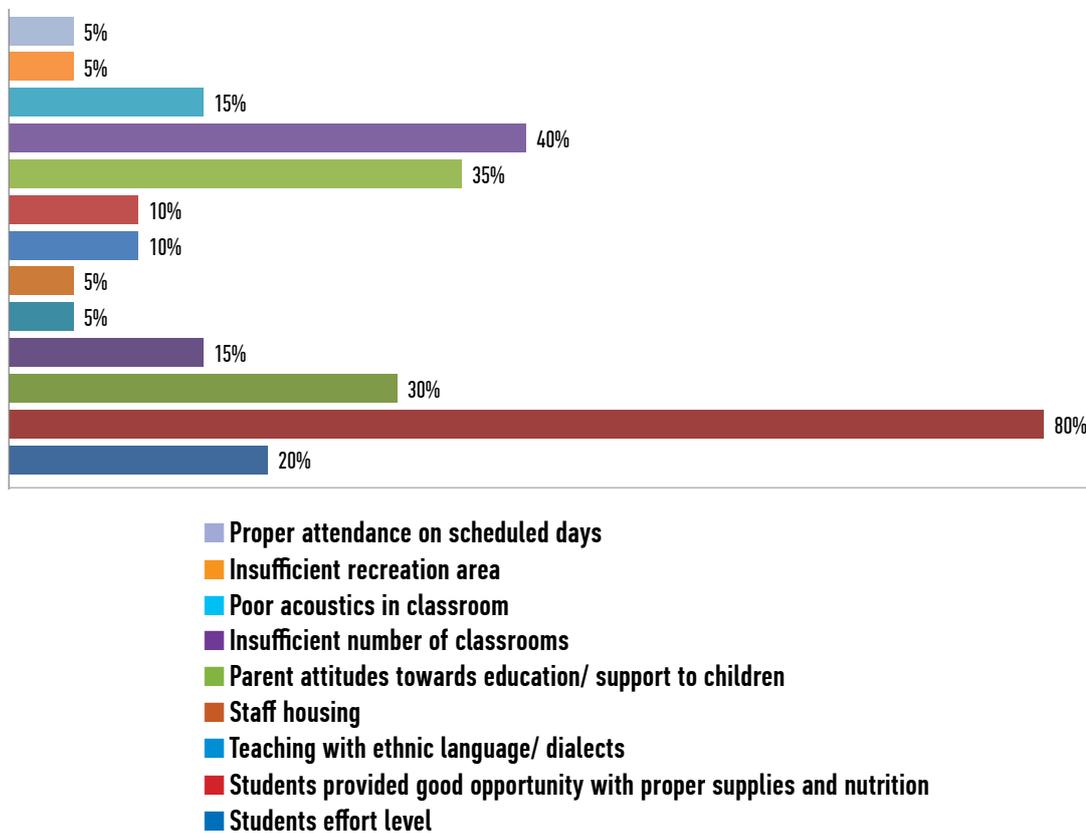
Figure 49:
Main challenges in their primary school according to teachers

Source:
UNDP Local Governance Mapping, Sagaing Region, November 2014. N=384.

- Proper attendance on scheduled days
- Insufficient recreation area
- Poor acoustics in classroom
- Insufficient number of classrooms
- Parent attitudes towards education/ support to children
- Staff housing
- Teaching with ethnic language/ dialects
- Students provided good opportunity with proper supplies and nutrition
- Students effort level

Several townships reported that communities or NGOs have been so motivated to improve access to education that they have built schools with their own money. Yet, in spite of national recruiting efforts, large teacher shortages will remain a challenge even where new infrastructure is available. The Township Education Departments were heavily staffed with officers and administrative staff managing files, operations and the distribution of tests and materials.

When asked, principals confirmed that many of their biggest challenges were about staffing and class room facilities (see Figure 50). The Lahe TEO reported that education

has progressed significantly in recent years, but that the many years of isolation in the Naga SAZ areas have left several generations without quality services. Due to isolation and other factors, Lahe has not been able to establish and maintain a consistent inspection cycle. Compounded by language –related challenges, school results remain low, with pass rates for Lahe high school students ranging between 3-5.4 percent from 2012-2014.

Legend:
- ■ Resources for your school do not reach you
- ■ Delay in transfer of school grants
- ■ Lack of toilets
- ■ Overcrowded classrooms
- ■ Teachers are not qualified
- ■ Lack of teacher manuals
- ■ Violence/ Insecurity
- ■ Lack of chairs/desks
- ■ Poor conditions of buildings
- ■ Teachers' salaries are too low
- ■ Insufficient number of teachers
- ■ Lack of textbooks or other supplies
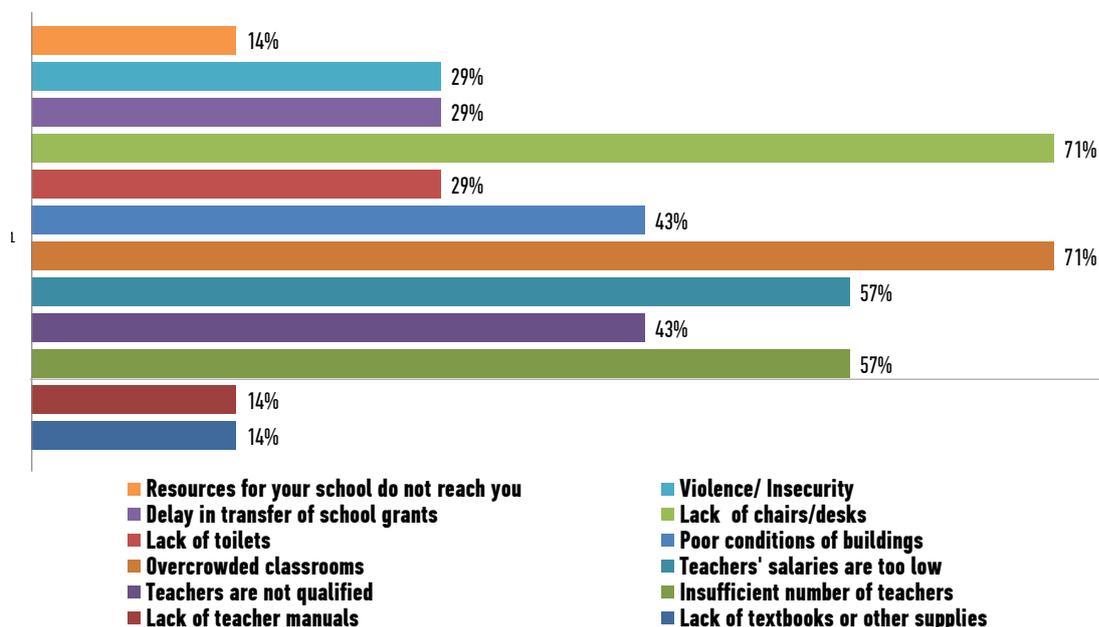
Small problems are referred to the school committee for repair. Larger issues are raised with the district and regional education officers; the TEO may raise issues at TMC meetings, but no township-level approvals are required for programming internal Education Ministry-capital funds. If approved, large capital projects are administered through Region-level tender processes. Small projects are managed as grants to the school or school committee. One TEO captured changes by saying that prior to around 2012, he and his staff would just try to make due with funds allocated. Since 2012, there has been a marked increase in capital and, to a lesser extent, recurrent funding, so many new opportunities have been created. The TEO reported that he and his team have not had experience or additional training to plan and manage budgets in this environment.

5.2.4 Drinking Water Supply Services

Region	MICS*	MICS**	MICS***	IHLCS *2005)				
	1995	1997	2000	Rural	Urban	Poor	Non-Poor	Total
Sagaing	60	62	78.5	57.76	74.5	58.5	60.5	59.94
*Safe and convenient drinking water = piped water, public tap, borehole / tube-well, protected well / spring: available in the home of from a source located less than 100 yeards from home.								
*Safe drinking water = piped water, public tap, tube well, protected well / spring, protected pond/rain water								
***Safe drinkong water = piped water, protected well								
Data from the UNDP Integrated Household Living Conditions Survey, 2011 at 69								

Citizens perspectives on drinking water supply

As discussed above, water supply was a shared priority for both township officers and communities. While there are some spikes seen in rural areas and some townships, only between 32-46 percent of the respondents had seen an improvement of water supply (see Table 13). Few expressed feelings that water supply had worsened (see Figure 51), but with access to clean and reliable water being critical for health and linked to many other areas, such as school attendance, the low coverage rate for water supply remains a burden on communities.
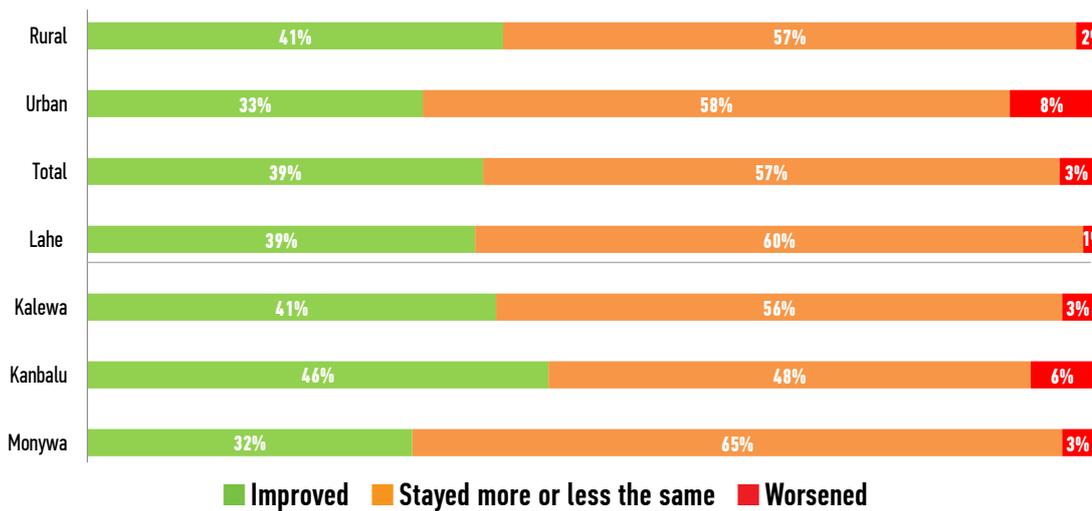
Figure 51:
Perceived changes in drinking water supply over the last three years at the village tract or ward level

Source:
UNDP Local Governance Mapping, Sagaing Region, November 2014. N=384.

