



Township Democratic Local Governance Project (TDLG)

Annual Progress Report 2019



PARTICIPATORY TOWNSHIP PLANNING WORKSHOP

Group discussions on Situational Analysis of the township during a Planning Workshop.
Mudon, Mon State, January 2019

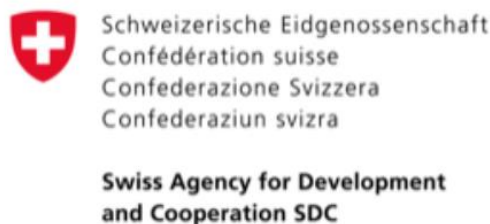
OPENING CEREMONY OF NEWLY CONSTRUCTED ROAD

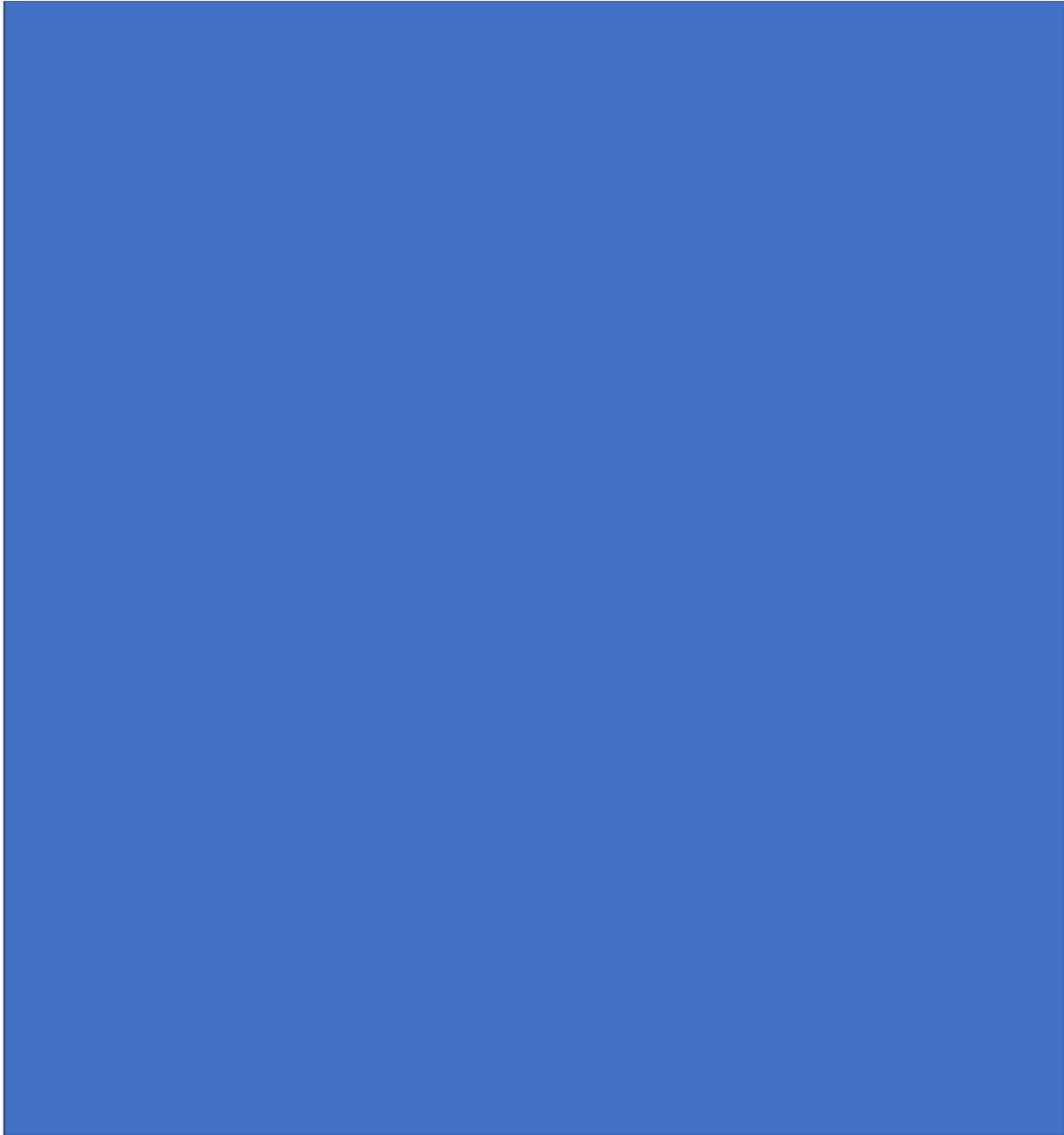
Bago Region Chief Minister, British Ambassador and UNDP Resident Representative inaugurate new road in Kawa township, a prioritized project following the township planning process. Bago Region, May 2019.

REFLECTIONS WORKSHOP WITH NMSP

Discussion with 13 NMSP participants to share experiences on the township planning process and develop upcoming activities Mawlamyine, Mon State, May 2019.

Prepared by
Township Democratic Local Governance Project
April 2020





Captions of pictures on Cover Page: *Picture (1) of township planning workshop in Mudon township, 21.01.19, picture (2) of road opening ceremony in Kawa township, 27.05.19, picture (3) of NMSF reflection workshop in Mawlamyine, 13.05.19*

TDLG ANNUAL REPORT UNDP Myanmar

PROJECT PROFILE

Project Identifications		
Project Title:	Township Democratic Local Governance Project	
Project ID:	00095521	
Output IDs:	<i>Output Name in ATLAS</i>	<i>Output ID Number</i>
	Strengthened Local governance TSP	00095521
Linkages to Myanmar Sustainable Development Plan (MSDP), UNDP Country Programme Document (CPD) and Strategic Plan (SP)		
MSDP Goal and Strategy:	<p>MSDP Goal 1: Peace, National Reconciliation, Security and Good Governance <u>MSDP Strategy 1.2:</u> Promote equitable and conflict-sensitive socio-economic development throughout all States and Regions <u>MSDP Strategy 1.4:</u> Enhance good governance, institutional performance and improve the efficiency of administrative decision-making at all levels. <u>MSDP Strategy 1.5:</u> Increase the ability of all people to engage with government</p> <p>MSDP Goal 2: Economic stability and strengthened macroeconomic management <u>MSDP Strategy 2.4:</u> Strengthen public financial management to support stability and the efficient allocation of public resources</p>	
UNDAF/CPD Outcome/ Output Statement:	<p>Effective public institutions enabled to develop and implement evidence/based policies and systems that respond to the needs of the people</p> <p>CPD Output 1.1: Effective public institutions enabled to develop and implement evidence- based policies and systems that respond to the needs of the people</p> <p>CPD Output 1.2: Institutions at union and subnational levels enabled to develop effective systems and procedures for performing their representative and oversight functions</p>	
Project Output Statements:	<p>Output 1: Township administrations have improved capacity to respond to people's needs</p> <p>Output 2: Improved engagement between people and township administrations on public service delivery</p> <p>Output 3: Improved engagement of EAOs in annual township planning and public service delivery</p> <p>Output 4: Dialogue on policy and institutional local governance reforms is informed by technical support and research</p>	
UNDP SP Outcome:	SP Outcome 1: Advance Poverty Eradication in all its forms and dimensions	
UNDP SP Output Statement:	SP Output 1.1.1: Capacities developed across the whole of government to integrate the 2030 Agenda, the Paris Agreement and other international agreements in development plans and budgets, and to analyze progress towards the SDGs, using innovative and data-driven solutions	
Project Information		
Project Duration:	Start Date: 1 November 2017	End Date: 31 December 2020
Implementing Partner(s):	United Nations Development Programme	

Responsible Party(s):	Bago Region Government; Mon State Government; Oxfam GB
Key Stakeholders:	Bago Region Government, Mon State Government, General Administration Department, Ministry of Planning and Finance, Oxfam
National Coverage:	No
Name of Regions/States covered:	Bago Region, Mon State
Project Budget	
Budget for Project Cycle:	US\$ 19,130,751
UNDP Contribution:	USD 369,000 (2019)
Unfunded:	US\$ 3,926,861
Other Contributions:	Other contributions to UNDP's Support to Effective and Responsive Institutions Project (SERIP) ¹ : Sweden (Sida): US\$ 158,179 (2018 and 2019) Japan: US\$: 4,787,866 (2018 and 2019) Canada: US\$564,899 (2019) UNDP: US\$: 595,280 (2019)
Donor Contribution	
SDC	US\$ 10,028,106
DFID	US\$ 5,173,656
Focal Point of the Project	
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Deputy Resident Representative

Date: 25 April 2020

¹ Sweden (Sida) contributed funds in 2018 and 2019 and the Government of Japan contributed funds between April 2018 and March 2020 to UNDP's local governance work under the SERIP project output 4. While the above contributions are not formally part of the TDLG project (but contribute to the SERIP project that has its own project board), they demonstrate how financial resources provided by SDC and DFID enabled a larger interconnected UNDP local governance intervention in which funds from Japan are used to expand UNDP's local governance work to Rakhine while SIDA funds contribute to and complement UNDP's local governance work in Bago, Mon and Rakhine as well as at the union level. UNDP additionally contributed its own funds to support SERIP output 4.

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ACRONYMS

CO	Country Office
CEC	Central Executive Committee
CGG	Center for Good Governance
CPD	Country Programme Document
CSO	Civil Society Organisation
CTA	Chief Technical Advisor
DAC	Development Assistance Committee
DACU	Development Assistance Coordination Unit
DFID	Department for International Development
DPIC	District Planning and Implementation Committee
EAO	Ethnic Armed Organisation
FACE	Funding Authorization and Certificate of Expenditure
FY	Fiscal Year
GAD	General Administration Department
GEPA	Gender Equality in Public Administration
GoM	Government of Myanmar
HACT	Harmonized Approach to Cash Transfers
HH	Household
IDA	Institute of Development Administration
IDPs	Internally Displaced Persons
KNU	Karen National Union
LEAP	Leadership Effectiveness Adaptability and Professionalism
LGSP	Local Governance Support Programme
MoPF	Ministry of Planning and Finances and Industry
MoUG	Ministry of Union Government
MPs	Members of Parliament
MSDP	Myanmar Sustainable Development Plan
MSG	Mon State Government
MTEF	Medium-Term Expenditure Framework
MTR	Mid-Term Review
NCA	National Ceasefire Agreement
NMSP	New Mon State Party
NRPC	National Reconciliation and Peace Center
OSS	One Stop Shop
PFM	Public Financial Management
QAVC	Quality Assurance and Verification Committee
SDC	Swiss Agency for Development and Cooperation
SERIP	Support to Effective and Responsive Institutions Project
SP	Strategic Programme
STS	Senior Technical and Management Specialist
TDLG	Township Democratic Local Governance Project
TGO	Township Governance Officer

TPIC	Township Planning and Implementation Committee
TRAC	Tender Receiving and Assessing Committee
UGO	Office of the Union Government
UNDP	United Nations Development Programme
W/VTA	Ward / Village Tract Administrator

1. Executive Summary

A key milestone in 2019, the Township Democratic Local Governance Project's (TDLG) mid-term review (MTR) assessed implementation to date against criteria including relevance, effectiveness, efficiency and sustainability.

Developed between November 2019 and January 2020, the MTR was conducted by a three-person multi-disciplinary team of local governance and peacebuilding experts with specific experience on decentralization and conflict in Myanmar. The objectives of the TDLG MTR were to “*determine the relevance and fulfillment of objectives, developmental efficiency, effectiveness, and sustainability*”; “*assess progress against the project document as well as the context*”; and “*provide recommendations for any adjustments in the project design, management and implementation.*”²

The MTR concluded that:

Relevance: TDLG *remains highly relevant* to Myanmar’s governance and decentralization reforms, while its *approach to engaging EAOs requires significant reorientation* to ensure relevance and conflict sensitivity in areas of mixed control.

Effectiveness: TDLG has *effectively promoted increased information flow, consultation and planning capacity at Township level. Alternative approaches* to TDLG implementation considering the conflict context are possible and *have not been adequately explored.*

Efficiency: TDLG uses a minimal grant level... *the grant amounts are as low as is feasible for the project model*, and that other activity costs are low.

Sustainability: TDLG has started to build *a foundation for sustainable governance improvements at Township level.* The routes to the greatest long-term sustainable impact are through robust influence on policy, and potentially leveraging Myanmar resourcing either at Union or State/Region levels. *A refined approach – perhaps in a confidence building phase – to EAO engagement is also essential* if the project is to inform future interim arrangements.

Overall, the findings of the MTR coincide with the Annual Review of DFID’s Local Governance Support Programme (LGSP), of which TDLG’s performance is reviewed on an annual basis. TDLG obtained an overall rating of A- in 2019, a significant improvement on the C- achieved in 2018. However, strengthening implementation under Output 4 to enhance learning for policy level discussions and potential policy change continues to be a key priority in ensuring TDLG can adapt and scale at a faster pace.

² TDLG MTR Report (2019)

Key Results achieved during the Reporting Period

1. All targets under **Output 1** were met with a total of **2,205 people**, 36% of whom were women, participating in the township planning process. The most notable achievement includes the adoption of township budget allocation formula by Bago Region Government in all 28 townships of Bago Region. The key achievements of TDLG highlighted by the MTR under Output 1 include improved horizontal and vertical information flows, strengthened capacity of township officials in strategic planning and priority setting, and improved vertical coordination. Additionally, Township Administrators view TDLG's approach *"as strongly aligned and complementary to the Government of Myanmar's 'bottom up' approach to planning."*
2. A notable shift observed under **Output 2** was the 82.5% of CSOs reporting an improved engagement with Township Administrations³. The annual workshop for 113 female Ward/Village Tract Administrators (W/VTA)⁴, Union and State level GAD officials and MPs has provided space for strengthening W/VTAs network and bottom-up policy dialogue. Moreover, discussions on gender equality, gender responsive budgeting, gender-based violence and women, peace and security have also been strengthened through the process. As per the MTR, *"Mon and Bago present different requirements and contexts for CSO engagement... There are also differences in the quality of participation and the role of women (and CSOs) between Mon and Bago. The creation of safe spaces and capacity has helped women leaders to play a constructive role in TDLG, though its approach to gender can be deepened."*
3. Within **Output 3**, clearance was obtained for the National Reconciliation and Peace Center (NRPC) with a detailed capacity assessment of the New Mon State Party conducted to inform capacity building efforts from 2020 onwards. The MTR also noted *'varying but significant ongoing interactions between the project and EAOs at the local level.'* These interactions may have been limited to information exchange only; however, they remain critical in maintaining dialogue with the MTR recognizing the project's efforts in *'moving to broader support for EAOs as a good step'*.
4. The most notable achievement under **Output 4** includes the series of lessons learnt workshops in Bago and Mon to review the planning process which provided recommendations for improvement. The MTR found that the project's efforts were critical but insufficient in driving policy change with a clear evidence to policy change strategy required.

2. Background and Rationale

Since the adoption of the new constitution in 2008, Myanmar is on a path towards greater political, administrative and fiscal decentralization. Central to this process is the shift in decision-making power and budgets from the union level to the subnational level. State/Region governments and State/Region parliaments have been established, with their own budgets, decision-making power and accountability mechanisms, including checks and balances. The ongoing decentralization process at the State/Regional levels has not yet reached the township level to enable township officials to effectively address local needs and facilitate public participation in planning and decision-

³ Oxfam progress reports, 2019

⁴ 9 out of 10 female W/VTAs from Mon and all 4 female W/VTAs in Bago

making processes.

