

LOCAL GOVERNANCE MAPPING

Mapping Highlights in Kayah State



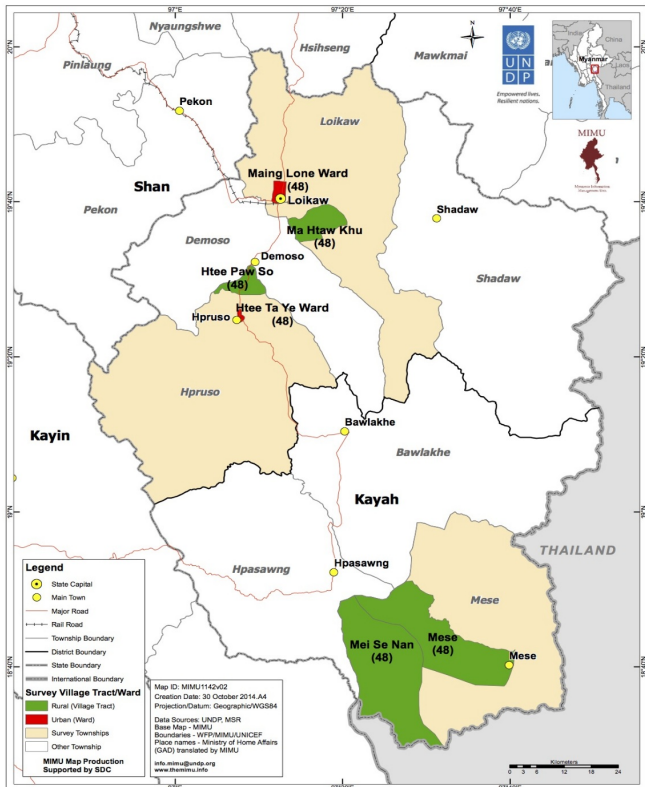
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Background

In 2014 a mapping of local governance took place in Kayah State. This is part of a nation-wide local governance mapping carried out by UNDP in collaboration with the General Administration Department, Ministry of Home Affairs. For an overview of the methodology see Fast Facts: Local Governance Mapping in Myanmar.

In Kayah, the mapping covered Loikaw, Hpruso and Mese townships, where citizens, committee members, civil society representatives, service providers and local administrators were interviewed about the quality of local governance and service delivery.

Around 300 citizens, and 100 service providers and local administrators, shared their experiences and impressions of **development planning and participation**, **access to basic services** (specifically primary education, primary health care and drinking water provision), and **transparency and accountability**. This highlight outlines some of the key findings in Kayah.



Historical and socio-economic context

Kayah State's distinct history is exemplified by the 1947 Constitution: "The Union of Burma shall comprise the whole of Burma, including (i) all the territories that were heretofore governed by His Britannic Majesty through the Governor of Burma and (ii) the Karenni States." The State has had decades of unrest, but in March 2012 the government started ceasefire talks with the Karenni National Progressive Party (KNPP). The agreement signed in 2013 opened Kayah to NGOs, INGOs, donors and business interest.

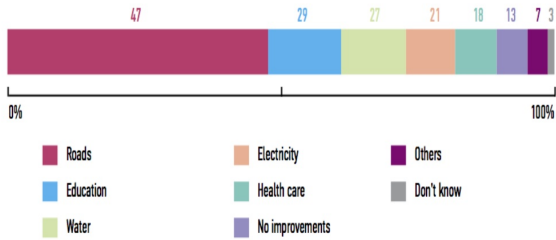
Kayah State is the smallest of the States and Regions of Myanmar, both geographically as well as in population. Due to its mountainous terrain and its variance in population density between Loikaw and surrounding areas versus remote villages, it has a very skewed distribution of both economic development and access to basic social services. Crop farming is an important activity in both lowlands and highlights (shifting cultivation). Mining and timber production are also important economic activities.

