

**Draft**

**Community Participation Planning (CPP)**

**For**

**Myanmar**

**Decentralizing Funding to Schools  
Program**

**Academic Year 2014-15**

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## ABBREVIATIONS AND ACRONYMS

AY	-	Academic Year
ATEO	-	Assistant Township Education Office
CPP	-	Community Participation Plan
CPPF	-	Community Participation Planning Framework
DEPT	-	Department of Education Planning and Training
DBEs	-	Department of Basic Educations
DTEO	-	Deputy Township Education Office
DLI	-	Disbursement-linked Indicator
GoM	-	Government of Myanmar
MoE	-	Ministry of Education
EFA-NAP	-	Myanmar Education for All-National Action Plan
EGRA	-	Early Grade Reading Assessment
FGD	-	Focus Group Discussion
PTA	-	Parent and Teacher Association
SA	-	Social Assessment
TEOs	-	Township Education Offices
TGSC	-	Township Grant and Stipend Committee
SGSC	-	School Grant and Stipend Committee

## **A. Program Background: Decentralizing Funding to Schools Program**

The Ministry of Education (MoE) in Myanmar is currently decentralizing funding for education through two national programs which: (1) transfer funding for various operating expenditures through townships to schools based on enrollment numbers, and (2) transfer funding through townships and schools to pay cash stipends to poor children and provide scholarships to high achieving students. The school grants program has its origins in the need to provide schools with operating funds following the government's decision to make primary education (grades 1–5) free, beginning in school year 2009-10.

Both these initiatives were established through ministerial decrees during the 2009-10 school year. These decrees established the basic framework for the amounts and the flow of funds, but neither initiative seems to have been established as a formal program, with statements on objectives, detailed descriptions of responsibilities, performance indicators, and provisions for monitoring their impact on the education system.

The preliminary social assessment was conducted during the preparation of the program. It was found that vulnerable social groups including but not limited to ethnic groups are present in the program areas and face risk of exclusion from program benefits. The World Bank OP4.10 and OP 4.10 are triggered to the program. The program developed a Community Participation Framework (CPPF) which includes all elements of an Indigenous Peoples Planning Framework (IPPF) required under OP 4.10. Free, prior and informed consultations were conducted with project stakeholders during preparation. The programs received broad community support and recommendations. The Project Operations Guidelines were developed in line with CPPF principles and procedures for the stipend and school grant programs in June 2014. The Operations Guidelines provides detailed measures to ensure the programs are implemented in a transparent, fair, participatory and efficient manner through enhanced community involvement.

## **B. Objective of the Myanmar Decentralization Fund to Schools**

The objective of this project, which is funded by the World Bank and the Government of Australia, is to help improve and expand Myanmar's existing school grants and student stipends programs in three primary ways by: (a) expanding the coverage of the stipend program, (b) improving the reliability and transparency of the school grants scheme; and (c) building the capacity of the MoE, townships and schools to implement these programs and monitor their progress.

## **C. Components of the Myanmar Decentralization Fund to Schools**

The project will 'top up' the MoE's budget allocation in support of the following specific programs.

**Expansion and Improvement of the School Grant Program (US\$74 million):** All schools with primary students currently supported by government budget funding are eligible for participation in the school grants program. Expansion of the program, therefore, will mean increasing the size of annual operating grants to schools from approximately US\$250, US\$300

and US\$400 per school for small, medium and large schools, respectively, to targets of US\$900, US\$1,200 and US\$1,800 per school, respectively, over a 4-year period. MoE is considering re-organizing the three categories (small, medium and large) used during the first years of the program to make more categories in order to allow for higher, per-school allowances for larger schools and the World Bank supports this change.

Improving the program means introducing innovations from global experience, as well as improving the fiduciary management of the grants program and, in particular, its financial management. Innovations will be introduced to the program by revising its guidelines and by providing training. Specific innovations include: (i) introducing well-defined program objectives and performance indicators; (ii) tying grant funding to school improvement planning; (iii) introducing increased autonomy for school-level spending; (iv) promoting community participation and oversight through parent-teacher organizations; (v) standardizing financial reporting; (iv) providing funds for audits; and (vii) linking program progress reporting to MoE's own information systems.

**Expansion and Improvement of the Student Stipend Program (US\$ 19 million):** While all government-supported schools in Myanmar are nominally eligible to participate in the existing student stipend program, the small size of the program (16,022 stipends to be awarded nationwide) effectively means that, while most schools apply for stipend funding, few schools are actually selected to participate in the program and those that do participate would have, in most cases, no more than two stipend students. Because the new student stipend guidelines will include an increase in coverage for each school and more rigorous targeting and administration, the new program will expand slowly to more schools and students. In school year 2014-15, the new stipend program will be extended to eight townships and is expected to cover 60 percent of schools and approximately 30 percent of grade 5-11 students in each township. An additional 12 townships will be added in school year 2015-16 and 20 more in school year 2016-17 and 2017-18 AY . Over 4 years, a total of 40 townships out of Myanmar's 330 will be supported. The total number of stipends provided by MoE is expected to increase from about 16022 currently, to about 200,000 over 4 years (in total, Myanmar's schools currently educate about 8.2 million students). Townships will be selected based on dropout rates and poverty indicators, which will be agreed with the Bank as part of the Bank's disbursement-linked indicator (DLI) selection process.

**Capacity improvement support to strengthen monitoring and implementation of programs (US\$ 4 million):** This project will focus on training, and on conducting a baseline assessment of early grade reading. For the training, MoE will design and begin implementing a national training program during school year 2014-15. This will introduce the new school grants and stipends program to township officials and school headmasters, and program content will be prepared as part of the process of preparing program guidelines. In the case of the school grants, the training will also benefit from the example of similar training programs already introduced in Myanmar by UNICEF. This training is expected to follow the cascade approach used by UNICEF in which training providers are trained at the central level, and then deliver training at the region or township levels. Over 4 years, MoE is expected to deliver training to approximately 1,000 township education officers, assistant education officers and accounting clerks, as well as approximately 43,000 school head masters.

Assessment data that capture student learning achievements and progress are a critical building block for school planning and effective resource targeting. During project preparation, the Bank provided MoE with technical assistance and trust fund financing to undertake an initial baseline early-grade reading assessment (EGRA) in Department of Basic Education (DBE) 3 (Yangon area). During the **4-year project period**, MoE will carry out baseline surveys in DBEs 1 and 2 (lower and upper Myanmar) as part of the project, and this will provide a complete map of the distribution of children's early grade reading skills across the country. The project's funds will help pay for travel costs and allowances for enumerators (who will likely be graduates from teacher training colleges). The Bank will continue to provide technical support through a parallel technical assistance program (see objective 4 below). In tandem, the Bank will administer a technical assistance program to support program design, monitoring and evaluation.

(According to DLI for 4 years 97 million US\$ . Please check Latest DLIS ... for 100 million US\$ 80 from IDA and 20 from AusAID)

#### **D. Ethnic Minorities and Legal Rights in Education**

It is estimated that there are more than 130 ethnic groups in Myanmar, though the government usually identified eight groups as major national ethnic races: Kachin, Kayah, Kayin, Chin, Mon, Bamar, Rakhine, and Shan. Bamar is the largest group which comprises around 69%, followed by Shan at 8.5%, Kayin 6.2%, Rakhine at 4.5%, Chin at 2.2%, Kachin at 1.4% and other groups at 0.1 %<sup>1</sup>. However, the 2008 Constitution of Myanmar doesn't endorse or provide the approved list of races which are considered as national races.

The Constitution in Chapter 1, clause 22, states that the Union shall assist:

- (a) To develop language, literature, fine arts, and culture of the national races;
- (b) To promote solidarity, mutual amity and respect, and mutual assistance among the national races;
- (c) To promote socio-economic development including education, health, economy, transport and communication, so forth, of less-developed national races.

There are currently few laws and regulations which explicitly mention race or ethnic minorities in Myanmar.

#### **E. Objective of Community Participation Plan**

The first social assessment of the project was conducted in July 2014 in the five newly selected townships<sup>2</sup>. Prior to the social assessment, an ethnic screening was conducted which found ethnic minorities are present in the program areas. This first CPP was prepared based on the findings of the social assessment, and inputs obtained from free, prior and informed consultations with a broad range of stakeholders including ethnic and vulnerable groups. The SA was conducted and the CPP developed based on the objectives, principles and procedures of the CPPF as well as the Operational Manual, and aims to ensure that: (i) the poor and vulnerable groups including but not limited to ethnic minorities will benefit from the stipend and school

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<sup>1</sup> The data is according to the 1983 population census. There is no more concrete updated reference on the composition size of ethnic groups.

<sup>2</sup> The government selected a total of eight townships for the initial year of the programs (AC 2014-2015), including three where the preliminary social assessment was conducted. This SA thus covered only the remaining five townships.

grant programs; and (ii) positive impacts will be reinforced and negative impacts, if any, that may arise from the implementation of the programs will be avoided or mitigated .

## **F. Applicable World Bank Policies**

The World Bank's Operational Policy (OP) 4.10, *Indigenous Peoples*, applies to this project because the stipend and school grant programs will be implemented in areas where ethnic minorities that meet the eligibility criteria of the Bank OP 4.10 are present. In addition to OP 4.10, OP 4.01 *Environmental Assessment* was triggered even though no environmental impact is anticipated under the project because the Bank Operational Policies provides that this umbrella policy would be triggered when any safeguard policy is triggered. The OP 4.01 is also triggered because it covers some social impacts that are likely to occur, but which are not covered under OP 4.10 or OP 4.12, such as potential exclusion of non-ethnic minority social groups from the stipend program and other benefits of the project.