A number of important policy and institutional changes have occurred since the launch of TDLG, including:

1. The introduction of new ministries, including the Office of the Union Government (UGO), and movement of the **General Administrative Department (GAD)** from Ministry of Home Affairs to the Ministry of the UGO in 2019, intensified the ongoing decentralization reforms targeting the sub-national level. GAD has also embarked on an ambitious reform process with the development of the General Administrative Reform Framework (2019) in line with its' mission *'to establish a good administrative mechanism centered on the People'*.

This provides opportunities for continued support of the reform process at all levels of decision-making. UNDP's TDLG project is well positioned to support this reform process at the national and sub-national levels.

2. The adoption of the **Myanmar Sustainable Development Plan (MSDP)** for the period of 2018 -2030 has provided an important framework for implementing the Agenda 2030 for Sustainable Development in Myanmar. The MSDP importantly links peace to the nation's development ambitions. Myanmar, the country with the longest, continuous civil wars, pursues reforms and decentralization within a context of ongoing conflict among state and non-state actors as well as large populations of internally displaced persons (IDPs).

Myanmar's vulnerability to climate change and climate induced risks, especially floods, add to the complexity of the development challenges. Responding to this, UNDP's ongoing efforts increasingly emphasize climate/disaster risk and conflict-informed programming in line with the principles of human rights, empowerment of women and environmental sustainability.

3. UNDP Approach and Project Summary

At the heart of a democratic relationship between citizens and the state lies an accountable system of public spending. The overall objective of providing discretionary grants to townships is to put in place a responsive township administration that provides basic services to its people in an inclusive, accountable and transparent manner.

The TDLG project is actively supporting democratic local governance at the township level by giving people a space to participate in and influence the annual planning and budgeting process. The project aims to contribute to the development of a democratic local governance policy framework of the Government of Myanmar and advance its decentralization agenda by using local development grants as an incentive for institutional change. The discretionary grant is cross-sectoral and allows testing fiscal decentralization at the township level by focusing on strengthening accountable and transparent public financial management systems and promoting participatory and responsive annual development planning.

Through actively supporting democratic local governance and improved public service delivery, the project gives people the space to influence annual township planning and budgeting through elected representatives including ward/village tract administrators, Hluttaw members, female 10 HH leaders as well as through civil society representatives.

UNDP's strategy for supporting decentralization and strengthened democratic local governance focuses on the following TDLG outputs:

Output 1: Strengthening township administrations' capacities for development planning, public financial management and service delivery

Townships in Myanmar are relatively large with an average population of 150,000 people.⁵ UNDP supports townships to adopt a 'participation through representation model', where the township planning process represents the main entry point for public participation and interaction between elected W/VTAs, civil society organizations, female 10 household leaders, Hluttaw members, as well as nominated/assigned EAO representatives where present⁶. UNDP provides discretionary funding to township administrations as an incentive to leverage greater public participation in the annual planning and budget execution cycle, and to allow budget priorities to be determined at township level. Township administrations are provided with a comprehensive capacity development package to ensure effective facilitation of planning process; effective management of public financial management systems; conduct procurement procedures and promote customer-oriented public service delivery through the One Stop Shops (OSS).

Output 2: Increased civic engagement and women's participation

UNDP promotes opportunities to strengthen social accountability by supporting ward/village tract administrators (W/VTA) to enhance their capacity to act as elected representatives providing upward and downward information between communities and township administrations. Women are empowered to actively engage in township planning processes and mainstream gender considerations in the planning process. Civil society is supported to constructively engage with township administrations.

Output 3: Engaging Ethnic Armed Organizations (EAO)

UNDP supports township administrations to engage with and involve EAO representatives in mixed controlled areas in the township planning process, and coordinate issues related to public service delivery in alignment with the interim arrangements under the National Ceasefire Agreement. EAOs are also supported to develop capacities on democratic local governance and to engage in these processes effectively.

Output 4: Facilitating dialogue for policy change

UNDP contributes to policy development, using lessons learned from the project and targeted research for sub-national governance, effective public-sector management and civic engagement. The project emphasizes a more inclusive and participatory planning process using data and statistics to better respond to people's needs.

⁵ See 2014 Census reports

⁶ EAOs' mixed controlled areas can be found in only 6 out of 10 townships in Mon State. KNU has mixed areas in Kyauktho, Bilin and Thaton townships. NMSP has mixed areas in Ye, Thanbyuzayat and Mawlamyine townships.

4. Narrative on Progress Achieved

Narrative and Indicator Progress on Output 1

Township administrations have improved capacity to respond to people's needs

Output level changes highlighted by MTR: The MTR found that the TDLG project enhanced government's planning process by working at the township level and engaging with non-state actors. The project has also enabled more frequent interactions between Township Planning and Implementation Committees (TPIC) and village leaders. Above all, the value of a planning process informed by the available investment budget encouraged open discussion around local priority-setting. This marks a major departure from the ongoing government practice which lists and communicates projects annually to the State/Region without prior knowledge on the township's available budget. In summary, there is a ***considerable change in capacity or approach among Townships that can be traced in part to TDLG activities.***

Activity Result 1.1: State/Regional and township administration staff have increased capacity in good local governance and public-sector management

Brief description of Activity Result

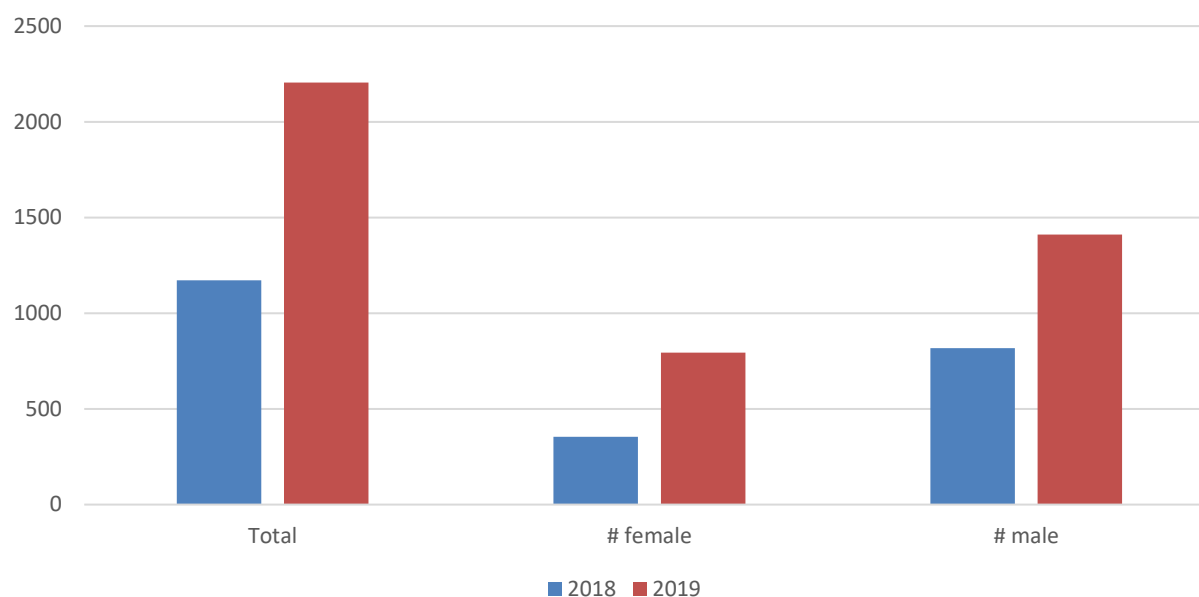
The project will support the township annual planning process by conducting a series of workshops that bring together key stakeholders to discuss the development situation, identify priority development sectors to contribute to the townships annual development plan and the priorities selected for funding through the township development grant.

UNDP support strengthened capacities of government institutions to manage aspects of local governance while supporting township administration in annual planning and the execution of budgets for efficient and effective of infrastructure projects based on principles of good local governance.

In line with the provision of the Grant Manual on participatory annual township planning, ***a series of workshops*** were conducted in 5 townships in the Bago Region and 10 townships in Mon State. The planning workshops were conducted in three rounds with the first round focusing on situation analysis; building on the situation analysis, the second round develops a consensus on priority sectors and prepares a shortlist of the priority projects; informed by the previous discussions, the third round assesses the feasibility of initial suggestions with the final list of priority projects included in the Township Development Plans for FY 2019/20. The purpose of this consultation process is not only to outline needs, but also to explain constraints in terms of available budgets and priorities already set by the government policies to 'ordinary' people. The above processes involved **2,205 people**, 36% of whom were women, from Bago and Mon⁷.

⁷ For details see ***Annex 1 – Township Planning Participants.***

of people involved in Participatory Township Planning Process

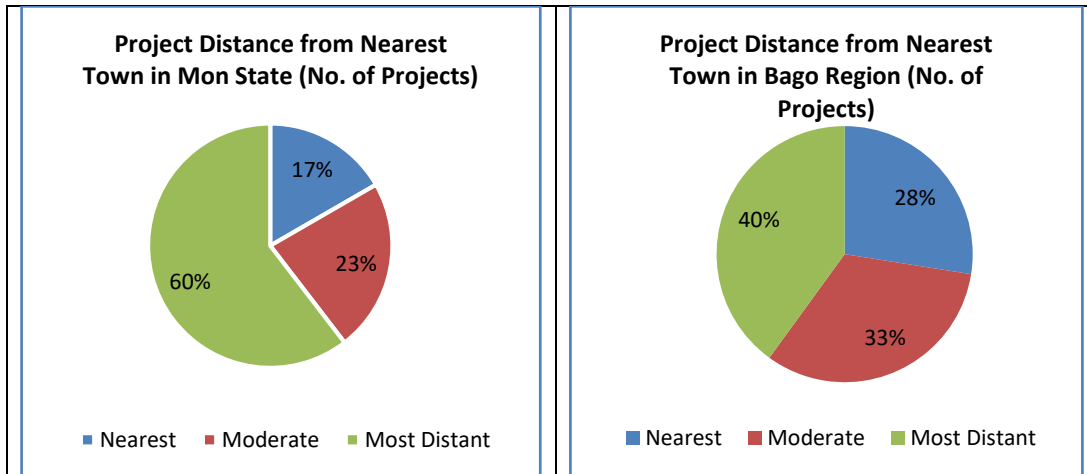


Public presentations were organized by TPICs in all 15 townships, strengthening local awareness on the priorities identified and selected in the township plans. Public presentations serve as a means to promote accountability and transparency at the township level and are also part of the Minimum Conditions outlined in the Grant manual and a pre-condition for accessing the township grants. Public presentations in all target townships covered a total of **2,629** people (including 804 or 31% women)⁸. The detailed review shows that 44% of all women who attended the public presentations represent 10hh leaders in Mon and Bago. This reaffirms the expansion of the project to lower levels of decision-making (from W/VTA to 10hh leaders) in order to engage a greater number of women in the planning process. However, the longer-term impact of this decision needs to be closely monitored to guide future programming.

As a result of the participatory planning workshops, a total of **27** priority projects were selected for FY 2018/19 in Mon⁹ and in Bago¹⁰. The estimated total number of beneficiaries was **224,978**, including 152,200 from Bago and **72,778** from Mon. MTR revealed an interesting observation that “TDLG was able to select projects that respond to both a perceived need to address poverty [and] to remoteness challenges” with a balanced number of projects in remote, very remote and nearby villages, as shown below.

⁸ See **Annex 4 - Participants of public presentations**, Bago Region: 656 men and 295 women, Mon State: 1011 men and 565 women

⁹ 17 projects, including 5 roads and bridges; 9 schools; 2 health points; 1 power supply project
¹⁰ 10 projects, including 9 roads and 1 each water and health point



In the context of TDLG, roads, which comprise the majority of infrastructure projects in Township Development Plans, may present both a positive change, as was the case in Kawa¹¹, while also becoming the source of potential conflict. This reinforces the need for strengthening conflict sensitivity and the application of socio-environmental safeguards for sustained positive impact.

¹¹ 'Through the roads construction project in Kawa township of Bago region, 400 female garment factory workers from neighbouring villages had better access to the road, effectively cutting their commute by about two hours each day', TDLG MTR

Box 1. Priority rural roads in local governance – Structural/institutional dynamics and potential multiplier effects

As part of the participatory township planning process in Bago Region and Mon State, a total of 27 infrastructure projects were prioritized and included in the Township Development Plan for FY2018/19. A remarkable share of the selected priority infrastructure related to roads and bridges – a fact which has been challenged by TDLG stakeholders. While the construction of rural roads constitutes a core development sector at a Region/State level, additional reasons have been identified to justify the need for channeling a vast majority of funds towards rural roads. Research conducted by CGG¹² draws inference to structural and institutional dynamics aligned with the selection process of infrastructure projects. These include MP-dominance in the decision-making phase of project prioritization as well as technical criteria and limitations.

While acknowledging the above-mentioned aspects and the areas for improvement within the TDLG, the value and potential multiplier effect of rural road development is widely recognized¹³. The MTR clearly shows that selection of roads corresponds to the immediate needs of the rural population and that rural road development is perceived as having gender sensitive benefits in both Bago Region and Mon State. One example is the road project in Kawa, where up to 400 female garment factory workers from neighboring villages access the road, effectively cutting their commute by about two hours each day.

The immediate economic benefits observed in Kawa also coincide with the longer-term findings provided by a recent study of The Expert Group for Aid Studies¹⁴ which evaluates the socioeconomic impacts of a large-scale, local infrastructure and governance programme¹⁵ in Cambodia. Analysis showed a positive correlation between improved rural roads and economic development in target areas resulting in improved well-being of communities connected to the road projects. Using the infant mortality rate as a proxy indicator, increased connectivity and thus, better access to services highlighted the multiplier effect of road improvement at a broader community level. The External Review¹⁶ of the District Roads Support Programme¹⁷ implemented in Nepal resulted in similar findings, where improved connectivity and hence, access to public services, positively influenced overall living standards and contributed to social inclusion. Yet, the Nepal survey research also revealed unforeseen impact of the rural road development projects such as deforestation and pollution.

As this is only the second year since TDLG has started, it is too early for a conclusive assessment of the programme's wide-ranging and long-term impacts. Nonetheless, it is imperative to monitor effects of institutional and structural dynamics as well as carefully analyzing potential positive and

¹² Centre for Good Governance. 2019. *Review of Township Planning in Bago Region: TDLG Project and "Mainstream" Planning Processes*.

¹³ Asian Development Bank. 2016. *Myanmar Transport Sector Policy Note: Rural Roads and Access*. Mandaluyong City, Philippines: Asian Development Bank.

¹⁴ Ariel, B., Parks, B., Trichler, R., Baehr, C., Aboagy, D. and Prum, P. 2019. *Building on a Foundation Stone: The Long-Term Impacts of a Local Infrastructure and Governance Program in Cambodia*. EBA Report 2019:04. The Expert Group for Aid Studies (EBA), Sweden.

¹⁵ The programme was initially launched as a pilot in 1996 in 4 Cambodian communes with support from Sida and other donors. It was then scaled and institutionalized through the establishment of the Commune/Sangkat Fund (CSF) to achieve nationwide coverage across more than 1,600 communes/sangkats and 14,000 villages during the 2000s. From 2002-2010, Sida and two other donors (UNDP and DFID) contributed approximately 20% of the funding for the CSF, while the Royal Government of Cambodia (RGC) funded the remainder. Today, the CSF is fully funded and operated by the RGC.

