

**YANGON UNIVERSITY OF ECONOMICS  
MASTER OF PUBLIC ADMINISTRATION PROGRAMME**

**A STUDY ON STATUS OF  
TOWNSHIP ADMINISTRATION (AFTER 1988)  
(Case Study: Western and Northern Districts in Yangon Region)**

**KYAW KYAW  
EMPA - 22 (16<sup>th</sup> BATCH)**

**DECEMBER, 2019**

**YANGON UNIVERSITY OF ECONOMICS**  
**MASTER OF PUBLIC ADMINISTRATION PROGRAMME**

**A STUDY ON STATUS OF**  
**TOWNSHIP ADMINISTRATION (AFTER 1988)**  
**(Case Study: Western and Northern Districts in Yangon Region)**

A thesis submitted as a partial fulfillment of the requirement for the Degree of Master of  
Public Administration (MPA)

**Supervised by:**

Daw Yi Yi Khin  
Associate Professor  
Department of Applied Economics  
Yangon University of Economics

**Submitted by:**

Kyaw Kyaw  
Roll No. 22  
EMPA-16<sup>th</sup> Batch  
(2017-2019)

**December, 2019**

**YANGON UNIVERSITY OF ECONOMICS**  
**MASTER OF PUBLIC ADMINISTRATION PROGRAMME**

This is to certify that this thesis entitled “**A Study on Status of township Administration -After 1988 (Case Study: Western and Northern Districts in Yangon Region)**” submitted as a partial fulfilment towards the requirements for the degree of Master of Public Administration has been accepted by the Board of Examiners.

**BOARD OF EXAMINERS**

1. Professor Dr. Tin Win  
Rector  
Yangon University of Economics (Chief Examiner)
2. Professor Dr. Ni Lar Myint Htoo  
Pro-Rector  
Yangon University of Economics (Examiner)
3. Professor Dr. Phyu Phyu Ei  
Programme Director and Head of Department  
Department of Applied Economics  
Yangon University of Economics (Examiner)
4. Daw Khin Chaw Myint  
Associate Professor (Retired)  
Department of Applied Economics  
Yangon University of Economics (Examiner)
5. U Thein Naing  
Associate Professor  
Department of Applied Economics  
Yangon University of Economics (Examiner)

**December, 2019**

## **ABSTRACT**

Township administration plays a very important role in providing public services of the government to the grass root people. The objectives of the study are to identify the status of township administration and to examine the changes of township governance between the State Law and Order Restoration Council/ the State Peace and Development Council and the democratic government. Descriptive method is used in this study. The quantitative research is conducted by distribution of questionnaires to 195 respondents. The study only focuses on the civil services in township level from 13 townships of the Yangon western and northern districts. It was found that bureaucratic mechanism is being exercised in the township governance; SLORC/SPDC was military government from 1988 to 2011 and there was no transparency and accountability but also taking into account the feedback of people. The military officials are supreme decision makers. They only abided by the directive of their upper levels merely rules and regulations. SLORC or SPDC was entitled to supervise, control and inspect the activities of township department. Democratic government has evolved as of 2011, township administrator continues to perform township governance and TGAD is a primary interface and plays a dual role. In providing for public services, township departments not only perform the responsibilities in accordance with rules and regulations but also have to take into account the feedback of people. Some of township committees exercise their respective statutory law. Township administrator only convenes and cooperates with the inter departments for implementing township governance.

## **ACKNOWLEDGEMENTS**

Firstly, I would like to express my gratitude to Professor Dr. Tin Win, Rector of Yangon University of Economics and Professor Dr. Ni Lar Myint Htoo, Pro-Rector and Dr. Phyu Phyu Ei, Programme Director and Head of Department of Applied Economics, Yangon University of Economics for their permission to undertake this study and for their excellent teaching and guidance during my study.

I also would like to express my gratitude all the teachers of MPA Programme for their resourceful guidance and teaching during my study.

I would like to express my deepest appreciation to my supervisor Daw Yi Yi Khin, Associate Professor, for her kind guidance and supervision for completion of this study.

Moreover, I respectfully acknowledge to my classmates from EMPA 16<sup>th</sup> Batch and the respondents from Townships in Western and Northern Districts who participated in my study. This thesis could not be successfully completed without their active support and participation.

# TABLE OF CONTENTS

	Page
<b>ABSTRACT</b>	<b>i</b>
<b>ACKNOWLEDGEMENTS</b>	<b>ii</b>
<b>TABLE OF CONTENTS</b>	<b>iii</b>
<b>LIST OF TABLES</b>	<b>v</b>
<b>LIST OF ABBREVIATIONS</b>	<b>vi</b>
<b>CHAPTER: 1 INTRODUCTION</b>	<b>1</b>
1.1 Rationale of the Study	1
1.2 Objectives of the Study	3
1.3 Method of Study	3
1.4 Scope and Limitations of the Study	3
1.5 Organization of the Study	3
1.6	
<b>CHAPTER: 2 LITERATURE REVIEW</b>	<b>5</b>
2.1 Bureaucratic Mechanism	5
2.2 Decentralization	9
2.3 Structure of Subnational Government	13
2.4 Local Governance	14
2.5 Review on Previous Studies	15
<b>CHAPTER: 3 OVERVIEWS OF STATUS OF TOWNSHIP ADMINISTRATION</b>	<b>17</b>
3.1 Government Structure (1988 to 2011)	17
3.2 Government Structure (2011)	19
3.3 The Legacies of Past Decentralization Efforts	20
3.4 The Role of the General Administration Department	23
3.5 Township Administration (1988 to 2011)	29
3.6 Township Administration (2011)	30

<b>CHAPTER:</b>	<b>4</b>	<b>SURVEY ANALYSIS</b>	<b>42</b>
	4.1	Survey Profile	42
	4.2	Survey Design	42
	4.3	Survey Results	43
<b>CHAPTER:</b>	<b>5</b>	<b>CONCLUSION</b>	<b>61</b>
	5.1	Findings	61
	5.2	Recommendations	63
<b>REFERENCES</b>			
<b>APPENDICES</b>			

## LIST OF TABLES

<b>Table No.</b>	<b>Title</b>	<b>Page</b>
4.1	The number of surveyed departments in Yangon Western and Northern districts	43
4.2	Demographic Characteristics of Respondents	44
4.3	Knowledge on Administrative System(1988 to present)	46
4.4	Knowledge Relating to Administration	48
4.5	Bureaucratic Mechanism in Administration	49
4.6	Behaviors in Township Governance	50
4.7	Attitude towards Administration	51
4.8	Knowledge Relating to Administration	53
4.9	Bureaucratic Mechanism in Administration	54
4.10	Behaviors in Township Governance	55
4.11	Attitude towards Administration	57
4.12	Practices in Township Administration	58
4.13	The requirements for administrative reforms	59



## **LIST OF ABBREVIATIONS**

CDC	City Development Committee
DABF	District Administrative Body of the Farmland
DALMS	Department of Agricultural Land Management and Statistics
DAO	Development Affairs Organization
DDA	Department of Development Affairs
DMA	Department of Municipal Affairs
DRD	Department of Rural Development
GAD	General Administration Department
LORC	Law and Order Restoration Council
MCDC	Mandalay City Development Committee
MP	Member of Parliament
NLD	National League for Democracy
OSS	One Stop Shop
PDC	Peace and Development Council
SAD	Self - Administered Division
SAZs	Self – Administered Zones
SLORC	State Law and Order Restoration Council
SPDC	State Peace and Development Council
TA	Township Administrator
TABF	Township Administrative Body of the Farmland
TDAC	Township Development Affairs Committee
TDAO	Township Development Affairs Organization
TGAD	Township General Administration Department
TLORC	Township Law and Order Restoration Council
TMC	Township Management Committee
TPDC	Township Peace and Development Council
TPFIC	Township Plan Formulation and Implementation Committee
YCDC	Yangon City Development Committee
W/VTa	Ward/Village Tract Administrator

# **CHAPTER I**

## **INTRODUCTION**

### **1.1. Rationale of the Study**

There are many different types of government in the world. It is necessary that any country must have a governing system for their administration, but it may be different from each other in whether or not the constitution exists in a certain state.

Socialize as administered in Myanmar was eventually and admitted failure, the establishment of civilianized control the Burma Socialism Programme Party was not effective, and it took a supportive coup” (September 18, 1988) to keep the military in power. Following the assumption of power by the State Law and Order Restoration Council (SLORC), significant changes were made to the administrative systems of the country. Following precedents from the Peoples’ Council Government, the SLORC created a Law and Order Restoration Council (LORC) for each state and division, district, township, ward and village tract, although in the period of the Peoples’ Council Government, there was no district level one.