The CPPF was developed to provide the Ministry of Education the operational framework to ensure that the stipend and school grants programs to be transparent, fair, participatory and efficient through enhanced community involvement. In order to achieve this objective, the CPPF seeks to ensure that: (i) the poor and vulnerable groups including but not limited to ethnic minorities will benefit from the stipend and school grants programs; and (ii) negative impacts, if any, which may arise from the implementation of the programs will be avoided or mitigated.

Specifically, the CPPF provides that: i) DEPT and DBEs are responsible to oversee the development of social assessment and CPP in new townships as well as its implementation; that ii) the annual CPP should be developed in new townships based on Social Assessment including free, prior and informed consultations with stakeholders, especially poor and vulnerable groups including those from ethnic groups; that iii) program information be disseminated to the **public** especially local communities, poor parents and students eligible for the stipends program; that iv) the selection criteria of the stipend program should be developed so a broad range of poor and vulnerable social groups would become eligible; and that v) grievance redress and monitoring mechanisms be set up that are accessible to project-affected people and communities.

## **G. National Guidelines for the Stipend Program and School Grant Program**

At the beginning of the program implementation and as per CPPF, the MoE developed the national guidelines for the stipend program and for the school grant program. The guidelines incorporate the principles of the Community Participation Planning Framework (CPPF) with an aim to provide MoE staff practical directions in the implementation of the stipend program in line with CPPF. The national programs' guidelines were consulted with key stakeholders, including but not limited to ethnic minority communities for inputs. Some of the key comments/recommendations from stakeholders consultations include: 1) roles and responsibilities of concerned organizations should be clearly identified; 2) information should be disseminated to the public in advance of consultation meetings; 3) training should be provided to teachers and all concerned who will be implementing the programs; 4) when selecting students, the program should make sure that staff are able to gather information on socio-economic background and academic performance of the students; 5) the program should consider providing funding to

monastic schools which provide support to many poor students; 6) the program should have a monitoring mechanism which includes organizing different level of meetings to ensure that funding support are used for its purposes; 7) members of school committees should have a genuine interest in education; and 8) the program should have a grievance mechanism that could complaints. Suggestions from consultations were incorporated in the operational guidelines. MoE will closely monitor the implementation throughout the programs based on the monitoring and grievance mechanisms described in the guidelines.

Following CPPF, the operational guidelines provide detailed processes and procedures to ensure the stipend program and the school grants program are implemented in line with CPPF, including: 1) MoE designates staff to concentrate on implementing the programs with education staff at the township and school levels; 2) Township and school level committees will include representatives from CSOs, and local leaders including those from ethnic minorities, and have at least one third female members; 3) The program information will be produced and disseminated in Myanmar and local ethnic languages; 4) Civil society and local communities will participate in the selection of students, and in monitoring the implementation of the programs; and 5) A grievance redress mechanism will be put in place; information about the grievances will be provided to the public to ensure access to these mechanisms. All of these five key procedures were set up to ensure that specific staff would be trained and able to provide sufficient time for the implementation of these programs. In addition, the programs would focus on fairness, transparency and participation of local communities, especially those from vulnerable groups or their representatives. Guidelines provide ample opportunities and venues for the poor and vulnerable groups or their representatives, including those from ethnic groups, to receive information in their own languages, participate in the school and student selection, training, monitoring, and providing feedback. Please see annex II for detailed guidelines.

## **H. Institutional Arrangement for the Development of Community Participation Plan (CPP)**

The Department of Education **Planning** and Training (DEPT) and the relevant Departments of Basic Education (DBE) will develop and oversee the implementation of the CPP. Regarding the stipend program, DBEs will carry out many activities provided under this CPP in collaboration with Township Education Offices (TEO) and Township Grant and Stipend Committee (TGSC), as well as school heads and School Grant and Stipend Committee (SGSC). The DEPT will pull together data and inputs collected by DBE at the township level, and develop, and annually update, the Community Participation Plan (CPP). Regarding the school grant program, the DEPT will ensure that all schools will receive grants as per national guidelines for the school grant program, and that all schools will be treated fairly and transparently in the allocation of school grants. The DEPT and DBEs designated officers will work in collaboration with TEOs, TGSCs, school heads, and SGSCs.

## **I. Social Assessment**

The social assessment was carried out in line with CPPF in five newly selected townships including Taunggyi Township in Shan State, Kyaung Kone, Bogalay and Laputta townships in Ayawady region, and Sint Kaing Township in Mandalay Region. MoE selected townships and



schools for the assessment using criteria including poverty level, remoteness, high rate of student dropout, and existence of ethnic races. Note that there are limited data available or accurate data on students especially the dropout data. Interviewed with all stakeholders indicate that there is no ethnic, religious or communal conflict in these five townships. During the time of the assessment, MoE had started to implement the programs. Many steps were not completed including the selection of the stipend beneficiaries.

The assessment team consulted with representatives of relevant education staff at the townships and at the schools which received the grants and stipends, as well as with local community leaders including ethnic and religious leaders to identify vulnerable social groups including but not limited to ethnic groups whose socio-economic standings in local communities may subject them to risk of exclusion from stipend program.

Vulnerable groups identified were parents or guardians of school aged children of migrant laborers; day laborers; households with no land or valuable assets such as fishing boats and nets; households with family members in poor health and/or with disabilities<sup>3</sup>; households with four or more children; and households in remote areas with no upper-level schools and no transportation or poor transportation to these distant schools. Although some of the children in households with these challenges did receive the stipend, they were still at risk of dropping out due to family financial and other difficulties.

Free, prior and informed consultations were conducted as part of Social Assessment (SA) with stakeholders and potential beneficiaries at the township and village levels including representatives from civil society organizations and community leaders at the township level, Township Grant and Stipend Committees (TGSC), school heads, teachers, School Grant and Stipend Committees (SGSC), Parent-Teacher Associations (PTA), community leaders and parents including ethnic minorities. Total of 63 focus group discussions and 121 key informant interviews (448 Bamar and 126 non-Bamar) were conducted to seek for inputs to the CPP and ascertain a broad community support for these two programs.

**Table 1: Number of interviewees in each township by ethnicity and gender**

Tsp	KII s	FG Ds	M	F	ETHNICITY									
					Barma	Pa-O	Shan	Inn thar	Mon	Da-nu	Rakine	Kayin	Chinese	Bamar Muslim
Kyaung Kone	22	10	52	55	75	-	-	-	-	-	-	27	4	1
Taungg	20	9	28	45	35	25	4	5	-	2	1	1	-	-

<sup>3</sup> The research team did not receive much information on the disabled population or households that have school aged children. Only one household was reported to have a disabled child who cannot attend the school due to polio.

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Sint Kaing	19	11	41	42	69	-	1	-	-	-	-	-	-	13
Bagalay	23	17	74	102	133	-	-	-	-	-	11	32	-	-
Laputta	29	16	79	70	136	-	-	-	1	-	-	12	-	-
Total	113	63	274	314	448	25	5	5	1	2	12	72	4	14

Source: Social assessment data

Two major differences from the preliminary social assessment conducted during the preparation of the programs are that i) there are more ethnic groups reside in the newly selected townships especially Kyaung Kone, Taunggyi and Bagalay and ii) the township education officers and school headmasters had already received the programs' procedure training using the Program Operational Guidelines. Results of the social assessment of the five new townships with regard to access to education are not much different from the preliminary social assessment including poverty, remoteness, transportation, absence of higher level schools in the areas, limited teachers as well as bilingual teachers, and quality of teaching at the primary level. However, findings and recommendations on the process and community participation reflect much of the first year efforts of the programs that the process has not yet been fully developed to include the poor and vulnerable groups including those from ethnic minorities, and that measures to improve meaningful participation would need to be put in place especially in the areas where overall social inclusion of the poor and disadvantaged groups is weak. The following summarizes the findings of the social assessment.

**Vulnerable social groups:** Social Assessment identified key social groups that have high potential of being at risk of not being able to participate or receive benefit from the programs especially the stipend program are:

1. **Daily laborers and Migrant workers:** In all the five townships surveyed, families of daily laborers and migrant workers that have school-aged children are the most vulnerable groups for the program. This is not only because they are poor and have unstable incomes (2,000 – 5,000 Kyat per day) and debts, but also because the majority of them are landless. In order to survive with financial difficulties, their coping strategy is to migrate for work. In the delta areas where three townships are located, and in Sint Kiang township of Mandalay region, the main livelihood is agriculture – rice paddy – and fishing. After their production seasons, these workers will migrate and often take young children out from schools to travel with them. In agricultural areas, one of the most important labor groups is the women's transplanting group whose members are mostly landless women. They work under their group leaders who deal directly with farm owners on wage rates and numbers of days of work. The group disperses after the tasks are completed. Then they move on to find other work in the areas. These daily wage earners do not have time and tend to have less interest to send their children to school beyond being able to read and write, as they need their children to help earn

income for the family or take care of siblings. These daily laborers and migrant workers said that June and July are their busiest agricultural time. They cannot afford to participate in school activities or meetings especially when meetings are held during the day time. These parents also cannot afford school costs for middle and high schools which cover transportation and fees.