Supported by:



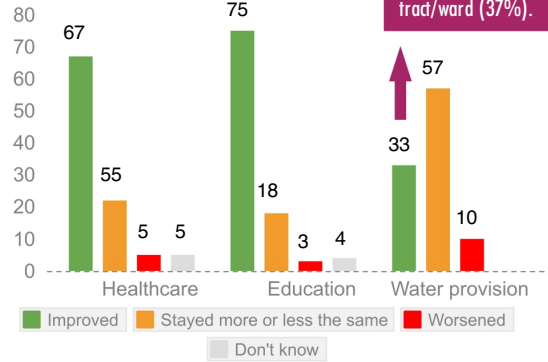
Improvements seen at the community level

The most important improvements the government has made in Kayah according to people is better roads and education.



Overall, the majority of people perceive improvements in healthcare and education.

Relatively few people in Kayah perceive improvements related to the provision of safe water, and they mention access to safe water most often when asked about the most important problem in their village tract/ward (37%).



Development planning and participation

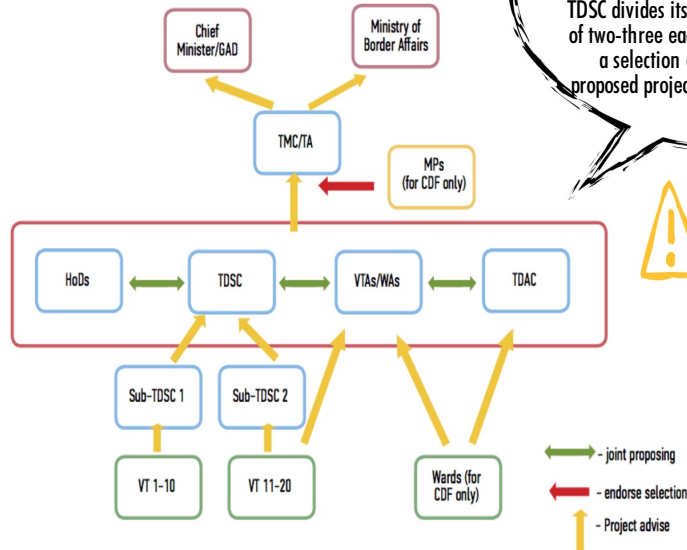
Township Development Funds

For 2013-2014, the three sample townships in Kayah State received 3.5 times more than the average amount of Poverty Reduction (PRF) and Constituency Development (CDF) funds per capita (5.5 USD versus average 1.6 for all States and Regions).

Total Fund Allocations

| | |
|--|-----------|
| CDF USD (Loikaw, Hpruso and Mese) | 273,000 |
| PRF USD (Loikaw, Hpruso and Mese) | 744,000 |
| Border Affairs USD (Loikaw, Hpruso and Mese) | 2,800,000 |
| Rural Development Fund (Hpruso only) | 6,000 USD |

Consultation processes for the PRF, the CDF and the Borders Affairs Fund



Both the Township Development Support Committee (TDSC) members and Village Tract Administrators (VTAs) are actively involved in the selection of projects for development funds in Kayah. In Loikaw and Hpruso the TDSC divides itself in various sub-committees of two-three each. These subcommittees visit a selection of village tracts to inspect proposed project sites and discuss and assess proposals.

There are issues with the capacity and representativeness of township committees including the TDSC and the Township Municipal Affairs Committee (TMAC). There is limited understanding of roles, and members are predominantly male and from the business sector.

Among the people, only 3% was aware of the existence of township committees.

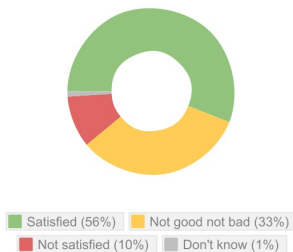
In Loikaw the township has established a taskforce committed to manage the Poverty Reduction Fund known as the "Township Development Operation Committee."

In all townships of Kayah, Township Development Implementation Committees (TDICs) have been established to manage the Constituency Development Fund. In this committee Hluttaw members and four government staff participate. Proposed projects submitted to the State government include site photos and written approval of Hluttaw members.