Water quality itself was also a concern for around half of the people (see Figure 52). However since this was not a technical assessment the mapping did not attempt to define standards for supply or quality and restricted considerations to look into governance issues related to drinking water supply.
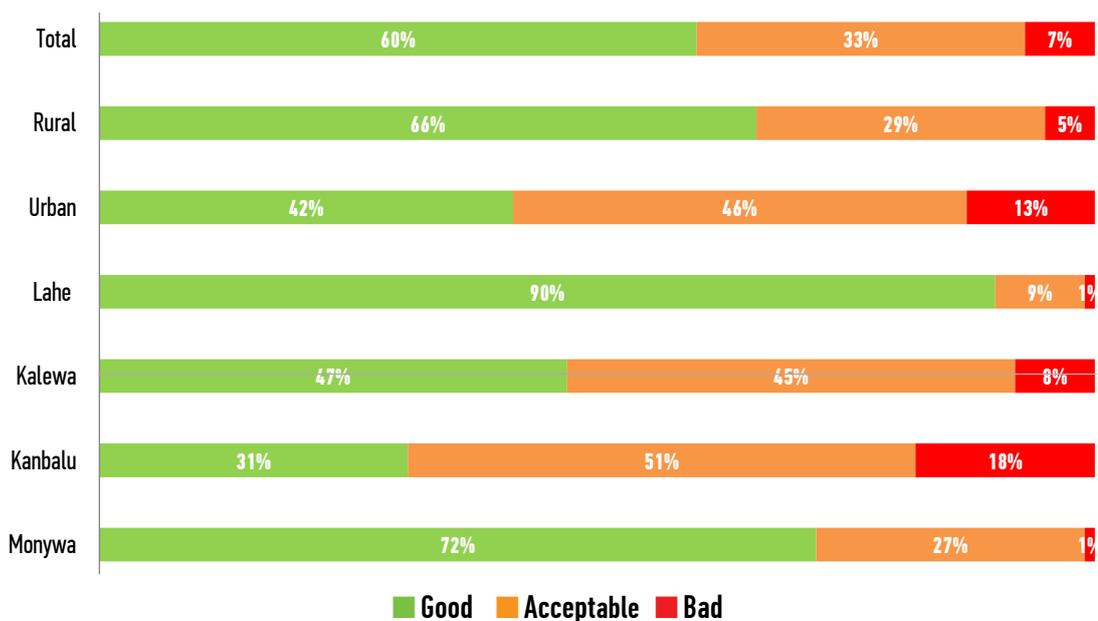
Figure 52:
Perception of water quality at their main source according to citizens

Source:
UNDP Local Governance Mapping, Sagaing Region, November 2014. N=384.

As with health and education, few respondents reported being invited to meetings with government officers to discuss water supply (see Figure 53). While up to 30 percent of respondents did report engagement with government officials for health or education, a

maximum of 10 percent recalled any invitations to discuss water supply. Those that did participated in these meetings report discussing installation or maintenance of a water source (78%) and cost-sharing programs between the government and citizens relating to water supply (11%). However, the lower numbers may reflect the lack of a clear service delivery infrastructure for water in comparison to the centralized and hierarchical health and education systems. Water supply is within the mandate of many, so accountabilities are dispersed.

Figure 53:
Participation in meetings about water services

Source:
UNDP Local Governance Mapping, Sagaing.

	Yes	No
Rural	8%	91%
Urban	3%	97%
Lahe	8%	90%
Kalewa	7%	93%
Kanbalu	2%	98%
Monywa	10%	90%

■ Yes ■ No
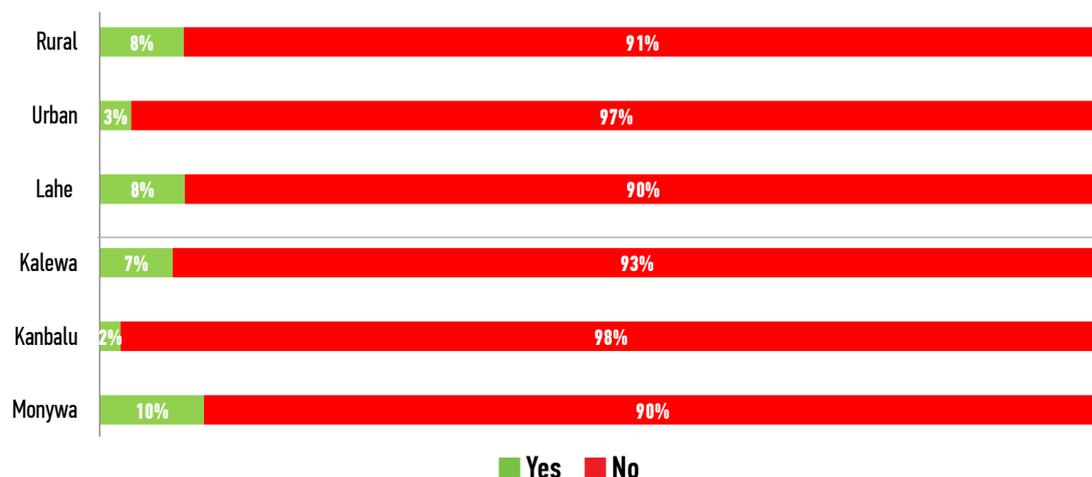
Township-level perceptions on drinking water supply

Table 14:
Access to safe water

Source:
UNDP Local Governance Mapping, Sagaing.

	Access to Safe Water	
	Urban	Rural
Kanbalu	n.a.	n.a.
Kalewa	70%	51%
Lahe	-	30.9%
Monywa	36%	-

The data differentiates between those wanting to see improvements in water supply generally and those specifying that they want improved access to "safe water". In practice providing safe drinking water is considered to take additional technical expertise, time and money. In the absence of minimum national or regional standards some township actors stressed water supply as a priority, with water quality considered a luxury to be addressed later.

Standards for both supply and quality varied between townships. For example, urban wards expected piped water to individual houses, while VTA discussed water supply in terms of bore hole or stream sources brought to accessible community holding cisterns. The UNDP Integrated Household Living Conditions Assessment (IHLCA) reviewed technical surveys that used a variety of access standards to determine that Sagaing had an apparent increase in access to water supply to approximately 78 percent by the 2000 MICS surveys. By 2005, however, the survey associated with the IHLCA itself brought that coverage rate down to around 60 percent overall.[47]

Demonstrating the challenges facing administrators that want to maintain momentum while looking for opportunities to build efficiencies, water supply projects were identified as targets for programming efforts. This includes TMACs, Rural Development Officers (noting specifically both RDF as a source and an additional capital budget request through

47   UNDP Integrated Household Living Conditions Survey, 2011 at 69.

internal departmental chains), the W/VTAs, who would raise priority projects with both of the above as well as with township and Region Government contacts, CDF mechanisms, the TDSC, and with direct appeals to the TPOs. As funds trickle into this particular service area

through many possible, yet no mandatory, streams, the progress made in this sector is not as defined as other services mapped.

The responsibility for drinking water provision is shared by the Department of Rural Development (DRD) under the Union Ministry of Livestock, Fisheries and Rural Development, for rural areas and the TMACs together with the Department of Municipal Affairs (DMA), which is part of the Region Ministry of Development Affairs. One long-serving DMA staff member explained that TMAC processes for water supply planning, water supply issues and solutions are well established, so the only variable was how much funding was available in a given year to implement the plans.[48] As funds were identified, the next project on a long list was funded, with the TMAC coordinating its efforts with other officers and committees through the TMC. Projects generated through this process tend to be limited in size so that they fit into budget envelopes. The perspective that needs are known and funding options are limited leads to a situation where there is little motivation to hold community meetings about water supply. An infusion of information may be needed to support both government and community actors in thinking beyond established approaches.

Lahe, as part of the Naga SAZ, also received significant support from the Ministry of Border Affairs for capital investments in development, including in water supply. The sector is also

supported by the Ministry of Border Affairs in the SAZ. The Ministry has been carrying out development activities in Lahe and many other townships around the country since the early 1990s. While a strategic plan is in place, only two VTAs out of 9 reported any improved water sources within their VTs.

Needs are known but funding options are limited -- results in little motivation to hold community meetings about water supply.

Township	# of villages	2013/14 villages covered	Coverage %	2014/15 Plan (villages)	2015/16 Plan (villages)	Coverage %
Lahe	97	30	30.9	36	31	100
Leshi	62	33	53.2	20	9	100
Nangyun	107	34	31.8	45	28	100
Total	266	97	36.5	101	68	100

Table 15:
Coverage of water supply

Other townships highlighted the role of CSOs, with several mentions of a Japan supported initiative that established a CSO to manage water supply systems built by the government.

According to the Kalewa DMA, the CSO is set up to charge maintenance fees, a portion of which it returns to the DMA/TMAC to fund additional water projects.