2. **Poor single parents:** Single parents that the research team interviewed are also daily laborers. They represent one of the priority criteria (orphans/single parent) of the stipend program, and education staff both at the township and school level would pay more attention to reaching out to these single parents for the stipends program. Due to economic hardship, there is a high potential that children of these single parents might have to leave the program to work and earn income for the families. One single parent interviewed who is a daily wage earner and is ill, he plans to take his oldest daughter who receives stipends out from school to take care of siblings.
3. **Children of ethnic minorities:** In all five townships, the research team found that the majority of ethnic groups can speak Myanmar. In Pa-O and Kayin villages interviewed, the research team found that the curriculum is taught in Myanmar, teachers cannot speak local ethnic languages, and young students face difficulties in learning. Children lose interest in learning and do not do well in class, which has impacted their ability to continue their education in middle and high school.
4. Families located in remote areas where there is no middle or high school. Research found that these families in remote areas are at risk of children dropping out from school as there is no middle school or high school located in their villages. Parents do not feel comfortable allowing these children to travel to other villages themselves, and in many cases there are no transportation options available.
5. Families with disabled **members:** TEOs and schools do not have data on families with disabled members. However, they reported that if a family has disabled person, it often takes a child out of school to take care of the disabled family member. In case of disabled children, families usually do not enroll students in school as the school does not have facilities to accommodate these children. Out of all five townships, the research team found one family which has one disabled child, due to polio. He did not attend school.

### *Constraints for access to education*

Interviews with stakeholders in all five townships reveal that government education policies and programs have helped to increase the number of children attending school in their area, especially the number of children at the primary level. However, stakeholders also indicated that a number of children still face challenges in early grades due to language barrier, and in continuing their education past primary school due to the financial and non-financial constraints listed in the paragraphs below. Note that the Ministry of Education has started to **teaching national race languages for early grade of primary school** but have not been used in the five townships visited.

**Financial constraints:** According to MoE staff, with regard to the Compulsory Primary Education (CPE) program, the children whose parents barely earn enough to feed their family are the children most likely not to attend school or to drop out. MoE staff said that even though these children receive free primary education, 1,000 kyat when enroll in school each year, as well as

some school supplies, parents or guardians who are migrant laborers, day laborers, and/or have households with ill or disabled family members and/or many children, often cannot afford to send their children to school.

Township Grants and Stipend Committee (TGSC) members noted that the children of migrant workers face the greatest difficulties of all the students in attending school. Migrant families do not have reliable income. Earning per day is around 2,000-5,000 Kyats. Although the children of migrants do enroll in school, they often attend irregularly or drop out completely as they have to move when their parents or guardians relocate for seasonal work, or for what they hope will be better long-term opportunities. Because students from these families would not be able to attend school throughout the year, even if they are qualify for stipend program, they will not be able to continue receiving the benefit from the program. Also migrant parents said that when migrant workers resettle in a new place, their children may not enroll in school again. Migrant parents said that they may keep their children out of school unless they are sure that they will have sufficient funds to cover all school costs or because they need their children's earnings to support the family.

The SA found that concerns about school costs were greatest for poor parents/guardians of middle and high school-age children. Unlike primary school, parents have to pay fees for these schools. Also, because secondary schools are often located some distance from where children live, village-level interviewees said that poor parents must pay transportation costs on top of the costs for school uniforms, lunches and snacks. In some areas, they would have to also pay for the costs of hiring additional teachers. They usually cannot afford these.

### **Non - financial constraints**

With regard to non-financial constraints, stakeholders noted the following:

1. No middle or high schools in the area. Poor parents said that if they could afford the costs, in many areas there are no middle and/or high school in the areas for the students to attend. Parents worry about children's safety if they have to send their children travel to other village at very young age especially for girls. Some parents also said they wanted to take their children to school, but they did not have the time for this.
2. Transportation. In addition to the financial costs of transportation deterring parents from sending their children to middle and upper secondary schools, parents in some remote locations said that lack of transportation was a barrier to sending their children to school.
3. Illness and/or disability in the family were cited as non-financial constraints. Poor parents said that even when a middle and secondary school was close to home and children could get there safely on their own, if a family member was in poor health or disabled, families might keep their children out of secondary school because they needed their help at home.<sup>4</sup>
4. In townships with ethnic minority populations, authorities and parents cited language as a significant barrier. From the literature review, across the country, Myanmar is the main teaching language. The initial years in primary school are considered the most challenging for children who do not speak Myanmar. This problem also reported during

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<sup>4</sup> It should be noted that in all five townships, there was no data available on children or parents with disabilities.

the survey in Pa-O and Kayin villages, were parents said that their children of grade 1 and 2 cannot keep up with the school as the curriculum is taught in Myanmar. This barrier could reduce student chances of doing well enough to continue on to middle and high schools. The survey respondents found very few ethnic Barma teachers who had learned the local minority language, which survey respondents estimated would require two or three years of study. If children do not speak Myanmar, they are at greater risk of dropping out and also being teased by fellow students.

5. Teaching staff also cited the poor quality of primary and middle school education as a barrier to upper secondary education. This interviewee said that in some schools, and especially those in remote areas, the quality of both education and of evaluation is poor. Although students do poorly, teachers pass them from grade to grade, and when these students reach secondary school, they lack the knowledge to keep up with their peers and they drop out.
6. Lack of teachers is also a major concern. Although the government has appointed the required number of teachers to government schools, many other self-reliance, affiliated schools, and schools which have added grades at community expenses to educate children who cannot travel to more distant schools have no government appointed teachers. Local people must hire and pay for teachers themselves. This is an additional financial burden for poor and vulnerable parents.

#### Issues on access to education by township

Issues	Township name	# of township	# of villages	Remarks
Language constraints	Taunggyi, Kyaung Kone, Bogalay	3/5	4/20	Pa O and Kayin villages in particular face with this constraint.
Teacher shortage	Taunggyi, Bogalay, Latputta	3/5	5/20	Affiliated/post primary and affiliated upper secondary schools have to depend much on community contributions for hiring additional teachers.
Financial constraint	All	5/5	20/20	All townships visited face this problem.
Remoteness, poor transportation, and not having middle and high schools in the area.	Taunggyi, Sint Kaing Laputta	4/5	12/20	12 villages in Taunggyi, Sint Kaing, Laputta and Bogalay face with these constraint (3 villages in each township). All four villages visited in Kyaung Kone are accessible even to high schools which are located not too far from their villages.

Source: Social Assessment Team

Stakeholders provide the following recommendations for the MoE to consider improving access to education.

- Upgrade existing schools to middle and upper secondary levels so that the students can access secondary education in their own villages;
- Appointing additional teachers to schools upgraded by the education department;
- Using school grants program budget to hire teachers who can speak the ethnic minority language in schools where significant numbers of students are struggling with Myanmar.
- Providing transportation for students who want to continue their education, especially in remote areas, where travelling to distant schools is too expensive.

#### **J. Results from free, prior and informed consultations on the stipend and school grant programs**

In the free, prior, and informed consultations that the survey team conducted with key stakeholders at the township and village levels including from ethnic minorities, all said that although the stipend and grant programs are new, and require additional work especially on the part of TEOs, school heads and teachers, that they welcomed and fully support the programs, and thought that they were especially useful in poor families.

In all the townships visited, researchers found poor ethnic minorities facing similar types of difficulties with regard to access to education (financial and non-financial) as all lower income families. However, their participation in these programs notably the stipend program is even more limited due to language constraints. Although in many of the townships and villages, ethnic minorities seem to be able to speak Myanmar well, in the areas where there are ethnic minorities, the programs must recognize this potential constraint and give priority to language issue to ensure meaningful participation of ethnic groups.

##### ***Stipend program***

In all the interviews, both poor and ethnic minority households expressed their appreciation and support for the stipend program. In a discussion with the village elder and the SGSC in Taunggyi, for example, interviewees said that the stipend program had enabled at least five students in their community to meet their education costs and not drop out of school as had been expected. School heads and assistant township education officers in the four townships of Kyaung Kone, Latputta, and Bogalay in Delta Region, and in Taunggyi in Shan State, said that they expected that fewer students would drop out because of family financial difficulties, and some dropouts would re-enroll. While these are all positive comments on the program, the following concerns were raised in interviews with a variety of stakeholders. These concerns would have direct and indirect impacts toward meaningful participation of the poor and vulnerable groups including those from ethnic groups.

**Township and school authorities have insufficient time to manage the stipend and grant programs.** The TEOs, ATEOs and school heads that were interviewed for this study stated that they have limited time and resources to properly follow the guidelines for the new programs which include key steps to enhance community participation. Government officials and school personnel reported rushing through the stipend and grant application processes to meet the deadlines, and, while doing so, had to drop their regular work of teaching and administration. These tasks included: forming a grants and stipend committee; collecting the data on schools in order to identify those which met the selection criteria; and training the heads of eligible secondary schools on how to select students for the stipend program. Among the problems these interviewees identified were time to prepare the documents required for the stipend and grants programs; difficulties in collecting the large amount of required baseline data; delays in receiving data from schools in their area; and inadequate understanding of the stipend program which resulted in not communicating it well to school staff. This is a major concern that cut across all townships visited. It has a direct impact on the quality of the program implementation as well as engagement of the poor and vulnerable groups including ethnic groups.

