

**Township Rural Development Strategy and Programme,
Myanmar**

Guidelines

Department of Rural Development,
Ministry of Agriculture, Livestock and Irrigation

Nay Pyi Taw, Myanmar

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Abbreviations and Acronyms

ATDB	Annual Township Development Budget
CSO	Civil society organisation
DOP	Department of Planning of the Ministry of Planning and Finance
DRD	Department of Rural Development of the Ministry of Agriculture, Livestock and Irrigation
GAD	General Administration Department of the Myanmar Ministry of Home Affairs
MoALI	Ministry of Agriculture, Livestock and Irrigation of the Government of the Republic of the Union of Myanmar
MOPF	Ministry of Planning and Finance of the Government of the Republic of the Union of Myanmar
NGO	Non-government Organisation
TRDSP	Township Rural Development Strategy and Programme
TMC	Township Management Committee
TDP	Township Development Plan
TPIC	Township Planning and Implementation Committee
VDP	Village Development Plan

1. Purpose of the guidelines

National and subnational development planning and investment programming is the responsibility of the Ministry of Planning and Finance (MOPF). Department of Planning (DOP) of the MOPF is specifically responsible for issuing policies and procedures for national and subnational development planning, while the Ministry's Finance Department sets out policy guidance and procedures for government budgeting – both capital and current expenditure budgeting, and revenue estimation.

The DOP is also responsible for coordinating and managing the preparation of national and subnational development plans. Township and state/region development planning is considered as subnational dimension of national development. Township development planning is therefore situated in the context of subnational development effort.

While the DOP is responsible for formulating township development plan and budget under coordination of the General Administration Department (GAD) of the Ministry of Home Affairs, the Department of Rural Development (DRD) of the Ministry of Agriculture, Livestock and Irrigation (MoALI) has the responsibility for village development planning. DRD together with DOP are responsible for contributing to the process of integrating village development plans and investment programmes with their respective township development plan and budget.

The Guidelines offer complementary input to the overall guidelines for township development planning and budgeting. It is foreseen that the content of this document will be integrated and subsumed with the overall “consolidated” guidelines and manual for township development planning and budgeting when such an exercise is undertaken by the DOP in the future.

DRD expects to use this document as a management and technical tool for mobilising participation of government departments and all stakeholders at the township level for **planning and investment programming for rural development**. This task will be facilitated through the institutional mechanism of the Township Planning and Implementation Committee (TPIC) or the Township Management Committee (TMC), as appropriate.

The content of the Guidelines covers the following elements:

1. Principles, approaches, institutional mechanism and organisational arrangements, process tools and instruments for forging stakeholder participation at the township level for formulation of rural development strategy and indicative programme of township development plan;
2. Technology and knowhow for consolidating and integrating village development plans and annual village investment programmes with their respective township development plan and budget;
3. Structured presentation of socioeconomic planning tables covering 30 – 35% of the villages at a township, with sample frames constructed to represent the entire rural area of a township;
4. Analytical perspective of rural development situation, issues and challenges, development potential and strategy;
5. Medium term (five-year) indicative programme outline;
6. Annual rural investment programme (ARIP) for each township.

2. Rationale for township level consolidation and integration of village development plans

The village development planning process provides for participation of the village population in articulating their development aspirations and programme priorities. The process provides for effectively communicating “voices” of the village community for defining and prioritising programme interventions at the subnational and national level. In this regard, the township development plan has provision for structural linkages with the local, village development plans. This can be done operationally through seamless integration of all village plans and programmes with their respective township development plan and budget. In this way, the “bottom-up” planning and budgeting process can inform and influence the subnational and national planning and resource allocation process to respond to the issues and development strategies as well as downstream programme interventions identified and proposed at the local level.

A village in rural Myanmar with an average population of 600 people and 120 households is too small to operate on its own in any form of socioeconomic development dynamics. A village community cannot remain isolated from the dynamics of economic and social development operating at the subnational (township and state/region) level and national (union) level. Thus, development of village economy and society must be approached from a scale perspective that would allow for integration of village economy and society with a larger development space. In this regard, the administrative unit of Township offers a viable unit for the “local support system” that is needed for reinforcement of village development activities with the following outcomes:

- a. With an average of 215 villages (out of the country’s total 63,899 registered villages) at each rural Township and each village having on average 600 resident population (or 120 households), the total rural population at each Township is about 129,000. This number of people offers a viable market size for people to engage in trade and commerce in an exchange economy.
- b. Government agencies and their support programmes including health, education, agriculture, fisheries, livestock, infrastructure, electric power, telecommunication, disaster risk reduction measures, and an entire range of public services are organised at the township level. Each government agency or department responsible for providing these services has programmes that are designed or structured to meet needs of all villages under the administrative responsibility of their respective Township.
- c. Further, villagers need to have access to hospital, medical clinics and pharmacy services, higher education and other social development services, which are generally available at the Township level.
- d. Villages can therefore expect to receive support from Township departments if they are able to communicate their priority needs to the township government authorities and department through the village plans and programmes.
- e. Private sector business operations are organised at the Township level; therefore, villagers can most effectively access business services and products through linkage with the Township market economy.
- f. Similarly, all formal, institutionalised banking and financial services are organised at the Township level; hence villagers need to find or be supported with mechanisms that allow them to have access to the Township-based financial and banking services.

- g. Development support services of local and external aid agencies, NGOs, CSOs and private philanthropic organisations are also generally organised at the Township level. This makes it important to link village plans and programmes with Township level development programmes where issues of aid coordination and management for aid effectiveness can also be established.

3. Requirements for consolidation, alignment and integration of VDPs with their respective Township development plan and budget

3.1 Functional meaning of terms – consolidation, alignment and integration

First, it is important to understand and appreciate the utility and technical implication of the usage of the three terms – consolidation, alignment and integration – in the context of subnational (Township) development planning and budgeting.