The water supply situation does not appear to be improving quickly in spite of the variety of actors contributing. Union or Region standards and models may assist communities in identifying options that fit their needs, and township-level discussions about how best to channel funds for large, medium, and small scale projects in urban and rural settings may be helpful. Water supply may be lagging because there are simply not enough funds once other
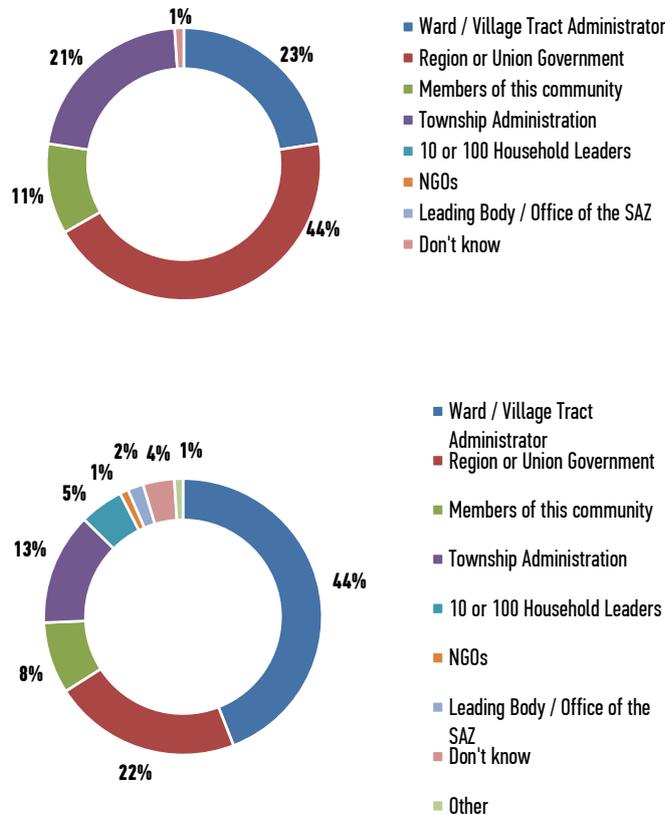
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48   Already before the establishment of a Department of Municipal Affairs under the Region Government following the 2008 Constitution and the 2013 Sagaing Municipal Law, 'municipal affairs' was covered by the administrative machinery of the Region. Previously, however, it was integrated into the operations of the Ministry of Border Affairs.

priorities are addressed, but it also appears that the sector has less clearly defined roles and accountabilities than education and health.

5.3 Transparency and accountability

Ward / Village Tract Administrator
Region or Union Government
Members of this community
Township Administration
10 or 100 Household Leaders
NGOs
Leading Body / Office of the SAZ
Don't know

Ward / Village Tract Administrator
Region or Union Government
Members of this community
Township Administration
10 or 100 Household Leaders
NGOs
Leading Body / Office of the SAZ
Don't know
Other

WHO IS ACCOUNTABLE?

Both urban and rural citizens feel that the administrators at the village tract/ward and township levels are primarily responsible for tackling priority issues. People in urban areas, however, feel that the Region Government is twice as responsible for addressing issues than either the W/VT Administrator or the Township Administrator.

In rural areas, citizen perspectives are nearly reversed, holding their VT Administrator twice as responsible as the Region Government. Rural citizens place 62% of accountability on their VT Administrator, 10 or 100 HH Leaders, and the Township Administrator.

A healthy accountability cycle requires several elements. Citizens need to understand a system well enough to apply accountability correctly; they need reliable information on how the system is working with available resources; and they require a safe space and opportunities to voice their opinion and to collectively effectuate change when necessary. Decision-makers must have the incentive and motivation to live up to people's expectations, and expect consequences for mis-governance or failure. As within all reform process, lines of accountability are still being clarified and after the major changes prompted by the 2008 Constitution and new committees and positions in subsequent years. Sagaing citizens report some hesitation with voicing concerns publicly, so current systems may not yet be capturing and directing individual concerns productively.

5.3.1 Citizens' knowledge of governance structures

Both urban and rural respondents know the leaders they have elected better than those that were appointed (see Figure 55).
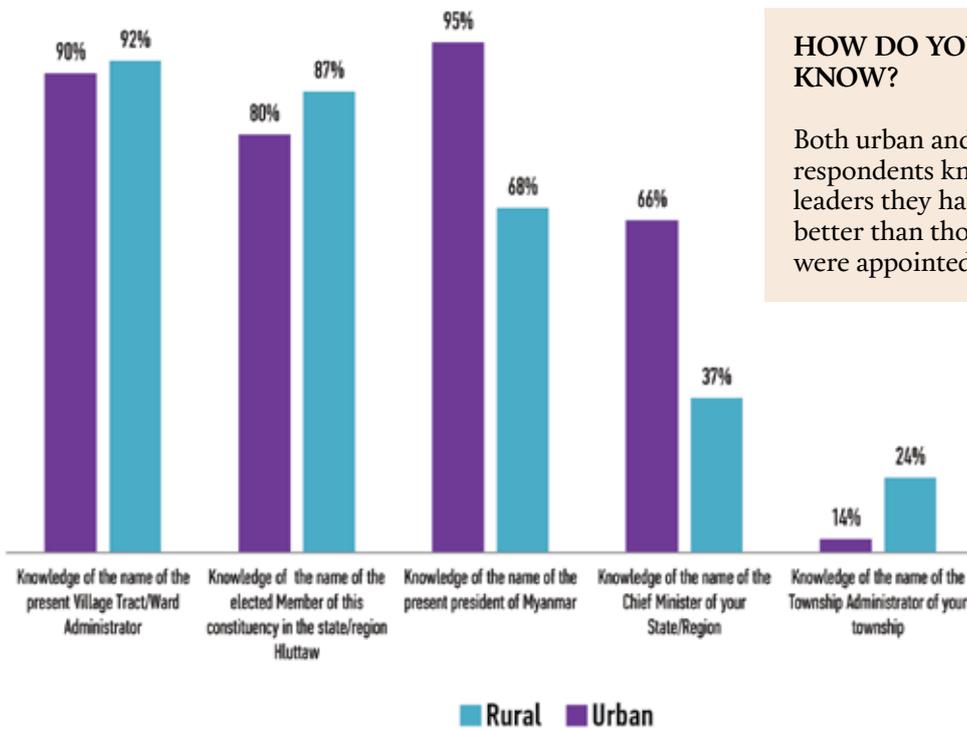
HOW DO YOU KNOW?

Both urban and rural respondents knew the leaders they had elected better than those that were appointed.

Knowledge of the name of the present Village Tract/Ward Administrator — 90%, 92%

Knowledge of the name of the elected Member of this constituency in the state/region Hluttaw — 80%, 87%

Knowledge of the name of the present president of Myanmar — 95%, 68%

Knowledge of the name of the Chief Minister of your State/Region — 66%, 37%

Knowledge of the name of the Township Administrator of your township — 14%, 24%

■ Rural ■ Urban

Leading Body / Office of the SAZ — 2%

NGOs — 1%

10 or 100 Household Leaders — 5%

Township Administration — 13%, 22%

Members of this community — 8%, 11%

Region or Union Government — 22%, 44%

Ward / Village Tract Administrator — 44%, 23%

■ Rural ■ Urban
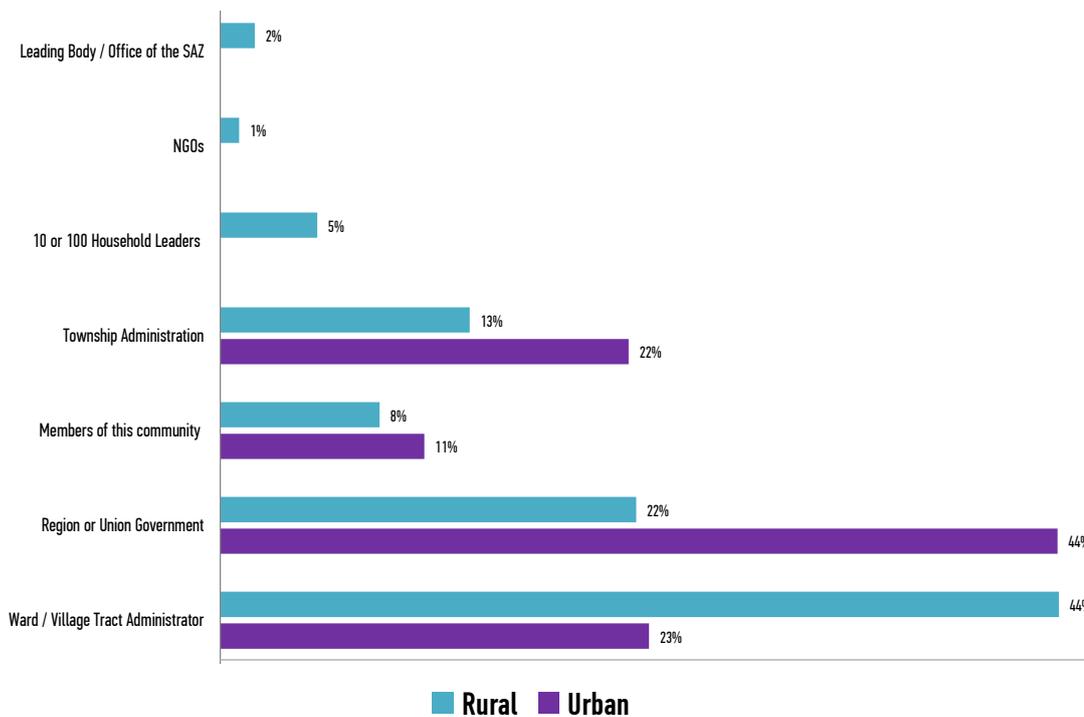
Urban respondents were much more likely to hold the Region and Union levels of government responsible for addressing their priority problems (see Figure 56), which may reflect a better understanding that financial decisions and controls are still primarily at the Region level or above even though planning efforts increasingly involve townships and communities in local development. Rural respondents were much more likely to view their VTA as the party responsible for addressing issues. Nearly 10 percent more rural respondents also held the financially empowered Region and Union levels of government more responsible than the township levels. Although urban and rural respondents initially look to different sources of support, they are almost equally looking to some combination of WA/VTA and the Region/ Union level of government.