**Participation of the community in the grant and stipend programs.** Both the township and the school-level stipend and grant committees were set up but not fully in accord with the new programs' operational requirements.

At the township level, in all the five townships, representatives of TGSCs and TEOs interviewed said that, although representatives from other government agencies and civil society organizations were asked to join, they did not participate in meetings, only the education ministry staff participated. While representatives of CSOs and other government agencies reported that they were informed in a very short period of time (mostly by phone). They did not receive program documents and there was limited explanation about the programs, and about what their roles and responsibilities would be. They decided not to attend.

At the school level, participation of local leaders and communities varies; it seems to depend on the relationship between school heads, PTAs, School boards and communities. Establishing a functioning committee could be difficult too if links between the school head and the community were weak. In some areas such as in one of the Pa-O villages of Shan State, a school head speaks both Myanmar and Pa-O languages and has good relationship with community, and was able to reach out and recruit parents, local leaders into the committees. In some areas, on the other hand, research also found that school committees only have teachers as committee members. In addition, in ethnic minority areas, although the TEOs and school heads welcomed the establishment of the committees, participation of ethnic minorities in the committees was limited because TEOs thought that members should be able to speak Myanmar and the predominant ethnic minority language/s. School heads also said that they had difficulty recruiting people to join the school stipend and grant committees and that they tend to think that they should be more selective in recruiting people with a background in education, or at least a strong interest. This could potentially exclude local leaders or CSOs who could help reaching out to parents, providing more information on their community to the committees, or monitoring the program in the areas.

**Dissemination of information was weak in most areas visited.** Research team found that there is limited information disseminate especially at the township level. As a result of poor dissemination of information about the township and school level committees, the roles and responsibilities of committee members were not well understood. This has discouraged members or potential members to participate. Research team also found that there was no meeting organized for community members at the township level, except for the committee members who in most part the members are education staff. In addition, information has not been produced in local language as intended in the operational guidelines such as Shan, Rakhine, Pa-O and Kayin (main ethnic groups in five townships). At the school level, in some areas where school heads have good relationship with local leaders and communities, research found that these school heads do reach out to monasteries, media, and village leaders to help disseminate the information on the program. Information about the program meetings were sent to parents through students, which works well with primary students. For parents of middle and high school students who stay in different villages from the school location, announcement on the meetings may or may not reach the parents. In addition, poor parents also complained that the meetings were organized during their busy working time (agriculture season); as a result, they could not attend the meeting.

**Training on the programs needs to be improved.** Education staff who attended the training informed that the training time was too short to absorb all information. Many of the information about the objectives, criteria and procedures were not so clear for TEOs and School heads to be able to implement the program as well as to provide information back to the communities. Some school heads, for example, reported that they did not understand why the TEO requested their school's dropout rate and were afraid that a high dropout rate would reflect badly on them for not keeping at-risk students in school. As a result, some school heads sent the TEO dropout numbers that were actually below the reality and, as a consequence, their school was not selected for the stipend program.

**Misunderstandings about the selection criteria and other guidelines.** At almost all levels, TEOs, school heads, teachers, and parents, appeared to interpret and act on the programs differently because they understood procedures and student selection criteria differently. Stakeholders also were concurred that the quality of information provided to parents about the stipend program needs to improve as does training for the school staff and committee who provide the information and nominate students. Some parents reported that although they attended an information dissemination session about the programs, they did not apply for their children as they thought that they did not fit the criteria. Some school heads reported concerns about disagreements starting between parents and teachers because children were not selected for the stipend program. As people in the community were all equally poor, they said that the selection process could cause discord among people.

**The amount of the stipend was considered adequate for many, but likely not sufficient for very poor households.** Most stakeholders indicated that the stipend was enough to cover the majority of students' costs for school uniforms, an umbrella, books, notebooks, etc., as well as pay for travel and even a little pocket money, but it was not enough to motivate very poor



families to send their children to school, or to re-enroll them if they had had to drop out. These families needed their children's labor and/or earnings in order to help support the family.

**Concerns were raised about students being stigmatized if they received the stipend.** Some parents said that they did not apply for the stipend as they were afraid that their children would feel ashamed if the family was identified as very poor. In some cases, students who would have been eligible for the stipends, did not take an application home because they did not want fellow student to know that their family was poor. This was reported to happen more with high school students.

### ***School grants program***

**Feedback on the new school grant program was largely positive:** School heads, teachers, parents, and education committee members expressed their appreciation for receiving a larger school grant for the 2014-2015 school year than had been the case in previous years. All interviewees said that the more the government supported the schools, the lighter the financial burden would be on parents. In addition, they were pleased that the budget categories covered by the grant had expanded from two to 12.

**The success of the school grant committees varied.** The assessment team found that participation in, and the effectiveness of the school grant committees varied depending on the number of committee members sharing the work, and also on the quality of the relationship between committee members, and with the school head. Committee interviewees noted that in the past, school heads took the lead in making decisions about the school grants, but under the new program, beginning in 2014, in many areas school heads made decisions about the grant program in collaboration with committee members, only in some schools, school heads are still working only with teachers to develop school plans and decide on itemized expenditures for school grants.

**Improvements needed in the school grant program.** School heads and committee members reported that they needed more training to understand the technical aspects of the school grant program. In addition, in order to increase transparency and improve working relations with the school grant committee, committee members suggested that the program provide a travel allowance so that school committee members could go with school heads at the Township Education Office when they collected the grant money.

**Need to improve the mechanisms for making complaints about the school grants and stipends programs.** School committees interviewees stated that school heads need to properly inform stakeholders about the grievance mechanisms, record complaints and respond to complaints in consultation with the school committee, and that if the complaint could not be resolved by the school head and the respective school committees, the case should proceed to the respective school cluster head who the Township Education Office has assigned to monitor program activities. All records should be provided to the TEOs. In addition, people at the community level wanted to complain but afraid that there will be consequence. MoE would need to improve the complaint mechanism to ensure that people could send anonymous letter or complains to the TEO or to the DEPT directly. It should be noted the feedback mechanisms

seem to be understood and discussed among school committee members and education staff but not parents and people within the communities.

### **K. Action Plan for Additional Measures (Community Participation Plan)**

The current operational guidelines have included extensive measures to enhance community participation, especially from local community leaders, including representatives from ethnic groups, civil society organizations, and village elders. Results from free, prior and informed consultation indicate that in the first year of the program, social assessment and consultation processes followed the guideline for the most part. There was no evidence of intentional discrimination of the poor and vulnerable groups including those from ethnic and religious minorities. Some gaps, however, were also found with regard to meaningful participation of representatives from ethnic groups, civil society organizations and poor parents. The operational guidelines will be revised to address these gaps both in the first year townships when stipend beneficiaries are selected and school grants are provided next academic year, and in other townships when the program roles out. The following section will describe measures that will be taken to address the gaps.

#### **1. MoE will make sure that designated staff are assigned to oversee the implementation of the Program at each pilot Township.**

Consultations from the social assessment indicate strongly that TEOs, ATEOs, school heads, and teachers involved in the initial stage of the programs in almost all program participating townships have not had sufficient time and resources to implement the programs effectively. This has impacted in the program not be able to effectively include community's and parent's involvement especially poor parents as well as ethnic groups in some areas.

In accord with the operational guidelines, the MoE is supposed to assign a dedicated program staff member to each participating township to work closely with TEOs, ATEOs, TGSCs, school heads, and SGSCs to manage the stipend and school grant programs according to the guidelines at the township level. No staff was assigned to assist with the program. In order to improve community participation, MoE will make sure that designated staff are assigned to each and all participating township prior to the new academic year (by February 2015 and February of following year for new township) Designated staff will be trained on the two programs prior to taking the assignment at the local level.

#### **2. Recruit additional community members for the TGSC and SGSC.**

According to the operation guidelines, the TSSC consists of the following:	
(1)Township education officer	
chairperson	
(2)Deputy township education officer (1)	
member	
(3)2 high school heads	member
(4)2 middle school heads	member
(5)2 parents leaders (primary school headmaster)	
member	

According to the Program Operational Guidelines, representatives from CSOs and major ethnic groups are supposed to be included in the committee. Results of the consultations show that this is not happening in most of the five selected townships. In addition, concerns and recommendations from the free, prior, and informed consultations with the members of the TGSC emphasize that there are too many members from the education sector, and only a few from township administrations and civil society organizations. Furthermore, the outreach to poor and vulnerable families has been very limited, partly due to limited resources, and the difficulties of travel and communications with remote schools.

(6)	1 representative from township development supporting committee member	
(7)	Assistant township education officer	member
(8)	Representative from township administration	member
(9)	Representative from township-level civil society org.	member
	(Red Cross/maternal and child welfare association/women's affairs/other CSOs)	
(10)	1 ATEO	Secretary

In order to improve community participation in the program, the DBE will:

- Ensure that in addition to the TEOs, ATEOs, and designated program staff, the TGSC includes representatives from major ethnic groups and civil society organizations, as stated/planned in the Program Operational Guidelines. In addition, representatives from other governmental departments, as well as heads of school clusters, will be included in the TGSC.
- DBE staff will attend the first TGSC meeting of each township to ensure that TGSC has appropriate committee members and that their roles and responsibilities are clearly understood. Report on the recruitment and participation from communities will be submitted to DBE and DEPT after the first township meeting in each area.