Basic service delivery

Percentage of people satisfied with health services in the community

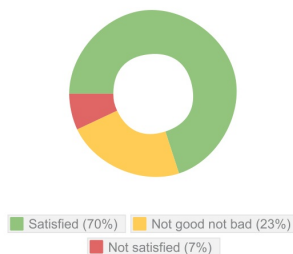


62% of the people said that they always had to pay for medicines in a public health facility while most medicines (i.e. essential drugs, if in stock) should be provided for free. Of those who mentioned that they always had to pay for medicines 73% stated that they never received an explanation from the medical staff as to why they have to pay.



No travel allowances for Township Medical Officers (TMOs) limit their supervision tasks.

Percentage of people satisfied with education services in the community



Equality of treatment in education services is perceived to be fairly high. 97% of the people feel that their child receives the same treatment at schools as other children, and 73% feel that specific needs of the girl child are attended to.



The Township Education Officer (TEO) manages 60-70 civil servants in the township, administers salaries, monitors the quality of education, and addresses teacher shortages through local recruitment on daily wages.

Information, transparency & accountability



Grievance Scrutinising Committee

In Loikaw and Hpruso township a Grievance Scrutinising Committee has been established. The committee deals with social and economic complaints in addition to land management issues which cannot be resolved at the village tract/ward level or by the Township Land Management Committee (TLMC) at the township level.



This is an innovative initiative not found in other States and Regions.

CSOs

With the recent increase in the number of NGOs active in Loikaw Township, the TA has planned to establish a coordination mechanism to facilitate information sharing.

People in Kayah emphasize the informal roles of the VT/WA related to liaising with the township and mediating conflicts. VT/WAs also see conflict mediation as their role as well as ensuring peace and security.

PERCEIVED FUNCTIONS OF VILLAGE TRACT/WARD ADMINISTRATOR

| | Bringing village problems to attention of township administration | Conflict mediation | Ensuring peace and security | Ensure people participate in community labour |
|----------------------|---|--------------------|-----------------------------|---|
| People's perspective | 47% | 42% | 38% | 15% |
| VT/WAs' perspective | 33% | 100% | 67% | 17% |

Community Dialogue



In the community dialogues, different groups from the community such as women, youth and elders, as well as local service providers and the village tract/ward administrator, discussed key issues of and possible improvements for local governance and service delivery.

To illustrate, in one community government staff agreed that the School Principal will submit a complaint about ceilings of some of the school buildings to upper level management, and citizens said they would voluntarily work for better roads to the school. In another community, teachers were urged to teach students with more patience and care while parents promised they will discipline their children.

State-level recommendations



In the State level workshop in Loikaw where interim findings from the mapping in Kayah were presented, government and civil society from the State, township and village tract/ward level made recommendations. These include:



To set up a township level corruption prevention committee and sharing of information about the committee and its mandate with the public.



To follow a multi-level strategy to inform citizens of laws, regulations, procedures and development plans. In addition to building the capacity of 10/100 household leaders, distribute leaflets, install information boards, use speakers, and organise community awareness sessions.

Conclusions

1

As the Department of Rural Development and Department of Municipal Affairs have been recently established, they require capacity development support.

2

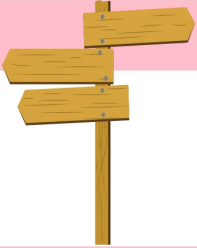
The township committees are functioning relatively well, but a few areas of concern, particularly related to the question of selection of members, representation, and awareness amongst citizens of these committees need to be addressed. TDSCs should have a clearer mandate on which they should be trained and they should receive more information on budgets. In addition, the TDSC members should go out more often to the villages to meet with people and explain their role and function.

3

Bottom-up planning appears to be not much more than bottom-up information provision with state and union-level decision-makers. This limits the ability of Heads of Department at township level to be responsive to the township's citizens.

4

Downward flow of information from the township administration to the VTAs and finally to the communities needs to be strengthened.



For a more detailed report on Kayah State please visit: www.mm.undp.org

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