It is the socioeconomic development issues, strategies and programmes and budget set out in village development plan and investment programme that must be consolidated, aligned and integrated with the Township development plan and budget.

As such:

- a. **Consolidation** will entail aggregating and synthesising socioeconomic development issues and programmes and investment programme of all villages at their respective Township.
- b. **Alignment** will require village development strategies, programmes and budget to be aligned and made consistent with their respective subnational (Township) development strategy, programme priority and budget allocation.
- c. **Integration** will involve annual budget requirement of all villages under a Township to be incorporated in the programmes and budget of the sectoral or line departments which have budget allocations given by their respective ministries and departments.

3.2 Requirements for incorporation of VDPs with their respective Township plan and budget

The township development planning process including township level consolidation, alignment and integration of VDPs will require strategic organisational and working arrangements of the following four functions:

- (a) **Policy and programmatic action** that is to be issued by the union government.
- (b) **Institutional mechanism and organisational arrangements** for facilitating the coordination and technical tasks required for stakeholder participation, conducting structured dialogue between the lead institutional entity and all stakeholders, facilitating technical work pertaining to planning and investment programming, and reaching consensus on development policies, strategies and programme and project priorities.
- (c) **Processes, instruments and tools** for effective functioning of the coordination process and application of the technical process.
- (d) The right set of **people** to be involved in the planning and budgeting exercise who will be able to work with **technology and know-how** for planning and budgeting.

Details are set out in the following section.

4. Policy, institutional mechanism, process consultation, tools and instruments, and technical know-how

4.1 Summary of policy, institutional mechanism, process consultation, tools and instruments, and technical knowhow

1. Policy and programmatic action

- Government policy adoption on bottom-up planning and budgeting
- Policy directive on institutions that will be responsible for coordinating and managing the planning process
- Integration of the VDP process with subnational and national planning process
- Bottom-up planning - an integral part of government programme with resource provision

2. Institutional mechanism

- Township level institutional arrangements; Township Planning and Investment Committee or Township Management Committee, as appropriate
- Linkage to state/region planning process and union level coordination

3. Process consultation with stakeholders

- Participation of all government departments at township level and consultation among them
- TPIC secretariat holds structured discussion with all stakeholders in thematic groups

4. Tools and instruments

- Tools for collecting and capturing data, information and knowledge pieces
- Database systems for consolidation of planning tables and priority projects

5. Technical know-how and competency

- Analytical skills; training and supervision together with guidelines and manual
- Database management and development analysis of socioeconomic planning tables and strategy formulation

4.2 Policy and programmatic initiative

Government policy and programmatic support for local and subnational planning is identified with respect to the following government initiatives:

- The Ministry of Planning and Finance encourages the adoption of “bottom-up” budgeting.
- In this respect, the village development planning and investment programming process introduced by the DRD offers a unique opportunity to contribute to bottom-up planning and budgeting
- This can be accomplished by consolidating and integrating village development plans and annual village investment programmes with their respective Township development plan and annual budget.
- The DOP has been coordinating and developing Township Development Plans (TDP) under overall coordination of the GAD, since past 3-4 years.
- The TDP process and its coverage including the participatory process of plan formulation can be further enhanced by incorporating the village development plans and their annual investment programme together with consultation and dialogue with a comprehensive set of stakeholders at the township level.

4.3 Institutional mechanism

Institutional arrangements together with organisational management system for effective functioning of the institutional mechanism are critical for participatory planning and budgeting. The right configuration of institutional arrangements can facilitate structured discussion, consultation and dialogue most efficiently and effectively between the state and non-state actors including citizens, private sector institutions, CSO, NGO, the academia, the media.

As per Government policy and administrative directive, the Township Planning and Implementation Committee (TPIC) is primarily responsible for coordinating and facilitating development planning and budgeting at the township scale. There are a few townships where the TPIC may not be fully functional, in which case the Township Management Committee (TMC) which was set up earlier, will continue to undertake this function.

The General Administrative Department (GAD) of the Ministry of Home Affairs is the chair of both the TPIC and the TMC. The core management of the committees is technically supported by DOP as Secretary and DRD as Joint Secretary. This organisational arrangement provides for an effective institutional process for coordination between township development planning and integration of the rural development aspects of township development.

The capacity of the TPIC and TMC at a Township may need external technical assistance (TA) to conduct its plan coordination and formulation function. In this regard, external TA must be strategically placed in the institutional framework of TPIC or TMC that would augment the technical capacity of its Secretariat. Care must be taken not to run a parallel capacity with external TA; this will undermine the effective functioning and further development of national systems and processes, and any such TA support will not contribute to sustainable development of the planning process.

In the initial round of formulation of “Township Rural Development Strategy and Programme” (TRDSP) at least two external (national) TA experts will work with a Technical Team made up of at least six members drawn from the Township department. The Technical Team will be constituted by the TPIC/TMC in consultation with the departments.

4.4 Process consultation with stakeholders

The TPIC/TMC mechanism must be invoked to facilitate consultation and structured dialogue between the TPIC/TMC Secretariat and all stakeholders at the township level. The process consultation approach will ensure that planning and investment programming is inclusive, in that all development agents and stakeholders are effectively drawn in the process of planning and budgeting.

Participation of stakeholders is accomplished through consultation and structured discussion along the following sets of interactions among the institutional entities:

- a. Consultation among Government Agencies facilitated by the TPIC/TMC Secretariat
- b. Consultation between TPIC/TMC Secretariat and Private Sector
- c. Consultation between TPIC/TMC Secretariat and Banking and Financial Institutions
- d. Consultation between TPIC/TMC Secretariat and Development Agencies including UN agencies, international financial institutions (IFIs such as World Bank, Asian Development Bank), bilateral agencies, international and national NGOs, and private philanthropic organisations
- e. Consultation between TPIC/TMC Secretariat and Civil Society Organisations (CSOs)

Coordination and facilitation:

- Secretariat of TPIC with GAD in chair, DOP as secretary and DRD as Joint secretary, organises and facilitates discussion with all stakeholder groups

a. Consultation among Government Agencies

Coordination and facilitation:

TPIC/TMC Secretariat will organise meetings with at least one group of government agencies made up of at least one representative from each of the following government departments and authorities.