The responsibilities of the Township administration in the early years of the SLORC, and later under the State Peace and Development Council government (SPDC) centered on the functioning of the assorted Councils. From 1988 to roll, the township administration was central to the functioning of the LORCs, and later the Peace and Development Councils (PDC) at all levels of sub-national government. The military played the dominant role in running these councils, with the township administration tasked to provide general administrative support to carry out PDC directives and wider function. Military officers always led the councils, while Township Administrators and police officers served members, with the council general secretary appointed by the

Chairperson. These military preserved, township administration officers, police officers, and other military appointees were assigned to the state /division/ district and township PDCS.

The Township Law and Order Restoration Council have to be respectable for State or Division Law and Order Restoration Council. Its main functions were to implement the policies and functions implied by the SLORC and to cooperate and coordinate inter-departments, enterprises and organizations with the township level departments, enterprises to be hostelry and completely in implementing to build of a new modern peace and developed nation and to emerge the disciplined democracy system in the State.

From 1988 to 1997, the township level governance was taken by the Township Law and Order Restoration Council (TLORC), as of 1997, by the Township Peace and Development Council (TPDC). In 2011, the new government emerged under the 2008 Constitution. Subsequently, the status of township administration had changed. There have been three political institutions: legislative body, executive body and judicial body under the 2008 Constitution. Therefore, the executive function is separately different from the two others. The number of the government tiers is mainly two tiers, the Union Government and the State/Region governments. In township level, the responsibilities of the government had to be taken by the township administrator the township general administration department continues to operate as the office of the township administrator. The differences administrative system between the SLORC/SPDC and the democratic government is one of the reasons to study township administration. TGAD is the office of township administrator. The township administrator is the Chairman of the Township Management Committee in 2013. This resulted in changing the behaviors and practices of governmental service provider in township level. Moreover, the township administrator and the township level committees play a critical role in the township governance. The findings of this study are likely to support the administrative reforms in operating township governance.

## **1.2 Objectives of the study**

The objectives of the study are to identify the status of Township Administration after 1988 and to examine the changes of township governance type between the State Law and Order Restoration Council/ State Peace and Development Council and the democratic government.

## **1.3 Method of Study**

The method of study is descriptive based on both secondary and primary data, secondary data is obtained from relevant information, several books, articles published in journals, research reports, and internet. Primary data were collected from a survey conducted on 195 respondents the selected (135 department from Yangon western district and 60 departments from Yangon northern district) by using simple random sampling method with a questionnaire. The questionnaire is divided into 5 sections: personal details, administration system in Myanmar township administration during the military government (1988 – 2011), township administration at the democratic government (as of 2011), and the administrative practices.

## **1.4 Scope and Limitations of the Study**

The study mainly focuses on the township level departments from the 13 townships from the Yangon Western and Northern Districts. The sample is this study consists of 195 civil services by using simple random sampling method. It took two months for survey period, from September to October 2019.

## **1.5 Organization of the Study**

The study is organized into five chapters. Chapter one describes the introduction which includes rationale of the study, objectives of the study, method of study, scope and limitations of the study, organization of the study. Chapter two mentions, bureaucratic mechanism, decentralization, structure of subnational government, local governance and review on previous studies. Chapter three presents the structure of government (1988-

2011), the structure of government (after 2011), legacies of past, decentralization efforts, the role of the General Administration Department, township administration (1988-2011) and township administration (after 2011). Chapter four is the survey analysis which includes survey profile, survey design and survey results. Finally, Chapter five is conclusion with findings and recommendations.

## **CHAPTER II**

### **LITERATURE REVIEW**

#### **2.1 Bureaucratic Mechanism**

Bureaucracy is clearly indispensable to modern government. This is not merely because it is far more efficient than the older methods of working and of management which it has superseded, but also because it is a leveling, rationalizing force. Bureaucracy uses objective methods of recruitment in place of nepotism and patronage; it seeks to promote according to merit rather than for political or personal reasons. Bureaucracy administers on the basis of rules, precedents and policy rather than on grounds of personal feelings, influence of favoritism. It tries to formulate quantitative measurements of efficiency. Bureaucracy aims at consistency of treatment in its dealings with the public. Many other advantages are derived from modern bureaucratic administration. (Robinson, 1965)

The ideal type of legal rational bureaucracy designed by Max Weber has the characteristics. The bureaucrats are subject to authority only in official capacities and they are personally free. They are organized in a clearly defined hierarchy of offices, that is, each lower office is under the control and supervision of a higher one. Each office has a clearly defined sphere of competence in the legal sense. A specified sphere of competence involves: a sphere of obligations to perform functions which has been marked off; the provision of the incumbent with the necessary authority to carry out these functions; that the necessary means of compulsion are clearly defined and their use is subject to definite conditions. The office is filled by a free contractual relationship. Thus, in principle, there is free selection. The officials are selected on the basis of technical qualification. This is tested by examination or guaranteed by diplomas certifying technical training or both. They are appointed, not elected. The officials are remunerated by fixed salaries and usually have the right to pensions. The official is always free to resign and his appointment can also be

terminated by the employing authority under certain circumstances. The salary scale is primarily graded according to his rank in the Hierarchy: but in addition to this criterion, the responsibility of the position and the requirements of the incumbent's social status may be taken into account. The office is treated as the sole (or at least the primary) occupation of the incumbent. It constitutes a career with system of promotion according to seniority or achievement, or both. Promotion is dependent on the judgment of superiors. The official works entirely separated from ownership of the means of administration and without appropriation of his position. He is subject to strict and systematic discipline and control in the conduct of the office.

Mohit Bhattacharya deduced a set of structural properties and another set of behavioral characteristics of bureaucracy from the Weberian formulation. The former includes (a) division of work, (b) hierarchy, (c) system of rules, and (d) role specificity, while the latter includes (a) rationality, (b) impersonality, (c) rule-orientation, and (d) neutrality. (Lamikanth, 2011)

### **2.1.1 Military Rule**

The momentous significance of such a study gets sustenance from the fact that now no country can be said to be absolutely free from the politics of military intervention, if it has to save itself from the disasters of domestic anarchy or foreign aggression. The military rule whether transitional for the sake of implementing some specific programme or a long-range arrangement established after the overthrow of a civilian government has two dimensions – direct and indirect. It is direct when there is no civilian government and the military leaders are the supreme decision makers. However, it is indirect when the military leaders have a definite influence upon the civilian government and thereby mould its policy according to their will. Such a government may be termed either ‘quasi-civilian’ or ‘quasi-military’ inasmuch as the organized group of military leaders has its part behind the screen. In this case, the military leaders keep aloof from running governmental machinery but exercise ‘incursions’ now and then, either to block some official measures or to define some others in accordance with their interests.

The indirect dimension of the military rule keeps the leaders of the armed forces in a safe situation and enables them to eat and keep their cake too. Any opposition to the strong

even overbearing, influence of the military leaders is seldom successful, for the civilian leaders (whether President or Prime Minister and his Ministers) are always there to defend the hidden hand of the men with the guns. However, direct dimension of the military rule exists in an undemocratic form and strives to justify its existence on the shrewd plea of having their hold as a short-term arrangement perforce brought about to implement some long overdue programme desired by the people. In addition, it seeks its gradual civilianization by the purges of 'ambitious' military leaders, creation of a political party, sanction of universal adult suffrage holding of elections, inauguration of a new constitution, etc. The military oligarch takes note of the 'market murmurs' and, instead of suppressing them, try "to translate them into political claims". (Johari, 2011)

As Samuel E. Finger holds: "The junta that has taken control must assure itself of two things-the co-operation of key-civilian sectors of society (technological wherewithal; and the legitimacy of its rule. Without the later, it will rule by bayonets, whereas with legitimacy it will have converted rights into might and obedience into duty. Without the former it will prove inefficient in providing even essential services. Both these requirements-the technological and the moral-in some sense involve one another. A legitimate regime should have no difficulty in securing the cooperation of key sectors; and one that has the cooperation of the key sectors can smooth its way for legitimizing itself."

When considered in relation to the principle of constitutionalism, military rule may be of two kinds – a short-term arrangement made on behalf of a constitutional government, of a long-term arrangement made on behalf of a totalitarian regime.

In an effort to clarify the resulting situation and to guide the Germans who were approaching the task of formulating constitutions in three states of the American zone, the American military government issued a policy statement which "defined democratization in terms of eight criteria which may be summed up thus: basic political power stems from the people, and those who exercise power must submit their programme and policies to frequent popular elections; such elections must be competitive between at least two parties; such parties must be democratic, voluntary association of citizens; basic right of these citizens must be firmly guaranteed; public opinion channels must be kept free of governmental domination; the rule of law must be recognized; and the exercise of governmental authority must be decentralized."