### At the school level

Similar to the township level, the guidelines have designated quite an extensive number of committee members, including representatives from local communities, local leaders, including representatives from ethnic minorities and social organizations. Concerns and recommendations received during the social assessments indicate a very large gap in the selection and recruitment process. Because of the short period of time for the school heads to recruit and set up the committee, the majority of planned representatives outside of the school circle were not included in the SGSC.

In order to improve community participation at the school committee-level, the DBE will ensure that:

- The township-designated program staff will work closely with the school headmasters and monitor the recruitment of members according to the guidelines, with particular emphasis on recruiting from ethnic groups, civil society organizations, village/commune leaders, local elders, and parents from the PTAs and school level committees. The committee could also include heads of school clusters.
- MoE, TEOs, and school heads will make sure that these newly-recruited members receive sufficient information and training on the programs.
- The township designated program staff will submit a report on the recruitment and participation of local communities to DBE after the first meeting at the school level.

According to the operations guidelines, the SGSC consists of:

- (1) School head chair person
- (2) Village or commune leader, local elders member
- (3) Two parents from the PTA member
- (4) Two parents from the Board Of Trustee member  
(In a primary school with no BOT, two parents [1 male and 1 female])
- (5) Seven representative teachers members  
(From primary Grade 5 to high school Grade 11)  
(For high school)  
Five representative teachers from primary Grade5 to middle school Grade 9  
(For middle school)  
One representative teacher up to primary Grade 5  
(For primary school)
- (6) One teacher from school Secretary  
(13 persons for high school, 11 persons for middle school, and 7 persons for primary school) (The number of persons can be fewer in schools with fewer teachers.)
- (7) Representatives from ethnic minorities and social organization (INGOs and NGOs) are to be included and there should be gender equality in the inclusions.

Including civil society and representatives of local communities including those from ethnic groups is a very important step. These additional measures must be conducted in at all participating schools located in the areas where there are ethnic groups residing especially in Taunggyi, Kyaung Kone, Bogalay and Laputta townships. With regard to participation of ethnic representative(s), for effective participation at the committee level, it is important that representatives be able to communicate also in Myanmar.

### 3. Produce and disseminate information on the programs in both Myanmar and the local ethnic language

Results from consultations indicate limited information was provided to stakeholders and local communities. The guidelines require that information on the program such as pamphlets be

produced in both Myanmar and local ethnic languages and be displayed on public notice boards, and that meetings to provide information be conducted in Myanmar and the local language. However, the implementation of the pilot program varied from one area to another. In most areas, dissemination of information did not follow the guidelines.

The MoE through the township designated program staff, TEOs, ATEOs, and school heads will:

- Produce sufficient program information (flyers, pamphlets, posters) in Myanmar and in the main local languages, especially in the Shan, Pa-O, Kayin, and Rakhine languages.
- Display program-related information on public notice boards, including at schools, religious institutions, the local government offices, and health centers.
- Utilize newspapers and radio to inform people about the stipend program.
- Ensure that the designated program staff, TEOs, ATEOs, and work closely with local leaders, including ethnic leaders and bi-lingual teachers to disseminate the information to parents and communities according to the guidelines.
- Ensure that all local leaders, including ethnic leaders and/or bi-lingual teachers attend the program-related meetings to ensure accurate information is provided to ethnic groups.
- School heads and school committees will organize information dissemination meetings at a suitable time for parents especially for poor parents in the areas concerned. Parents reported that they could not attend information meetings on the stipend program because these were held during their working hours. Making it possible for parents to attend information meetings will increase their participation in the stipend program as well as their understanding.
- Disseminate information through local leaders, including religious leaders and ethnic leaders.

Information (including meetings) should be produced and disseminated in major ethnic languages. Beyond Myanmar language publication, some township should produce documents in key ethnic languages.

Taunggyi township: documents should also be produced in Shan, Pa-O, and In thar languages.

Kyaung Kone township: documents should also be produced in Kayin language.

Bogalay and Laputta townships: majority of the population are Bamar. However, the areas where the schools are selected located in the areas where there are Kayin and Rakhine ethnic populations. The documents should also be produced in these two ethnic languages.

Sint Khiang township: documents should also be produced in Rakhine language.

#### **4. Selection for eligible schools**

Stakeholders interviewed do not seem to agree with the calculation of school dropout which is one of the selection criteria. School dropout is an indication of parents and students who are the potential beneficiaries of the stipends program. From the interview, calculation of dropout and the reporting of dropout have a tremendous impact on the selection of the school where poor

students are attending or potentially attending. In order to ensure that these poor students will not be excluded from receiving benefit from the program, the MoE would need to ensure that the calculation and the process going forward are fair and transparent.

The MoE will consider suggestions from stakeholders in the five target townships with regard to dropout data. This included: i) calculating data from all school grades, rather than from only grades 5, 9 and 11; and ii) calculating the dropout rate by comparing student numbers in July (the time of student enrollment) and February (the time of final examinations) so that consistent and correct dropout data are submitted for each school; and iii) deciding whether monastic schools should be included in the program. MoE's decisions with regard to dropout data will be integrated into the Program Operational Guidelines, and then be announced/disseminated to all participating townships and schools in both Myanmar and local ethnic languages as stated in section 3.

## **5. Selection criteria for stipend students**

Similarly to the drop out criteria for selecting the schools, parents reported to have issues with the selection criteria for awarded students. They feel that many of the current screening criteria were not appropriate for the program.

The MoE will consider suggestions from SA interviewees on the selection criteria for stipend students. Stakeholders suggested that the following items not be included in the stipend selection criteria used to determine a family's level of poverty because they are not accurate measures of poverty: i) the quality of a student's clothes; ii) possession of a cell phone; iii) having a house made of limestone; and iv) owning a motorcycle. Besides considering items not to be included in the stipend criteria, stakeholders interviewed for the social assessment also suggested that the MoE and relevant program staff should: i) interview students privately about their possessions; and ii) add family size and monthly income to the assessment criteria

MoE's decisions on these selection criteria will be integrated into the Program Operational Guidelines, and be announced/disseminated to all participating schools and townships in both Myanmar and local ethnic languages as stated in section 3.

## **6. Assisting parents on their application forms**

TEOs, ATEOs, and designated program staff and school heads will make sure that parents clearly understand the stipend selection criteria and application process. They will mobilize bi-lingual teachers and local leaders, including ethnic leaders and village leaders, to ensure that there is no language barrier in providing information and assistance to parents. They will clarify any issues or concerns, as well as help parents and students fill in the application forms, if requested.

In order to ensure that poor parents from ethnic minorities can fill in the application forms, each school that has ethnic minority parents and students must have bilingual teachers or bilingual ethnic representatives in the school committee to assist these parents and students.

Taunggyi township: School must invite representatives from ethnic groups to assist parents and students notably bilingual representatives of Shan, Pa-O, and In thar ethnic groups, depending on where the school locates and ethnic background of parents/students.

Kyaung Kone township: School must invite representatives from ethnic groups to assist parents and students notably bilingual representatives of Kayin ethnic group, depending on where the school locates and ethnic background of parents/students.

Bogalay and Laputta townships: majority of the population are Bamar. However, the areas where the schools are selected located in the areas where there are Kayin and Rakhine ethnic populations. School must invite representatives from ethnic groups to assist parents and students notably bilingual representatives of Kayin and Rakhine ethnic groups, depending on where the school locates and ethnic background of parents/students.

Sint Kiang township: School must invite representatives from ethnic groups to assist parents and students notably bilingual representatives of Rakhine ethnic group, depending on where the school locates and ethnic background of parents/students.

#### **L. Capacity Building**

In all five townships, an important message from stakeholders was that the training provided to staff and concerned agencies were insufficient with regard to the length, the contents, and the numbers of people who attended the training.

For capacity building, the MOE will:

- Conduct training in Nay Pyi Taw and in all participating townships two months prior to the start of school selection. It should be noted that stakeholders recommended that sufficient time be allotted to accomplish stipend-related activities such as information dissemination, presentation of the program, and the student selection process so that the committee members and teachers can also carry on their regular work.
- Besides TEOs, ATEOs, and schools heads, the MoE will include more TGSC and SGSC members in the training given at the township level. These TGSC and SGSC members will include at least two representatives from local communities, and especially representatives from major ethnic minority groups in the area. The objective of this training is to prepare participants to assist with stipend program in their respective communities.
- The training time will be expanded to at least five days for each program to ensure that relevant staff understand the procedures and requirements of the program very well, and will be able to provide clear information to stakeholders in their respective communities and schools.

Taunggyi township: School must invite ethnic representatives in the TGSC and SGSC to attend the training at the township or school levels. For Taunggyi, ethnic representatives should be bilingual representatives of Shan, Pa-O, and In thar ethnic groups, depending on where the school locates and ethnic background of parents/students.

Kyaung Kone township: School must invite ethnic representatives in the TGSC and SGSC to attend the training at the township or school levels. For Kyaung Kone township, ethnic representatives should be bilingual representatives of Kayin ethnic group, depending on where the school locates and ethnic background of parents/students.

Bogalay and Laputta townships: School must invite ethnic representatives in the TGSC and SGSC to attend the training at the township or school levels. For Bogalay and Laputta townships, ethnic representatives should be bilingual representatives of Kayin and Rakhine ethnic group, depending on where the school locates and ethnic background of parents/students.