Participants:

At least one senior to middle level Township department officer at decision-making position

- All government departments and agencies present at the township
- Government regulatory authority at township and district level
- Representative of office of State/Region Chief Minister

b. Consultation between TPIC/TMC Secretariat and Private Sector

Coordination and facilitation:

Secretariat of TPIC/TMC will conduct structured discussion with two groups of private sector institution, namely:

- o Micro and small enterprises and village based enterprises including farmers' and non-farm economy groups
- o Medium and large enterprises primarily operating at township level

Participants:

One to two representatives from each line of industry, representing a mix of major manufacturing, processing and service sectors. Total participants: 25 to 30 people in each of the two groups.

Participants must have strategic business decision-making authority in their respective enterprises.

c. Consultation between TPIC/TMC Secretariat and Banking and Financial Institutions

Coordination and facilitation:

Secretariat of TPIC/TMC will conduct structured discussion with one group of financial institutions.

Participants:

One to two representatives from the following financial institutions

- o Government owned financial institutions
- o Private banks
- o Microfinance institutions
- o Financing windows of development projects
- o Community savings and loan groups

Total number of participants: 25 to 30 people

d. Consultation between TPIC/TMC Secretariat and Development Agencies

Coordination and facilitation:

Secretariat of TPIC/TMC will conduct structured discussion with one group of development agencies.

Participants:

One to two representatives with programme and policy decision-making authority of development agencies engaged in funding and implementing development projects in the rural area of the township

- o Multilateral development agencies

- Bilateral development agencies
- National and international NGOs
- Management of selected development projects
- Philanthropic organisations and private sector CSR programme

Total number of participants: 25 to 30 people

e. Consultation between TPIC Secretariat and Civil Society Organisations (CSOs) and advocacy groups

Coordination and facilitation:

Secretariat of TPIC/TMC will conduct structured discussion with representatives of CSOs and advocacy groups.

Participants:

One representative from each organisation or agency of the following institutions:

- Civil society organisations
- Local/village community groups
- Faith based organisations
- Media
- Academia

Total number of participants: 25 to 30 people

4.5 Instruments and tools

4.5.1 Instruments

- TRDSP framework (Table of Content)
- Structured agenda for consolidation and structured dialogues among stakeholders
- Cover letter and invitation letter enclosing the above two items
- Report on consolidation for each dialogue conducted between TPIC/TMC and stakeholders
- Guidelines on TRDSP

4.5.2 Tools for capturing views and insights of stakeholders

Structured discussion topics:

1. Institutional mechanism and processes
 - Current institutional mechanism and processes
 - Strengthening participatory process
2. Overall human development situation at Township
3. Development potential and prospects; barriers and challenges
4. Development goals: short-term (2 yrs.); medium term (5 yrs.)
5. Sector specific issues & development strategy and programmes
 - Crops, Livestock, Fisheries
 - Non-farm rural economy
 - Manufacturing & processing
 - Tourism
 - Banking and finance
 - Health, nutrition, water, sanitation and hygiene
 - Education
 - Youth, women, culture

- Transport infrastructure and services, information communication and technology (ICT)
- Electric power
- Environment and disaster risk management
- Local stability and public safety
- 6. Programme management, and monitoring and Evaluation (M&E)
 - Programme coordination
 - Project implementation issues
 - Programme monitoring, assessment and evaluation

Summary Report or Note on the stakeholder consultations

- i. Overall development issues
- ii. Problems and issues by sector and thematic area; and root causes of the problems
- iii. Development potential
- iv. Barriers and challenges
- v. Strategy for development
- vi. Indicative (broad-based) programmes

4.6 Technical knowhow and competence

Technology and know-how for:

- Conceptual framework of development plan, village book, project plan
- Conceptual framework of development programme and budget
- Relationship between:
 - National development plan and subnational development (i.e. state/region and township development plan and budget)
 - Subnational development plan and local development plan and budget (i.e. village and village tract development plan and budget)
- ICT application: VDP socioeconomic database and VDP project database
- Consolidation and integration process and procedure

4.7 Technical process for consolidation and integration of VDPs with their respective Township Development Plan

Consolidation

- Aggregation and thematic consolidation of socioeconomic planning tables
- Conversion of data and information of some planning tables into frequency of events or categories
- Analysis and synthesis of information and knowledge pieces recorded in terms of “note and observation” at bottom of each socioeconomic planning table

Alignment

- Alignment and consistency of village development strategy and programme priorities with subnational (township) development priorities
- Alignment and consistency of village development projects with Government departmental programmes, projects and budget allocations

Integration

- Integration is facilitated by functional and economic classification of VDP projects and budget that are consistent with union budget structure.