¹⁶ Starkey, P., Tumbahangfe, A., and Sharma, S. 2013. *External Review of the District Roads Support Programme (DRSP) Final Report*.

¹⁷ With support from SDC from 1999 to 2014, DRSP was established to contribute to better social and economic opportunities for rural people in Nepal through the construction and maintenance of rural roads.

negative externalities to guide future programming. Specifically, the associated risk of deforestation must be effectively assessed, as both Bago Region and Mon State are regularly affected by heavy flooding and landslides – effects that are assumed to be worsened by deforestation.

Activity Result 1.2: Township administration staff have increased capacity to understand and analyze the socio-economic context, including conflict (economic, social, environmental) and gender issues

Brief description of Activity Result

The project assists sector departments in collecting and analyzing relevant data to ensure evidence-based planning. Improved data utilization will contribute to promoting inclusion, gender and environmental risk assessments, which the project will gradually strive to integrate as standards for township plans. Measures will also be undertaken to test approaches for collecting and analyzing data locally to align with the SDGs and the GoM's national SDG mainstreaming efforts.

SDG Diagnostics were finalized and have strengthened the mainstreaming of the SDGs while contributing to MSDP in the township planning processes. Specifically, TDLG contributes to the implementation of *SDG 16.6: Develop effective, accountable and transparent institutions at all levels;* and *SDG 16.7: Ensure responsive, inclusive, participatory and representative decision-making at all levels.* The diagnostic increased the supply of socioeconomic data and local governance indicators that support decision-makers at various levels of the governance chain. As a result, policy makers can make informed decisions to accelerate the implementation of the sustainable development agenda in line with the principles of leave no-one behind, environmental resilience, accountability, use of data and integration.

An SDG Localization Diagnostic was conducted in four TDLG Townships through a quantitative survey covering 2,400 households and a qualitative survey where more than 200 township officials, W/VTAs, MPs, civil society and private sector representatives were interviewed.¹⁸ The results were presented to key stakeholders in Bago and Mawlamyine and also during the Technical Working Group meeting held on 1st November 2019.

The final [Synthesis Report](#), including a qualitative aspect, was finalized in October 2019 and presented during the Technical Working Group meeting organized by TDLG on 1st November 2019. Importantly, the Synthesis Report found that the prevailing and preferred form of participation in urban areas differed from those in rural areas, where people prefer to engage via traditional platforms such as public meetings/gatherings. As key lesson learnt, this information will guide discussions and consultations with rural and urban population on how TDLG should evolve into the future.

In strengthening evidence-based planning across Myanmar, UNDP, through the TDLG and SERIP projects, will continue to explore linkages between SDG localization at the township level with SERIPs ongoing implementation at the union level. Specifically, through working closely with the Ministry of

¹⁸ The survey was implemented through interviews with 600 randomly selected households in Kawa and Yedashe (Bago Regions), Bilin and Thaton (Mon State)

Planning, Finance and Industry, UNDP is supporting the development of a *National Indicator Framework*, a national tool for monitoring the implementation of the Myanmar Sustainable Development Plan (MSDP). Comprising 286 indicators across a wide range of sectors, the framework will provide policy makers with detailed data on the implementation of the MSDP over the medium-term.

Activity Result 1.3: Strengthened service delivery through OSS

Brief description of Activity Result

The project will continue UNDP's technical support to OSSs, enhancing their capacities to provide public services in a transparent, accountable and efficient manner, which contributes to improved township governance processes. The OSSs provide many opportunities for the GoM to improve its engagement with citizens.

OSSs were introduced in Myanmar in 2015 per Union Government Office Instruction Letter #959/252 with the directive to form a Union level inter-Ministerial Working Committee and to establish Township-level OSS offering commonly required services such as electricity connection, birth and death certificates, land records, construction permits, and ID cards. Since then, 316 of 330 Townships have established an OSS¹⁹.

In December 2019, UNDP provided technical support and co-funded the planning and facilitation of an Institute of Development Administration (IDA) training for 100 OSS Monitors (94 male and 6 female). A team of consultants delivered sessions focusing on public awareness raising, mobile service delivery, international best practice and Model OSS with supplementary panel discussions for different departments and services involved in OSSs.

Additionally, a second annual Customer Report Card for four pilot OSS sites in Bago, Mandalay (Kyaukse and Meiktila townships) and Kachin²⁰ was conducted in December 2019.²¹ In Bago, a total of 120 OSS customers, 38% of whom were women, were surveyed. Of those surveyed, key improvements highlighted relate to the *availability of information*, with 61% of customers surveyed finding customer service better in the OSS and 74% of customers stating that the OSS is more transparent than the line departments.²² However, despite the improvements, further work needs to be done in terms of accessibility of the OSS building to elders and persons with disabilities, improving public awareness about OSS to create demand, enhancing OSS staff capacity in client orientation, enhancing transparency, including through creating awareness on the fees, and creating space for the customers to openly provide feedback for more responsive OSS services.

A newly developed OSS Operations Manual provides information on best practices for line department officers, District and Township Administrators, while outlining key aspects of successful OSSs to improve consistency across the country. The manual provides guidelines on the institutional arrangements and resources (physical space, staff and budget) to run OSSs; types of OSS services;

¹⁹ The 14 Townships that have not established OSS are those facing security issues.

²⁰ Support to OSS is cost shared between TDLG (Bago) and SERIP Output 4 (Mandalay and Kachin).

²¹ Townships included: Bago Township (Bago Region), Kyaukse, Meiktila (Mandalay) and Myitkina (Kachin)

²² For details, see **Annex 2 – OSS Scorecard Report for Bago**.

issues of regulatory streamlining; public awareness for increased use of OSS services; feedback mechanisms; and monitoring of OSS performance at all levels to evaluate whether OSSs are successful.²³

The MTR also outlined that: “UNDP support to OSS is not currently connected to the TDLG model and its theory of change but may have been useful in building trust with government by supporting a visible government policy”. This is an important lesson for the project to build on as it moves forward with the design of a potential next phase of TDLG.

Activity Result 1.4: Township annual plans developed in an inclusive manner and approved by a meeting of citizen representatives

Brief description of Activity Result

UNDP supports townships to adopt a ‘*participation model based on representation*’. Participants in the annual planning workshops consist of elected W/VTAs, CSO representatives, female 10 household leaders and Hluttaw members. Where present, EAO representatives nominated by their liaison offices also take part. The project utilizes existing government structures and mechanisms for annual planning—e.g. coordination meetings between heads of departments (HoD) and W/VTAs, the township management meetings and TPIC meetings—as the entry point for initiating a more participatory and democratic planning process.

Building on the outcomes of the participatory planning workshops outlined under Activity Result 1.1 and in line with the provisions [and the minimum conditions²⁴] of the Grant Manual, a total of **15 Township Development Plans for FY 2019/20** (TDP) were prepared through:

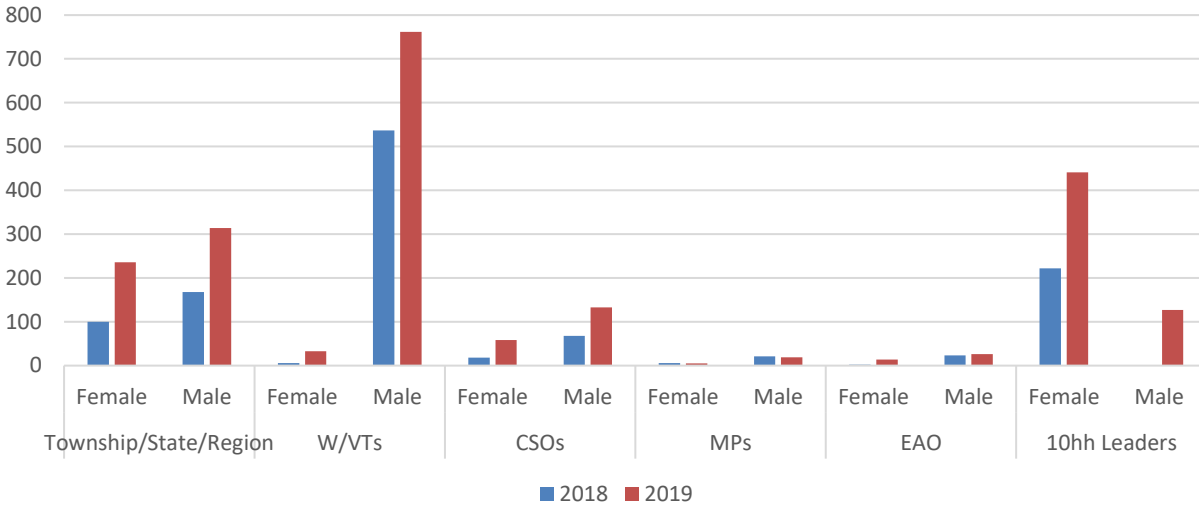
Participatory planning workshops in Mon State and Bago Region involving **2,205 people**, 36% of whom were women, an increase from 30% in 2018. The process involved township and State/Region representatives (25%), W/VTAs (36%), 10hh leaders (26%), CSOs, (9%) and others. There are a total of 31 MPs in Mon State and 76 in Bago Region²⁵, providing in average 3 MPs per townships. Hence, it is not relevant to compare the proportion of MPs attending the planning workshops with other participants. According to the attendance sheets, MPs were present in three townships of Bago Region and six townships of Mon State. Likewise, EAOs are present in 6 townships of Mon State. Hence, it is not accurate to compare the EAO figures against all 15 townships. EAO representatives attended planning workshops in Mudon (6), Thaton (10), Bilin (13), Thanbuzeat (6) and Ye (5) townships.

²³ For details, see **Annex 3 - OSS Operations Manual**.

²⁴ The township needs to have an annual (investment and activity) plan that is a) prepared in a participatory and inclusive manner, with elements of democratic decision-making and based on a situational analysis, b) shows all projects (and activities) for the different source of funding, c) approved by state/region government (and endorsed by UNDP). 2. The township must have opened a special designated bank account at Myanmar Economic Bank to receive and hold the grant funds. 3. Quarterly financial and physical progress reports must have been submitted in time and approved by both state/region government and UNDP to receive the next transfer. 4. Townships must have a clean (unqualified or qualified) audit report for previous year expenditures (from year 2 onwards).

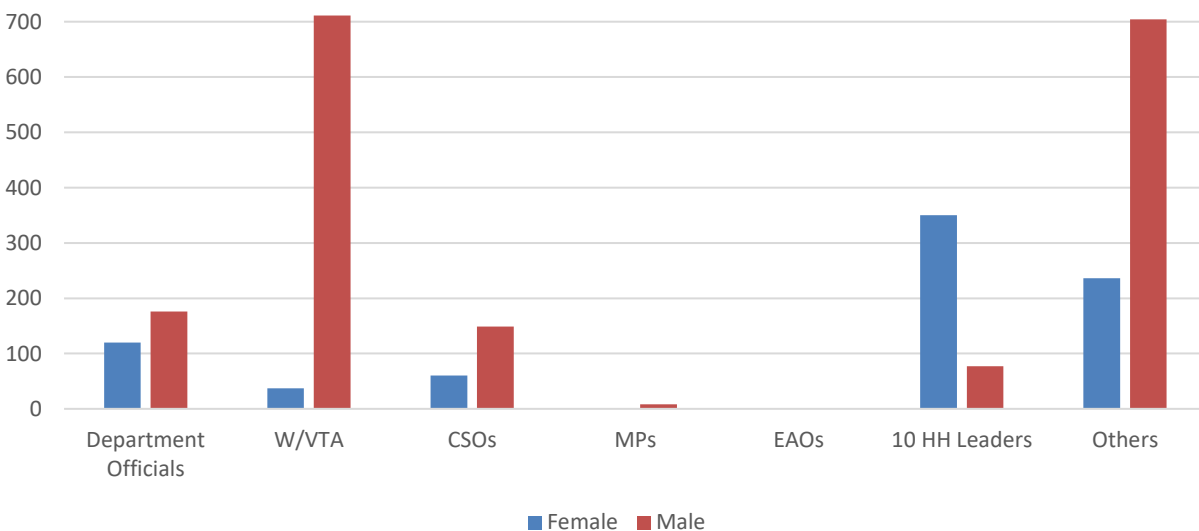
²⁵ The Asia Foundation, “The State and Region Governments in Myanmar”, 2018

of attendees per organisation represented at Participatory Township Planning Process, female vs male



Public presentations were attended by **2,629 people**, 31% of whom were women. The process involved township representatives, W/VTs, CSOs, 10hh leaders, MPs and others. No EAO representatives were present and this is partly linked to the developments regarding KNU’s withdrawal from peace process and consequently from TDLG and ongoing discussions with NMSP, described under Output 3 below.

Attendance per organisation at awareness raising public presentations organised by TPIC, female vs male



During planning workshops, *priority sectors* are discussed and agreed. The priority setting process takes place in group discussions and then in plenary to come to a shared agreement on the options for using the township development grant. The *proposals are screened* for compliance with the

Box 2: The TPIC & the Significance of the TDLG Township Grant Innovation

A number of planning commissions and committees were established by Presidential Notifications in May 2016, at Union, State/Region, District and Township levels. The Township Planning and Implementation Committees (TPICs) are chaired by the township administrator (from GAD), and also include representatives from agricultural, industry, and service department, as well as a few selected local respected and elder persons. While the membership of TPICs does not include hluttaw representatives from that township, it is now commonplace for them to be invited to attend meetings, where they now play a key role in determining priorities.

It should be understood that TPICs are not planning bodies in the usual sense – they do not themselves determine plans or budgets, and have no ex-ante budget allocation which would enable them to do so. They are instead meetings (usually lasting a day or less, in January) where the different departments each submit their capital budget proposals for next year’s budget, which are subject to hurried clearance (typically there may be from 400-800 such proposals in all to be presented in just a few hours) and where the main purpose appears to be to identify duplications, and to allow the MPs to confirm that their particular priorities are noted; it is rare for the TPIC to discard any proposals.

Proposals are then sent up to District and State/Region level via two parallel channels: (a) through the District PIC to the State/Region PIC, and (b) through each department’s own District and State/Region channels (this means that proposals arriving at State/Region level do not always match, or arrive at the same time). At State/Region level there is then a “trriage”, and proposals to be funded from the Union budget are sent up to the Union department, while others are then reviewed and prioritized by the State/Region government and then hluttaw. One major feature of this process is that typically TPICs make proposals which cost 10 x the available State/Region or Union department capital budget – and so they have to be cut down and prioritized for inclusion (or not) in the budget. But this process is handled far from the township, with no consultation, on the basis of very little information in the individual project proposals that were submitted, and with often unclear budget ranking criteria – and is again dominated by the preferences of MPs or State/Region leaders.

Planning for the TDLG grants is managed by the TPICs but somewhat separately from this mainstream process – mainly because the TPIC has a known TDLG grant budget allocation and can make its own selection of projects for funding (albeit this requires final sign-off at State/Region level). TDLG has demonstrated the power of giving the TPICs advance knowledge of their budget allocations:

- The certainty of a minimum level of funding for the next budget year provides a major incentive to encourage local consultations around options to spend these funds (which incentive is very weak in the normal planning and budgeting process).
- The known ceiling on this funding also provides powerful incentive to make real priorities and force open discussion of trade-offs and compromises between different stakeholders (otherwise missing in the normal planning and budgeting process)
- The upfront prioritisation then allows time and resources to be spent on checking the feasibility of the relatively few proposals shortlisted, via site visits, checking on land-issues, checking on technical options and costings, etc. (which is hard in the normal planning and budgeting process, and which results in frequent implementation delays, cost overruns, etc.).