Sint Kiang township: School must invite ethnic representatives in the TGSC and SGSC to attend the training at the township or school levels. For Sint Kiang township, ethnic representatives should be bilingual representatives of Rakhine ethnic group, depending on where the school locates and ethnic background of parents/students.

### **M. Monitoring and Evaluation**

With regard to monitoring of the stipend and grant programs, it is important to recognize that at the time of the social assessment, the implementation had just started using the newly developed guidelines. The findings of the social assessment indicate that there is very limited supervision and monitoring of program implementation, especially with regard to the project process and participation of stakeholders. The Program Operational Guidelines require that responsible persons under the respective DBE provide monitoring and evaluation. The MoE uses reporting forms to monitor program implementation. However, according to Program Operational Guidelines, the DEPT and respective DBE are to undertake monitoring visits and supervision during the process of nominating and selecting stipend students, which must be in compliance with the selection procedures and prevent corruption at different levels.

According to the Program Operational Guidelines, in order to improve community participation in monitoring the stipend student selection process, the MoE will undertake the following:

- DBE staff from Nay Pyi Taw and Yangon will attend TGSC meetings, especially the first meeting in all the new townships to ensure that the committees have the appropriate members and have clear understanding of program procedures.
- The designated program staff member, TEO, and ATEO will attend SGSC meetings in all schools, especially the first meeting to ensure that the SGSC has the appropriate members and that they have clear understanding of program procedures.
- A designated program staff member will send a monthly report on program implementing in the area to relevant DBE. If there are any discrepancies in the program, DBE staff will come to help address the issues.
- Representatives of TGSC and SGSC from civil society organizations and local leaders, including from ethnic groups and parents, will participate in monitoring activities of the programs such as visiting students or parents. Documentation of these activities will be reported back to the TSSC and SGSC meetings.



The World Bank will conduct missions twice a year to oversee the implementation of the stipend and the school grant programs. The implementation of CPP elements will be part of the midterm review and end-project evaluation by independent consultants. Ethnic representatives of TGSC and SGSC in each township as provided in section 3 of this CPP and school level committees should be encouraged to participate in monitoring the programs. Participation of ethnic representative would depend on where the selected school locates and ethnic background of parents/students.

#### **N. Grievance Redress Mechanisms**

The MoE will encourage students and parents with questions or grievances to seek clarification and solutions through a grievance redress mechanism described in the new Program Operational Guidelines. It is the MoE's intention to gather feedback and address complaints at the township level, to make key issues public, and to resolve issues in a transparent manner.

In order to improve the grievance mechanism, the MoE will ensure that:

1. All information/materials with regard to the programs in Myanmar and local languages include information on contacts for feedback and grievance.
2. The designated program staff, TEOs, ATEOs, and school heads provide clear explanations in all meetings with stakeholders especially the poor and vulnerable groups including those from ethnic groups about the grievance redress mechanism and process, including how to submit anonymous complaints; Myanmar and local languages are used to ensure clear communication on this issue; during the meeting, staff assure participants that there will be no consequences for those who provide feedback, complaints, or recommendations.
3. All feedback, complaints, or recommendations must be documented. These documents must be sent to a higher level of program administration so that the MoE understands the issues and recommendations, and able to acts upon the more serious cases in a timely manner.

TEOs, TGSCs, School Heads and SGSCs must ensure that ethnic groups in respective townships, as provided in section 3 of this CPP, will be represented and that school level committees understand the grievance process and able to provide these information to parents and students in their communities. Also, ethnic representatives of the TGSC and SGSC should participate in the program training and be able to assist the respective TGSC and SGSC in communicating the grievance redress mechanisms back to their ethnic communities. Participation of ethnic representatives would depend on where the school locates and ethnic background of parents/students.

#### **O. Consultations and dissemination of this CPP**

This draft CPP will be circulated to a broad range of stakeholders at each of the participating township. An invitation to the consultation meeting will be sent to stakeholders involved in education and ethnic minority issues two weeks prior to the meeting. The Myanmar translation of this draft CPP and the executive summary of the social assessment were attached to the invitation. The feedback received from the consultations will be incorporated into the final draft of the CPP. The Myanmar translation of the entire social assessment report will be shared and

will be put on the MoE websites. Final CPP will be displayed at the township and school boards.

#### **P. Estimated Budget**

The estimated cost of implementation of the CPP is Kyats 272,300,300 (\$US 1 is about 960 Kyats) for the **four** academic years from 2015 to 2017. The DEPT will calculate the detailed budget for implementation of the CPP, and ensure that it is integrated in the overall annual budget of the MoE. The World Bank will also provide funding support for training, monitoring, and evaluation activities.

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**Table 2: Estimated cost for the implementation of the CPP**

Sr.	Particular	Unit	Unit cost in Kyat	Sint Kaing Total in Kyat	Laputta Total in Kyat	Taungyi Total in Kyat	Kyaung Gone Total in Kyat	Bogalay Total in Kyat
<b>I</b>	<b><u>Personnel Cost</u></b>							
	Staff for Stipend programme	Person- month	200,000.00	2,400,000.00	2,400,000.00	2,400,000.00	2,400,000.00	2,400,000.00
	<b>Sub-total Personnel Cost</b>			<b>2,400,000.00</b>	<b>2,400,000.00</b>	<b>2,400,000.00</b>	<b>2,400,000.00</b>	<b>2,400,000.00</b>
<b>II</b>	<b><u>DSA</u></b>							
	School headmaster and school teacher	Person-day	5,000.00	9,300,000.00	12,600,000.00	26,900,000.00	9,200,000.00	23,500,000.00
	Proposed Stipend committee member	Person- day	6,000.00	1,200,000.00	1,200,000.00	1,200,000.00	1,200,000.00	1,200,000.00
	<b>Sub-total cost for DSA</b>			<b>10,500,000.00</b>	<b>13,800,000.00</b>	<b>28,100,000.00</b>	<b>10,400,000.00</b>	<b>24,700,000.00</b>
<b>III</b>	<b><u>Travelling Cost</u></b>							
	<b>Travelling Cost to attend training</b>	<b>Person-day</b>	<b>15,000.00</b>	<b>5,580,000.00</b>	7,560,000.00	16,140,000.00	5,520,000.00	14,100,000.00
	Monitoring trip	Person-day	10,000.00	1,860,000.00	2,520,000.00	5,380,000.00	1,840,000.00	4,700,000.00
	Stipend student slection process(In case)	Person- day	10,000.00	930,000.00	1,260,000.00	2,690,000.00	920,000.00	2,350,000.00
	<b>Sub-Total Cost for travelling cost</b>			<b>8,370,000.00</b>	<b>11,340,000.00</b>	<b>24,210,000.00</b>	<b>8,280,000.00</b>	<b>21,150,000.00</b>
<b>IV</b>	<b><u>Training and Awarness Activities</u></b>							
	Information sharing cost	lump-sum		1,000,000.00	1,000,000.00	1,000,000.00	1,000,000.00	1,000,000.00
	Accomodation	Person-day	3,000.00	5,580,000.00	7,560,000.00	16,140,000.00	5,520,000.00	14,100,000.00
	Rental cost	Per -day	150,000.00	1,500,000.00	1,500,000.00	1,500,000.00	1,500,000.00	1,500,000.00
	Refreshment	Person-day	1,000.00	1,860,000.00	2,520,000.00	5,380,000.00	1,840,000.00	4,700,000.00
	<b>Sub-Total Cost for Awarness activities</b>			<b>9,940,000.00</b>	<b>12,580,000.00</b>	<b>24,020,000.00</b>	<b>9,860,000.00</b>	<b>21,300,000.00</b>
<b>V</b>	<b><u>Administration cost</u></b>							
	Stationary cost	lump-sum		<b>1,000,000.00</b>	1,000,000.00	1,000,000.00	1,000,000.00	1,000,000.00
	Printer	lump-sum	120,000.00	120,000.00	120,000.00	120,000.00	120,000.00	120,000.00
	Laptop	lump-sum	500,000.00	500,000.00	500,000.00	500,000.00	500,000.00	500,000.00
	<b>Sub-Total Cost for Administration Cost</b>			<b>1,620,000.00</b>	<b>1,620,000.00</b>	<b>1,620,000.00</b>	<b>1,620,000.00</b>	<b>1,620,000.00</b>
<b>VI</b>	<b><u>Consultation at Township and School level</u></b>							
	Refreshment	lump-sum	50,000.00	4,700,000.00	6,350,000.00	13,500,000.00	4,650,000.00	11,800,000.00
	Rental	per-day	150,000.00	150,000.00	150,000.00	150,000.00	150,000.00	150,000.00
	<b>Sub-Total Cost for administration cost</b>			<b>4,850,000.00</b>	<b>6,500,000.00</b>	<b>13,650,000.00</b>	<b>4,800,000.00</b>	<b>11,950,000.00</b>
	<b>Total Cost of Budget line I to VI</b>			<b>37,680,000.00</b>	<b>48,240,000.00</b>	<b>65,900,000.00</b>	<b>37,360,000.00</b>	<b>83,120,000.00</b>
	<b>GRAND TOTAL (in Kyat)</b>							<b>272,300,000.00</b>

Note: Sint Kaing has a total of 93 participating schools. Laputta has a total of 126 participating schools. Taungyi has a total of 269 participating schools. Kyaung Gone has a total of 192 participating schools. Bogalay has a total of 235 participating schools.