Functional classification:

1. Sector/subsector and thematic area/subtheme
2. Ministries/Departments

Economic classification:

1. Current budget or Operational budget
2. Capital budget:
 - 2.1 Fixed capital investment
 - 2.2 Capacity development
 - 2.3 Humanitarian support

5. Structure of township rural development strategy and programme and annual township development budget for rural development

Township Rural Development Strategy and Programme	Annual Township Development Budget for Rural Development
Five-year perspective of development	ATDB is an instrument to translate the 5-year Township development strategy into actionable programme
Prepared once in five years	Contains priority projects which may have timeline of more than a year
Township has option to update its 5-year development plan, any time	Budget in terms of capital budget and current budget is specified. Financial budget specifying method and sources of financial is also included in the annual township development budget
The 5-year timeline need not be synchronised with 5 year national or region/state development plan	ATDB is synchronised with union budget cycle, April – March each year. Preparation begins in September each year
Broad based programmes are identified, while priority projects are to be identified an an annual basis	Strategy and methods for financing or resource mobilisation are specified

6. Formulation of the TRDSP process

6.1 Sequential process for formulation or preparation of TRDSP

- 1 Prepare preliminary analysis of rural development dimension of township development issues
- 2 TA Team develops working arrangements with TPIC/TMC secretariat; and provides

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- dedicated technical support to the secretariat's Technical Team made up of at least six members drawn from Township departments
- 3 TPIC secretariat conducts structured discussion with all stakeholders
 - 4 TPIC secretariat prepares summary report on stakeholder consultations
 - 5 VDP Socioeconomic Database and VDP Project Database are used to generate consolidated socioeconomic planning tables and village priority projects
 - 30 35% of the villages at a township are identified using stratified sampling method to provide a good representation of the rural area representation of a Township
 - 100% of villages at a Township are covered for developing investment programme for the rural area
 - 6 Development analysis and VDP drafting performed using items 1, 4 and 5
 - 7 First draft of TRDSP reviewed by TPIC secretariat
 - 8 TPIC secretariat holds review of 1st draft of TRDSP with govt. agencies
 - 9 TPIC secretariat holds review of 2nd draft TRDSP with all stakeholders
 - 10 TPIC secretariat finalises and approves the TRDSP
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6.2 Formulation of TRDPS – Task allocation

Task	Responsible agency and person
1. Issuance of policy guidance and related instructions <ul style="list-style-type: none"> • This may require union level discussion & agreement bet. GAD, DRD and DOP of the Ministry of Planning and Finance • Subsequently, GAD may issue official policy guidance and instructions to state/region and township government offices 	1.1 DRD to advice LIFT TA Team 1.2 DRD may send official instructions to DRD township office 1.3 GAD union level may issue official policy and instructions to township and state/region government
2. TPIC secretariat organises itself to utilise the TPIC mechanism for coordination & managing the process of township development planning	2.1 GAD as chair of TPIC takes leadership role 2.2 TA Experts provide support to TPIC/TMC Secretariat
3. Identification of stakeholders at the township and grouping them for holding consultations	3.1 TPIC/TMC Secretariat together with TA Experts support identifies stakeholders & establishes stakeholder groups
4. Invitation to stakeholders for consultation	4.1 GAD to send letter of invitation, together with 4.2 Agenda and a Note on issues to be discussed
5. Note on Development Issues that will form the basis for structured discussion with	5.1 TA experts together with: 5.2 Relevant officers of Township

Task	Responsible agency and person
stakeholders. <ul style="list-style-type: none"> • Preliminary analysis of development issues based on: • Internet based research of relevant reports, docs • Recent Township Development Plan and other reports available with Departments 	departments
6. Minutes of meeting in “summary report format” as per instruments & tools for capturing views and insights of stakeholders	6.1 TA Experts 6.2 Township departmental officers as per departmental programme mandate
7. Summary report shared with stakeholders and on further discussion, if needed	7.1 TPIC secretariat
8. Composition and setting up of Teams for drafting TDP document	8.1 TPIC secretariat 8.2 TA Experts and Departmental officers with allocations as per sectoral and thematic area of their responsibility
9. Collation and consolidation of all chapters and sections of TDP draft document. Production of draft TDP document	9.1 TA Experts together with 2-4 Township department officers 9.2 TPIC secretariat reviews draft and then 9.3 Finalised by the drafting team as per 9.1

6.3 Technical process for preparation and formulation of a TRDSP document

Drafting of a TRDSP document will be principally based on five knowledge products. The quality of TRDSP document, together with uniformity in its quality across all townships, must be consistently maintained. Henceforth, the Help Desk or Plan Coordination Team at DRD in Nay Pyi Taw will play an active role in ensuring quality and consistency of the TRDSP document and its underlying process.

The content and quality of a TRDSP Document will depend on the following five knowledge products:

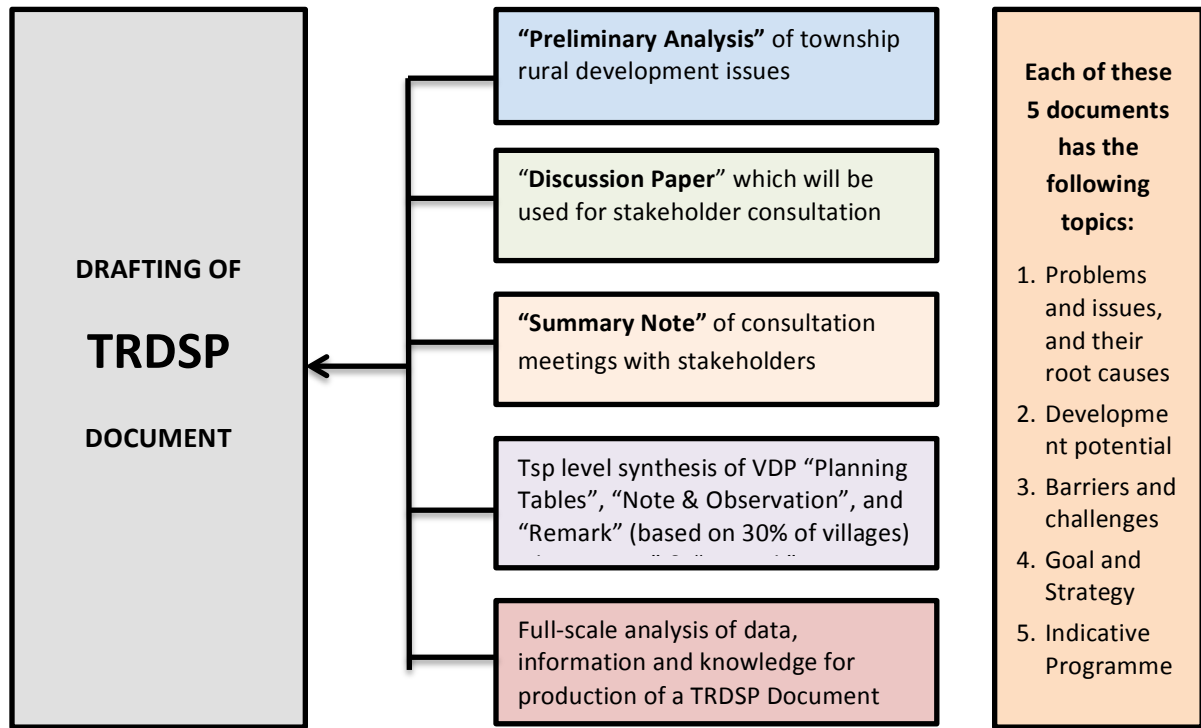
1. Preliminary analysis of township development issues, which is based on research including online research and review of existing “explicit” knowledge available in reports/documents as well as initial consultation with Township departments.
2. Discussion Paper on TRDSP, which will be based on the “Preliminary Analysis” paper (as per 1 above). The Discussion Paper will form the basis for structured consultation and meetings with the five groups of stakeholders.
3. Summary Note on consultation with stakeholders, prepared by the TPIC managed Technical Team immediately upon completion of all stakeholder consultations.
4. VDP generated data and information (48 VDP planning tables of all villages consolidated at their respective township level, which will be facilitated by the VDP Socioeconomic Database).