The major challenge for the next phase is to encourage States/Regions to make annual ex ante allocations to townships from their own budgets (borrowing from the Bago Region initiative) and thereby allow the TPICs to begin to adopt these better planning practices more generally for government funded investments, with support from the project team.

government standards and quality regulations. The respective sector department has to assume responsibility for implementation and subsequent operations and maintenance of the project upon its completion and hand over (i.e. the Operations and Maintenance of a water supply project would be dealt by the Township Municipal Affairs Office). While projects selected as a result of participatory processes in TDLG-supported townships may not differ from non-TDLG townships²⁶, a key difference lies in the systematic process, where local governments play a proactive role through a participatory township planning process. Informed by the outcomes of the extensive consultations with those traditionally left behind, the implementation of social accountability mechanisms has enhanced also access to information, strengthening transparency in the planning and grants management process.

Activity Result 1.5: Transparency and social accountability measures launched

Brief description of Activity Result

Township administrations are supported to launch new mechanisms and systems for transparency and social accountability as measures to improve public understanding of public affairs and hold responsible agencies accountable. This includes communication on planning and budget cycles, for example through social media, public notices and simplified communication materials which assist township administrations and W/VTAs to inform and consult communities. Open budget meetings during the planning process and public procurement announcements provide the public and civil society with opportunities to monitor the planning process, as well as the budget execution phase.

The TDLG Monitoring and Evaluation Framework promotes the following mechanisms of social accountability in target townships:

1. Public Presentation of the township development plan
2. W/VTA present project activities to their constituencies for feedback
3. Public announcement of the tender results
4. W/VTAs are part of the Tender Receiving and Assessing Committee and Quality Assurance and Verification Committee
5. Grievances are addressed by the Tender Committee which is responsible for resolving the complaints

The revised project M&E framework was endorsed in 2019. However, data has not yet been collected for all indicators as the full roll out of M&E framework is expected to be completed by the end of June 2020. Therefore, while all above mechanisms have been put in place in all target townships, the mechanisms will only produce full data-sets from July 2020.

In 2019, **1,221** participants from DPICs, TPICs, W/VTAs and CSOs in 15 townships, 17% of whom were women, across 15 townships of Bago Region and Mon State attended Social Accountability

²⁶ According to findings from the CGG-led research, a critical determinant in how planning is carried out and allocation of formula funds is decided on, is the individual personality, knowledge, style, networks and relationships of the MP. As such, drawing comparisons between TDLG and non-TDLG townships is problematic. For example, while the TDLG may be successfully supporting the capacity-building of VTAs, whether VTAs are consulted and their views considered depends, in some constituencies, on whether the MP chooses to meet with them to discuss local priorities.

Trainings, which outlined the relevance of the following social accountability mechanisms:

Mechanism 1: In line with the pre-conditions of the Grant Manual, in order to access grants, target townships are to conduct **public presentations of the Township Development Plan**. Public presentations are held after completion of the township planning process and the submission of the Township Development Plans to the State/Region government. As part of FY2019/20, public presentations were held in all townships covering **2,629** participants, 31% of whom were women.

Mechanism 2: TPICs meet with W/VTAs at least twice a month, acting as the main, if not the only, bridge between the township and their constituents. They play a pivotal role in connecting townships with the public through information sharing.

Mechanism 3: During the procurement, several measures are taken to ensure transparency of the process, including the **publication of tender documents on notice boards and in newspapers** for any amount exceeding 10 million Kyat (medium works). Advertising on the GAD noticeboard is mandatory for medium works. Large works costing more than 100 million Kyats should be published in national newspapers.²⁷ TDLG projects follow this practice and tenders of selected infrastructure projects were advertised in national newspapers.

Additionally, **tender opening sessions** take place after the deadline for submission of bids with specific criteria guiding the process of how bids are opened²⁸. For the contract signing ceremony and public announcement, a public notice is posted on the township noticeboard and includes the short description of the contract, source of funds, name of implementing Department, name of contractor and amount of contract awarded.

Mechanisms 4: W/VTAs also play an important role in social accountability as they are part of both the **Tender Receiving and Assessing committee (TRAC)** as well as the **Quality Assurance and Verification Committee (QVAC)** as elected representatives.

Mechanism 5: The MTR found the project's efforts around strengthening social accountability as 'artificially' divided between the supply (UNDP's work with the townships) and demand (Oxfam's work with CSOs) sides. In December 2019, UNDP extended the contract with Oxfam until the end of 2020 with a strong focus on addressing the above gap²⁹.

²⁷ Procurement Guidelines, p9: **Small works** correspond to Below 10 million Kyat (Invite tenders from three companies, allow 2 weeks for tender preparation; **Medium works** correspond to 10 million –100 million Kyat (Open advertising on GAD noticeboards (Township, District and State/ Region) at least 2 weeks before tender submission deadline); **Large works** correspond to over 100 million Kyat and Open advertising in national newspaper 1 month before tender submission

²⁸ *ibid*, pp19-20

²⁹ For details see **Annex 4 – MTR Management Responses**.

Activity Result 1.6: Township administrations effectively manage the full cycle of service delivery through the township development grants

Brief description of Activity Result

During the planning and budget execution cycle of the infrastructure projects funded by a township development grant, the TPIC, additional sector departmental staff and W/VTAs have the opportunity to put new knowledge and skills into practice with extensive on-the-job support and mentoring by the project's technical staff.

The specific UNDP interventions related to township development grant under the present Activity Result include (1) Signing Letters of Agreements with the State/Region governments to channel discretionary grants to townships (2) On-the-job support and training to township administrations related to local governance and decentralization including on planning, procurement, financial management, usage of statistics and data, etc and (3) Spot checks and audits to manage fiduciary risks.

Signing of Letters of Agreement with Bago Region Government (BRG) and Mon State Government (MSG): During the 4th quarter of 2018, UNDP signed Letters of Agreement (LoA) with BRG and MSG to implement the priority projects for FY 2018/19. The total cost of LoA is equivalent to the amount indicated in the Grant Manual based on 1\$ per capital allocation for implementing 17 projects in Mon State and 10 projects in Bago Region.

On the job support to Township Administrations: In addition to the support in facilitation of participatory planning processes, the Township Administrations also received on-the-job technical guidance and support in effective and transparent management of the grants allocated through LoA, including through transparent procurement processes as one of the social accountability mechanisms promoted by the project.

Targeted trainings for technical departments and, as of 2019, for private companies have provided up-to-date information on Government measures to strengthen public procurement while discussing practical measures in meeting the Procurement guidelines. Following the Directive 01/2017 on Procurement, the township Tender Receiving and Assessing Committee (TRAC) and the Quality Assurance and Verification Committee (QVAC) were formed. Additionally, in line with the Townships Development Plans for FY2018/19, Implementing Partners were identified through the tender process and contracts were signed with local companies.

Oversight of project implementation and monitoring: Responsible/assigned township representatives were directly engaged in monitoring and oversight of ongoing infrastructure projects. The creation of the Quality Assurance Board that outsources technical oversight of the ongoing projects to a 3rd party Quality Control (QC) Company has been a positive development in both Mon and Bago. Payments to the contractors are subject to certification by the QC Company.

The implementation of selected projects in Mon State (17 projects) and Bago region (10 projects) is now fully completed with an estimated 224,978 beneficiaries, including 72,778 in Mon and 152,200 in Bago. In Mon, nine schools and five roads formed part of the 17 projects implemented. In Bago, nine roads were part of the 11 projects completed. A significant proportion of the stakeholder feedback related to the prioritizing of roads which can be attributed to the alignment of State

priorities with those of the community and/or dominance of MPs in the planning process. However, additional factors which may have contributed to this include the piloting of small-scale projects (hospitals) in Kawa township selected for implementation during FY2017/18 in remote areas. Potential construction companies were not interested in implementing small scale projects in remote areas with large distances between each other due to the fact that the Government follows standard designs/models of constructions which do not take into account the remoteness factor. As a result, small projects in remote areas yield a low-profit and have become unattractive to potential construction firms. Additionally, oversight of several construction works taking place in remote areas at the same time can result into cost and time intensive processes. Despite this, in the context of TDLG, the focus remains on participation and inclusivity in the planning process whereas the grants and infrastructure projects present the means and not an end. The MTR has shown that TDLG was able to maintain a balanced number of projects in nearby, remote and very remote areas. This demonstrates that the process remains inclusive and open to all communities in target townships.

Spot checks and audit: Please see ***Management section*** below.

Table 1: Progress on Output Indicators as of Reporting Period

Output	Indicator	Baseline 2016	Target 2020	2019 Target	Actual Progress in 2019	Comments/Remarks
Output 1: Township administrations have improved capacity to respond to people's needs	1.1.2. Number of supported townships which meet set criteria to perform participatory planning effectively	No Grant Manuals to follow. All supported townships start at Level 1.	Out of 15 townships at least 12 townships meet level 4 across 4 function	Out of 15 townships at least 12 townships meet level 3 across 4 functions	15 annual township plans developed in compliance with the Grant manual meeting minimum conditions	<i>On track</i>
	1.2.1. Percentage of grant executed within fiscal year	No grants executed	95% of full grant amount allocated during planning cycle FY 2019/20 has been liquidated through implementation of planned projects	95% of full grant amount allocated during planning cycle FY 2018/19 has been liquidated through implementation of planned projects	During Fiscal Year 2018/19, 100% of township grants allocated to the 5 townships in Bago and 10 townships in Mon State have been liquidated.	<i>On track</i>
	1.2.2 Percentage of projects (a) starting implementation and (b) completed physical and financial progress in line with Grant Manual and Procurement Guidelines.	No grants executed	At least 90% of selected projects from fiscal year 2019-2020 completed physical progress in line with standards as per Grant Manual and Procurement Guidelines	At least 70 % of selected projects from fiscal year 2018-2019 completed physical progress in line with standards as per Grant Manual and Procurement Guidelines	All 17 projects in Mon and 10 projects in Bago included in FY 2018/19 have started implementation and completed physical and financial progress.	<i>On track</i>
	1.2.3. Number of townships where projects meet minimum benchmarks as per Procurement Guidelines	No procurement guidelines at township level	Out of 15 at least 10 supported townships fully comply with set criteria	Out of 15 at least 10 supported townships partially comply with set criteria	<i>Information on this indicator will be available in June 2020 as part of semi-annual reporting.</i>	<i>Data not available</i>
	1.3.1. Number of supported townships in which at least five social accountability mechanisms are used.	No social accountability mechanisms in place	15 supported townships use at least five and more social accountability mechanisms are used effectively	Out of 15 at least 10 supported townships use at least five social accountability mechanisms are used effectively	<i>Information on this indicator will be available in June 2020 as part of semi-annual reporting.</i>	<i>Data not available</i>

Narrative and Indicator Progress on Output 2

Improved engagement between people and township administrations on public service delivery

A notable shift observed under **Output 2** was the 82.5% of CSOs reporting an improved engagement with Township Administrations.³⁰ The MTR highlighted *'improvements to horizontal coordination among township departments and to information flow on government services to people's representatives both as VTAs or CSOs.'* The MTR also notes that *'the project has made significant gains in improving vertical coordination through increased information flows and consultations'* and that *'the project has improved trust towards government authorities through the information benefits of greater participation, responsive planning and meeting of critical infrastructure needs, and greater transparency'*.

However, the levels of trust building were not the same in townships with EAOs. Furthermore, the project's efforts to engage W/VTAs needs to address the 'varying levels of VTA engagement and confidence'. More importantly, the MTR finds that instituting adequate complaints and feedback mechanisms would be a *'significant opportunity to further enhance local governance'*. The project's approach to gender needs to be deepened and its approach to CSOs needs to be clarified.

Activity Result 2.1: Women have improved leadership skills and participate in planning processes

Brief description of Activity Result

UNDP promotes opportunities to strengthen democratic and social accountability by supporting W/VTA to enhance their capacity to act as elected representatives and provide upward and downward information between communities and township administrations. Women are empowered to actively engage in the township planning process and measures tested to mainstream gender considerations into planning and public service delivery.

To promote women's participation in the township planning process, the project is applying a two-pronged approach by: 1) aiming to integrate gender equality into the planning process and 2) empower and support women to utilize the enabling environment to advocate their concerns.

Integrating gender equality into the planning process: Due to the low number of female W/VTAs in Myanmar (113 out of 16,829)³¹, including a total of only 10 in Mon State and 4 in Bago region, the project engaged female 10 HH leaders in the township planning process to improve the gender balance and ensure women's concerns are raised and taken into account in the selection of projects. The project's decision to move down to the next layer of elected representatives i.e. 10 household (HH) leaders has notably improved the gender balance among people's representatives during the participatory planning workshops. Of the total **2,205** people who attended participatory planning workshops, 36% were women, of which the majority were 10 HH leaders. Though the number of EAO representatives varied from five to 13, it is worth noting that women comprised 35% of EAO representation on average.

³⁰ Oxfam progress reports, 2019

³¹ General Administration Department data, December 2020

Regarding public presentations, women comprised 31% of attendees, of which the majority were 10HH leaders. Additionally, 29% of women present at the public presentations were ‘interested individuals’ from the townships. The project will explore who these ‘interested individuals’ are and what their aspirations are as they may represent local champions the project could potentially use as ‘change agents’, particularly in the case of Bago where civil society is weaker than in Mon.

Empowerment of women: At the *national level*, the project has also supported initiatives at the national level, including:

An Annual workshop for 113 Ward/Village Tract Administrators was also attended by 14 Union and State level GAD officials and MPs (with nine out of 10 female W/VTAs from Mon and all four female W/VTAs in Bago. The workshop aimed to develop a space for strengthening the W/VTA networks and the bottom-up policy dialogue with the GAD staff, State Ministers and MPs. Discussions also examined various aspects of gender equality, gender responsive budgeting, gender-based violence and women, peace and security each of which inform the daily functioning of W/VTAs as part of their efforts to improve gender equality.

Study on “Gender Equality in Public Administration” (GEPA): The distinctive feature of this report is its coverage at the sub-national level. Such studies expand the evidence base available to TDLG and supplement efforts to strengthen the capacity and representation of women in local administrations and decision-making positions³².

According to the GEPA study, despite the fact that 62.7% of the civil servants in Myanmar are women, they remain under-represented in higher level positions, particularly at sub-national level. The share of women in gazetted positions ranges from 32% in Chin state to 65% in Yangon region. Although the range of women in non-gazetted positions varies from 52% in Chin state to 74% in Taninthayi region, the presence of women in the leadership positions at this level also remains low³³.

Overall, women are well represented in the civil service and more women apply and successfully enter the civil service at the gazetted staff level. However, there remains strong conservative views that certain duty stations are not suitable for women. Institutional barriers³⁴ prevent women from accessing higher level positions since they sacrifice their professional ambitions for family reasons. Hence, while the regulations promote gender equality in principle, current practices seriously complicate work-life balance for all civil servants, men and women, but women are particularly affected.³⁵

At the *sub-national level*, to enhance women’s participation in township planning, several empowerment measures were put in place through joint efforts with Oxfam as outlined below.