A military government may, and also may not, be likened with an authoritarian regime irrespective of the fact that its character pertains to the variety of a totalitarian system. With a view to make a distinction between the two, it may be added that the authoritarian regimes in which a coalition, predominated by not exclusively controlled by army officers and bureaucrats, establishes control of government and excludes or includes other groups without commitment to specific ideology, acts pragmatically within the limits of their bureaucratic mentality, and neither creates nor allows a mass single party to play a dominant role are the most frequent sub-types. They may operate without the existence of any parties, but more frequent is the creation of an official government-sponsored single party which rather than aiming at a controlled mobilization of the population, tends to reduce its participation on political life even in a manipulated form (to quote the expression of P.C. Schmitter) 'to occupy political access'. In quite a few such cases, such regime" allow a multi-party system but make sure that the elections do not offer an opportunity. In a free competition for popular support, even among the Limited Range of parties allowed, an attempt is made by a variety of manipulations, going from co-optation and corruptions to assure the collaboration, subservience, or ineffectiveness of such parties." (Johari, 2011)

### **2.1.2 Democratic Administration**

Some interesting propositions were advanced at a conference on comparative public administration held in parties by the International Political Science Association in 1953.

During a session devoted to "Recent developments in the theory of Democratic Administration". Monsieur Pujet, a counselor of the Conseil d'Etat, argued that in order to be considered democratic an administration must satisfy three criteria:

First, it must be open in the sense of having wide contacts with the people. It must not operate in the interest of the ruler or of a directing class. It must be recruited without discrimination from very broad social strata. It must maintain contact with the public through consultation, inquiries and procedures which enable it to be aware of the state of mind of the governed. It must avoid an arrogant disposition.

Second, the administration must be controlled not only by an official hierarchy or the jurisdictional power (that is, the right of review given to the administrative tribunals) but

also by public opinion and public liberties, such as the freedom of the press, the right of association, and the right of demonstration. The people and their representatives must be free to discuss and to criticize the administration.

Third, administrative power must be subordinate and submissive. Administrative power should not exist independently of political power. On the other hand, civil servants must not be completely subordinate and the administration must be independent of interference by political parties. A political party in power should not try to monopolize all the jobs or to exercise pressure on responsible civil servants. The principle of continuity of administration must be maintained. Ministers are of course entitled to exercise authority over civil servants; what is deprecated is any form of direct pressure by a political party on public officials.

Professor R. Aron, the French sociologist and writer, insisted that the essential criteria of democracy in administration include decentralization; the subordination of administration to policies which reflect the desires of the people; and a friendly attitude on the part of officials towards the governed. (Robinson, 1965)

## **2.2 Decentralization**

Decentralization is considered to be the most sought after prescription for ushering in good governance. Traditionally, it was conceptualized from the organizational perspective, where it was deemed as an organizational innovation to ease off the pressure of over-bureaucratized public organization.

While de-concentration means handing over some amount of administrative authority or responsibility to lower level with the government ministries or agencies; delegation refers to transferring responsibility for specifically defined functions to organizations that are outside the regular bureaucratic structure and are only indirectly controlled by the central government; and devolution signifies the creation and strengthening of sub-national units of the government, activities of which are substantially outside the direct control of the central government. Decentralization is also seen as a process of transfer of responsibility, authority and functions from a 'superior' governmental unit to a 'lower' governmental unit. (Friedman, 1983)

Hence, the concept of decentralization has the following characteristics: it is both a philosophy and institutional mechanism, which seeks to de-Centre the power from its traditional centers to far-flung areas with a view to empowering local communities; Autonomy forms the heart of decentralization. It is the yardstick through which the nature of decentralization can be measured; Decentralization has no fixed ideological sanctuary; it is in fact used by both the Left and the Right for justifying their respective positions; the recent spate of enthusiasm for decentralization can be attributed to globalization. The votaries of globalization are actively advocating for localization through decentralization for development, as the beleaguered nation states of Asia, Africa, and Latin America have been virtually relegated to begin mere economic agents of the global market. € Decentralization facilitates people's participation by creating new institutional space beyond the centre and thereby ensures further deepening of democracy; Decentralization also instills confidence among local communities to govern their own affairs. Decentralization, thus, creates a sense of responsibility in local decision-making agencies with more or less independent existence and powers. The basic idea of decentralization is, therefore, sharing the decision-making authority with lower levels in organizations, thereby improving their efficiency, effectiveness, and responsiveness.

### **2.2.1 Dimensions of Decentralization**

Decentralization is typically defined as the “transfer of authority and responsibility for public functions from the central government to subordinate or quasi-independent government organizations.” It is a process rather than an end product, and it involves changes both in local governance structures, and in relationships between them and central governance structures.

#### **(1) Geographic decentralization**

Geographic decentralization entails dividing the territory of a state into smaller areas and assigning jurisdictional powers among them. The geographic division depends on the relevant criterion used: it should be based on settlement patterns if the criterion is to minister to the needs of the population; on language and tradition, if the criterion is to recognize different ethnic groups and cultures; and on scale economies, if the criterion is efficiency.

## **(2) Functional decentralization**

Functional decentralization is the distribution of state's authority and responsibility among different functional entities of government. It involves determining the type, amount, and mix of government services and creating the entities to dispense them. Accordingly, subnational government entities may be regional offices of the central ministries, service districts, autonomous agencies, or local units of government. The geographic and functional dimensions of decentralization are, in practice, intertwined.

## **(3) Political decentralization**

The degree of administrative decentralization is closely related to the political structure of the state. However, a distinction is still useful, as certain functions may be exercised centrally even in a federal system, and locally even in a centralized system.

Political decentralization shifts decision-making powers to lower levels of government, encouraging citizens and their elected representatives to participate in decision-making processes. In a fully decentralized structure, lower levels of government formulate and implement policies independently, without intervention from higher levels of government.

## **(4) Administrative decentralization**

Administrative decentralization involves mainly the design of organizational roles, the identification of specific administrative tasks needed to fulfill those roles, and the assigning of actors to perform the tasks. Some generic administrative roles are executive leadership, policy innovation, planning, financial management, operational management, and regulation and oversight. Naturally, the distinction between political, and administrative decentralization is blurred in practice.

## **(5) Fiscal decentralization**

Fiscal decentralization (sometimes called fiscal federalism) involves transferring expenditure and revenue responsibilities from the central government to subnational governments. Fiscal decentralization takes a number of forms: (i) self- financing or cost recovery through user charges: (ii) cofinancing or coproduction with the private sector;

(iii) expanding local tax and nontax revenues; (iv) inter- governmental transfers; and (v) local borrowing. (Pachampet, Salvatore, 2000)

### **2.2.2 Degree of Decentralization**

The degree of decentralization (whether fiscal or administrative) can be measured by the extent of autonomy of the subnational entities from the central government traditionally. It was conceptualized from the organizational perspective, where it was deemed as an organizational innovation to ease off the pressure of over- bureaucratized public organization. But with the onset of globalization, the concept of decentralization becomes the surrogate of market. However, it is very difficult to pin down the exact meaning of the term decentralization as the concept is often confused with a host of similar ideas like deconcentration, devolution, delegation, and privatization. Worst of all, a few commentators even viewed them as the different organizational forms of decentralization. (Cheema and Rondinelli, 1983)

Hence, for the sake of proper understanding, the concept of decentralization needs to be distinguished from those ideas. There is no denying that all the above associated concepts speak of sharing or transfer of administrative power or authority from the higher to the lower level. But, the nature and degree of such transfers vary from one situation to another.

Deconcentration shifts the administrative workload from central government officials located in the capital to subordinate field staff in the regions, provinces, or districts. Deconcentration is basically an efficiency measure internal to the central government entity, and therefore does not involve a downward transfer of decision- making authority and autonomy from the central government. However, since it does reduce the workload at the center and brings government closer to the people, deconcentration can be considered a first stage of decentralization, especially in highly centralized governments such as those in traditional economies.

More extensive than deconcentration is delegation. The organizations to which authority is delegated (i) are technically and administratively capable of performing specialized functions; (ii) may be exempt from central rules on personnel; (iii) may be able to charge users directly for services; and (iv) have broad authority to plan and implement decisions without the direct supervision of central ministries (although they are ultimately

accountable to the government.

Devolution carries the highest degree of decision-making independence and involves relinquishing certain functions to subnational governments. It entails creating autonomous subnational governments that (i) have corporate status; (ii) recruit their own staff; (iii) occupy clear and legally recognized geographic boundaries; (iv) raise revenues to finance their functions; and (v) can interact reciprocally with other units in the government system of which they are a part. In many countries, despite the devolution of functions to subnational governments, the central government still retains some supervisory powers and plays a significant financial role.