Legend:
- Nothing
- Still discussing the problem
- Allocating more money
- Allocating more government staff
- Don't know
- Other (specify)
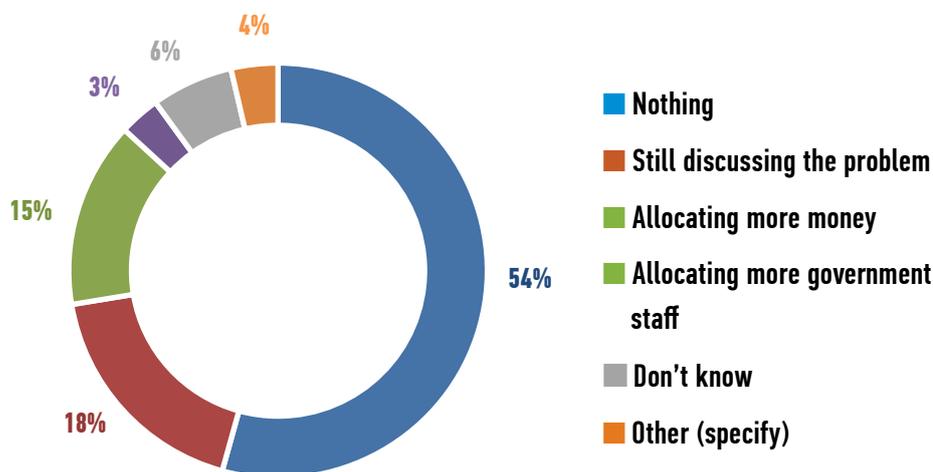
When citizens were asked what government was doing to address their problems, many citizens did not see that government actors addressing their concerns, with more than 50 percent saying that the government is doing "nothing" to address the priority problem identified by them (see Figure 57). Still a large percentage of the citizens mentioned that the government has generated improvements in a broad range of areas over the past three years (as mentioned earlier), including significant investments in the areas identified as the top priorities by citizens. Thus it appears that the citizens see that the government is responsible and is making some progress but not enough.

Did you vote in the elections for the Village Tract/Ward Administrators in 2012/2013?

Did you vote in the elections for the Union and State/Region level Hluttaws in 2010?

Legend: Yes | Was under 18/ not eligible | No | Don't know
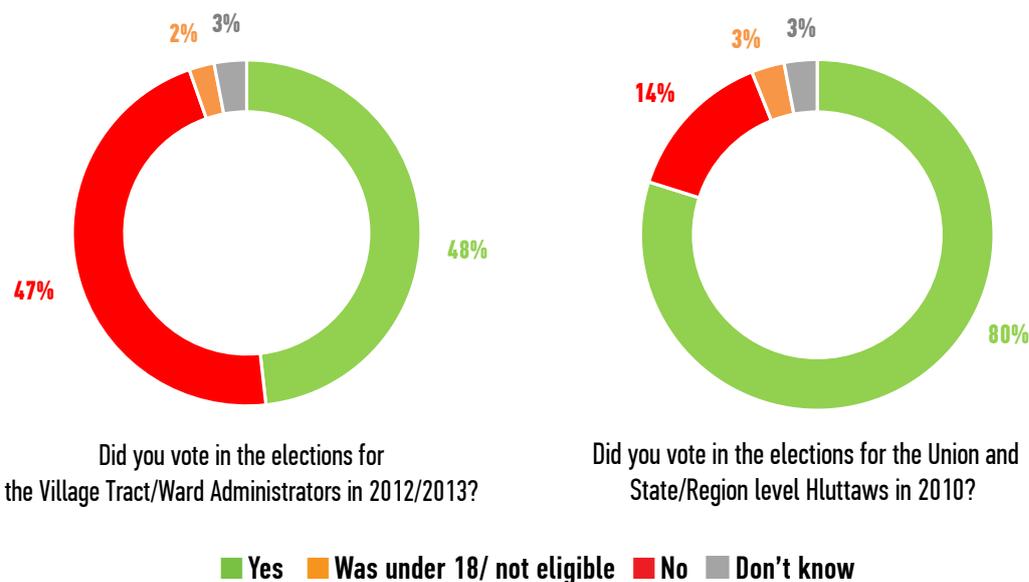
With the WA/VTA election, Ward/ Village Tract Administrators feel more accountable to the people.

Additionally, the change of the WA/VTA to an elected position may have moved towards increasing community opportunities for contributing to accountability cycles. It is not known however how much the fact that the WA/VTAs were elected two years ago has changed their relationship with the communities, as no comparable surveys were organized before 2012. It is however likely, based on feedback from both citizens and WA/VTAs themselves, that even though in many cases the individuals have held their positions already previously, the recent changes, including the election, have enhanced the accountability relationship and WA/VTAs feel more accountable to the people. Now citizens have at least a monthly opportunity to raise concerns or issues with the township through their elected WA/VTA as their representative in dialogues with the township administrator.

The accountability of the WA/VTA and W/VTDSC members to the broader community is somewhat limited by the election process directed by the 2012 W/VT Administration Law. While all adults were entitled to vote for 10HH Leaders, only the 10HH Leaders voted for the WA/VTA. As a sign that this process isolated citizens from having a clear understanding of the system, nearly 50 percent of citizens recalled voting for their WA/VTA (more than 60 percent in urban areas) but only 30 percent said that they had knowledge of their W/VTDSC (see Figure 59). This is still significantly higher than the 7 percent reporting knowledge of township level committees with citizen members (see Figure 60).
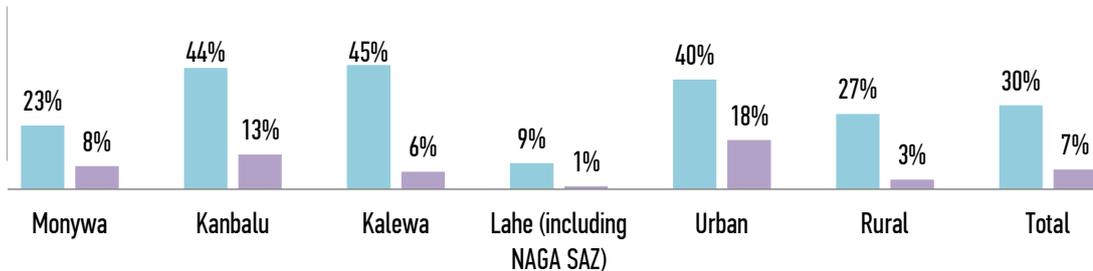
- ■ **Have knowledge about the Ward / Village Tract Development Support Committee**
- ■ **Have knowledge about some committee at the township level in which citizens participate**
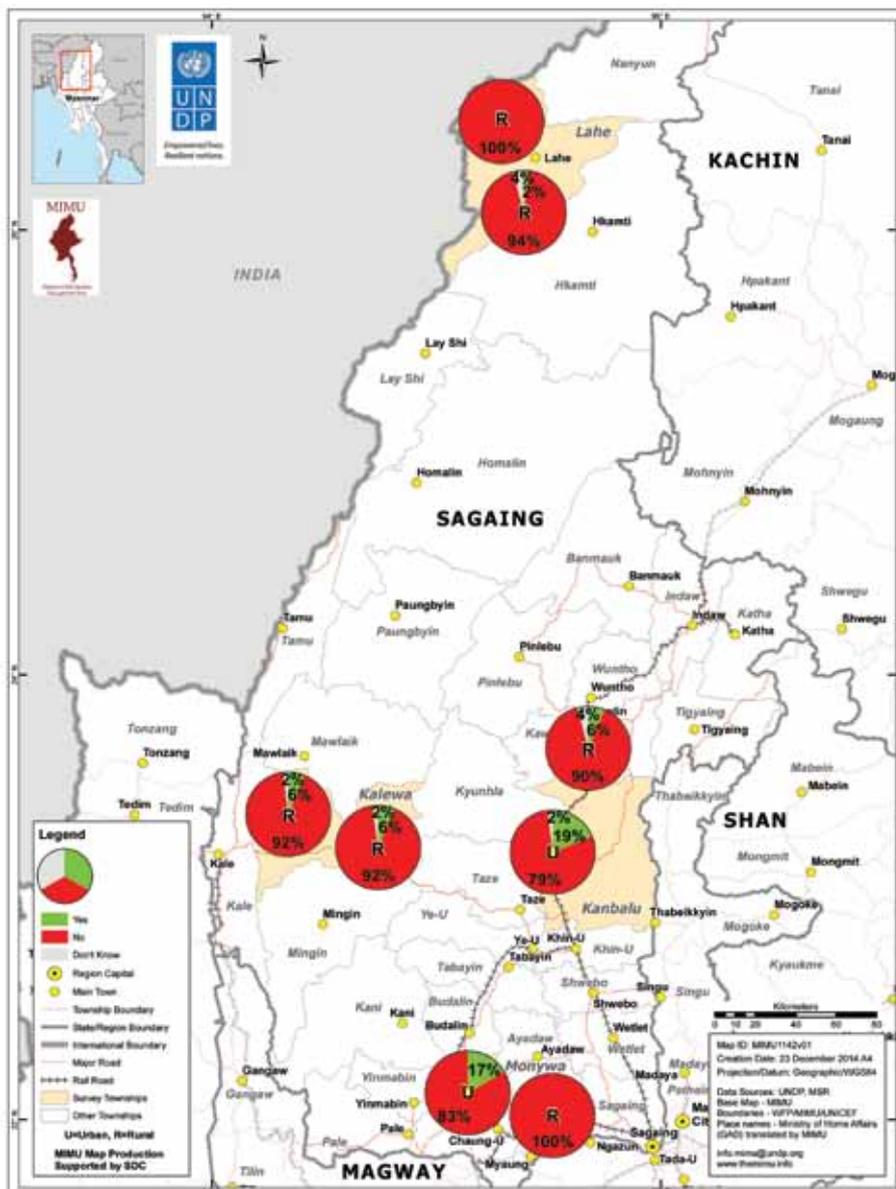
During group discussions, WA/VTAs affirmed that once a community raised a priority or need with them, they would often be held accountable for whether that priority or need was addressed. In the complex budget environment in Myanmar, the ability of WA/VTA to influence final budget decisions is very limited. As there has only been one election since the new law was passed it is too early to say how thoroughly communities will use the electoral process to apply accountability for budget allocations to their WA/VTA, or similarly, to their respective representative in the Region Hluttaw.