Synthesis of village development issues based on 30 - 35% of VDPs distributed over a sample frame developed for each township rural area. The knowledge pieces contained in this

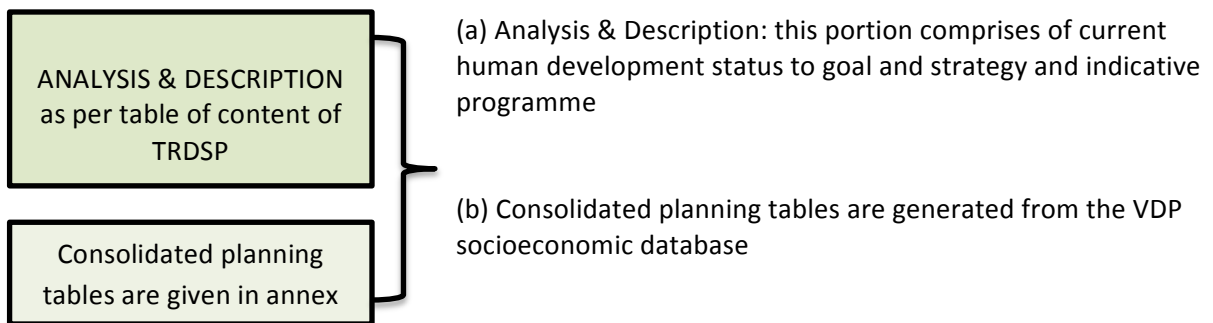
reference are the "Notes and Observations" at the bottom of each of the 48 planning tables and information contained in the "Remark" or "Comment" column of some of the 48 planning tables.

5. Full-scale analysis the consolidated knowledge based on 1 to 4 above, and drafting of the TRDSP document.

Figure 1. Schematic presentation of the technical process underlying preparation or drafting a TRDSP document



Format or body of the TRDSP document



6.4 Table of Contents: Township Rural Development Strategy and Programme

Table of content

Abbreviations and acronyms

Preface

Map of xxx Township showing topography and village location

- I. Township development planning process and investment programming
 1. Objective and purpose
 2. Citizen and stakeholder participation
 3. Institutional mechanism and organisational arrangements for participation
 4. Scope and structure of the plan
- II. Geography and natural resource endowment at xxx Township
 1. Geographical location
 2. Physical feature and topography
 3. Natural resource base
- III. Human development status of the population at xxx Township
 1. Population and demographic characteristics
 2. Economic welfare: income, wealth and inequality
 3. Poverty, risk and vulnerability
 4. Health and nutrition
 5. Education and skills
 6. Gender relations
- IV. Current development situation, issues and challenges
 1. Development governance
 2. Rural-urban linkage and development pattern
 3. Migration issues
 4. Economic asset and services – access and development
 - 4.1 Land tenure
 - 4.2 Agriculture – Crops
 - 4.3 Livestock
 - 4.4 Fisheries
 - 4.5 Non-farm rural economy
 - 4.6 Construction
 - 4.7 Trade and commerce
 - 4.8 Tourism
 - 4.9 Micro, small and medium enterprises development
 - 4.10 Banking and finance
 5. Environmental management and regeneration
 - 5.1 Environmental and natural resource management
 - 5.2 Disaster risk management
 6. Health and education facilities and services
 - 6.1 Health facility and service
 - 6.2 Water supply, sanitation and hygiene
 - 6.3 Education facility and service
 7. Social development
 - 7.1 Housing and shelter

- 7.2 Social protection
- 7.3 Youth and culture
- 7.4 Stability and public safety
- 8. Infrastructure facilities and services
 - 8.1 Rural access infrastructure – transport infrastructure
 - 8.2 Electric power
 - 8.3 Telecommunication and information technology
- V. Rural development potential, barrier and challenge
 - 1. Development potential
 - 2. Barrier and challenge
- VI. Development goal and strategy
 - 1. Development goal and objective
 - 2. Intervention strategy
- VII. Macro policy and programmatic implications of rural development issues
- VIII. Township indicative investment programme
 - 1. Introduction on indicative programme
 - 2. Five-year indicative programme outline
 - 3. Strategy for mobilising funding for programme implementation
- IX. Implementation modality and arrangements
 - 1. Role of township committees
 - 2. Role of VTA and VDC for village development activities
 - 3. Engagement of implementing partners, contractors and service providers
 - 4. Procurement management and transparency
 - 5. Organisational arrangements and financing mechanisms for operation and maintenance of development schemes
- X. Township Development Plan/Programme monitoring, review and assessment
 - 1. Monitoring
 - 2. Annual review, assessment and reporting
 - 3. Terminal year review of the five-year township development plan/programme