Women’s Caucus group: The first Women’s Caucus group in Mon State was initiated to promote

³² <https://archive.intereconomics.eu/year/2017/1/gender-equality-in-decision-making-positions-the-efficiency-gains/>

³³ Only a limited number of civil servants (19,260 civil servants across the 14 states and regions) are under the direct human resource management of state and region level governments. In seven states and regions (Rakhine, Mon, Chin, Kayah and Kachin states and Bago and Thaninthayi regions) there are no women at the Director and Deputy Director positions directly managed by the state/region. Except for Mandalay and Yangon regions where there are female Directors, in Sagaing, Magway and Ayeyarwady regions the highest level of State/region managed positions occupied by women is Deputy Director. The Union Civil Service Board has two Director Generals assigned to Mandalay and Yangon respectively, both are men. In contrast, the Union Parliament Office has Deputy Director General positions in 13 of the 14 states and regions, with six of these positions currently filled with women.

³⁴ For instance, mandatory rotation mechanisms require civil servants to be transferred regularly between duty stations across the country and further promotions are dependent on the number of rotations in the civil servants’ careers, as well as on mandatory exams which require considerable time for preparing.

³⁵ For more details, please see **Annex 5 – GEPA Study** which is due to be launched in Q1 2020

women's empowerment and leadership across multiple sectors, strengthening the capacity of women to actively engage and take leadership roles in community issues and local governance. To date, two caucus meetings have been organized in Mawlamyine and attended by 33 women from the public and private sectors, including MPs, VTAs, members of CSOs and think tanks.

Training of Trainers (ToT) on Women Empowerment to strengthen women's leadership skills and participation in the township planning process was carried out for over 400 grassroots women leaders in all 10 townships. Participants exchanged experiences in female empowerment while learning how to create more meaningful engagement with their respective communities and enhance their voices in planning meetings and future public hearings. A follow-up **Advanced Women's Leadership and Community Mobilization Training** provided participants with more in-depth knowledge and practices, which participants have recommended to hold annually to deepen their understanding of how to put this knowledge into practice.

An Active Citizenship Training for Women Leaders strengthened active citizenship capacities of female 10 HH Leaders on social mobilization within local communities, promoting citizen participation, good governance, and improving public services.

As highlighted by the MTR, many participants noted that the model of theoretical and conceptual training they received and the practical application of this knowledge during planning workshops is a helpful model to increase their confidence, hone their leadership skills and advocate for priority community needs. The creation of safe spaces and capacity for women leaders to play a constructive role in TDLG and wider society has increased participation.

"Many of the women the MTR team spoke to wanted [to] stand for the position in future election, and a few have ambition to stand as VTAs." MTR, 2019

A criticism within the MTR outlined that TDLGs approach to the empowerment of women is focused on individual capabilities rather than on systemic change e.g. the legislative and policy frameworks as well as discriminatory norms, structures and practices that maintain inequality. The project primarily works with women and not with men., with *'the focus on women alone without working with other actors who constrain women's participation less likely to yield systemic change'*. To this end, TDLG will work closely with Oxfam in 2020 to address, where possible, the above observation and also ensure this lesson is duly reflected in discussions about the future of the project.

Activity Result 2.2: W/VTAs and women's representatives facilitate community consultations

Brief description of Activity Result

W/VTAs and female 10 HH leaders are lead facilitators in identifying community priorities, undertaking discussions and consolidating community feedback to township administrations in an inclusive and participatory manner. W/VTAs play a key role as intermediaries of information-sharing between township administrations and communities. The project provides them with skills on participatory and inclusive methods, mentorship and social cohesion, basic facilitation skills and on-the-job support.

The increased proportion of women attending Township Planning Workshops is largely attributable

to the decision to move to the lower level of decision-making to engage more women in the planning process. The longer-term impact of this decision is yet to be seen and is subject to more detailed review. In the interim, the women interviewed during the MTR process *'overwhelmingly stated their ability to participate in the planning workshops by proposing and prioritizing projects and felt that there was no constraints to their participation'*. Many of the women interviewed also wanted *'to stand for the position again in future election, and a few have ambition to stand as VTAs'*.

As outlined in the MTR, **W/VTAs** are viewed as a conduit between townships and communities. Townships and MPs rely on VTAs for their understanding of the needs of the communities they represent and constitute an information channel for communicating township-level decisions to respective communities. Such information sharing can serve as an enabler for more meaningful participation that could be further strengthened and supported. The MTR also notes that merely including W/VTAs in the planning process may not sufficiently ensure consistent information sharing between townships and communities. At present, W/VTAs have varying degrees of capacities and skills with the levels of trust respective constituents hold in W/VTAs also varying substantially.

According to GAD official data, there are 2,169 Wards and Village Tracts in Mon (282 Wards; 1,420 VTs) and in Bago (90 Wards; 377 W/VTAs)³⁶. As such, TDLG's support at the township level is more justifiable as targeted support to W/VTAs is often a resource-intensive process which may also lie outside TDLG's core model.

However, going forward, ***strengthening VTAs' capacities presents an opportunity to strengthen the quality of township planning in line with the ongoing GAD reform.*** To the extent possible, TDLG will allocate resources for strengthening the capacity of VTAs within the existing resources allocated in 2020.

³⁶ GAD, Available online: <http://www.gad.gov.mm/en/content/total-list-districts-townships-sub-townships-towns-wards-village-tracts-and-villages-regions>; [Accessed on: 5 April 2020]

Box 3 – Good Practices and Areas of Improvement – Encourage Women’s Participation to Engage in Local Governance

Promoting gender equality and empowerment of women is essential for a participatory and inclusive planning process. In the current context of Myanmar, the role of W/VTAs is critical in this regard.

Yet, across Myanmar, female W/VTAs comprise less than 1% (113 out of 16,829). While there are 2,214 Wards and Village Tracts in Bago Region and Mon State, only 14 of those are women, 4 in Bago and 10 in Mon.³⁷ In TDLG supported townships, on average there are 310 W/VTAs in Bago and 470 in Mon. If all 14 female W/VTAs were based in TDLG supported townships, it would provide roughly one female W/VTA per township as compared to 147 people attending the planning workshops and 70 representing W/VTAs.

Against this background, programmatic adjustments were put into effect and participation in the planning process was expanded to the next layer of elected representatives - the 10 HH leaders of which a significant number are women. As a consequence of including female 10 HH leaders, women comprised 36% of all the participants of the township planning workshops in Bago Region and Mon State, of which the majority (56%) represent 10 HH leaders. Moreover, the inclusion led to a more equal representation of government employees and elected representatives.

The decision follows the rationale that a critical mass of women is required to engage successfully in local governance if women are to confidently influence planning and decision-making process^{38,39}. Evidence⁴⁰ from Bangladesh, India and Pakistan, revealed increased awareness, capacities and aspirations among the women benefitting from quotas. The study also emphasized additional efforts needed to stimulate institutional changes in order to promote gender equality to a wider audience through a parallel set of activities aimed at sensitizing men and community representatives in promoting systematic change.

The MTR findings show similar trends in Bago Region and Mon State. TDLG will be closely monitoring the situation to understand the relative agency of women which can only be assessed over time.

³⁷ According to GAD website, there are 1,742 Wards and Village Tracts in Bago and 472 in Mon State (<http://www.gad.gov.mm/en/content/data>). In average, this provides 62 W/VTs in Bago and 47 in Mon State. Given the total number of townships covered, this provides a total of 310 W/VTs in Bago and 470 in Mon.

³⁸ UN-Habitat. 2008. *Gender in Local Government. A Sourcebook for Trainers*.

³⁹ Agarwal, B. 2015. *The power of numbers in gender dynamics: illustrations from community forestry groups* Agarwal (2015),

⁴⁰ Nazneen, S. 2018. *Gender and Intersecting Inequalities in Local Government in South Asia. IDS Working Paper 507*. Institute of Development Studies and Swiss Agency for Development and Cooperation.

Activity Result 2.3: Civil society facilitates public engagement in township planning

Brief description of Activity Result

Civil society is supported to engage with township administrations in developing social accountability mechanisms and promote greater civic engagement. Mechanisms for involving public representatives in monitoring the implementation of infrastructure and observing procurement processes are also part of the project. This area of work emphasizes the opportunities to strengthen democratic and social accountability of the S/R governments and township administrations towards the public, which is expected to gradually improve people's trust in government.

Activity Result 2.3 is implemented by Oxfam with activities covering all 10 townships in Mon State focusing on 1) empowerment of women; and 2) strengthening the capacity of CSOs in local development, including in the township planning process. Throughout 2019, a number of targeted trainings for women leaders and CSO representatives in Mon State were organized, including:

Empowerment of women: please see the activities at the sub-national level under Activity Result 2.1 above.

Empowerment of CSOs:

CSO participation in the township planning workshop: a total of **143** CSO representatives were engaged in participatory planning workshops with 172 attending public presentations in Mon State. During this process, CSOs could raise questions to township departments and ask for more information about activities in the township as well as how the department addressed specific issues⁴¹.

The existing research in Myanmar has outlined that civil society may not be aware of the existing planning and budgeting system and the decision-making process. Therefore, it is important to address the existing awareness gaps so that civil society can substantively contribute to the process⁴². The MTR highlighted that TDLG has addressed this requirement effectively through the conceptual trainings delivered by Oxfam, and practical application of the acquired skills during the planning process. According to Oxfam reports, 82.5% of CSOs have expressed satisfaction with their level of engagement with township officials. The same applies to some of the TPIC members, who stated to the MTR team that "more connection" with Oxfam could help them analyze and understand the township needs more creatively.

Gender training for CSOs: A one-day workshop on basic gender concepts for 140 representatives, 78 men and 62 women, from 132 CSOs active in ten townships was organized to strengthen understanding on gender with participants encouraged to share lessons and knowledge garnered among their peers.

Basic "Monitoring and Evaluation Training" for 140 CSO representatives in 10 townships

⁴¹ Quarterly Report for January – March 2019, Oxfam

⁴² See for instance 'Where top-down meets the bottom up', The Asia Foundation, 2019

strengthened CSO capacities for proactive engagement in service delivery areas.

Public financial management training and social accountability training for CSOs in Ye and Thanbuzeat Townships enhanced understanding among CSOs on social accountability mechanisms and tools to reflect on which tools can be applicable in local contexts. This was followed by an **Advanced Social Accountability Training** in Q3 for participants to understand more in-depth social accountability tools, and basic concepts of public financial management. Discussions centered around how power, trust and relationships are important in decision-making and how to build constructive engagement between the public and local government, i.e. how constructive engagement is dependent on willingness and coordination of Township Administration and their relationship with CSOs.

Community Mobilization Training enhanced 120 CSO representatives' understanding of basic concepts of community mobilization, exercise mobilization skills and learn different ways to assess and analyze community needs, including through Participatory Rural Appraisal tools.

A Media for Advocacy and Public Awareness Training for 180 CSO representatives to advocate systematically and effectively. Such trainings and **regular coaching meetings** strengthen the township development planning process, guide constructive engagement, and support a broader understanding of the limitations and nature of government departments.

The most critical recommendation from MTR is that TDLG's approach to CSOs requires more clarity since *'CSO is a catch-all term applied without much clarity and rigour in the current Myanmar programming context (not only in TDLG). The concept captures both registered and unregistered entities, issue-based organizations, social or economic affiliates of EAOs, as well as community-based self-help groups (such as funeral societies). CSOs are clearly identified in the Grant manual as participants in the planning process. There is no role identified for CSOs in the manual for the monitoring of projects where they have an interest, a role that would be typical of civil society in many other settings.'* While it might be late for reconsidering the approach in the current phase, UNDP will work closely with Oxfam to build on this observation as part of discussions and consultations for the potential next phase of the project.

Table 2: Progress on Output Indicators as of Reporting Period

Output	Indicator	Baseline 2016	Target 2020	2019 Target	Actual Progress in 2019	Comments/Remarks
Output 2: Improved engagement between people and township administrations on public service delivery	2.1.1. Number of women benefitted (trained) from women empowerment measures enable to advocate for women concerns.	No systematic public participation of women in the planning process	At least 500 women in all 15 supported townships benefitted from women empowerment measures within the framework of the project	At least 300 women in all 15 supported townships benefitted from women empowerment measures within the framework of the project	234 women benefitted from empowerment measures, including 121 women in Mon State benefitted from women caucus groups, TOT of women leadership training, gender awareness raising workshops and 113 women from Annual W/VTAs workshop.	<i>On track</i>
	2.2.1. Percentage of W/VTAs that hold and document at least three community consultations on community priorities involving both men and women during the planning process	Participatory planning process stipulated in Grant Manual not followed	At least 500 W/VTA in all 15 supported townships hold at least 3 community consultations involving both men and women during the planning process	At least 300 W/VTA in all 15 supported townships hold at least 3 community consultations involving both men and women during the planning process	n/a since no standardized data collection for 2018/19 Fiscal Year but will be reported against in the next planning cycle e.g. for FY2019/20.	<i>Data not available</i>
	2.3.1. Percentage of CSO engaged in supported Townships reporting having improved engagement with Township Administrations	No systematic engagement of CSO with TAs	80% of supported CSO in all supported townships reach level 4	80% of supported CSO in all supported townships reach level 3	82.5% interviewed CSOs engaged constructively with administration department.	<i>On track, as per the partial information collected to feed the indicator</i>

Narrative and Indicator Progress on Output 3

Improved EAO engagement in Township planning and public service delivery

Due to the constraints posed by the ongoing peace process and the broader issues with development partners activities in EAO areas, less progress was achieved under Output 3 than was anticipated. As highlighted in the MTR, the EAO Engagement Strategy has proven to be a good entry point to improve programme quality and the four levels of participation in the strategy (informing, consulting, involving and empowering) provide a useful snapshot in tracking progress. While the strategy offers a mid- to long-term view for engaging EAOs in line with the broader peace process, TDLG has continued to maintain the interactions with EAOs at the local level. These interactions have largely been limited to information exchange but are essential in maintaining dialogue and building trust. The MTR also notes that these interactions are merely initial steps in the process, the broader support package to EAOs envisaged by the project while represent a more holistic approach. Additionally, implementing a resourced alternative model of capacity development linked to planning for areas of mixed control is critical in ensuring TDLG sustains its positive contribution.

Activity Result 3.1: EAOs have capacity to participate in township planning process

Brief description of Activity Result

By engaging EAOs in the township planning process in mixed controlled areas, the project seeks to contribute to the development of an enabling environment which supports dialogue and collaboration in establishing mutual trust at the local level. Institutionalizing participation will reinforce township and district administrations engagement with, and formal involvement of EAO administrations in mixed control areas in the annual planning process, prioritizing development projects and coordinating issues related to inclusiveness and service delivery in line with the interim arrangements. Capacities within EAOs will be strengthened through the provision of mentoring support, ensuring consistent EAO participation in activities and platforms related to the planning and execution of development grants.

Following a meeting between SDC and UNDP Senior Management on November 22, 2019, the importance of documenting both formal and informal interactions with all stakeholders, including EAOs, on EAO related matters was emphasized. This will ensure informed planning and decision making, with Output 3 therefore more detailed as compared to Outputs 1, 2 and 4. as a result.