### **2.3 Structure of Subnational Government**

The term “local government” generally denotes the units of government that provide direct services to citizens at the lower intermediate and lower levels. In a number of countries (as in Italy with its city-states and in many other European countries), the local government units were autonomous long before the country in its present form was constituted, and did not require authority to be developing from higher government level.

The structure of sub-national government varies according to the nature of the political system. Federal constitutions confer sovereign powers on the states in certain function, and list specific financial sources for the states to exploit. Generally local government units are the constitutional creation and responsibility of the provinces, although some countries (e. g Mexico, Philippines and Thailand) provide for independent national capital regions, the federal government does not normally have direct control over local governments, although, as in the United States (US), it can choose to administer programs through them.

In some unitary systems of government, sub national entities exercise their powers by virtue of the ultra-vires (beyond the power) principle: their powers are specifically delegated to them by the central government, which can override their decisions. In other unitary system, local government operate under the general competence principle. They are in principle entitled to exercise all powers that are not reserved to the central government.

The organization and hierarchy of sub national units show considerable variety , depending on colonial traditions, customary forms of local administration, and post-independence decentralization movements Most unitary governments have divided the country into province or regions under a governor who is directly elected by the people or appointed by the head of state .The village administrations in the developing countries, through elected council or customary organizations often survived colonial domination for centuries. Indeed, in many countries, they were essential to selective colonial control through the principle of “indirect rule”.

In Indonesia, regional government encompasses the provincial government (the first-level autonomous regions) and second- level autonomous regions .In the Philippines, however, the provinces are closer in size to the Indonesia districts, each level of local government performs basic services within its area of competence. (Pachampet and Salvatore 2000)

## **2.4 Local Governance**

Local governance (or new local governance as a few commentators prefer to call it to distinguish it from its old variant) can be defined as a process of governing at the cutting-edge level involving a huge constellation of agencies and actors including the conventional government, non-governmental and quasi-governmental sectors, civil society organization, business elites, and so on. Decision-making process in new local governance, unlike local government, is considered to be a collaborative effort with multiple agencies involved in the process as the joint-stakeholders.

Based on the post-bureaucratic and post-Fordist notion of organization, new local governance encouraged networking and negotiations over formalism. Moreover, in new local governance, ‘the traditional conduits of local politics and policy implementation’, as rightly put by Raco and Imrie, ‘have to coexist, collaborate and compete with a plethora of new agencies, networks and organizations, all jostling for resources, power and influence’.

Moreover, the paradigm also calls for a host of structural, procedural, and attitudinal changes to streamline the process. Structurally, the paradigm of local governance seeks to transform the state-controlled bureaucratically managed local administration to a more flexible, market-based administration. Maximum emphasis in new local governance has

been placed on decentralizing the authority to the local bodies, flattening of hierarchies, slimming of bureaucracy, and so on. Apart from the administrative overhauling of the typically centralized local government, the new paradigm is also advocating in favour of giving the local bodies and extra ounce of financial freedom by slackening the stranglehold of the state over local finance. Similarly, at the procedural level, the new paradigm seeks to bring about several procedural changes, namely, leasing out/ contracting out of services; introduction of performance-measurement techniques; and introduction of quality assurance yardsticks like quality service initiatives, quality circle, Total quality management, citizen's report card, and citizen's charter, and so on. Another important element of change that the new local governance wants to imbibe is the attitudinal or perceptual change in local government vis-à-vis citizens. Citizens, especially those at the post- colonial countries have so long been treated as the passive recipient of goods and services. In new local governance, citizens are viewed as the centre of development discourse. Naturally, the traditional perception regarding the citizen has been redefined as 'active customers'. Hence, serving the citizen has become the central focus of administration. In fact, the success of local governance is largely contingent upon the attitudinal changes. However, the winds of change in local governance as sketched briefly above, do not originate overnight. Several factors are responsible for this paradigm shift in local governance. (Chakrabarty, 2012)

## **2.5 Review on Previous Studies**

Holtzschke, 2014 said that “ the democratic transition of Czechoslovakia, the German Democratic Republic and their successor states, with particular focus on the geopolitical framework after 1989” was presented in Master Thesis. It was found that the end of the autocratic system was followed by the process of democratization, characterized by upheavals and the restructuring of political conditions, Free and independent elections marked the end of democratization in both the German Democratic Republic and Czechoslovakia. The consolidation period was determined by the dissolution of both of the aforementioned countries.

Kosak, 2016 said that the military dominated politics in Egypt was shown in Master Thesis. It was found that causal relationships between Nasserism and militarism revealed the reason of military invasion into politics. Egypt military's strategies of dominance over



the politics along with various challenges were investigated.

Machebem, 2016 said that transformational and transactional leadership features in the local government councils of the two cities aforementioned. It was found that there were intense leadership tussles in local government councils which experts suggest may lead to blackmails and local government leaders should operate open-door policy regime where there was unrestricted access to information, opportunity for citizens and lower cadre functionaries to make contributions in policy formulation and implementation.

Broschek, 2017 said that a broad comparative-historical overview of the evolution of federalism in America, Europe and Africa highlights three aspects that appeared to be of particular importance; federalism concept, federalization processes and federal dynamics. It was found that a variety of federalism, which was rooted in different institutional principles and different ideational prerequisites. As had been argued, the evolution of diverging federal trajectories was largely a consequence of different initial conditions that were present at the time of federalization.

Dale, 2008 said in Ph.D thesis that the role of Victorian local government has been explored from a community perspective. It was found that Victorian local government has been explored from a community perspective. It was found that Victorian local government undertook these roles; the limitations or barriers that impeded achievement of roles; how these roles benefited the community and what proposals could be introduced to enhance the implementation.

## **CHAPTER III**

### **OVERVIEW OF STATUS OF TOWNSHIP ADMINISTRATION**

#### **3.1 Government Structure (1988-2011)**

In 1988, the State Law and Order Restoration Council was established the military formed. The SLORC was composed of nineteen officers. There were five key members - the chairman, the deputy chairman, the secretary-1 and later secretary-2. The others were mainly regional military commanders.

The government was formed by the SLORC; therein 9 government members leaded by the Prime minister, the Chairman of the SLORC. (Government of Myanmar, 1988)

Power lay with the State Law and Order Restoration Council, and not with the cabinet. Most ministers were also military officers. The cabinet was the face to the external world and the administrative office charged with enforcing the junta's policies. Individual cabinet members could have influence insofar as they had the ear of the top junta members, but they were clearly subordinate to the junta.

The twelve objectives of the State Law and Order Restoration Council/ the State Peace and Development Council were political, economic, and social sectors in order to support for the emergence of the disciplined democratic nation.

In the State and Division (now being Regional) Level, the State and Regional Law and Order Restoration Council / Peace and Development Council was organized by including 4 key members – the respected military regional commander (the chairman), the administrator of the state or regional General Administration Department (the member), the state or regional police officer of Myanmar Police Force (the member) and the person designated by the chairman (the secretary). As of 1997, the administrator of the state or regional General Administration Department became the secretary of the State and

Regional Peace and Development Council.

In the District Level, the District Law and Order Restoration Council / Peace and Development Council was organized by including 4 key members – the chairman (the military officer), the member (the administrator of the district General Administration Department), the member (the district police officer of Myanmar Police Force) and the secretary (the person designated by the chairman). As of 2007, the administrator of the district General Administration Department became the chairman of the District Peace and Development Council.

In the Township Level, the Township Law and Order Restoration Council / Peace and Development Council was formed by including 4 key members – the military officer (the Chairman), the administrator of the township General Administration Department (the member), the township police officer of Myanmar Police Force (the member), the township immigration officer (the member) and the township level department or the person designated by the chairman (the secretary). As of 1992, the chairman post was handed to the administrator of the township General Administration Department. The members of the TLRC were the township police officer, the township immigration officer and the township planning officer (or) any person in the township level designated by the Chairman was the secretary of TLRC. (Government of Myanmar, 1992)

In the ward or village tract level, the Ward or Village Tract Law and Order Restoration Council / Peace and Development Council was formed with the personnel: the person designated by the township LORC/ PDC was the chairman and the other person's the selected by the influential person from the respective ward and village tract were the member (1) and the member (2), persons from ten and hundred households and include the lower clerk from township administration department.

In 1997, when order (if not law) had been restored, the State Law and Order Restoration Council morphed itself into the State Peace and Development Council, indicating by its new designation a change in function. The junta was revised, and only the four core generals from the SLORC were retained. The remaining members were also from the regional commanders, who were occasionally rotated.