5.3.2 Citizen access to information relevant to accountability
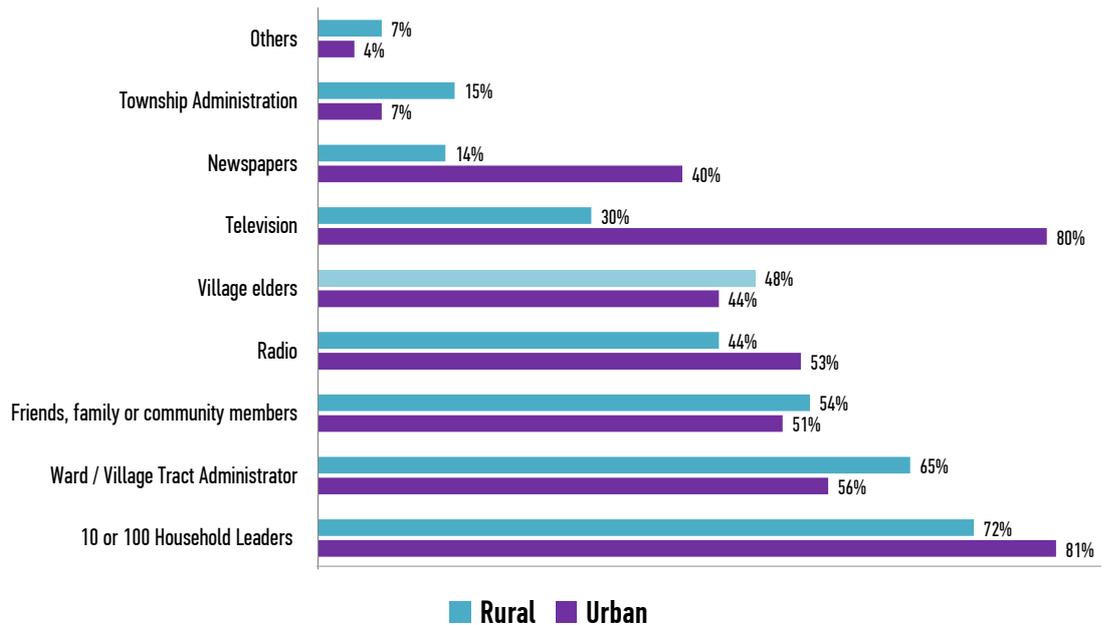
Figure 61 shows a broad array of information streams. There is a healthy penetration of television, radio and newspapers. However in this particular case, the dissemination of information about the election of WA/VTA, the dominant flow was clearly through the 10/100 household leaders, the W/VT Administrators, and other citizens. Meetings with WA/VTA highlighted the importance of the efforts of the townships administration in bringing information to them about the new W/VT Administration Law and the subsequent election. When considered in light of the above figure, one sees that the township administration then successfully relied on the WA/VTA and 10/100 household leaders to pass the information on to citizens and was not itself a direct and primary source of information for individuals. Figure 62 shows that government laws and directives also appear to travel most commonly through this system.
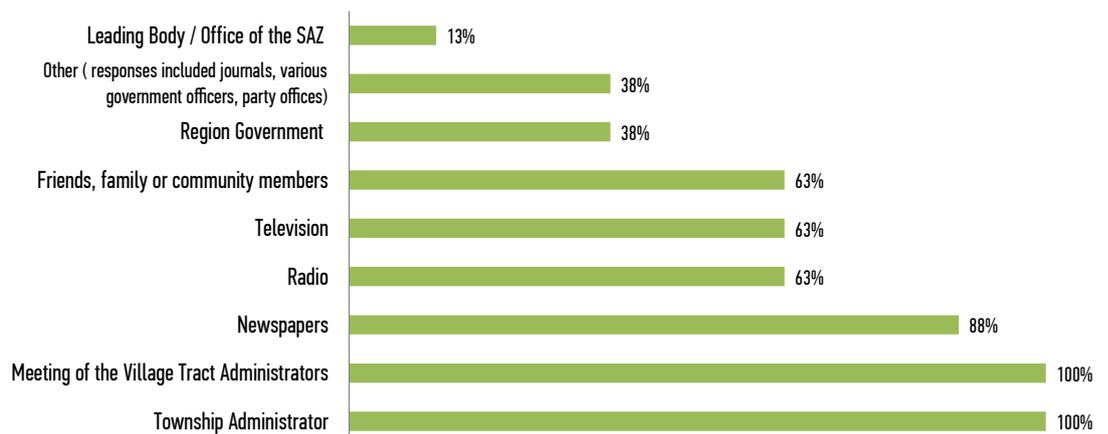
In spite of the time-honoured model's relative success in getting information to citizens in the case of the election and with regard to new laws and directives, the model is either not being used or is not as effective in the distribution of other types of information. For example, citizens do not feel well informed about project planning and related issues (see Figure 63 and 64).
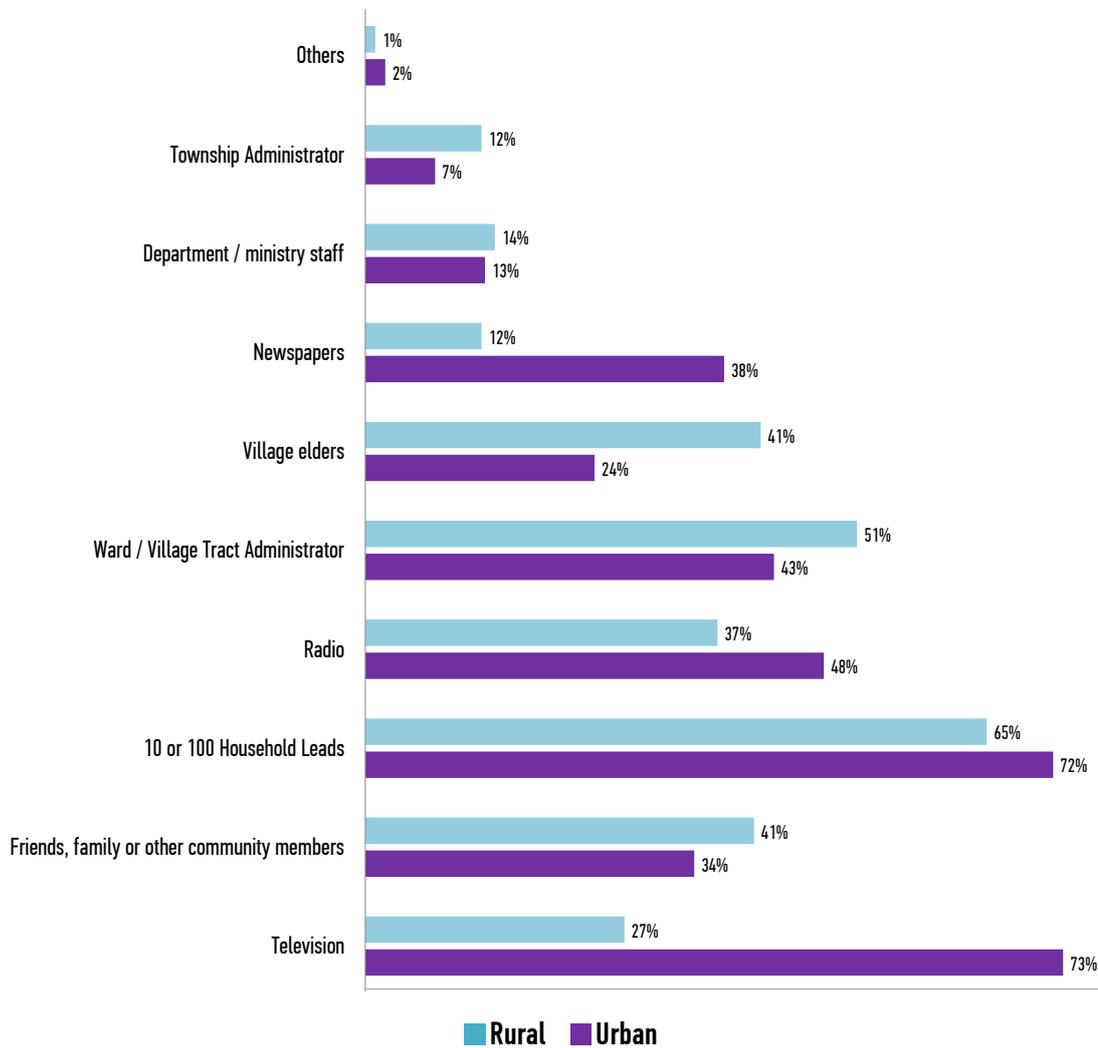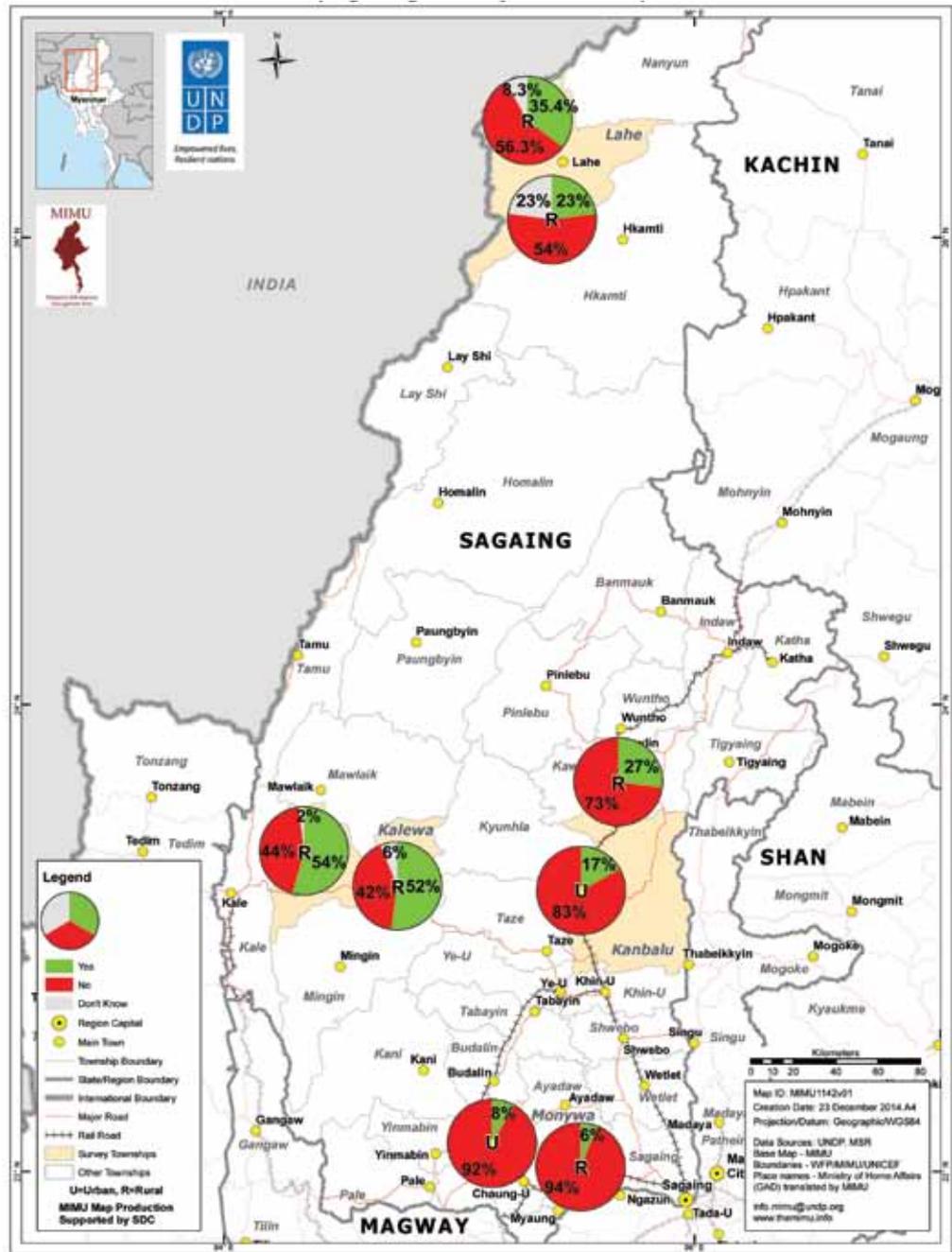
Category	Rural	Urban
Others	1%	2%
Township Administrator	12%	7%
Department / ministry staff	14%	13%
Newspapers	12%	38%
Village elders	41%	24%
Ward / Village Tract Administrator	51%	43%
Radio	37%	48%
10 or 100 Household Leads	65%	72%
Friends, family or other community members	41%	34%
Television	27%	73%