Engaging with the New Mon State Party (NMSP): NMSP signed the National Ceasefire Agreement (NCA) in February 2018. By extending to 6 townships in Mawlamyine district during FY 2018/19, the project started to more closely engage with the NMSP as a key stakeholder and introduced them to the project and the opportunities of participating in the township planning process.

Township planning process: 17 NMSP representatives, including eight women, participated in the annual township planning process across Ye, Thanbyuzayat and Mudon townships of Mon State.

A Reflection workshop was organized with NMSP in mid-May to reflect on NMSP's experience and participation in the project. During the workshop, NMSP recommended that future township planning processes in mixed controlled areas should also include NMSP affiliated CSOs. Additionally, it was highlighted that a package of capacity development support options is critical to enhance

NMSP participation in township planning processes. By engaging EAOs in the township planning process in mixed controlled areas, the project seeks to contribute to an enabling environment for dialogue, collaboration and to establish mutual trust at the local level, with various other capacity development needs also identified. This will support EAOs to strengthen their capacity to participate in activities and platforms related to the planning and execution of development grants.

Meeting with Mon State Government (MSG): UNDP held a follow-up meeting with the MSG in late June 2019 to discuss NMSP's capacity development requests. MSG was agreeable to the idea of supporting NMSP within the framework of the approved project scope and promised to liaise with NRPC to secure approval for the implementation of the proposed activities.

In a Letter to NRPC, the Ministry of Foreign Affairs, the UN to informed NRPC of all its engagements in EAO locations. Accordingly, UNDP sent a letter to NRPC outlining the planned capacity development support for NMSP as per the approved Project Document. A verbal approval was received to processed.

Organizational capacity assessment of NMSP: Following approval from NRPC, the UNDP technical team met with NMSP and agreed to undertake the approved activities in 2020 after the NMSP CEC, planned for December/January. In Q4 2019, the organizational assessment of NMSP was commissioned with an anticipated completion date in Q1 2020.

Engagement with the Karen National Union (KNU): In January, shortly after the KNU officially withdrew from the peace process expressing their dissatisfaction with the Union-led peace negotiations, KNU also sent an objection letter to UNDP regarding the implementation of one of the selected projects agreed to be implemented during FY 2018/2019 and has since formally withdrew its participation from the participatory planning process. Discussions are ongoing between UNDP's senior management, KNU and SDC on how KNU can re-engage in the project in the future.

Follow up meetings with KNU: At the end of January 2019, the UNDP Resident Representative met with KNU leadership to discuss their engagement in different UNDP projects. A higher-level strategic meeting between UNDP Senior Management, the Swiss Embassy and KNU senior leadership, led by the Swiss Ambassador, took place in Q3 and discussed KNUs engagement in the TDLG project. Following this, a UNDP/SDC/KNU technical meeting, held in October, discussed the technical aspects/concerns of KNU engagement in TDLG project activities. As a result of the meeting, the KNU capacity development package was revised and aligned with the current needs of KNU Thaton district, enhancing their capacity for meaningful engagement in TDLG project activities.

KNU Focal Point for external and internal communication: To improve communication between KNU Thaton and Headquarters and between KNU and the UNDP Technical team, a focal point was nominated at KNU HQ to ensure consistent flow of information between both parties. These efforts are aimed at strengthening the engagement and involvement of KNU in the township planning process while engaging more constructively with the township administrations.

Meeting with Mon State Government: Simultaneously, UNDP continues to consult with Government counterparts, ensuring UNDP's engagement with EAOs is in line with the Government of Myanmar's guidelines. In so doing, UNDP's Resident Representative met with the Chief Minister of Mon State Government (MSG) in late April to discuss the engagement of EAOs and the need for NRPC approval. Following this, a letter and Concept Note was sent to MSG detailing proposed capacity development activities for approval. UNDP held follow-up meetings with the Office of the State Counsellor which oversees the work of NRPC to clarify the nature of approval required by UNDP prior to

implementation of activities in mixed-controlled and EAO-administered areas.

TDLG project staff maintains consistent information exchange with EAOs at township and district-levels through dedicated liaison officers, sharing information on the ongoing processes and proposed projects resulting from the planning workshops. KNU and NMSP's liaison officers are satisfied with the final proposed projects while the MSG received non-objection letters for the projects selected as part of FY 2019/20 planning process from NMSP and KNU HQs in April 2019.

However, while the above interactions may have been essential in maintaining dialogue, the MTR viewed these interactions as '*a weak form of engagement*'. Despite this, the MTR also outlined that the proposed broader support package to EAOs envisaged by the project is a promising step towards more meaningful engagement.

Activity Result 3.2: Township Administrations and EAOs explore mechanisms for coherent, efficient and inclusive service delivery

Brief description of Activity Result

UNDP supports township administrations to engage with and involve EAO representatives in mixed controlled areas in the township planning processes, and coordinate issues related to public service delivery in alignment with the interim arrangements under the NCA. The project intends to facilitate supported townships with EAOs to explore options for regular (informal) dialogues between township administrations and EAOs on budget priorities and other local governance issues.

EAO engagement strategy: The TDLG project operates in all townships of Mon State, of which some are conflict-affected and home to KNU and NMSP. The EAO engagement strategy outlines the role of NCA signatories and how to ensure that engagement with EAOs under the interim arrangement is in accordance with existing regulations. It outlines opportunities for EAOs to be part of township development in accordance with the NCA. The strategy also outlines capacity development activities provided by the project, both tailormade for the EAOs and jointly with township officials. The strategy was finalized in 2019.

Study of KNU service delivery provision in Thaton District: A study, finalized in 2019, describes and analyzes the existing basic service delivery systems implemented by KNU departments. The study also focused on topics such as public financial management arrangements, budget coordination, and the number of people affected by these arrangements. Among other findings, the report highlights that in KNU areas the service delivery, to a large extent, takes place with the support of donors and that international organizations deliver aid directly with limited capacity support or interaction with responsible officials. Conversely, TDLG's approach is focused on strengthening the capacity of Township administrations in undertaking their daily functions in an effective, participatory, inclusive and responsive manner.

The MTR outlined that the EAO Engagement Strategy is a good starting point in improving programme quality. For lasting change, the MTR recommends implementing an alternative and possibly 'off – budget' grant mechanisms for a sustained change. UNDP will give due consideration to this recommendation as part of the consultations for a potential phase II of the project. In the meantime, UNDP will explore entry points for small scale pilots and experimentation within the scope of the 2020 Annual Work Plan.

Table 3: Progress on Output Indicators as of Reporting Period

Output	Indicator	Baseline	Target 2020	Target 2019	Actual Progress in 2019	Comments/Remarks
Output 3: Improved engagement of EAOs in annual township planning and public service delivery	3.1.1. Percentage of grant that funds projects located in EAO areas	No project intervention: EAOs not engaged with Township Administrations in planning process	No control over the target since the decisions are taken in a consultative and participatory manner at each planning cycle and therefore selected projects will be defined after prioritization with all key stakeholders.	No control over the target since the decisions are taken in a consultative and participatory manner at each planning cycle and therefore selected projects will be defined after prioritization with all key stakeholders.	As part of the grant cycle for FY 2019/20, a total of 3 projects (out of 9 projects in 6 townships were selected in areas of mixed control. 27.54% of the total grant allocated to the 6 townships where there are EAO areas will be implemented directly in mixed-controlled areas of KNU and NMSP. Funding-wise, this represents 100% of the grant allocation to Bilin township, 27% of the grant allocation to Thaton township and 100% of the grant allocation to Ye in Mon State for FY 2019/20.	<i>On track</i>
	3.2.1. Number of supported Townships with EAO areas showing improved engagement between EAOs and TA on service delivery	No project intervention: EAOs not engaged with Township Administrations in planning process	75% of supported townships with EAO areas reach Level 4 (Jointly engage in project implementation)	75% of supported townships with EAO areas reach Level 2 (Representation and participation of EAOs in township Planning process)	Data on this indicator will be available in June 2020 as part of semi-annual reporting. Data on this indicator will be collected by the International Consultant as part of the Deliverables assigned.	<i>Data not available</i>

Narrative and Indicator Progress on Output 4

Dialogue on policy and institutional local governance reforms

The application of a budget allocation formula in all 28 townships of Bago Region for FT 2019/2020 by the Bago Region Government is a significant achievement. This important policy adjustment - subject of detailed research by Centre of Good Governance (CGG) was highlighted in the MTR and in DFID's Annual Review of Local Governance Support Programme (LGSP). However, broader external dissemination of these experiences is essential for replication and scale up. TDLG has not sufficiently utilized the existing external policy dialogue platforms with Government and donors to disseminate the knowledge generated and advocate for policy change. To address the *"little evidence of an embedded learning approach"*⁴³ highlighted in DFID's LGSP Annual Review and echoed by the MTR, TDLG will consider using independent studies to capture further learning while developing evidence on how to strengthen local governance that can be shared with wider local government stakeholders.

Activity Result 4.1: Lessons learned captured through participatory action research

Brief description of Activity Result

UNDP contributes to policy development, utilizing lessons learned from the project and targeted research for sub-national governance, effective public-sector management and civic engagement. This result includes eliciting, documenting and utilizing experiences from the field and lessons learnt from the townships planning process/cycle as well as engaging community-based organizations in documenting changes at the community level.

TDLG's experience in Bago was reviewed in detail through research conducted by the CGG to compare how planning works in TDLG and non-TDLG townships. CGG also studied how planning works in practice and the perceptions on the responsiveness, inclusiveness, and transparency of planning processes. The research was discussed at length during the Technical Working Group meeting conducted by TDLG in November 2019 as described under Activity Result 4.2 below. The overall findings of the research coincide with those of MTR eg improved information sharing, horizontal coordination, etc. The research attributes the above policy change to result from 'perceived success of TDLG'. Other findings include the need for greater ownership of the planning process by TPICs to ensure that the principles of democratic governance applied through the participatory planning process are also used by TPICs in their day to day work outside TDLG.

TDLG implementation was also a research topic within The Asia Foundation's Research paper *"Where Top Down meets the Bottom Up"* that was launched in 2019. A timely study, the paper analyses the participatory planning and budgeting process in the broader context of Myanmar. The section on CSOs is also very informative for TDLG in considering how the project progresses with the MTR also recommending that the TDLG approach to CSOs considers the varying degree of capacities and nature of operations in Bago Region and Mon State. Considering its relevance, the key findings of the research were presented at the Technical Working Group meeting organized by TDLG in November

⁴³ *"...addressing institutional and political considerations, testing of the model leading to adaptation or work to develop a vision for how the model can influence local governance in the long run"* from DFID LGSP Annual Review 2019

2019.

Additional research by The Asia Foundation on *“Financing for Local Development”*, also launched in 2019, describes in detail the budgeting process and associated limitations for TDLG to consider for future programming.

To date, a total of nine Knowledge Products (KPs) were produced, including five in 2019 and an additional three in draft form:

GEPA Study Report: In 2019, UNDP supported a *‘Gender Equality in Public Administration’* study in Myanmar. The distinctive feature of the study is the coverage at the sub-national level. This adds relevance to TDLG for greater representation and diversity of views for efficiency gains, as mentioned under Activity Result 2.2 and can serve as a solid evidence base to enhance equality and diversity in the institutional change TDLG strives for.

The EAO engagement strategy outlines the role of NCA signatories and how to ensure engagement with EAOs under the interim arrangement complies with the existing directives. Initially developed to support TDLG implementation, the strategy details opportunities for EAO participation in township development and capacity development activities. Despite this, the strategy was reviewed in detail within the MTR and will be subject to thorough consideration in future programming.

Study of KNU service delivery provision in Thaton District: The study describes and analyzes the existing systems put in place to deliver basic services from KNU departments to the population in their areas. As is the case with the EAO Engagement Strategy, the study is an internal document and is not meant for external dissemination.

NMSP Organizational Capacity Assessment Report: Building on the outcomes of the reflection workshop conducted between UNDP and NMSP in May 2019, a capacity assessment of NMSP was carried out to understand the existing needs and gaps TDLG could help to address. This report is also internal and is not meant for external dissemination.

SDG Diagnostics Report: The key findings were presented at State/Region level and also at the Technical Working Group meeting organized by TDLG in November 2019. The scope and options for undertaking this work are being explored under Strengthening Effective and Responsive Institutions Project (SERIP) in 2020. In 2020, the outcomes of SDG Diagnostics will also be presented at the Local Governance Forum as part of the sessions focusing on data for development.

An OSS Manual, highlighting best practices, was developed for line department officers, OSS service providers, District and Township Administrators. The OSS Manual will be presented to the State/Region officials in Bago, Mandalay and Kachin⁴⁴ with an additional presentation at Union level during Q1 2020.

As highlighted in the MTR, *“UNDP support to OSS is not currently connected to the TDLG model and its theory of change but may have been useful in building trust with government by supporting a visible government policy”*. This is an important lesson for the project to build on as it moves forward with the design of a potential next phase of TDLG.

Lessons learnt workshop report: TDLG organized State/Region level lessons learnt workshops in

⁴⁴ The funding for OSS work in Kachin and Mandalay was provided by Sida under SERIP.

Bago and Mon. The workshops were organized to document experiences, achievements and challenges stakeholders faced as part of the participatory planning process. The workshops covered discussions on the change required to ensure inclusive local governance, lessons from practicing fiscal decentralization and procurement process among other subjects. The workshops were conducted with the purpose of sharing best practices and discussing the policy changes required to improve local governance in Myanmar. The workshops were conducted as a sub-national consultation to feed the discussions during the Local Governance Forum organized in December 2019. Finalization of the report was delayed due to the departure of project staff.

An Annual workshop for 113 Ward/Village Tract Administrators was also attended by 14 Union and State level GAD officials and MPs. The workshop aimed to develop a space for strengthening W/VTAs networks and the bottom-up policy dialogue with the GAD staff, State Ministers and MPs. Discussions also examined various aspects of gender equality, gender responsive budgeting, gender based violence and women, peace and security each of which inform the daily functioning of W/VTAs as part of their efforts to improve gender equality.. This workshop create

Activity Result 4.2: Policy dialogues supported with evidence-based facts

Brief description of Activity Result

The project will document experiences, lessons learned, and evidence collected from participating townships, states and regions which will not only regularly feed into policy dialogues through UNDPs systematic policy consultations with its counterparts, but also through larger events such as the Local Governance Forums.

The following key learning events were organized by TDLG in 2019:

- SDG Localization presentations for key stakeholders and department representatives in Bago and Mawlamyine (covered under Activity Result 1.2.).
- Reflection workshops with NMSPP (covered under Activity Result 3.1).
- Social accountability workshops for W/VTAs and TPICs (covered under Activity Result 1.6).

In addition, TDLG has provided the following platforms were supported in disseminating knowledge generated within and outside TDLG:

A Technical Working Group (TWG) with a ‘*participation*’ theme was held in November 2019. In line with the provisions of the Project Document and the discussions held during the Project Board meeting in August 2019, the TWG meeting included presentations on: 1) “*Perspectives on participation and reflections on ensuring ‘meaningful participation’: A study of four townships in Bago*” by Richard Batchelor who presented his research conducted with CGG; and 2) “*Participation and inclusion in local governance seen from the supply and demand side: results from the SDG Localization Diagnostic in 4 townships of Bago Region and Mon State*”. The main discussions centered on the ongoing reform of GAD, representation, including in TPICs, and the role of MPs and CSOs in this process. Access to information and the role of social media in disseminating information about new laws and directives were also discussed.⁴⁵

⁴⁵ See Annex 6 – *Minutes of TWG Meeting*

An Annual Workshop for Ward/Village Tract Administrators included face to face interactions with female MPs as a confidence building measure for the W/VTAs to run for the next elections. National, international and subject-matter experts were invited to debate the importance of women, specifically within W/VTA's, in sustaining peace and preventing gender-based violence, among other subjects.