The revitalization of the General Administration Department (GAD) was the beginning of the rebirth of Leviathan's bureaucracy. The assorted GAD, except GAD headquarters, became the office of the State and Division, District, Township, Ward and Village Tract LORC/ SPDC. Soon after the putsch, the district level of administration, a layer between township government and the state and divisional authorities, was re-established, having been abolished in 1974 but having often maintained a shadow existence.

The township, district, and state and divisional LORCs, later PDCs, which provided administrative services, were like the top ruling body upon which they were modeled, dominated by military personnel. Their chairman and secretaries were military officers assisted by both civilians from the GAD and other ministries and local military personnel. However, members of the GAD were assigned at all levels, from the 14 states and divisions down through 64 district offices, 325 township offices, and finally 16,236 ward and village tract offices as of 1997. From about 2005 onwards, increasingly power was handed to civilian officials, many recently retired from the army. Secretarial posts at 2007. This was part of the army government's plan to establish a civilian government under a constitution in the future. (Taylor, 2009)

According to the administrative reform, the SLORC/SPDC inserted the chairman posts of the district and township level into the administrators of the General Administration Department. (Appendix A)

### **3.2 Government Structure (2011)**

In the Union Level, under the 2008 constitution, the Union government is established with the personnel's also the President, the two vice Presidents, the State counselor, the 24 Union Ministers, the Attorney General and the Auditor General, including Deputy Ministers, Deputy Attorney General and Deputy Auditor General.

In the state and regional level, the State and Region government is established under the 2008 Constitution. The State and Region government includes the personnel's: the chief Minister, the state/regional ministers (the number of the ministers in State/Regional level may be from 8 ministers to 10 ministers depending on the respective

State or Region) , the Chairperson of self- administered territories, the Advocate General, the Auditor General and Executive Secretary.

In self-administered areas, Myanmar's one self-administered division and five self-administered zones (SAD/Zs) represent an alternative system of governance to that present in the majority of Myanmar. SAD/Zs feature "leading bodies," with legislative power in their respective areas.

Leading Bodies consist of a minimum of ten members and comprise the state/region hluttaw representatives elected from townships in the SAD/Zs, defense services personnel nominated by the commander in chief and additional representatives selected by existing members. Members of the Leading Bodies then selected a Chairperson via the respective state/region chief minister. The Chairperson becomes a member of the state/region government.

It is important to note that in Yangon and Mandalay regions, the regional ministers of the development Affairs are the mayors of the respective Regions. In the district and township levels, the District and township Management Committee leading by the administrators of the district and township general administration departments are local governance for public administration accountable for the State or Region government.

In the ward or village tract level, the administrator elected by the respective ward and village tract people is responsible for its local governance under the Ward or Village Tract Administration Law, 2012. It includes elected person from ten and hundred households. (Appendix B)

The assorted Law and Order Restoration Councils had to supervised, instructed, and coordinate the departments on behalf of the SLORC.

### **3.3 Legacies of Past Decentralization Efforts**

In terms of past decentralization and local governance reform efforts, Myanmar has several lessons to draw from. Many of the present institution and practices, even those introduced after 2011, have roots in the past. While most people active in

administration today will still be familiar with the Socialist system of People's Councils of the late 1970s and 1980s, and many have backgrounds in the governance structures during the SLORC/ SPDC era, other practices still in place today and taken for granted (such as the overnight registration requirements) date back to more than a century and were introduced by British colonial administrators in a context nobody alive can still remember. Already in the colonial period, attempts were made to introduce representative local governance bodies, first in the larger urban centres, then also at the district level. However, Furnivall observed that these bodies were widely considered corrupt and inefficient.

The local governance system under the SLORC/SPDC entrenched habits of top-down decision-making and military interference in governance systems, with very little accountability or transparency in place.

Certainly, it can be concluded that efforts to design a model of local governance that at the same time responds to the security and development needs of both the state and local communities did not begin in 2011 with the reforms of the incumbent government. As much as the overall structure of hierarchical centralized governance and its territorial units is still largely intact as it was established around a century ago, localities across the country have also experienced a long series of efforts aimed at reforming the system. In doing so, the pendulum has swung back and forth between larger elements of participatory and inclusive local self-government and periods of recentralization putting local communities firmly under a unitary command system.

As such, most if not all, current local governance structures in Myanmar have their roots in this past, and new forms of participation in planning, service delivery arrangements and accountability mechanisms will need to take into account the grown and deeply ingrained practices that have been shaping local governance for decades. It is those, often unwritten, rules of "how things are done" in townships, wards and village tracts that shape most of the expectations of citizens and officers, and the relationships between them. They will also determine, at least in part, the appetite to embrace changes and reforms in local governance in the future.

The 2008 Constitution does not provide for the establishment of local self-government below the Region and State level, neither in rural nor urban areas. Public administration at the local level is mentioned only marginally in the Constitution, where it stipulates that “administration of district and township level shall be assigned to the Civil Services personnel” (Section 288) and that the “administration of ward or village-tract shall be assigned in accord with the law to person whose integrity is respected by the community” (Government of Myanmar, 2008)

However, the Constitution is silent about the possibility of installing elected bodies at the local level; it notably does not explicitly foresee nor exclude that ward and village tract administration can be elected, which is what was agreed on by the Union legislature when it amended the 1907 Ward and Village Tract Administration Act in early 2012.

The Constitution also extends to the matters which the Region or State Government is permitted to perform in accord with any Union Law. Additionally, Section 259 states that the Region or State Government shall discharge the functions occasionally assigned by the Union Government. This means that the Union can delegate the administrative functions over what constitutionally falls under Union jurisdiction to the State/Region tier of government, either through a Union Law or through executive decision by the Union Government, which is a technique commonly used in integrated federal systems, where the large part of legislative powers may be in the sphere of the Union/Federation while leaving the bulk of administrative functions and spending power to the sub-national units.

The Constitution prescribes in detail how the internal organizational set-up of State/Regional Governments ought to be configured. This includes the manner in which townships are integrated into the state structure. It stipulates that the “Head of the General Administration Department of the Region or State is the ex-officio Secretary of the Region or State Government concerned. Moreover, the General Administration Department of the Region or State is the office of the Region or State Government concerned”. (Government of Myanmar, 2008)

The role of the General Administration Department, which also manages public administration at the district and township levels, has been one of the greater

sources of confusion when it comes to the degree and modality of devolution and decentralized decision-making as it is not clear to many stakeholders involved, let alone citizens, whether and in what manner any autonomous decision-making at the state/Region level is possible within this set-up and where accountability lies for administrative action. (UNDP, 2015)

Administrative decentralization is not yet very strongly developed. The line ministries are also handling most human resource management. Government officers in Myanmar belong to a single Civil Service, which is centrally administered, coordinated and trained. (UNDP, 2015)

### **3.4 The Role of the General Administration Department**

The General Administration Department (GAD) is central to the functioning of the administrative mechanism across the country. No other government organization has such a wide presence in the country. Even the Tatmadaw (army) is not spread among the general population to the same degree. As the Union administration's vertical core, the GAD supports coordination and communication among the Union government's 28 ministries and also connects the capital, Nay Pyi Taw, to approximately 16,700 wards and village tracts. Within the Union government, the GAD is a part of the Ministry of Home Affairs (MOHA), and plays a wide range of roles-ranging from tax collection, to land management, and assorted registration and certification processes. The GAD also provides administrative support to the Union territory of Nay Pyi Taw. The GAD's primary responsibility is the management of the country's public administrative structures, which are hierarchical and geographically defined. The 14 new state and region governments, which were created by the 2008 Constitution, rely upon the GAD to serve as their civil service, and the Executive Secretary, a GAD Deputy Director General, is the senior civil servant in each state and region.

Below states and regions, the district administrator is a GAD officer, and heads up the District General Administrative Office. In turn, the district level supervises the respective townships, which are the critical building blocks of administration in Myanmar. A township administrator, who is always the GAD officer heading the township office,



manages each township and provides direction to village tract and ward administrators,. Take duties of works for General Administrative, Development tasks, Rural Development works, Inspection of literature and registration works and form the office of general administrative as Head Office, office of the state/divisional and township, by each other. (Hamish, Matthew, Cindy, Kyi and Thet, 2013)

### **3.4.1 GAD's functions and structures at the Union-level**

At the Union-level, the GAD is still performing its historic role which is focused primarily on general administration. As defined by GAD policy, the eight principal functions of the department are: land administration; excise administration; collection of four kinds of tax; structural settlement of village and towns; rural development; formation and registration of organizations and associations; conferring honorable titles and medals; and functions on restriction of transferring the immovable properties.

As a general functionary of the state, the GAD responds to instructions from many government actors. Accordingly, and as noted in its policy guidance, its responsibilities include: 'Tasks assigned by the President's Office and the Union Government, functions entrusted by its Ministry (now being the Ministry of the Office of the Union Government), principal duties and functions of the General Administration Department, and tasks delegated by other ministries.'