■ Rural ■ Urban

Figure 64: Level of satisfaction with information provision by township government

Although it may not be reaching many communities, township actors demonstrated that there is, in fact, a growing amount of information available on projects and communities at the township level. Some townships, such as Kalewa, post project budgets and information in common spaces as part of the procedures being developed by the township committees. As discussed under planning, many townships have established templates for WA/VTAs record current data on infrastructure, services available and top development priorities in communities. Health, education, municipal affairs officers capture the quarterly or annual statistics that get reported to the TMCs and up vertical lanes. It appears that many have worked hard to fulfil the mandate to extend many aspects of the planning processes to include community input, but the flow of information may still be oriented upwards.
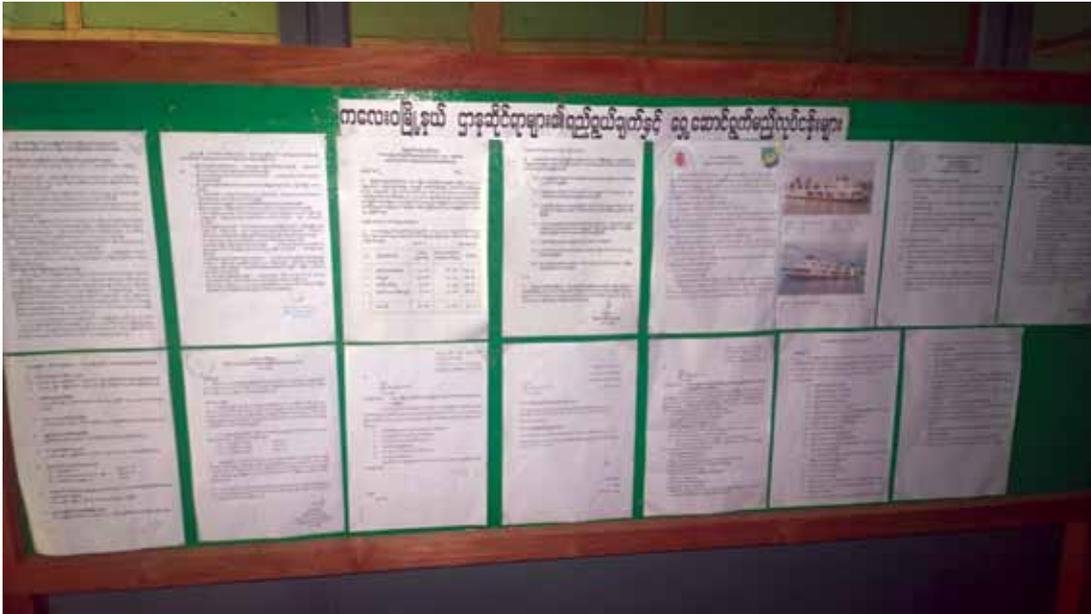
One of several project information boards posted in the committee meeting space of the Kalewa Township offices

Although increased accountability is likely to contribute to healthier governance, the transition to enhanced transparency and more effective accountability can sometimes generate unexpected results. In highly restrictive environments, one finds most reports are positive because citizens hesitate to report concerns. As comfort grows, hidden concerns surface to the point where measures such as government approval may register much lower in some contexts with open communication policies than they do in the restrictive environments. Townships in Sagaing showed a similar pattern where data on community satisfaction levels with regard to primary education from the urban wards with better access to communication and information had a higher level of citizens dissatisfied with education (this figure was also presented in the Education section).

Members of communities with greater access to information will have more exposure to media and communication opportunities that will affect expectations. The raised expectations, or expressions of dissatisfaction, from citizens may be surprising in communities without a history of this type of communication. Government officers, CSOs and citizens may benefit from support in how to access and share opinions and research with each other productively, particularly if there are aspects that may appear critical or negative.

5.3.3   Safe, productive venues for voicing opinions

The new W/VTDSC, TDSC and TMAC offer new opportunities for citizens to productively route their concerns or opinions. In Sagaing Region, the committees have received policy and administrative support, resulting in a very rapid start-up. The elements that would improve their ability to support participatory planning, namely more inclusive and representative membership and a more developed capacity to effectively represent constituencies, will also improve the downwards accountability of the committees.

However participatory processes and improved access to information alone cannot address all issues identified by the Citizen Report Cards. For example, respondents raised issues with regard to charges for education. Approximately 25 percent of rural respondents

reported that they always or sometimes had to pay for education. Regarding payments and gifts to the school principal/teachers during the year, the great majority of people stated that it is voluntary (84%), while 16 percent state that they are obliged or feel obliged to do so. Additionally 22 percent of parents of primary school children reported that teachers provide after-school tuitions for money/gifts which many felt was a problem as it suggested that the government was not paying teachers enough to ensure effective teaching during school time. However whether these issues had been raised with township actors or not was not clear.

Figure 65:
Payments for education

Source:
UNDP Local Governance Mapping, Sagaing Region, November 2014. N=384

Community consultations also noted the possibility of corruption in registration of household family certificates, national registration cards and land plots where they seem to pay money as bribe. At the same time it was also found challenging to raise issues of poor performance, in internal school or health committees currently in place. The communities in Lahe noted that they had concerns about corruption and around 10 percent or more of health workers felt that it may also be an issue in the health care system (see Figure 66). At the same time, all health facility managers stated that the regulations concerning payment of medicine are clear and help to prevent misuse, but relayed that communication of these regulations varied from facility to facility. Sixty-three percent of the managers said that the regulations are explained every time and 38 percent affirmed that regulations also appear on notice boards in addition to being explained to the patients.