The following events planned in 2019 were postponed to 2020:

The Local Governance (LG) Forum was initially planned for December 2019 as a concluding larger scale event that would build on the lessons learnt workshops, Annual workshop for W/VTAs and to some extent on the Technical Working Group meeting outcomes. The forum planned to provide space for development partners to showcase their work and raise awareness among policymakers on ongoing pilots and innovations for potential use in the administration of policy. However, the Forum was postponed to 2020 for various reasons, including the need for more consultations to agree on the agenda and to ensure due presence of resource personnel.

Launch of GEPA Report was postponed to 2020. The launch will take place at the Union level with the Union Civil Service Board as the co-chair. The event will include keynote speeches either from Bago or Mon⁴⁶ on their policy measures and decisions taken towards reducing the gender gap, including through the planning process supported by TDLG.

Activity Result 4.3: Policies for subnational public participation and PFM developed and introduced

Brief description of Activity Result

This will include enhancing the capacity of government institutions to play a key role in promoting participatory and people-centered local development, championing leaders to pursue policies that support local development processes and moving the Union Government towards wider fiscal and democratic decentralization.

TDLG has generated a considerable number of important lessons relevant to policy level discussions, including but not limited to:

- The Local Governance Forum in 2020 presents a unique opportunity to discuss the experiences in Bago Region and relevant innovations to raise awareness among policymakers on ongoing pilots and innovations for potential use in the administration of policy.
- During the Technical Working Group meeting in November 2019, discussions centered around MPs, CSOs and TPICs and their membership. CGG research also pointed out the need for greater ownership of the planning process to ensure TPICs apply knowledge and skills acquired. This topic presents a clear subject for more extensive discussions and dedicated research.
- W/VTAs are viewed as an interface between township officials and the population.

⁴⁶ Decision has not yet been taken whether it will be Bago or Mon

Townships and MPs rely on VTAs for context on the needs of the communities they represent and constitute an information channel for communicating township-level decisions to respective communities. Capacities and skills vary among W/VTAs with trust among respective constituents also varying. Going forward, ***strengthening W/VTAs' capacities present an opportunity to strengthen the quality of township planning in line with the ongoing GAD reform.*** Accordingly, the lessons learnt workshops and the annual workshop for W/VTAs could be narrowed down from covering the broader planning process to covering the specific role of W/VTAs and the burning/emerging policy implications for TDLG.

- Another opportunity highlighted by the MTR is on Procurement Law, a point also eluded to by DFID's 'Reflections of Change' Report in 2019. The Procurement Manual put in place by TDLG and accompanying trainings for TPICs and Construction companies throughout 2019 provide ample space for policy discussions. The procurement trainings were conducted by a National Expert, who is also a member of the Government Working Group responsible for developing Procurement Law. While indirectly, TDLG has linked experts involved in development of Procurement Law with the ongoing implementation on the ground to ensure the law is informed by local challenges. The Procurement Law is currently under review and the extent to which this channel has helped to bring a change in policy is yet to be seen.

The entry points above also need to consider the role of CSOs and mixed control/conflict affected areas where the role of TPICs, MPs and W/VTs may differ from 'normal' settings.

Table 4: Progress on Output Indicators as of Reporting Period

Output	Indicator	Baseline	Target for end of first phase 2020	2019 Target	Actual Progress in 2019	Comments / Remarks
Output 4: Dialogue on policy and institutional local governance reforms informed by technical support and research	4.1. Number of case studies, policy documents and knowledge products produced based on lesson learned from township planning process, PFM, testing of social accountability, gender actions and engaging CSO in documenting changes at community.	0	At least 15 products	6 products	Cumulatively, 9 key knowledge products were developed by the project, including 8 during the reporting period: <ol style="list-style-type: none"> 1. Social accountability report (November 2018) 2. Final draft GEPA study (to be launched in March 2020) 3. Final EAO Engagement strategy (May 2019) – internal, not for sharing outside the project 4. KNU in-depth research study (May 2019) – internal, not for sharing outside the project 5. Assessment of NMSP Capacity (November 2019) - internal, not for sharing outside the project 6. SDG Diagnostics Synthesis Report (September 2019) 7. OSS Manual (2019) 8. Lessons Learnt Workshop Report (2019, draft) 9. Annual W/VTA workshop (2019, draft) 	<i>Target achieved</i> <i>9 KPs were produced to date, including 6 finalised in 2019 and 2 drafted</i>
	4.1.2. Number of policy dialogues, workshops and learning events that informed policy discussion in relation to scale up and national replication of township planning model.	5	9	7	There are the following 6 key learning events that were conducted in 2019: <ol style="list-style-type: none"> 1. SDG localization presentations in Bago and Mawlamyine to relevant departments representatives and key stakeholders 2. Reflection workshop with NMSP 3. Social accountability presentations to W/VTA and TPIC in each respective State/Region 4. Lessons Learnt workshops in Bago and Mon 5. Annual workshop for female W/VTAs 6. Technical Working Group on participation (involved discussion of the research by CGG on comparison of TDLG and non-TDLG townships in Bago region) <p>The following events were not conducted in 2019 and were postponed to 2020:</p> <ol style="list-style-type: none"> 7. GEPA Launch (postponed to 2020) 8. Local Governance Forum (postponed to 2020) 	<i>On track</i> <i>6 out of 8 learning events were conducted in 2019</i>

5. Project Management

Mid-term review: TDLG's most important milestone in 2019 included the MTR which assessed TDLG against criteria including relevance, effectiveness, efficiency and sustainability. From a management perspective, the key recommendations relate to enhancing **human resource planning** for sufficient management and technical capacity of staff, specifically related to Output 4; better use of Project Governance mechanisms such as the **Project Board and TWG meetings** to address different perceptions on the purpose of the project and existing resources; and ensure **more integrated approach and broader partnerships**, including knowledge partnerships within and beyond TDLG.

UNDP has prepared a management response to all MTR recommendations with reflections on short-term recommendations to be addressed, to the extent possible, within the 2020 Annual Work Plan. Long-term recommendations will feed into consultations on and design of a potential next phase of TDLG⁴⁷.

The 2019 Annual Review of DFID's LGSP classifies TDLG as having *"met or exceeded expectations across all but one indicator and independent evidence attests to it 'identifying and building infrastructure that is both wanted and needed'"*. However, the AR also raises questions about TDLG's longer term contribution to local governance and ability to learn and adapt, particularly given real implementation problems in conflict-affected areas. Most of the recommendations, specifically those around Output 4, are similar to those outlined in the MTR and have been reflected in management responses to the extent possible.

Change Management: The departure of the Chief Technical Advisor and Senior Technical and Management Specialists responsible for Bago Region and Mon State prompted UNDP to quickly develop a transition plan and interim arrangements to ensure business continuity and minimal disruptions resulting from the change process. The impact of the change process will be covered in detail as part of 2020 semi-annual report.

Implementing the newly endorsed M&E Framework for TDLG: In 2019, the project revised its M&E framework in consultation with DFID and SDC to improve learning and the quality of reporting. Methodological notes and standardized data collection tools were developed for all 12 output indicators which measure progress in terms of performance, system improvement, engagement between township administrations and CSOs and engagement between township administrations and EAOs. Due to the departure of M&E and Reporting Officer in November, the full roll out of the M&E system has been delayed. Accordingly, the data for some indicators has not yet been collected and reported on in the current Annual Progress Report.

Project Board meeting: Two Project Board meetings were organized in February and in August 2019. The second meeting was held in Bago region and co-chaired by UNDP and Bago Region Planning and Finance Minister. All follow up actions were addressed with the exception of reviewing the timing of fund distribution to minimize potential disbursement delays. This was raised as an issue during the Project Board meeting and subsequent spot check missions. The immediate measure undertaken by the project will detach the tranches disbursed in October from the project's annual delivery. The second measure is to examine where bottlenecks exist in order to guide the project in making further adjustments in the disbursements.

Project audit and spot checks: TDLG was subject to audit for FY 2018 and 2019. The audit report for 2019 notes that all recommendations from the previous audit were fully addressed. **Spot checks** were conducted in both Bago and Mon in 2019 and recommendations were provided for the townships to strengthen further their financial systems. One of the key findings related to differences in UNDP and government financial years as described under Implementation Challenges section below.

⁴⁷ See Annex 4 – MTR Management Responses

6. Budget and Expenditures

Table 5 (a): Provisional Budget and Expenditures Report for the period: 1st January – 31st December 2019

							Amount in US\$	
Output Description	Approved Budget	Funded Budget	Commitments Jan - Dec	Expenses Jan - Dec	Total Expenses & Commitments	Outstanding NEX Advances	Fund Balance	Delivery Rate (%)
	a	b	c	d	e=(c+d)	f	g=(b-e-f)	h=(e/b)
Township administrations have improved capacity to respond to people's needs	4,153,500	4,021,406	127,285	3,047,919	3,175,204	720,497	257,799	79%
Improved engagement between people and township administrations on public service delivery	845,725	845,725	0	623,621	623,621	0	222,104	74%
Improved engagement of EAOs in annual township planning and public service delivery	280,508	280,508	0	156,649	156,649	0	123,859	56%
Dialogue on policy and institutional local governance reforms informed by technical support and research	263,377	221,415	0	243,170	243,170	0	20,207	110%
Total	5,543,110	5,369,054	127,285	4,071,359	4,198,644	720,497	623,969	78%

Table 5 (b): Provisional Donor Contributions and Expenditures Report for the period: 1st January – 31st December 2019

Source of Fund	Donor Contributions	Allocated 2019	Commitments Jan - Dec	Expenses Jan - Dec	Total Expenses & Commitments	Outstanding NEX Advances	Amount in US\$	
							Resource Balance	Delivery Rate (%)
	a	b	c	d	e=(c+d)	f	g=(a-e-f)	g=(d/b)
Switzerland Development Cooperation (SDC) *	6,588,105	3,151,675	99,145	2,249,046	2,348,191	509,302	3,730,612	75%
Department For International Development (DFID) *	2,160,517	1,852,686	28,140	1,457,775	1,485,915	211,195	463,407	80%
United Nations Development Programme (UNDP)	364,693	364,693	0	364,538	364,538	0	155	100%
Total	9,113,315	5,369,054	127,285	4,071,359	4,198,644	720,497	4,194,174	78%
<i>* Donor Contributions include opening balances and contributions received during the reported period</i>								

7. Cross Cutting Issues

7.1 Gender Equality, Women's Empowerment, and Social Inclusion

The project is applying a two-pronged approach on promoting gender equality by: 1) aiming to integrate gender equality into the planning process and 2) empower and support women to utilize the enabling environment to advocate their concerns. Overall, the project strives to ensure that the principles of inclusion and gender equality are applied at all levels of project's interventions.

The project's contribution to strengthening gender equality lies particularly under Activity results 2.1, 2.2 and 2.3. The key entry points for promoting gender equality and empowerment of women in 2019 included:

- The partnership with Oxfam developed leadership skills among women and CSOs, including those working on gender equality. The project's decision to include female 10 HH leaders in the planning processes has notably improved the gender balance amongst people's representatives. Currently, 36% of the participants are women.
- The Annual workshop for W/VTAs served as a space to build/strengthen the network of all female W/VTAs while developing a platform for policy dialogue with GAD officials and MPs on relevant policy matters.
- The GEPA report views the gender dimension from a civil service perspective, including at the sub-national level.

In 2020, TDLG will develop case studies to understand how different empowerment measures put in place by the project have impacted women with different backgrounds e.g. TPIC representatives, W/VTAs and 10 HH leaders. In the longer-term, the next elections of W/VTA will shed more light on confidence building measures and leadership competencies developed through the project.

7.2 National Ownership and Institutional Strengthening

With the support of UNDP, the township administrations capacity to facilitate a more inclusive and participatory annual township planning process has significantly improved through systematic participation of a wider range of stakeholders i.e. elected officials, civil society, and representatives from the EAOs in mixed controlled townships. Moreover, the process is was conducted in a transparent and accountable manner with increased participation so that people have a say in their township development through their representatives.

During the planning process, the TPIC have taken the lead in providing information and explanation of township budgets, government processes and regulations, encouraging participants question information and report back to their communities. This township planning process is unique to TDLG and is neither systematized nor institutionalized in any other township. The process is embedded in governments own procedures following the planning calendar and the Township Development grant is reflected in the state/region budget. Moreover, since the township development grants are executed through sub-national institutions and governments mechanisms, this model enables the townships to take direct ownership of the process while UNDP provides advisory support to improve the local governance structure including administrative and management capacities. Through these efforts, townships have been able to manage public procurement processes, oversee the

implementation of public works and account for expenditures.⁴⁸

7.3 Integrated Programs and Other Partnerships

Partnering with Oxfam GB as a Responsible Party: Embedded in the project is the collaboration with Oxfam, a leading organization on supporting innovative ways of engaging civil society in public service delivery. Through the collaboration with Oxfam, the project has gained access to a wider group of partners and expertise to be utilized in implementation. Specifically, activities related to constructive engagement and capacity development of CSOs are key to ensuring a more inclusive and responsive township environment.

In 2019, TDLG also partnered with LEAP project in producing GEPA study report. SDG Diagnostics carried out in 2019 will be linked to the work of SERIP project focused on supporting MSDP and National Indicator Framework.

7.4 Conflict Sensitivity and Social Cohesion

An EAO engagement strategy developed in 2019 outlines the role of NCA signatories and how to ensure engagement with EAOs under the interim arrangement complies with the existing directives. Initially developed to support TDLG implementation, the strategy details opportunities for EAO's participation in township development in accordance with the NCA. The strategy also highlights capacity development activities provided by the project, both tailormade for the EAOs and jointly with government officials.

In 2019, UNDP provided a 2.5 days training to all TDLG project and Oxfam staff on conflict sensitivity. Staff were trained on connectors and dividers while emphasizing the need to ensure a conflict sensitivity lens to ensure project interventions do no harm. Increased consideration was placed on the locations of infrastructure projects through inclusive participatory processes and context analysis.

TDLG project operates in all 10 townships in Mon State of which six are conflict-affected and home to KNU and NMSP. Accordingly, for the process to be inclusive, engagement of KNU and NMSP in the planning process, including through tailormade capacity development for EAO representatives and their engagement with townships officials, is key.

7.5 Knowledge Management and Products

TDLG has embraced a learning by doing approach through testing innovative ways of improving efficiency and effectiveness in service delivery with several senior experts engaged within the project to put in place new approaches. For more details on TDLG's efforts on knowledge management and dissemination, please see Activity Results 4.1, 4.2 and 4.3 above.

8. Lessons Learned

Human Resources: Greater ownership by local staff is critical for continuity and sustainability.

⁴⁸ Going forward, the TDLG project's new results framework purposes to support TPICs in their effort to institutionalize the participatory and inclusiveness of township planning processes as well as their ability to coordinate across sectors and support monitoring/oversight of project implementation. This will be measured through a functionality index.

Direct engagement of local staff in decision making processes and ensuring that the knowledge transfer from international staff and experts to national staff takes place on systematic basis must be an integral part of project management to ensure that the project is more adaptable.