Given the plethora of responsibilities, the GAD's structure at the Union level, namely its headquarters in Nay Pyi Taw, includes seven divisions: Administration, Personnel Affairs and Logistics Division; General Division; Land, Excise and Revenue Division; Budget and Accounts Division; Training and Research Division; and the International Affairs Division. The seventh division, the Institute of Development Administration (IDA), is not in Nay Pyi Taw but is rather in Mingalardon Township, Yangon. The IDA is a dedicated civil service training center for the GAD. Until 2004, one of the headquarters' divisions was a Censorship/ Registration of Press Division but this was eventually transferred to the Ministry of Information. From 2005 to 2012, there were only five divisions. In April 2011, the International Affairs Division was created to meet the demands for greater engagement with international actors such as United

Nations (UN) agencies, the donor community, and INGO. (Appendix C)

### **3.4.2 GAD's functions and structures at the state and region-level**

The 2008 Constitution created 14 new state and region governments. The GAD provides basic administrative and coordination functions for the region/state government, the Region/State Hluttaw, as well as Union ministries and state/region departments. The senior GAD administrator for each state and region is the executive secretary of the state/region government (Deputy Director General level), and currently supervises 283 GAD employees staffing a General Administrator Office, a state/region Government Office, and a State/Region Hluttaw Office. It is important to note that despite the various sizes of the states and regions, these GAD support offices are uniform in terms of functions and staffing levels. Since 2016, The Staffs of the General Administration Department who is responsible for with the duty of state/region Hluttaw Office are transferred into the respective Hluttaw Office. (Appendix D)

The GAD's Government Office provides administrative support to the chief minister and the nine state/region ministers that form the cabinet. The General Administrator Office oversees the wider state/ region administration (for example, managing general finance and human resource needs). This 'horizontal' presence at the state/region level ensures that all correspondence, administration, budget management, and general functioning of the executive branch of a state/region government are largely dependent on the work of the GAD.

Within the state/ region governance hierarchy, the executive secretary is directly accountable to the GAD but is also expected to report to the chief minister as a matter of course. As highlighted in *State and Region Governments in Myanmar*, how this relationship actually functions is ambiguous and likely varies between the states and regions. Regardless, both inside and outside state/region governance institutions, the GAD is considered critically important.

In terms of the dual roles of the GAD, the State/Region Administrator Office is responsible for much of the 'historic role', specifically reporting to the six divisions in GAD Headquarters to fulfill tasks long assigned to the organization (for example, tax

collection, demographic data aggregation, inter-governmental communication and liaison, and registration and assorted approval processes). The State or Regional Administrator Office has two branches: one working on routine functions of the GAD, and another working on administration and financial support for the wider state/region government.

### **3.4.3 GAD's functions and structures at Union territory**

It is important to note the role that the GAD plays within the Union territory of Nay Pyi Taw. Unlike the states and regions, this area is constitutionally limited as it has neither an elected hluttaw nor a chief minister. Rather it is managed by the Nay Pyi Taw Council, a management body comprised of 10 members that reports to the President's Office No.2. Nine of the council's members are selected by the president, and the tenth, a military officer, is appointed by the military.

The GAD plays a central role in administering Nay Pyi Taw. This is similar to the GAD's role in the states and regions, under the 2008 Constitution: 'The Head of the General Administration Department of Nay Pyi Taw is ex-officio the secretary of the Nay Pyi Taw Council. The General Administration Department of Nay Pyi Taw is the office of the Nay Pyi Taw Council.' In Nay Pyi Taw, the GAD is responsible for general administration for the two districts and eight townships in the capital area.

The senior civil servant in Nay Pyi Taw is the GAD's executive secretary, who has a rank of deputy director general, and oversees a GAD office with 204 staff. The composition and functioning of the district and township offices follow the same structures and processes as elsewhere, as do the local development and management committees.

All taxes collected by the GAD in Nay Pyi Taw go directly to the Union budget rather than a dedicated Nay Pyi Taw account. Another important role of the Nay Pyi Taw Council, which requires a great deal of GAD effort, is that of organizing large events in the capital for the president's office.

### **3.4.4 GAD's functions and structures at the district level**

Within the hierarchy of subnational governance, the district is immediately below the states and regions, and as mentioned previously, is headed by senior official from the

GAD. The district administrator is a GAD officer at the rank of director, with a designated office: the District General Administration Office (district office). The district level supervises the respective townships under its geographic jurisdiction, which are the critical building blocks of administration in Myanmar. As such, districts form a middle tier of administrator, interfacing between state and region governments and the townships. The district administrator is directly supported by deputy district administrator and two assistant directors, who lead the district office's two sub-departments. The total staff for the office is 60, most of whom are clerks.

The role of the district office is primarily that of coordination and communication with the state and region governments, above. Primarily this means aggregating data and planning and budgeting information, as well as relaying government decrees. District administrators will also often be called in to resolve disputes that cannot be resolved by lower levels, such as those involving land or complaints of abuse of power by township or village tract administrators.

With the increasing importance of local development funds, and the related proliferation of local development planning committees, the district GAD acts as an aggregating conduit for basic administration. Like township administrators, the district administrators are also extensively involved in coordinating their respective district's management and development committees. In terms of direct interactions with businesses, the only routine engagement is district administrators approving licenses for shops selling alcohol. Land grants are also approved and issued by district administrators. (Appendix E)

#### **3.4.5 GAD's functions and structures at the township level**

Myanmar's 330 townships are the building blocks for public administration in the country. Township General Administration Offices (township offices) are the primary focal point for the average Myanmar citizen's engagements with the state. The township office, under the leadership of a township administrator, is where key functions of government take place, including population registration, land registration, and most forms of tax collection.

While states and regions have seen significant changes to their governance structures since 2011, townships continue to function around the executive authority of GAD township administrators and do not yet have elected representative bodies. Overall, the township office is responsible for coordinating assorted government actors function at the township level, including, notably, the Union ministries field offices. The township offices also have a plethora of other duties ranging from data collection/aggregation and supervising village administration, to assorted land management tasks, local dispute resolution, and collecting different types of taxes.

Routinely, township administrators identify their roles as the promotion of social and economic development through management of township affairs, oversight of implementation for development projects, and coordinating with other parts of government.

Township offices comprise 51 GAD staff reporting to the township administrator, who has the rank of an assistant director. As is the case with GAD offices at other levels, regardless of population size, the township offices are all the same size. The township administrator is supported by one deputy township administrator, who is a staff officer. The two manage an office staffed primarily by clerks and accountants. (Appendix F)

As detailed extensively in Subnational Governments and Business, the Township General Administration Office has a number of functions to fulfill in terms of local economic governance. Indeed, one of the most important levels of GAD interaction with businesses is at the township level, which regularly engages with micro and small businesses. Licenses for particular activities, including the sale of alcohol and real estate, are issued by the GAD. The GAD also provides the recommendations necessary for a range of licenses and permits, including land transfers, construction permits and operating licenses, and collects certain taxes on alcohol and land.

Within the wider spectrum of township governance, it is useful to frame the GAD's role against another distinctly important government actor at the township level – municipal offices (also known as development affairs organizations or *sibintharyaryay* in the Myanmar language). While the GAD's role focuses on coordination and township

management functions, municipal offices play an important role in collecting certain taxes and other fees, issuing business operating licenses and construction permits, and delivering services such as water, sewage, trash collection, as well as urban road maintenance and urban electricity. There are some overlapping functions. For instance, both the GAD and municipal offices collect land taxes. These are assessed once a year and collected by various authorities. Including municipal office staff and the township GAD, depending on the location of the business (Rural vs. Urban). While the township office is generally considered more powerful, it cannot direct the actions of the municipal office.

### **3.5 Township Administration (1988-2011)**

Core mandates for the GAD offices under the LORCs and PDCs included town and village administration, development affairs, press scrutiny and registration, land and excise administration, and revenue collection, amongst others. In terms of staff organization, five functional sectors defined roles and responsibilities: personnel affairs, budgets, and accounts; meetings, reports, and election commission support; legal affairs, security, rural development activities, and urban rent control; land and excise administration, revenue collection, and works delegated by other ministries; and economic, social and PDC affairs. During the SLORC period, the GAD gained the power to enforce some civil laws (35 laws, rules, regulations, procedures, and notifications). Conversely, while the GAD initially managed municipal offices at the township level, in 1994, these were transferred to the Ministry for the Progress of Border Areas and National Races and Development Affairs.