Figure 66:
Corruption in health care according to health care staff

Source:
UNDP Local Governance Mapping, Sagaing Region, November 2014.
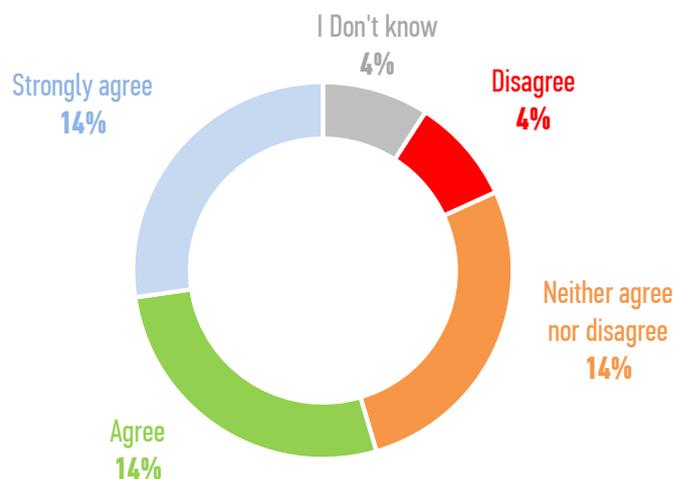
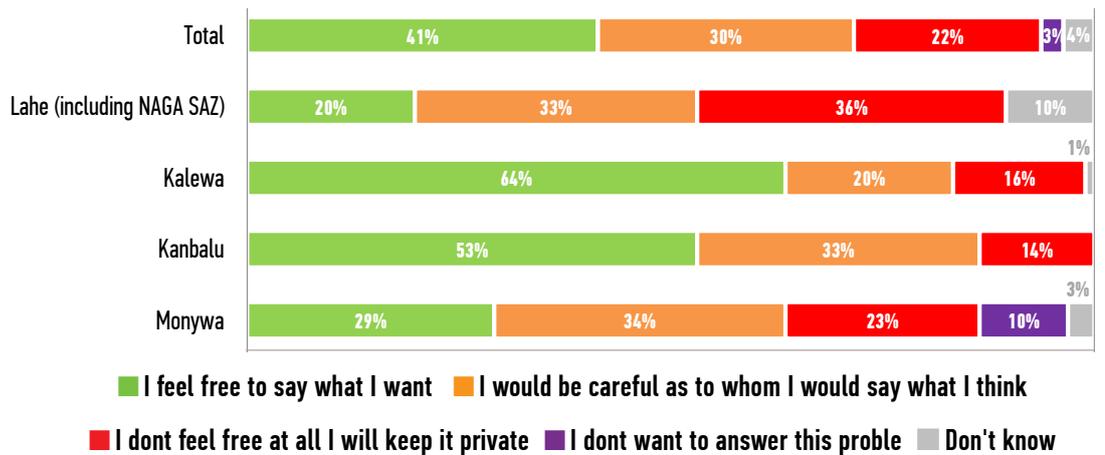As evident from Figure 67, the health staff agreed that the essential drugs and supplies are not being sold privately, however a mixed picture appears regarding the management of these supplies, with 36% disagreeing that the management of the supplies is done adequately.

Concerning taking complaints seriously/acting on them and also reporting to the township officer, the great majority of the health staff agreed or strongly agreed that these actions are done adequately. However, 9% disagreed that the reporting to the township officer is done correctly.

1. Complaint are taken seriously by the management and acted upon immediately
2. Essencial drug and medicines are properly disbursed for patients/ not private sold
3. The stock management of essencial drug and supplies are adequate
4. The health facility is reporting adequly to the township officer

	Strongly Agree	Agree	Neither Agree nor Disagree	Disagree	Strongly DisaAgree	Don't know
1	27%	36%	18%			18%
2	73%	27%				
3	9%	45%	9%	27%	9%	
4	27%	64%		9%		

	I feel free to say what I want	I would be careful as to whom I would say what I think	I dont feel free at all I will keep it private	I dont want to answer this proble	Don't know
Total	41%	30%	22%	3%	4%
Lahe (including NAGA SAZ)	20%	33%	36%		10%
Kalewa	64%	20%	16%		1%
Kanbalu	53%	33%	14%		
Monywa	29%	34%	23%	10%	3%

Indirect methods can augment more public avenues of expression while government and citizens explore individual, group and media tools for exchanging information and opinions that meet performance targets within a Myanmar cultural and political context. Monywa's moves toward e-governance after only a few years of internet connectivity suggests that the path towards greater public participation need not be long if communication strategies creatively leverage new opportunities.

6. Conclusions

6.1. Development Planning and Participation

The development environment in Sagaing has proven resilient and functional in terms of aligning government resources with citizen priorities. Since many new aspects of governance have been generated since 2008, additional investments in building opportunities for participation will improve community awareness of government efforts.

In order to improve planning efficiency, the geographic scope and areas of focus for the TMAC/DMA and the RDO should be clarified. Some townships, such as Monywa, have a clear separation of TMAC efforts (urban) and RDD work (rural). Others maintain some TMAC/DMA investment in rural infrastructure in the same areas that the RDD covers. That in itself should not be a problem, if it comes as a result of deliberate and thought-through collaboration between different local governance bodies or government departments, however.

Strains on the recurrent systems are showing after years of heavy capital investment. Moving forward, capital project documents should have some calculation of their impact on recurrent systems (and particularly staff and related costs of completed facilities), and new or refresher courses on participatory planning and budgeting are warranted.

Despite staff vacancies at lower levels, the mapping found sufficient number of staff for the current workload except in the Department of Rural Development. Excessive number of vacancies indicate that there may be gains from a staff restructuring to support efficient planning and budgeting at the township level.

The committees established under Presidential Notification 27/2013 opened the door for expanding the space for citizens and interest groups to participate in planning by dedicating seats for various sectors of society. New structures often benefit from revision to improve functioning based on initial experiences of implementation. Several items were noted during township interviews that could improve the ability of the new committees to appropriately represent and advocate for citizens as part of a public planning and budgeting process. One of them was review of how representatives were selected as members in the committees. Vulnerable or marginalized groups may not yet be effectively represented. It may be worthwhile exploring the options for increasing seats allocated to CSOs supporting people living with disabilities, people living with HIV/AIDs, women's issues, or other social needs during deliberations about government investments. At the same time, representation of women on the committees need to be ensured through looking at processes of representation of the interest groups or improving the representation in the W/VTDSC. Additionally given that there is already Union and Region-level support for elections of members of some committees and of WA/VTA, the election processes could be carefully reviewed for best practices and expanded to ensure that women and vulnerable populations can be represented more effectively.

In order to realize their potential, further training is needed for committee members on developing the support of, and advocating for, the interest groups or people which they represent. Support could be additionally created, potentially through the GAD recurrent budget, for TDSC representatives to more formally engage with the groups- workers,

farmers, business organizations –they represent. This may be through written material, coordinated meetings through WA/VTA, meetings with W/VTDSCs, town hall meetings or other efforts. This can also help in advocating for CSO interests if the seat on TDSCs is going to be meaningful.

Furthermore, there are alternatives to having large-scale ward or village tract meetings, and there appear to be existing options – or combinations of options - that can be leveraged to support new participatory processes. The W/VT Administrators already report having meetings with 10HH leaders to convey information that the 10HH leaders were supposed to share with citizens. With additional role clarification for 10HH Leaders and W/VTDSC members and increased use of radio or other accessible media outlets, gaps identified by the local governance mapping could be closed using existing structures and preferred systems at the community levels.

6.2   Access to Basic Services

The mapping looked at perspectives related to governance in health, education and water supply service delivery. The citizen consultations in the four participating townships expressed continued concerns in health and water supply but less concern on education which can be attributed to the government's investment in education facilities and the increased number of teachers. With regard to data collection, health emerged as the area with higher quality and more disaggregated data availability as compared to the other basic services.

6.2.1   Health Sector Services

There is a major gap between access to health services in urban areas and rural areas in Sagaing Region. Townships reported a number of unique challenges that reflected their diverse geography and demographics. In the mapping rural respondents retained health services as a major priority. However, communities across the participating townships mentioned that health services had improved in their communities over the past three years with between 58-68 percent respondents seeing improvement. While the use of public and private health care providers was nearly even overall, urban residents were more likely than rural ones to pay for health services.

The linkage between transportation infrastructure and health care was highlighted in the mapping as affecting both the ability of health professionals to access patients, and for patients to access health facilities. The role of CSOs in providing key fundraising and service delivery functions continues to support the government's efforts to provide improved health services. Recent efforts to provide ambulance services to access government health facilities are one such example. Regularising and regulating the role of CSOs in collaborating with the government on conducting public health awareness programmes and other support services remains a priority.

There has been an increase in the health sector budget, and other health-related investments through CSOs and private funding. Health managers attribute improvements to recurrent budget increases that improved the availability of medicine and staff, and capital funding increases for new buildings. There were also reports of public outreach programmes being

funded by medical staff since the recurrent budget was not adequate, and these were not included in the capital budget request. Some health workers noted that gender issues were not given adequate consideration in the design and execution of capital projects.

Health professionals and other technical staff appear to have a significant amount of administrative work. Given the shortage of technical staff, the government could review township health systems to identify areas where administrative staff could manage obligations in place of medical officers. If areas are identified, the staffing structures could be reviewed and updated with a focus on increasing the time technical staff can devote to their areas of specialty. This may improve the reach of health services even if current technical staffing levels are maintained.

6.2.2   Education Sector Services

With regard to primary school enrolment, Sagaing has shown a 3-5 percent increase from a rate of 90 percent in 2005. In the past only 40 percent of children considered 'poor' enrolled in secondary education as compared to 60 percent who were considered non-poor. This factor needs to be taken into account in investments to improve education services. Another important factor is the wide variation reported between wards and village tracts. More rural respondents from mountainous and remote villages than urban respondents felt that there has been an improvement in education services.

In some areas, teacher appointments and budgets have reportedly doubled from 2013 to 2014 through increases in capital funding and community investments in facilities. TEOs are committed to improving enrolment where there is space in school and this needs to be supported with an increase in the number of teachers to serve the students. And as with regard to the health sector, the availability of qualified personnel, teachers in this case, to teach at the new schools, needs to be reviewed to maximize the education services offered at all schools without variation in quality. Inspection of schools to provide consistent feedback and identify problems or issues has been difficult due to isolation and other factors.

TEOs coordinate with other township officers and committees through the TMC, and have monthly meetings with the WA/VTAs. The high school headmaster coordinates the flow of information to and from the middle and primary schools of a school cluster. Each school has a committee to manage repairs and improvements and a Parent Teacher Association for curriculum and related matters. These committees provide significant input into the planning and development of budgets for capital expenditure at the facility level. Sagaing community consultations recorded high level of citizen satisfaction in general with education services.

Procurement needs to be transparent and accountable to the people. Large capital projects are awarded through a Region-level tender process while smaller projects are managed through the school committee. Since there has been a marked increase of funds allocated since 2012, capacity development of TEOs and schools in procurement and supply management is critical.

A retrenchment to clear unneeded positions and update position descriptions for priority areas appears timely, particularly if efforts are launched to support more sophisticated planning and budgeting approaches at the township level.