Annexes

- Annex 1. Township socioeconomic planning tables
- Annex 2. Terms of reference of Technical Team for formulation of TRDSP
- Annex 3. Summary Note on stakeholder consultations at xxx Township
- Annex 4. Township rural development strategy matrix based on stakeholder consultations

Annex 1. Sample “Discussion Paper” for structured consultation with stakeholders

Palaw Township Rural Development Strategy and Programme

Discussion Paper

This paper is aimed to provide a framework for discussion with the stakeholders in the consultation meeting for obtaining their views and insights regarding Township Rural Development issues, potential, barriers and challenges, goals and strategies and indicative broad-based programmes.

I. Current human development situation

1. Population and demographic characteristics

- Palaw Township has a total population of 13,2391: Male: 67174 and Female: 65197 as of September 2016
- Total number of households in Palaw Township is 2,720 with an average of 4.8 members per family.
- The household size in the township is nearly equal to the national average of 5 members per rural household
- Majority of the people are Bamar and minority are Mon and Kayin. Population density is relatively low.

2. Economic welfare: income, wealth and inequality

- In the rural area, the villagers derive their livelihoods and income largely from agriculture (paddy, areca nut and rubber), livestock breeding and fishery.
- The overall income level of the households is low to moderate.
- Wealth ranking and self-assessment of the village households reveal that about 5-7% of the rural households consider themselves to be in “better-off” wealth category and possess more than 10 acres of agricultural land, agricultural machinery and equipment and brick house with CGI roofing.
- Almost 15-20% of the households consider themselves in “middle” economic category. They have access to 2-10 acres of agricultural land, agricultural machinery and equipment, cattle and buffalos, and live in house with wood floor, wood walling and CGI roofing.
- The wealth distribution further indicates that inequality is relatively high; about 63-80% of the households consider themselves to be “poor” and “very poor”. On average, 50% of the rural households specify under “**poor**” category; they are generally small scale farmers owning less than 2 acres of agricultural land and many are landless. Their house conditions are nipa roofing, bamboo walling and wood floor. The engage in micro scale, low earning economic activities such as small scale chicken and pig raising, casual labour in agricultural farm, gardens and rubber estate owned by “better off” and “middle” categorized households. Under “**very poor**” wealth category (on average 30% of households), all households are landless and engaged in casual, irregular labour work in agriculture, road repairing and construction, doing odd-jobs in other area and neighbour countries (Thailand, Malaysia).

3. Health and Nutrition

- The rural people at Palaw township are generally healthy and free of malnutrition.

- Dengue fever mainly occurs among children less than 10 years old
- Health and hygiene awareness among women, youth and adults is moderate.
- The villagers have relatively easy access to both basic and curative health at the rural health centre (RHC), sub-rural health centre (SHC). They also have easy access to township General Hospital.
- For serious medical cases that cannot be treated at the township hospital, the patients can be transferred to Myeik General Hospital or medical facilities in Yangon.
- The rural health centre and sub-rural health centres in the villages do not have quality materials and medical instruments.
- The number of medical staff for treatment is not enough as per structure and effectiveness although health infrastructures are available in relatively good condition
- Approximately, xx % of village households could use fly proof latrines. Some better-off households have constructed septic tank with brick. Poorer households tend to use bamboo latrine pits. Other remaining households use neighbour and relative's latrines.
- Villagers have relatively good access to safe drinking water, principally from shallow wells, tube wells and pipelines connected with spring water that help prevent occurrence and incidence of diarrhoea, typhoid and gastroenteritis.

4. Education and skills

- About 92% of the population 5 years and above in the rural villages is considered literate, having the ability to read, write and do simple arithmetic calculation.
- About 5% of rural people are university graduates and about 5% are currently enrolled in university. They constitute a good human resource base for the local community and economy.
- Basic education is available for children at elementary and post-elementary schools at the villages or nearby villages.
- Livelihood skills of the villagers are however considered to be low with poor job opportunities for the young and youth.

5. Gender relations

- Gender equality among the rural population is stable and sound.
- Men and women in family have their respective roles which are defined according to the societal norm.
- Women are more important in work force in the rural areas.
- There are no serious cases of domestic violence and discrimination between male and female.
- Both girls and boys have equal rights and opportunity to access education, learning and other areas of work.
- Although female enrolment in primary education is lower than male members in the same age group, their enrolment is higher than male enrolment in middle, high school and secondary education.
- Female teachers are more dominant in the rural educational service.
- However, women tend to fall behind in the economy. For instance, female workers tend to receive wage rates than their male counterpart for similar work requiring same skills.
- Women's participation in administrative job is low in the rural villages.

- Community and family awareness on gender relations would contribute to improvement in gender equality and development.

II. Problems and their root causes

1. Agriculture – crop production

- Department of Agriculture (DOA) provide trainings to farmer but the training should also cover effective techniques for protection against the risk of inset. Villagers located in remote villages do not have access to the trainings.
- Although DOA discussed with the farmers about the possibility of accessing quality seeds, farmers could not test those seeds because of higher cost and lack of trust in the new technology.
- The cost for skill labour is very high because of the shortage created by skilled workers seeking better job opportunities abroad.
- Estimated input cost for one acre of farm is MMK 210,000 but farmers manage to receive loan from MADB in the order of MMK 150,000 per acre only. A further problem is that the loan period is rather short and the farmers must their paddy at lower cost immediately after harvesting.
- Risk of rat is a problem and larger-scale rodent infestation is difficult to control.
- Although rubber is one of the main source of economic of activities in the area, the rubber market is not currently stable and prices are unfavourable to the farmers. Farmers also have problem in improving and controlling quality of rubber.
- Agricultural land is a constraint as no further extension is possible because of high population density in the area. Land use system can be improved to ease land constraint.
- Although farmers could grow cash crops or seasonal plants on their vacant field, they are unable to do so because of water shortage (for irrigation purpose). Farmers must also compete with products including plants and fruits from neighbouring Thailand.