The legacy of the SLORC/SPDC era for the current GAD's mandates and functioning, as well as the public's perceptions of the GAD, is profound. Most of the structures, mandates, and roles of the current GAD stem from this era. A review of the GAD's current policy manuals, priorities, and mottos, for instance, show the continuity of how it identifies itself. During the SLORC/SPDC era the GAD expanded in size and importance to support functioning of the Myanmar state. For instance, in 1988 there was 26,236 staff, whereas by 1995, with the formation of new and additional offices at district, township and sub-township levels, the GAD had expanded to 31,339 staff. (Kyi and Mathew, 2015)

The Township Law and Order Restoration Council or Township Peace and Development Council's had duties and functions: to implement and account the policies and responsibilities ordered by the SLORC/SPDC; to coordinate with each departments in order to departmental functions carried out by the departments, enterprises, and organizations within the township; in implementing the objectives of the SLORC/SPDC in order to emerge the disciplined democratic system in the State and build a new peace and developed nation, to smoothly and successfully carry out supporting, coordinating, examining, supervising, controlling and instructing of the departments, enterprises, and organizations and civil services; to lead the interests of the nation and the entire people in implementing the activities based on the objectives of the SLORC/SPDC; to carry out the duties and functions granted by the existing laws; to actively organize, support, lead and control in implementing the beneficial activities and the national interests; to abide by laws, rules, procedures, orders and ordinances in carrying out the rights and duties; to implement and be implemented other duties and functions ordered by the upper LORCs/PDCs (The office of the SPDC, 1999). The main supporting office is the township general administration department to carry out the activities of the TLORC/TPDC.

The Township Law and Order Restoration Council or Township Peace and Development Council is entitled to make the heads of the township departments abide by the followings in respect of the activities of the departments, enterprises, organization: according to the laws, rules, procedures, orders and instructions or the decisions or instructions of the SLORC/SPDC the government or the respected upper LORC/PDC or if, in respect of TSLORC/TPDC's recommendations or decisions have to be gotten, the department's report to that Council, it is to make recommendations and decisions upon them; to be performed the matter not relating to the above, but in accordance with the laws, rules, procedures, orders and instructions. (Government of Myanmar, 1999)

### **3.6 Township Administration (After 2011)**

The nature of district, township, and ward and village-tract administration is key to understanding where powers and responsibilities lie below the states and regions. Below the state and region governments, there is no "third tier" of elected local government. Instead, in line with Myanmar's graded territorial administrative system, a

number of government departments, most of which are part of Union ministries, perform a wide range of functions. In a system of local governance without local government, a number of committees exist at different levels that are responsible for oversight and coordination among departments. The GAD is the most important body for coordinating subnational governance below the states/ regions.

GAD district administrators will be asked to resolve disputes that cannot be resolved at lower levels, such as those involving the abuse of power by township or ward/village-tract administrators.

The township is not an elected level of government, but is local administrative divisions of States and Region, as well as of the Union Territory of Naypyitaw, thus covering the entire national territory. The township administrator, responsible for coordination of the departments at the township, is an official of the GAD. Township General Administration Offices (GAOs) of the GAD are a township's most powerful authority, playing a key role in the coordination, communication, and convening of all government actors across the township. They follow the common civil servants training and career, including frequent rotations. However, operate from separate offices, rather than a single integrated township administrative structure under the TA. Even though the TA is the highest-ranking civil servant at the township level, and tends to enjoy a great amount of respect, the internal systems and decision-making processes of other government departments, are in most cases, under Union Ministries. This system do not allow for a very thorough and strategic form of horizontal coordination. For instance, the Union Health and Education Ministries both deploy their respective officers and assign their own operational budgets to the township level, over which the TA has little influence. (UNDP Myanmar, 2015)

The township level is at the heart of subnational administration; Myanmar's 330 townships are the building blocks of public administration and service delivery. For most people in Myanmar, much of their engagement with the state, whether on personal matters such as births and deaths or private matters of economic governance, will begin with a township-level official or their W/VTAs. (Hamish, Matthew, Cindy, Kyi, and Thet, 2013)



Townships were a central element in President Thein Sein's reform agenda, which stressed "people-centered development." Although the GAD's township administrators remain firmly in control of this level of governance, there has been an expansion of assorted committees that help manage and guide local development efforts. Under the NLD, the importance of the township level is undiminished, although the mechanisms for ensuring effective township administration and governance have changed. There has not, however, been any fundamental change to the legal framework for township administration. (Appendix G)

### **3.6.1 Township Departments**

The departments present at the township level are roughly similar across the country but vary from township to township. Although there are fewer department offices compared to the state and region level, township offices are still numerous, with more than 22 core departments usually present in each township (a list can be found in annex I). The GAD, the Internal Revenue Department, the Department of Agricultural Land Management and Statistics, and the Myanmar Economic Bank are present in almost all townships and have similar role and level of authority in each. Some departments, such as the DAO and the Housing Department, are urban focused, whereas the Department of Rural Development (DRD), the Department of Agriculture, and the Department of Forestry play a more central role in rural areas. The relative importance of departments also varies in relation to their importance to the state/ region.

As the mapping of local governance in Myanmar's States and Regions shows, these line ministry departments serve as the service delivery units at the local level, as they continue the final delivery points of services in the areas of health, education, and many aspects of infrastructure development. As the mapping also shows, these departments follow primarily a vertical chain of command via the districts, State/Region departments and ultimately to the Union Ministries, rather than being able to coordinate horizontally make local decisions or reallocation of resources between departments at the township level.

These township-level offices serve as the key providers of local services. Depending on their schedule 2 or 1 functions, most of these offices are sector focused, reporting to their Union ministries or state/region departments, resulting in the soled and isolated performance of functions.

Four major, cross-sector departments are the key exceptions: the GAD, DAOs, DRD, and Planning. These departments have wide-ranging duties and functions (some overlapping) and operate as the primary interfaces between the state and the general population.

The GAD leads on the oversight and granting of township-level permissions and has an overarching mandate that extends over the other department, with the possible exception of DAOs. GAOs are led by township administrators, who identify their roles as the promotion of social and economic development through management of township affairs, oversight of implementation for development projects, and coordinating with other parts of government. Notably, no township administrators in any of the 330 townships of Myanmar are women. Township administrators and their deputies play an important role in township committees.

As the “backbone” of government administration in Myanmar, the GAD administers all general government “management” activities. At the township level, the Township Administrator represents the GAD. Alongside a variety of administrative duties such as registration, tax collection (for land, mineral and excise), land registration, the issuing of permits for various vehicles and use of public space, collation of socio-economic data, local dispute resolution amongst others, the township GAD administration is responsible for coordinating the various departments and the committees established by the Presidential Notification on issues of township development –a function that has become more pronounced with recent changes to the TA’s role. (UNDP, 2018)

Due to their preeminent role, GAD township administrators hold the responsibility to investigate complaints and mediate and resolve them. The GAO may also use its significant implementation capacity on behalf of other departments that lack manpower.

The elected representatives and different interest groups try to influence the township administration reflected in the middle. The ‘township administration’ is in a way an imaginary administration as it is not a legal entity. It consists of de- concentrated line ministry departments from either union or state/region level. But through the election of the Ward and Village Tract administrators, representing the voice of the people, and the popularly elected representatives in the township and ward/village tract level committees new accountability lines are emerging and the township administration have to learn how to respond the new situation.

DAOs, led by executive officers, are another important township-level institution and are the primary urban governance entity. DAOs, and CDCs in Yangon, Mandalay, and Nay Pyi Taw, are the leading bodies for providing urban services, including urban road construction and maintenance, sewage and sanitation, street lighting, and urban water supply. DAOs also perform a significant number of economic governance functions, such as issuing business licenses to various business, including restaurants, small shops, and skilled businesses. Business licenses for some sectors, such as slaughterhouses, ferries, and pawnshops, are available only through auctions, held once per year by the DAO. DAOs also issue construction permits.

In rural areas, the DRD has responsibilities in many areas, including local infrastructure projects such as roads, bridges, water supply, electrification, micro financing, canals and ponds, and community-driven development projects.

Aside from the GAD, DRD and DAOs and Planning Department, the numerous sectoral departments carry out a broad range of functions in service delivery and economic governance. And then, township administration operates with the voice of the township level committees. (Appendix H)

### **3.6.2 Township Committees**

A key institutional mechanism of local governance without local government is the system of committees. A large number of committees, which play a role in oversight and coordination among departments, exist at the state/region, district, and township, ward, and village-tract levels. Some of the most prominent committees were first introduced and

supported by President Thein Sein and the USDP government. Under the NLD, the committee structure remains largely in place, although the relative prominence of different committees has changed.