## **Annex I: Operational guidelines for the Stipend Program**

At the beginning of 2014, the MoE developed operational guidelines for the Stipend and School Grant Programs. Several trainings on the guidelines were conducted for the MoE staff at the national, township and school levels during May 2014. The principles of Community Participation Planning Framework (CPPF) were mainstreamed in both guidelines. However, as the stipends program aims to target the poor and vulnerable students including but not limited to students from ethnic communities, the program process has identified steps for community especially representatives from ethnic groups to participate in the program process. Therefore, This Community Participation Plan (CPP) will focus more on providing additional measures to ensure participation of these groups as the CPPF and operational guidelines have intended to do. The followings are key sections of the operational guidelines of the stipends program.

### **Institution setting: Township Grant and Stipend Committee (TGSC)**

In order to manage the state's regular stipend program and this program (pilot), the program will modify the existing TSSC to include:

- |      |  |                             |
|------|--|-----------------------------|
| (1)  | Township education officer   | chairperson                 |
| (2)  | Deputy township education office(1)  | member                      |
| (3)  | 2 high school headmasters  | member                      |
| (4)  | 2 middle school headmasters  | member                      |
| (5)  | 2 parents leaders (primary school headmaster)  | member                      |
| (6)  | 1 representative from township development   | supporting committee member |
| (7)  | Assistant township education officer   | members                     |
| (8)  | Representative from township administration  | member                      |
| (9)  | Representative from township-level civil organization (Red cross/maternal and child welfare association/ Women's affairs/other CSOs) | member                      |
| (10) | 1 ATEO   | Secretary                   |

### **Duties and responsibilities**

In addition to the state's regular stipend program selection processes, it is to handle with the program. To perform screening and selecting the application forms sent from school level, in line with the conditions stipulated and present the approved list of students to state/regional scholarship and stipend selecting team timely via state/ regional program responsible person, meanwhile, send a copy to district program responsible person.

If there is any complaint arising regarding the students selected for the stipend presented from school level, it is supposed to sort out the complaints. To prepare and present the proposed students list for the state's regular stipend program and this program (pilot) separately.

The more number of cluster heads should be composed in township-level committees because they are the main focal person especially for the very remote area school. The particular stipend staff should be recruited for the stipend implementing program.

## **School Grant and Stipend Committee (SGSC)**

The committee has to manage both programs. The committee must be formed at every school implementing the program in the townships as follows.

- (1) Headmaster chair person
- (2) Village or commune leader, local elders member
- (3) Two parents from PTA member
- (4) Two parents from BOT member  
(In primary school with no BOT,  
two parents(male and female))
- (5) Seven representative teachers from class teachers member  
(From primary grade 5 to high school grade 11)  
(For high school)  
Five representative teachers from primary grade 5 to middle school grade 9  
(For middle school)  
One representative teacher up to primary grade 5  
(For primary school)
- (6) One teacher from school Secretary  
(To form with 13 persons for high school, 11 persons for middle school and seven  
persons for primary school) (The number of persons can be fewer in schools with fewer  
teachers.)
- (7) Representatives from ethnic minorities and social organizations (INOs/NGOs) are to be  
included and there should be gender equality in the inclusions.

## **Duties and responsibilities**

Supervising the tasks such as releasing news about school-level stipend program tasks to the general public, informing, receiving application forms, screening and selecting students based on the school's quota, making decisions and sending the list to the township level, putting into registration after having stipend students approved by the state/regional level, having parents/guardians sign a commitment form, making monthly payments, maintaining the record of related matters, statistics and forms at the school level which must be kept, and making decisions on matters of stopping stipends when necessary. When preparing statistics and data, the state program and pilot program must be done separately. (All matters related to school grants must also be implemented in compliance with the operational guidelines.)

The village elder should be included in village level stipend committee as a member.

The person who speak Burmese and local language should be included in stipend committee as a member.

## **Implementation plan**

The selection of schools and allocation of quota at the township level must be done as follows:

**(a) For collection of information from schools within townships the township education officer will carry out as follows:**

- 1) The list of students in grade 5, grade 6 and grade 10 from all schools within the township for 2013-14 school year must be prepared.
- 2) Out of paragraph 1 student list, the list of students who (a) pass the exam (b) fail the exam (c) transfer to another school (d) drop out of school (within 2013-14 school year) according to grades by schools must be prepared. In case of discrepancy in the list, contact the school head for confirmation.
- 3) The dropout rate of grade 5, grade 6 and grade 10 according to grades by schools must be calculated.

**(b) Collecting information about the children who are likely to drop out from community/school catchment area and collecting feedback related to the program:**

While carrying out the task mentioned in sub paragraph A, collecting information about the children who are likely to drop out by discussion with village people in the catchment area of 10 to 15 schools selected in the poor area within the townships. Informing and discussing stipend program must be done at selected schools by the person who takes responsibility for the social assessment process, and the findings must be ended and recorded in the social assessment summary form. These tasks are to be done before setting the number of stipend students by schools. The detailed procedure is described in annex C.

**(c) Ranking schools and setting the number of stipend students:**

Based on the information mentioned in paragraph A and B above, the township program work committee shall rank the schools with the highest dropout rate at the top and with the lowest dropout rate at the bottom according to dropout rate by schools (grade 5 dropout rate in primary schools, grade 5 and grade 6 dropout rate in the middle schools and grade 5, grade 6 and grade 10 dropout rate in high schools). The largest quota of stipend students will be given to the schools with the highest dropout rate within the township. The quota can be set in accordance with the dropout rate and the number of students by schools (for example, from 25% to 50% of all students to be set as quota in the specific rate). The list of quota according to school will be verified per township committee (the information collected from general public and social assessment are to be used when setting quota in final stage).

**(d) Making announcements of quotas for stipend students by schools at township level:**

The township-level program work committee shall announce the list of quotas showing the number of stipend students according to schools in the following ways:

- (1) Announcing in the monthly meeting, when taking of the salaries
- (2) Posting on the notice board at township education offices for a week
- (3) Announcing through the township development supporting committee

- (4) Announcing through the township administration office
- (5) Posting where suitable within the township

It is necessary to explain that feedback and recommendations can be sent to the secretary of the township program work committee within one week of the announcement.

**(e) Approval for quotas by schools**

Based on the recommendations, feedback, and complaints received, the township committee will approve and announce the list of quotas by schools after necessary screening and reviewing, along with the explanation for which schools and why quotas are set. Then, the township education officer will send the ranking lists of all schools within the townships and the list of quotas by selected schools to the office of the state/regional education director, and a copy of these shall be sent to the district education office. The state/regional education office then sends the lists to DEPT and respective DBEs.

**Regarding stipend announcing to general public**

The information regarding stipends must be informed and/or announced as follows.

- (a) Announcing by schools and by grades (via class teacher or put up the announcement on the school notice board)
- (b) Through students, pamphlets about the stipend project are handed out to parents.
- (c) Give presentation about it at the PTA annual meeting.
- (d) Hold the meeting with parents of students from Grade 5 to Grade 11.
- (e) Put up announcements at anywhere necessary.

The training for the stipend and school grant should be separated.

The training for the stipend program should be provided not only to headmasters but also to assistants who can work for the school.

The information dissemination meeting should invite not only village leader such as 100HH and 10 HH leaders, but also those who can speak the local language and Myanmar language.

Both Myanmar language and the local language should be used in pamphlets to advertise the program.

Both Myanmar language and the local language should be used for the information dissemination, especially to the parents.

The community events are a good time and place to disseminate information.

## **Application for stipend and selection at the school level**

The matter of applying for stipend and selecting at school level shall be dealt with as follows:

- (a) **Children who are eligible to apply**  
Children who are under paragraph 8 (h) are not allowed to apply for stipend. However, children who are under paragraph 8 (g) are allowed to apply for the stipend.
- (b) **Collecting application**  
The school-level stipend and school grant programs work committee has to collect the applications of students by grades through class teachers. When collecting the applications, depending on the number of applications, (if the number of applicants is fewer), the committee can accept all applications, but if the number of applicants is larger, the committee can accept applications by short listing the number of applications to at least four times larger than the quota set for the school. The application form is described in attachment form (b). Class teachers are supposed to help screen for correctness of data in the application forms and help enter data on the application form provided that parents/guardians have trouble filling in the application forms.
- (c) **Selecting at school level**  
The school-level stipend and school grant programs work committee must screen and select the students in line with the conditions and present the list of selected students as per the school quota to the township scholarship/stipend selecting team. When presenting to the township level, the approved list of students with the original application forms must be sent while a copy of the application forms must be kept at the school. When necessary, the school-level committee is supposed to visit the student's homes and scrutinize the real economic status of them. Both the application forms of students not selected and those selected for stipends must be kept as a record file. If any complaints arise when selecting, it is to sort out the complaints. When selecting students, a back-up list must be prepared just in case it is necessary.
- (d) **Screening and approval by township/ stipend selecting teams**  
The township scholarship/stipend selecting team has to screen and approve the student lists submitted from school-level school grant/stipend program work committees. Then, township-level approved lists must be sent to state/regional scholarship/stipend selection supervisory teams in both hard and soft copy. (Only approved students lists should be submitted.)
- (e) **Final screening and approval at state and regional-level scholarship/stipend selection supervisory teams**  
It is state and regional scholarship and stipend selection supervisory teams that screen and approve the list of stipend students sent from township stipend / scholarship selecting teams in a timely manner. Both hard and soft copies of this must be sent to the respective DBEs and DEPTs.