2. Livestock

- Less pasture land because of extensions as gardening or other heading
- Livestock sector is not so developed to operate on a commercial scale
- Lack of improved techniques for rearing livestock
- Loans at affordable interest rates are not available for livestock rearing
- Lack of access to animal vaccination
- Community members breed livestock as a fall-back on their livelihoods earnings; they do not consider raising livestock on a commercial scale
- Small fishery businesses were attacked by big groups
- Artisanal and small scale fishers must pay high license fees to access fishery resources

3. Non-farm, Off-farm

- Lack of livelihoods technical support and training
- Most of local youth tend to work in Thailand and in other parts of Myanmar because of lack of job opportunity in their local economy

- Although loan services are available in Palaw, those are not relevant for the community especially in terms of loan term and loan size.
- Lack of Industry. Although there are a few factories in Palaw, workers are recruited from other places

4. Education facilities and services

- Although students are able to access Primary and Middle School, they face difficulty in pursuing High School education because of high cost of hostel accommodation, lunch, tuition and other fees. So, most, especially those from poor families, complete just Primary and Middle School education.
- Parents prefer to send their children to Thailand for better income opportunities.
- Roles of the committee related to education are weakness and Teachers and Parents do not tend to meet often.
- Parents are not aware of the value of education

5. Health

- Health awareness activities are inadequate in the rural area. The rural population need to have greater awareness of hypertension, diabetes and drug use.
- Rural household members tend to avoid going to clinic because of the cost they must bear for medical fees and medicines.
- Full time health service providers are not always available at their service location.
- Quality of tools and equipment even at the Hospital in Palaw township is in bad condition.
- Water supply is inadequate
- The rural population do not have adequate access to purified water; they rely on tube well, stream and river water. Diarrhoea cases are no uncommon in the rural area
- In the summer, water shortage gets more acute.

6. Social Issue

- Most of the male youth tend to take drugs
- The youth are also engaged in drug trading or selling to earn some income
- The youth do not have access to adequate recreation and learning opportunities in the rural area.

7. Administration and Management

- Weakness of leadership and accountability (Village Administrator, Village Tract Administrator and Village Clerk would need training and skills development in leadership and accountability.
- Data collection and documentation and documentation is weak.
- Community mobilisation is weak largely because of the way political power is exercised in village. Person of political backing generally assumes village leadership role although he/she may lack leadership quality, maturity and management capability.

III. Development Potential

1. Human Resources

- High school and university graduates constitute a good human resource base for rural development; this needs to be advocated in the rural community.
- Skills and vocational training can be provided to the youth to strengthen the human capital content of the population.
- The habit and practice of elders and youth working together is an asset of the community.

2. Agriculture and crop production

- Irrigation Department is currently undertaking renovation of creeks to prevent flooding of low paddy land; this will contribute to expansion of monsoon paddy growing area in the coming year.
- Highway transport access between Yangon and Kawthaung offers potential for increased marketing and sale of vegetables and flowers in Palaw and Myeik towns.

3. Livestock production

- Pig and chicken rearing is suitable for poor households due to the factors of more space, availability of animal fodder in reasonable quantity through crop cultivation and grass, input markets, good transportation for inputs and outputs products, etc.
- Most households are engaged in breeding for local chicken.
- If they could access to chicken rearing techniques and diseases control methods, many households in villages would be encouraged to engage in commercial chicken rearing.
- Water and animal stock are available in adequate quantity in the local area.
- Animal health products and feedstuff are available from private dealers
- Farmers can sell their livestock products locally or at Palaw and Myeik town centres.

4. Non-farm rural economics

- Traders have good opportunity for engaging in merchandise business along the Palaw, Dawei Myeik and Yangon route.
- Raw materials are available in abundant quantity which offers a good possibility for investments in small manufacturing and processing that would contribute to job creation in the local economy. This would in turn retain youth in the local area as they would not need to seek jobs in neighbouring Thailand.
- Youths' willingness to stay in their region is a good potential for future rural development.

5. Banking and finance

- Rural people have opportunity to access small loan for farming production and SME production from a number of financial institutions including MADB, DRD's Evergreen Village Development Fund, Micro-finance of Cooperative Department, and private banks.
- Seasonal loans are also provided by MADB for paddy farmers at the rate of MMK 150,000 for an acre up to a maximum of 10 acres for each farmer.

6. Health facility and service

- The rural people have relatively easy access to both basic and curative health the accessibility to the RHC, SHC, Station Hospitals and Township Hospital.

- Most rural areas (about 60%) have access to water resources year round from hand dug wells and spring water sources. School children can drink safe drinking water through water pipeline from spring water.

7. Rural access infrastructure

- Transport infrastructure is adequate and in good condition. It could provide better opportunities for rural people's education, health, and economic sectors.

8. Youth and Culture

- Rural youths are participating in the social and religious activities under the guideline of village elders.
- They are taking their traditional festivals and paying homage to village elders and relatives before and after lent periods.
- They also engage in cultural heritage, for instance conducting traditional water festival, wrestling, etc.

9. Stability and public safety

- There are no serious crimes in the rural area. Hence, security and stability offers good environment for village development.
- People from most of the villages are good in participation and it is a social capital for implementing development activities.