6.2.3 Water Supply Services

Water supply and water quality were priorities for all communities with 32-46 percent of survey respondents seeing an improvement and some feeling that water supply had deteriorated. Communities stressed the importance of supplying water generally with the water quality to be addressed later. While there was some level of consultation with regards to health and education, only ten percent of the respondents recalled any invitation to discuss water supply with government officials. One of the reasons for this may be that responsibility for water supply is shared by several agencies. In addition to government agencies, some townships also highlighted the role played by CSOs in managing water supply systems built by the government.

The management of water supply in urban and rural areas need to be addressed separately. In urban areas piped water to individual houses is the priority, while VTA discuss water supply in terms of bore holes or stream sources to be brought to cisterns in community centres. Water supply projects were identified as targets for programming efforts by TMACs, Rural Development Officers and WA/VTAs.

In the Naga SAZ, the Ministry of Border Affairs also supports rural water supply. In this area, only 2 out of 9 VTA report improvement in water supply services making this a bigger priority in the Naga SAZ more than other areas.

Compared to health and education services, access to water services does not appear to be improving as quickly. The problems are lack of funding for investments in water infrastructure especially in the remote areas, lack of clarity on responsible actors, and lack of coordination. National or regional models may help Sagaing to adapt what is suitable also to the Naga SAZ, and township level discussions must be held to find short and long-term solutions to solve water supply and water quality issues.

## 6.3 Transparency and Accountability

The mapping showed that roughly 90 percent of the citizens felt that the government has made improvements in a broad range of areas over the past three years identified as priorities by communities. Urban respondents were more likely to hold the Region and Union governments responsible for addressing priorities, whereas rural respondents held the VTA responsible for addressing their problems and concerns. The election process mandated by the 2012 W/VT Administration Law may have limited the relationship between communities and the WA/VTA since only the 10HH leaders were able to vote for the position. As there has been only one election held since the law was passed, it is important to foster the accountability of WA/VTA to the whole community and not only to the HH leaders who are eligible to vote for their election.

Voting and selection processes for the WA/VTA and W/VTDSCs would benefit from review and may need to be standardized to capture lessons learned in the first round of elections.

Several sources highlighted an important role for W/VTDSCs to coordinate community debate about issues and priorities; the lack of access to logistical support and finance appears to be limiting the DSC's ability to perform this function.

The TMACs, TDSCs, and W/VTDSCs will benefit from an expansion of their terms of reference, training on roles and responsibilities, and access to additional resources so that they can better fulfil their roles. Noting that most of these committees are operating smoothly, care should be taken not to disturb progress unnecessarily. At the same time, community consultations identified areas where the committees are not yet providing communities with enough information for citizens to feel engaged. A more inclusive and transparent electoral process could deepen community engagement with the new systems, as would specific guidance on the members' role as representatives of a specific constituency, i.e. the business representative actively canvassing the opinions of business people, and the social sector representative engaging with and advocating for CSO interests and priorities.

In principle, there is a broad array of information streams available for communities to access information about government programmes including television, radio and newspapers with the 10/100 household leaders and the WA/VTAs also playing a critical role. The mapping showed that the township administration depends on the WA/VTAs to take information on elections and new laws to communities through the 10/100 household leaders, but not for other information such as development projects. Investments to improve the understanding of township administration and WA/VTAs on how to effectively share information to improve transparency and accountability must be complemented by a higher degree of openness and a willingness to submit to accountability to citizens. Internet connectivity is growing in Sagaing and early adopters like Monywa should be supported and monitored for lessons on how e-governance can improve transparency in Sagaing.

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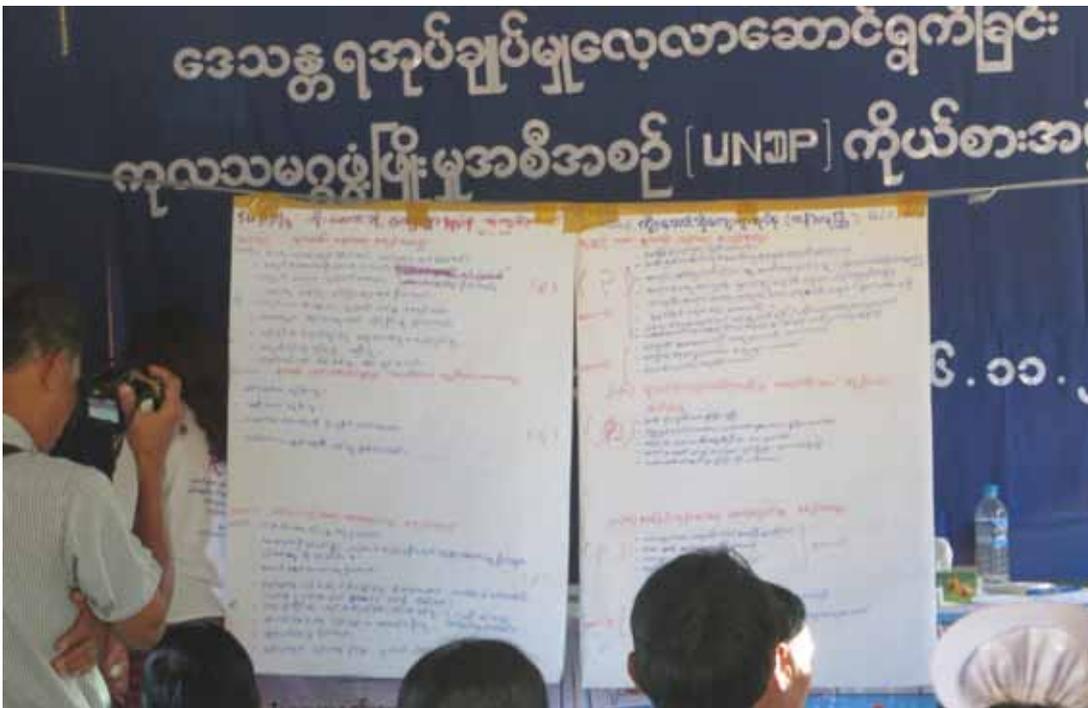
7. Annexes

Annex 1:   Community action plans

VT/ Ward	Issue 1 (Education)	Issue 2 (Health)	Issue 3 (information flow)	Issue 4 (other issues)
No. (2) Ward	The local education staff can report the needs of building, water and playground to Township Education Officer and will discuss it with community elders. They will also prevent dangerous food being sold to students.	To get more clinics, the health staff will report to Township Ministry of Health. Citizens are able to provide labour and raise money. They will also participate in immunization.	The VTA recommended that the information would be better disseminated if a telephone were available in every household.	The community suggested that members of Parliament should meet with citizens and support the necessities. They should also discuss the availability of clean water in the Parliament as soon as possible.
Koe Taung Boet village	Parents can look up students' report cards and participate in disciplining their children. They will also attend school monthly meetings.	The healthcare staff will report the senators about the health care service. The citizens are willing to provide labour and money and do the assigned duties.	Both the VTA and the community required more responsible and accountable 10/100 households heads.	It's recommended that the VTA should allow the community to be involved from the planning stage of a development project.
Myae Thar Village Tract	The village administration will request the help from Township level in order to solve the problem of unpurified water for children.	The VTA will ask more medicine provided by the Township level.	The village administration will take their responsibility and position in sharing information.	The VTA said all the evidence of corruption, such as the need to offer some money as bribe in land plot registration to speed the process, would be reported to Township level.
Ma Sein Village Tract	The education staff can report the difficulties and requirements to township, and region government. The citizens are able to help with the housing for education staff in this village.	The VTA will report to the Township health centre regarding the requirements of health and health care services (e.g. the medicine should be sent directly to the village health centre so that no transportation fee would be charged).		Since the erosion of riverbank has threatened the safety of schools and houses nearby, the VTA promised to report this issue to the Township level.

**Table 1.1:
Overview of community action plans resulting from the Community Dialogue sessions in the eight village tracts/wards.**

Yadanapon Ward	School committee and parents will work together to build fence and to get sufficient amount of drinking water in the coming year. Parent-teacher Association and school committee agreed to cooperate more in the future to improve the education.	The WA will report to the needs of community, such as medical supplies and health staff, to the Health Department. Also, the Non-flashed toilet/hand pooled or hand flashed toilets will be replaced by flashed toilets.	The ward administration will distribute inviting letters to the community so as to ensure that all citizens could attend the meeting and keep informed about the development projects.	The WA said meetings would be conducted in a proper place where the entire community could participate. And the citizens agreed to attend the meetings.
Kyee Oke village tract	The villagers would like to provide labour for constructing school buildings and the school principal will request more teachers from upper level of authority.	The VTA will report the problem of insufficient health staff to Township Administration. The villagers will donate for the buildings of health centres and construction of latrines.	The VTA will instruct 10/100 household heads to distribute all the detail of information to the community.	The VTA promised to inform the villagers more details regarding the matter of water, electricity, and constructing roads. When the villagers are free, which means that they don't have to work in their farms, they will participate in the meetings
Saw Law village tract	Local education staff would try to improve the condition of school buildings. The citizens can do voluntary work to construct school buildings and repair school furniture.	The health staff will report the need of more health clinics to MOH. They are also well prepared to be consulted with any health related issues from villagers.	The village administration agreed to share detail information of all development projects to community such as planning for budget. The community members promised to participate in meetings if they are invited.	The VTA will inform the citizens about how to apply a plot of land or get permission by posting an announcement. He will also encourage the citizens to be more involved in the community affairs.
Lon Khin village tract	The education staff will request more budgets for school buildings from Township Administration. They will also inform the TEO and NAGA SAZ about the insufficiency of teachers. The citizens can support the education staff by providing labour to get clean water, to repair roads and to make furniture for schools.	With the support of labour from the community, the health staff will try to provide better roads, clean clinics and safe environment.		The VTA will conduct meetings and encourage the representative of each household to attend the meeting. The VTA promised that once the land registration is permitted by the agricultural land registration office, they will inform the community.

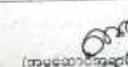# Annex 2: Sagaing Capital Budget List with Township Committee Signatures

Annex 3: Community Questionnaire Used by the Rural Development Division in National Assessment

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