The respective selecting teams are supposed to select students from primary grade 5 to high



school grade 11 for stipend as per the number specified for the first year. However, for the second, third and fourth years, only grade 5 students are to be selected yearly in the earlier townships. Students from grade 5 to grade 11 will be selected regularly in the new townships. If there are students, between grade 5 and grade 11, who dropout, the team has to reselect the students from the previous application list in the order of priority to fill the vacant place. However, replacing students must be done only at the beginning of a school year. (For the replacements, students from the back up list from the original selection process, in order of priority, should be taken into consideration).

### **Dealing with complaints and announcing the list of stipend students**

Complaints and announcing are to be dealt with as follows:

- (a) First, the school-level scholarship/stipend program work committees have to announce the list of stipend students selected at the school level. For one week after the announcement, the committee has to deal with the complaints, if any, or replace the students, if necessary. Next, after approving the list, send the list to the township scholarship/stipend selecting team via the township education office. When necessary to replace, select the students from the previous/original applicants list in the order of priority.
- (b) After approving the list at the township level by the township scholarship/stipend selecting team, the list has to be issued and announced at the township education office for one week (if any complaints or not) and then, the approved list must be sent to the state/regional scholarship selection supervision team in both hard and soft copies. If there are any complaints arising at the township level, complaints must be dealt with, and the finally approved list after amending, if necessary, must be sent in the next week. The township level just need to screen and approve the list of the stipend students sent from the school level, and only when complaints arise, are necessary actions such as visits for inspection to be taken.
- (c) The state/regional scholarship/stipend selection supervisory teams will screen and approve the list sent from the township level in a timely manner and then send the approved list back to the program townships. The approval at the state/regional level is considered to be conclusive. The approved list, both hard and soft copies, must be sent also to the district-level DBEs and DEPTs.

### **Registering the students receiving stipends and having parents and children sign the Commitment form**

As per form (C), children are to be registered with their photos and the head master's signature. Moreover, both parents and children have to sign the commitment form (form-D) saying that they have learned the conditions for stipend students to follow.

### **Budget allocation, use, and making stipend payments**

It is to be done as follows:

- (a) The budget allocated according to the DBEs shall be transferred to program townships directly. Information about the amount of budget transferred is sent to the state/regional education director's office and district education office.
- (b) It is necessary to transfer the money for the whole year to the township education office before the end of August. The township education office must issue the money to schools for three months (June, July, and August) at the end of August. From September, stipend payments shall be made monthly.
- (c) When paying stipends to children, payments must be made monthly before the last week of each month. Payments have to be made to parents or guardians, and if they are not able to come and receive payment for certain reasons, with a letter of authority from their parents, students themselves can sign for and receive the stipend money. When paying stipend money, form (E-1),(E-2), and form (E-3) must be used.

### **Selecting students to replace the students who exit the stipend program**

If necessary to replace students whose stipend is stopped, select the new students for stipends at the beginning of the next school year. The procedure must be as per paragraph 12, 13, 14, and 15.

### **The procedure to follow after stopping stipends**

- (a) Regarding the stopping of the stipend, reporting must be done to different levels, and the stipend money in excess must be returned.
- (b) Regarding the students whose stipend has stopped, form (F) (stopping stipend) must be filled in, recorded, and on which a remark must be put in the register.

### **Program budget expenditure**

When expending budget allowed for the program, it is necessary to use under budget code 0501 as it is for the student who receives the stipend. If it is necessary for program operational costs for the implementation at school level/township level/ state/ regional level, the money under a suitable budget title by DBEs can be used. However, it is necessary to supervise that spending under the respective codes must be auditable.

### **Monitoring, evaluating, and reporting of program implementation**

It is the responsibility of responsible person by levels under respective DBE to give regular monitoring on project monitoring and evaluation. When the World Bank and Australia Embassy carry out external monitoring and evaluation as an independent body, respective DBE have to facilitate the process. Regarding program implementation, from school level to DBE level, specific forms (form G-1 to G-4) must be used for reporting. Reports from respective DBEs must be collected by DEPT, which prepare the reports and sent regular report to Ministry office. If it is necessary for DEPT and respective DBE to give monitoring visit and supervision, they will have to do so. When screening and identifying students who should receive stipend, it is necessary to

supervise the process to be in compliance with selecting procedures and to prevent corruption in different levels.

<b>Forms</b>	<b>Description</b>	<b>Time frame</b>
Form A (information collecting form)	It is a form to use when collecting initial information at school level. Collected from all schools.	End of March/ beginning of April
Form B (application form)	It is to be filled by parents/ guardians. Original application form must be sent to township along with list of selected students. After approval from township, the original must be sent back to school and kept in the record file, one file for selected student, one file for back up student and one file for not selected student.	To be done after announcing the program. June/ July
Form C (registration form)	This is a form to register stipend students. The original form will be kept at school after presenting to township office at the first payment.	To be done after approval of student list. July/ August
Form D (commitment form)	Parents/ guardians and students are to put the signature on the form. There will be two original form; one to be kept by parents/ guardians and another to be kept at schools	To be done at the same time when registering July/ August
Form E-1 (School payment log)	Key information of the programs are included. The name of the student along with specific information such as payment condition, receiving, exam fail/pass which must be updated regularly. Information can be seen in form (Form E-2) and (Form-F).	To use when making monthly payment. To present monthly to township office which then combine all relevant accounts.
Form E-2 (school payment log)	The condition of payment at school level. To update attendance monthly to bring this to township office when taking out money.	To update when making money payment.
Form E-3 (student payment log)	To update monthly and to be kept by parents/guardians.	To update when receiving money monthly.
Form F (status update)(stopping stipend)	When stopping stipend due to being not compliant with conditions or school attendance, dropout or transferring to other townships, this form will be filled, recorded and presented along with the stipend money in excess to be returned.	If anything, present to township office monthly.
Form G-1 (School/township level reporting form)	The reporting form for first 4 months at school level; registration, making stipend payment, stopping stipend (from June to end of September). Necessary information	From school to township office at the first week of October, from township to SEDO/REDO offices and a

<b>Forms</b>	<b>Description</b>	<b>Time frame</b>
	can be taken from form E-1.	copy to DEO in the second week of October.(hard copy/soft copy)
Form G-2 (school / township level reporting form)	The reporting form for the second four months at school level, making stipend payment, stopping stipend (from October to the end of January). Necessary information can be taken from form E-1.	From school to township in the first week of February, from township to SEDo/ REDO offices, a copy to DEO in the second week of February (hard/soft copy)
Form G-3 (school level end of year reporting form)	This is end of year reporting form for school level (from beginning to end of the year)	From school level to township education office before 15 April
Form G-4 (school/township level reporting form)	This is the reporting form for the third two months at school level; making stipend payment, stopping stipend (from February to end of March). Necessary information can be taken from Form E-1 and G-3.	From school to township before 15 April and from township to SEDO/REDO offices, a copy to DEO before 15 May (hard/soft copy)

**Regarding the monitoring and evaluating program implementation, the indicators to be used for reporting:**

The following indicators will be used.

- The number of program township
- The number of program school
- The number of stipend applicants to the program (male/female)
- The number of stipend students selected under the program (male/female)
- The average amount of stipend money during the program
- The number of student stopped stipend during program period (male/female)
- The number of students who drop out on some reasons after receiving stipend (male/female)
- The number of students who continue their studies after receiving stipend in the school year (male/female)
- The number of students who meet the specified attendance in the program period (other important specification)(male/female)
- The number of stipend students who pass year end exam during the school years (male/female)
- The number of monthly/yearly meeting held by school level program work committee
- The number of complaint cases dealt by schools and by townships  
(the project manager has to collect necessary indicators, data and statistic)

**Regular and timely preparation and maintenance of data, statistic and regular report**

Different levels of program responsible persons are supposed to do regular update of necessary data and information on computers.

### **Work plan/Timetable for implementation**

The timetable of yearly tasks to be implemented by levels as per the program is described in attachment (I).

### **Conclusion**

By awarding stipend in basic education level, the students who are in difficulty to continue their studies by grades will be benefited for the country. Moreover, it will help the state's program of compulsory primary education and free lower secondary education implemented as state priority. As a result, every citizen will be hoped to complete basic education level and produce good citizen for the country. It is reported that depending on the country's economic development conditions, local stipend program will be extended for more long term in order to provide students who find it difficult to continue their studies.

### **Ministry of Education**

## Annex II: Ethnic Minorities in the Pilot Township

Percentages of different ethnic groups in 20 villages in the five townships assessed for this study

Township	Village	Barma	Kayin	Inn Thar	Pa O	Shan	Chin	Mon	Rakhine	Chinese	Indians	Nepali
KyaungKone	1	46.2	41.35							6.45	6	
	2	80	20									
	3	0.1	99.9									
	4	93.2	6.8									
Taunggyi	1	75.21								21.82		2.97
	2		0.13	0.06	99.81							
	3	13	4			83						
	4	7		4.75	86.4	1.85						
Sint Kaing	1										100	
	2	100										
	3	100										
	4	48.55									51.45	
Bogalay	1	96.54									3.46	
	2	99.85	0.15									
	3	16	83							1		
	4	10							90			
Laputta	1	100										
	2	75	4				0.5	0.5			20	
	3	100										
	4	86	14									

Source: Village administration offices in the villages visited by the SA team