Participation and inclusion of target groups may not be sufficient to resolve the standing issues e.g. participation of CSOs, EAOs and/or W/VTAs may not necessarily be meaningful since prior capacity development work may be required for them to constructively engage in the process and voice their concerns. The same logic applies to the engagement of women. An enabling environment is required to allow a systemic change. As noted by the MTR, the approach of Oxfam in preparing the CSOs before they attended planning workshops was critical in ensuring proactive and constructive engage in the process with the same approach being considered for EAOs in 2020. To the extent possible, and within the resources available, the approach will also be extended to W/VTAs.

Replication and scale up requires a greater focus on knowledge creation, learning, documenting and, more importantly, disseminating institutional and behavioral changes for informed policy dialogue. The challenges are complex and diverse and thus may go far beyond the scope of TDLG. Knowledge partnerships are key for TDLG to become a project that learns and is able to adapt quickly to remain relevant in the fast-changing development context.

9. Implementation Challenges

Key challenges faced during the Reporting Period include:

The differences of UNDP and Government Financial years added complexity and created delays in the liquidation process. The immediate measure the project has introduced in FY 2019/20 was to detach the first tranche from the annual delivery target. The second measure was to allow partial liquidations and increase the number of tranches, as needed. Currently, the project is observing every step of grants transfer and liquidations to understand the existing bottlenecks and this will guide further adjustments needed to facilitate grants management process by the Region/State.

EAO engagement remains limited. Maintaining dialogue, whether formal or informal, will be used to mitigate limited engagement with EAOs. The support packages tailored to address the capacity and awareness gaps specific to EAOs will be critical to maintain dialogue and enhance trust for longer-term engagement and partnerships.

10. Priorities for 2020

The key priorities for 2020 include:

Programme:

- Under Output 1, the project will focus on the completion of all ongoing infrastructure projects as part of FY 2019/20 and to ensure timely formulation of 15 Township Development Plans for FY 2020/21 in line with the Grant Manual.
- Under Output 2, the project will focus on its continued work with Oxfam, specifically on enhancing the project's work on social accountability in line with MTR recommendations.
- Under Output 3, the project will focus on delivering the agreed capacity building package to KNU and NMSP.

- Under Output 4, and linked to all other project outputs, the project will focus on enhancing learning through exploring synergies and knowledge partnerships while ensuring a greater use of existing policy dialogue platforms outside TDLG e.g. LGDCG. One major topic for policy dialogue will be focused on township budget allocation and the experience gained in Bago Region in FY 2019/20. The Local Governance Forum will be the main deliverable under Output 4 and the main platform for TDLG and others to showcase the innovative initiatives and best practice to the Government for informed policy development in the future.

Monitoring and evaluation:

- Recruitment of International M&E and Reporting Analyst.
- Full roll out and operationalization of the M&E Framework.
- Completion of new round of Value for Money analysis to feed LGSP Annual Review 2020.
- At least 1 case study for Outputs 1, 2 and 3 and at least 8 (4 in Bago and 4 in Mon) short impact assessments of the projects implemented during FY 2017/18 and FY 2018/19.

Management:

- Close follow up on MTR and also LGSP AR recommendations and management responses agreed with the donors.
- Recruitment of Local Governance Advisor and Senior Technical and Management Specialists for Bago and Mon.

Phase II Design:

As 2020 is the final year of TDLG, consultations will be initiated to design the potential next phase of the project.

11. A Specific Story

Replicating the TDLG funding model, Bago Region Government (BRG) allocated MMK 56 billion (USD 38 million) to the 28 townships from its FY 2019/2020 capital budget using a formula based on the TDLG method, though slightly revised. This was announced early in the year, ensuring townships had enough time to develop priorities in light of this development.

Of significant importance, the measure highlights government buy-in to the TDLG strategy and marks a major policy shift. As a result, TDLG can now potentially begin to support real local investment planning for a substantial part of the BRG budget. Additionally, the formula will allow for more transparent and equitable investment spending with the FY 2019/2020 floor in per capita investment spending either doubling or tripling in 18 of 28 townships.

Despite this, a CGG review highlighted two key challenges in effectively implementing the township grant model on a sustained basis. First, TPICs played only a minor role in planning allocations with townships MPs dominating decision-making. Second, it is unclear if the budget allocation formula will again be used during planning for the FY 2020/21. A longer-term commitment to maintaining formula-based township allocations has been complicated by the fact it is the prerogative of the BRG hluttaw to approval of annual budgets and because it remains unclear if such an arrangement would be approved by the union Ministry of Planning, Finance and Industry. Supplementary phases of TDLG must therefore engage policy-makers and MPs in promoting the advantages of decentralized financing at the township level, providing documented evidence from previous implementation.

12. Annexes

Annex 1 – Township Planning Process Participants

Annex 2 – OSS Scorecard Bago Report

Annex 3 – OSS Operations Manual presentation

Annex 4 – MTR Management Responses

Annex 5 – GEPA Study Report

Annex 6 – Minutes of TWG Meeting

Annex 7 – Categories of project infrastructures

Annex 8 – DFID LGSP Annual Review 2019

Annex 9 - Risk Log and Issue Log Matrix

Annex 1 – Township Planning Process Participants

Table 6: Participants in Township Planning Workshops– Sex disaggregation (FY 2019-2020)

Participants in Planning Workshops in Mon and Bago, disaggregated by sex														
	FY 2018/2019							FY 2019/2020						
	Mon		Bago		Sub-total		Total	Mon		Bago		Sub-total		Total
	Female	Male	Female	Male	Female	Male		Female	Male	Female	Male	Female	Male	
Department Officials	57	78	43	90	100	168	268	168	210	68	104	236	314	550
W/VTA	6	214	0	323	6	537	543	21	445	12	317	33	762	795
CSOs	12	44	6	24	18	68	86	48	95	10	38	58	133	191
MPs	4	12	2	9	6	21	27	5	14	0	5	5	19	24
EAOs	2	23	0	0	2	23	25	14	26	0	0	14	26	40
10 HH Leaders	98	0	124	0	222	0	222	319	117	122	10	441	127	568
Others	0	0	0	0	0	0	0	4	33	0	0	4	33	37
Sub-total	179	371	175	446	354	817	1171	579	940	212	474	791	1414	2205
Total	550		621		1171		1171	1519		686		2205		2205

Table 7: List of Participants at public presentations

Participants of the Public Presentations							
	Mon		Bago		Sub-total		Total
	Female	Male	Female	Male	Female	Male	
Department Officials	79	126	41	50	120	176	296
W/VTA	35	389	2	322	37	711	748
CSOs	58	114	2	35	60	149	209
MPs	0	4	1	4	1	8	9
EAOs	0	0	0	0	0	0	0
10 HH Leaders	236	77	114	0	350	77	427
Others	129	283	107	421	236	704	940
Sub-total	537	993	267	832	804	1825	2629
Total	1530		1099		2629		2629

Table 8: List of participants in the social accountability trainings

Attendance at Social Accountability Training, disaggregated by sex							
	Mon		Bago		Sub-total		Total
	Female	Male	Female	Male	Female	Male	
DPIC	0	4	28	51	28	55	83
TPIC	39	77	0	0	39	77	116
W/VTA	60	339	7	327	67	666	733
CSOs	1	0	1	30	2	30	32
Oxfam	7	3	0	0	7	3	10
MPs	0	0	0	3	0	3	3
10 HH Leaders	0	0	46	22	46	22	68
Others	0	0	45	122	45	122	167
Sub-total	107	423	127	555	234	978	1212
Total	530		682		1212		1212

Table 9: Types of priority projects identified for FY 2019/20

Types of Priority Projects selected in FY 2019/2020						
	Roads/Bridges	Schools	Health Point	Water Point	Power Supply Project	Total
Mon	5	9	2		1	17
Bago	9		1	1		11

Annex 9 - Risk Log and Issue Log Matrix

Table 10: Risk Log Matrix

S.N	Description	Category	Likelihood of risk (scale of 1 to 5 with 5 being the most likely) A	Impact (scale of 1 to 5 with 5 being the highest impact) B	Risk factor (A x B)	Mitigation measures if risk occurs	Date risk is identified / Last Update	Status
1	<p>Little or no progress/ interest by the Government in developing the local governance agenda</p> <p>Continued future minimal government funds/revenue for discretionary fund investment limits project model relevance</p>	Political	P= 2	<p>State/regional governments fail to promote project model to Union Government</p> <p>Policy advocacy and dialogue at the Union level may be less effective with lower level of interest/ support from the government counterparts and willingness to adopt tested model for national replication will be low I= 5</p>	10	<ol style="list-style-type: none"> TDLG Midterm review (2019) has assessed the general situation and recommended UNDP to strengthen focus on learning with a clear evidence to policy change and strategy is required. Use Project Board Meetings, Technical Working Group meetings and the LG Forum envisaged in 2020 as an entry point to facilitate the discussions. 	November 2017 / January 2020	<p>In line with MTR recommendations, TDLG 2020 AWP has a stronger focus on Output 4 (both in terms of budget allocation and activity planning).</p> <p>Local Governance Forum envisaged in 2020 will include sessions to allow Bago Region Government to showcase its pilot of township level budgeting based on [TDLG] allocation formula. Other innovative practices in other regions and states will also be showcased through the Forum (situation permitting considering whether COVID-19 will be contained and will continue to spread)</p>

2	Stalled or interrupted peace process may result in EAOs [in contested township territories] lower interest to participate/ engage in the project.	Political	P = 3	<p>Implementation in contested areas is stalled</p> <p>EAO withdraw from collaboration</p> <p>EAOs deny access to controlled areas and potentially raise criticism of project as partisan</p> <p>I = 4</p>	12	<p>Midterm review (2019) finds the move of the project to the broader support package as a promising step. A number of recommendations were provided in this regard.</p>	<p>November 2017 /</p> <p>January 2020</p>	<p>The project continued to engage with EAO stakeholders but broader peace processes in the country are beyond the project's control.</p> <p>In line with MTR recommendations, TDLG 2020 AWP has included a tailored capacity building package to both NMSP and KNU (both in terms of budget allocation and activity planning).</p>
3	Misuse of funds (grants)	Operational	P= 3	<p>Reduced quality of grant investments and loss of public trust and government interest</p> <p>I= 4</p>	12	<p>1. HACT assessments and external audit, spot checks and programme verification to guide project level support required for ensuring compliance with financial rules and regulations</p> <p>2. Support to and close monitoring of procurement processes and implementation of infrastructure project by field staff</p>	<p>November 2017 /</p> <p>January 2020</p>	<p>Risk status is unchanged. UNDP continues monitoring of the situation</p> <p>External audit is conducted on annual basis and follow up actions take.</p> <p>Both Bago and Mon were covered by HACT micro-assessment in 2019 with low to medium risk level identified. Spot checks were conducted during Quarter IV of 2019.</p> <p>Procurement training for State/township officials, and construction companies were conducted in 2019</p>

4	Grant investments delivered at substandard quality	Operational	P= 4	Reduced project impact and loss of public trust I= 3	12	Progress monitoring as per Grant manual and procurement guideline jointly with the township concerned departments, S/R representatives, MPs and W/VTAs Raise awareness of complaint mechanism as per the Procurement guideline.	November 2017 / January 2020	Quality control mechanism has been established based on rules and regulations of the government. All payments to contractors are subject to certification of works completion by the 3 rd party Quality Control Companies contracted by the R/S Governments. Monitoring missions are conducted by project team members to assess the use of grants. Myanmar Country Office has UN Board of Auditors level audit and HACT assessment also covering Bago and Mon.
5	Township administration failing to prioritize actual needs	Operational	P= 4	Reduced project impact and loss of public trust I= 3	12	Awareness on the requirements of the Grant Manual as part of the participatory planning cycle for public monitoring of compliance with the requirements of the Grant Manual	November 2017 / January 2020	Risk status is unchanged. The work of the townships is screened/ regularly monitored by the project staff against the provisions of the Grant Manual (criteria, consultations, participatory process, etc.).
6	Project fails to maintain equal standards and approaches for implementation between UNDP and Oxfam	Operational	P=2	Reduced effectiveness and efficiency Stakeholder confusion on model concept Reduced ability to document learnings I=3	6	1. Joint coordination, learning sharing and work planning meetings in Yangon and in Mon State 2. Peer exchange on implementation	November 2017 / January 2020	Risk status is unchanged. Joint meetings with Oxfam are held in Yangon and Mon to strengthen coordination and the level of interactions and

						standards		joint efforts to common goals. Contract extension with Oxfam in 2020 is done based on the above principle.
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Table 11: Issue Log Matrix

S.N.	Type	Date Identified	Description and Comments	Resolution measures recommended	Status of the issue	Status Change Date
3	Operational	December 2019	Grant liquidations process remains challenging with the main factor including the differences in fiscal years of the Government (October to September) and UNDP (January to December).	Smaller tranches to be issued based on prior year performance of the Region/State. However, more tranches may mean more time spent on the liquidation and thus more transactions within the Region/State and UNDP.	Letters of Agreement with Bago Region Government and Mon State Government are signed for 3 tranches. UNDP will closely monitor each step and will work against the bottlenecks identified in the process.	January 2020
4	Political	June 2018	Engagement with NMSP continues to progress. However, their engagement in relevant activities of TDLG project have been slowed down given the broader position of the NMSP vis-à-vis the peace process.	As a follow up to the outcomes of the Reflections Workshop conducted in May 2019, organizational assessment of NMSP carried out in November 2019 to guide the demanded/relevant support packages for NMSP officials to constructively present their position and voice their concerns through the different platforms created by the project.	TDLG Annual Work Plan for 2020 includes a number of capacity building activities to address the capacity gaps of NMSP identified during the assessment and in line with MTR recommendations.	January 2020
5	Political	January 2019	Engagement with KNU is for the time being not progressing and should be seen in the broader peace process context which is currently stalled.	UNDP and SDC had a meeting with KNU in Mae Sot to follow-up on the request for engagement in the project through capacity-building activities for improved EAO's participation in the planning process.	TDLG Annual Work Plan for 2020 includes a number of capacity building activities for KNU members based on the meetings held in 2019 and respective MTR	January 2020

					recommendations.	
6	Operational	April 2018	Grant in Kawa township was underutilized over the course of the fiscal year. This was largely due to the implementation challenges faced by the township.	Joint monitoring missions were also conducted with the township to understand the challenges and inform the implementation of activities in the upcoming fiscal year.	The projects in Kawa included during FY 2017-18 have been completed as confirmed by TPIC Kawa.	February 2020
7	Programmatic	May 2018	<p>May 2018: Social accountability trainings need to be highly contextualized within the implementation strategy outlined through the TDLG Grant Manual and Procurement Guidelines. Otherwise, they risk being stand-alone activities that do not leverage opening provided through the grant processes.</p> <p>January 2020: MTR re-confirmed that the project's work on social accountability is artificially separated between UNDP on supply side and Oxfam on demand side, while it should be issue based.</p>	2018 and 2019: UNDP engaged a consultant during the fourth quarter of 2018 to work on supply side of social accountability mechanisms to complement Oxfam's work on demand side.	Oxfam's Contract extension in 2020 is focused on addressing the MTR recommendations so that the project's efforts on enhancing social accountability are not separated between UNDP and Oxfam, but are rather integrated and are complementary.	January 2020