IV. Barriers and challenges

1. Human Resources

- Several CBOs are doing for their own village development. However their activities are not well coordinated and their management systems are weak.
- Rural communities have less experience in connecting and networking with township line departments and other agencies.

2. Agriculture and crop production

- There is no potential for expanding the land area for cultivation and less chance for poor households to get job opportunities.
- Yield per acres is just average in paddy production. Rubber planters have temporarily stopped rubber production due to lower rubber price; the revenues they earn from rubber sale do not cover their cost of production.
- Land clearing nearby mountainous area is high for rubber planting. Soil erosion control measures are not adopted.
- Chemical fertilizer utilization is also common; this has contributed to degradation of soil fertility. Losses of plant species and less space for animal species are affecting for village's resources.

3. Livestock production

- In 2014, a good number of pigs died due to blue ear disease outbreak.
- Awareness of diseases control, limitation for livestock services, weakness of improve breeding technologies are challenges for livestock breeding households.

4. Non-farm rural economy

- Non-farm economic opportunities need to be harnessed through improved in professional skills, expansion of resource based production activities and availability of loan.
- The youth have opportunity to get jobs in Thailand and other urban centres in Myanmar.

5. Banking and finance

- Small and marginal farmers do not have access to affordable credit at suitable interest rates and on long-term basis.
- Moneylenders operate in the rural area but their interest rates are high.
- There is no rural village outreach of banking services provided by banks located at township centre. Poorer farmers face difficulty in complying with documentation requirement of the commercial and development banks.

6. Health facility and service

- Although health services are provided through RHC and SHC in the rural villages, most households don't understand the seasonal diseases and symptoms.

7. Education

- Low rate for completing high school and university level education.
- Skills training is needed for youth to prepare them for future leadership and productive job and business activities.

8. Environmental and natural resource management

- Landslide and flooding occur frequently in the mountainous and coastline areas. There is no DRR management system yet in the rural areas. Landless, marginal farmers can meet the difficulties in some emergency conditions such natural disaster, pest infestation on crops, animal disease outbreak and price fluctuation of crop and livestock produce, etc.

V. Development goal and strategy

Development Goal	Strategy
1. Improved income by way of increasing production of crops such as vegetables, fruits and industrial crops, fisheries, and job opportunity for landless rural families.	<ul style="list-style-type: none"> • Improved access to irrigation facilities for crop production • Sustain cultivable land by protection against erosion • Improved access to income generation opportunity through development of tourism business • Improved access to financial services for vegetable farming, fruit and industrial crops growing, livestock and fisheries development, and minerals prospecting/ • Improved access to technology and technical assistance for production of crop, livestock, fishery and mineral, etc.
2. Improved development governance at the	<ul style="list-style-type: none"> • Improve institutional mechanism and organizational arrangement for participatory

Township and village level	<p>planning and implementation for local development</p> <ul style="list-style-type: none"> • Public education for awareness on participatory development mechanism • Improved access to education services and facilities
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VI. Indicatives broad-based programme

- Loan providing for small scale business, livestock, and promotion the agriculture loan.
- Local market developing and improvement to produce crops, vegetables, and fruits with quality technics.
- Vocational Training providing which could be used again in local.
- Industrial development for minerals and using systematically.
- Enough for safety water (both agriculture, domestic, and drinking).
- Access the quality education and reach until high school.
- Legal and free marketing with Thailand.
- Motivation and aware to participate the community for their development.
- More collaboration together and implementation to be rural develop by all of Departments.

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Annex 2. Terms of Reference for Technical Team for Formulation of Township Rural Development Strategy and Programme (TRDSP)

I. Composition of Technical Team for formulation of TRDSP (at Township level)

1. LIFT Technical Team members– 2 TA Experts
2. Department of Rural Development – at least 1 Officer
3. Planning Department – at least 2 Officers
4. Other Department – at least 1, preferably more.

Other aspects:

- Minimum total TT members: 6. Maximum total TT members: 8
- The TT will be located in the Secretariat of the TPIC/TMC so that it can perform its technical function most effectively. TT will report directly to the Chair of the TPIC/TMC.
- The Team Leader of the TT is likely to be an officer of the township Planning Department since it plays a technical leadership role in township planning and budgeting.

II. Terms of References (Task)

1. Preliminary Analysis of township development issues
 - 1.1 First draft of “Preliminary analysis of township development issues” - by LIFT TA Expert
 - 1.2 Second draft of the report after it is reviewed by the Technical Team at Township
2. Preparation of “Discussion Paper” for structured consultation meetings with stakeholders
 - 2.1 First draft - by LIFT TA Expert
 - 2.2 Second draft by TT
3. Work programme for formulation of the TRDSP
 - 3.1 Schedule of sequence of task – by LIFT TA Expert
 - 3.2 Reviewed by TT
 - 3.3 Obtain TPIC/TMC approval of the work programme
4. Listing of participants from all stakeholders (list by institution and group)
5. Send invitation letter to participants signed by chair of TPIC/TMC chair, enclosed the following documents.
 - Letter to stakeholders for structured consultation on the TRDSP
 - Meeting agenda and schedule
6. Assist TPIC/TMC chair in conducting and facilitating discussion or consultation with stakeholders
7. Taking notes of the structured discussion with stakeholders
8. Incorporate the notes in the revised “Discussion Paper” that will now form the basis for drafting the TRDSP document. Then report to TPIC after consultation meetings with stakeholders.
9. Draft the TRDSP document
10. Assist TPIC/TMC in reviewing of draft TRDSP documents
 - TPIC/TMC organize meeting with stakeholders to review the TRDSP document
 - TPIC/TMC send copy of the draft document to stakeholders by email and /or hard copy
 - Stakeholders give feedback/comments by email or/and hard copy
11. TT finalizes the TRDSP document and submits to TPIC/TMC for endorsement or approval.