At the township level, there may be more than 30 committees. As with departments, the relative prominence of committees varies from township to township. Five committees tend to be the most prominent: the Township Management Committee (TMC), the Township Development Affairs Committee (TDAC, also known as the Municipal Committee), the Township Scrutinizing Confiscated Farmlands and Other Lands Committee, and the Township Plan Formulation and Implementation Committee (TPFIC) and the Township Administrative Body of the Farmland.

The GAD plays a central role in convening, coordinating, and communicating the activities, decisions, and budget allocations of all committees except the TDAC. The sheer number of committees, however, often impedes the GAD's work. (Appendix I)

While DSCs were abolished shortly after the ascension of the NLD, subnational committees remain important under the NLD, with some committees rising in profile, and significant development is the increasing participation of township MPs in the work of committees. The increasing inclusion of township MPs in the works of committees is the NLD's key mechanism for ensuring public participation and responsiveness by the subnational administration. (Batcheler, 2018)

### **(1) Township Management Committee**

The TA plays a coordinating role, both in co-ordination of the sector ministry departments at township level, by chairing township level committees, first and foremost the Township Management Committee (TMC).

In most townships, the TMC, formed and chaired by the GAD township administrator and consisting of seven to nine other members, is the primary coordinating body at the township level and is considered as the most important. Overall, the TMC is responsible for coordinating the assorted government departments functioning at the township level, including the Union ministries' field offices. The TMC reports to the

District Management Committee. Most township issues, including safety and security, are raised and discussed in the TMC meetings. The many lower-level township committees are formed by the TMC, to which they report, thereby accentuating the importance of this body. The committee is mandated to combine security and development issues.

The Township Management Committee is composed of the township administrator of the GAD (Chairperson), the township police officer (Member), the township planning department officer (Member), the township fire department officer (Member), the township education department officer (Member), the township law officer (Member), the township Immigration officer (Secretary), the township deputy officer of the GAD (Jointed Secretary). The Secretary post depends on the selection of the respective State/Region government.

The TMC is responsible for: weekly coordination and consultation meeting with the other departments other state holders as well as the other committees at township level for township development; weekly management meeting with other departments for township security, peace and rule of law; coordination of socio economic development and farming sector for wards and villages, implementation with coordination to improve indicators of township education, health and human resources index; reporting and coordination with other departments while implementing the projects of international assistance; monitoring the other departments to improve service delivery; awareness raising and education of rule of law for security, peace and development; implementing to achieve the objectives of good governance; reporting of township management committee progress to district management committee; if the problems cannot be solved and decided at the township level beyond its authority, rules and regulations, it has to be explained to the public and submitted to the higher level with suggestions; coordination and implementation of budgets with different budget accounts (State Budget or international assistance or self-funding) for drinking water and electricity in the township; opening libraries for public knowledge and education; and increasing the number of roads and bridges depending on the budget.

## **(2) Township Development Affairs Committee**

The TDAC holds a unique position in the township committee structure. The general purpose of TDACs is twofold: to reflect public priorities, and to ensure successful project implementation. In collaboration with township DAO offices, TDACs work to set priorities for annual planning and budgeting of township DAO funds. Most (if not all) TDACs tend to meet on a regular, weekly basis. Significantly, the TDAC is the only committee with the ability to work with its respective department to construct an independent budget, allowing it to convene meetings, make autonomous decisions, and fund activities decided upon in meetings. As detailed in chapter 3, the majority of TDAC members (four of seven) are from the community. Figure 4.6 provides an overview of township administration and governance, including links between township departments and township committees, and state/region and Union governments.

The de facto role and importance of TDACs (as opposed to executive officers or DAO staff) seems to vary from one township to another, often reflecting the personal authority of either the TDAC chairman or the executive officer (EO). In some DAOs, the TDAC chairmen are clearly seen (and act) as the highest authority. In others, the TDAC chairman's role is eclipsed by that of the EO. Indeed, there is sometimes a degree of tension between the TDAC's(s) elected members and the EO and the DAO staff.

A significant challenge exists regarding the level of authority the TDACs should exercise over township DAO offices and how to enforce decisions not supported by the DAO. This is compounded by the lack of legal clarity about how to resolve such disagreements. It is particularly challenging when long-term municipal officers, who feel they are the technical experts, disagree with TDAC public members advocating for the community. These challenges contribute to a level of confusion in some townships as to the exact responsibilities of the TDAC.

Township Development Affairs Committee is composed of: the Elected Influential Person (Chairperson), the Municipal Officer (Secretary), the Social sector representative (Member), the Business sector representative (Member), the Academic representative (Member), the GAD Deputy Township Officer (Member), and the Rural, Livestock and

Fisheries Department Deputy Officer (Member).

The roles and responsibilities of the TDAC are: with supervision of State/Region Development Committee, the township committee can implement the activities with regard to borrowing and getting loans from the Union Government, State/ Region government and domestic and international organizations in line with the laws, rules and regulation, implementing municipal affairs with support from domestic and international organizations or individuals; ownership, inheritance and law suit of the name and logo; funding can be saved with different bank account and can be spent for municipal functions and it can also be increased with requirements; funding from foreign sources can also be saved with different bank account and it can be spent with be permission of Chief Minister through the Development minister; private bank can be set up with application in line with the law; auditing, accounting and management of funding has to be performed; development priorities submitted by villages and wards has to submit to the State/Region Development committee and work and cooperate together with Township Development body; mobilize people participation and suggestion for Township Development body for township development activities; awareness raising and mobilizing public for township development rules and regulations; implement activities assigned by Mon State government and State/Region Development committee; submission of township development suggestions and ways to State/ Region Development Committee and implement with the approval; officer of the Township Development Body, secretary of the committee, has to perform the decisions of the committees with the funding in line with fiscal rules and regulations; estimated budget of Township Development body for five year plan has to be drawn with the requirements; recommendations and suggestions submitted by the Township Development Committee has to be implemented by Township Development Committee has to be implemented by Township Development Body and if it cannot be implemented, it has to submit to State/Region Development Body; State/ Region development body has to monitor, supervise, approve and permit the functions relating to Township Development body Civil servants functions according to the Union Civil Servants Laws, fiscal activities according to the Ministry of Finance, auditing functions according to the Union Office of the Auditor General, civil servants functions according to State/Region development law and law amendment, fiscal functions and auditing process; report of

Township development committee has to submit to State Development Committee.

### **(3) Township Plan Formulation and Implementation Committee**

Township Plan Formulation and Implementation Committee (TPFICs) is established with: the township administrator (the chairman); the officers of education health, electricity, immigration, revenue, development affairs, the information departments in township level (the members); the officer of planning department (secretary); the officer of cooperative department (jointed secretary).

TPFICs have risen in prominence under the NLD. Township Plan Formulation and Implementation Committees, with the participation of MPs, are playing a central role in the NLD's efforts to implement a bottom-up approach to planning and budgeting. The prominence and functioning of TPFICs vary significantly among townships. Their duty and function are reporting local planning to the State or Region Plan Formulation Committee; correcting data from the respective ward and village tract in order to formulate and implement the township plan which includes priority of plan to support social economic of people; supervising the implementation of development infrastructure buildings; reporting after scrutinizing to the respective State or Region Plan Formulation and Implementation Committee in respect of social economic development plan, human resource development plan, investment plan and local plans in order to cause the development of social economics of the State and Region.

### **(4) Township Scrutinizing Confiscated Farmlands and Other Lands Committee**

This committee has also risen in prominence under the NLD, with committees from the village tract up to the Union level. The committees review complaints of confiscated farmlands and other lands, and may return lands, according to rules and regulations, to their original owners. The committees are said to have been very active since 2016. Township MPs are participating these committees, helping to resolve claims. Where claims cannot be resolved at the township level, they are sent up to the district committee, and then to the state/region committee, which is headed by the chief minister. Chief Ministers were said to be active participants in these committees. (Batcheler, 2018)



The Township Administrative Body of the Farmland is composed of : the Township Administrator of the GAD (Chairperson), the Township Agricultural Department Officer (Member), the Township Planning Department Officer (Member), the Township Rural Development, Livestock and Fisheries Department Officer (Member), the Township Forest Department Officer (Member), the Township Livestock, Breeding, and Veterinary Department Officer, and the Township Agricultural Land Management and Statistics Department Officer (Secretary).

**(5) Township Administrative Body of the Farmland (TABF)**

The Township Administrative body of the Farmland is formed with: the Township Administrator of the GAD (Chairperson), the Agricultural Department Officer (Member), and the Planning Department Officer (Member), the Rural Development, Livestock and Fisheries Department Officer (Member), the Officer of the Department of Agricultural land Management and Statistics (Secretary).

The roles and responsibilities of the Township Administrative Body of the Farmland are: submission with the recommendation after scrutinizing the cases of right to use farmland submitted by the Department of Agricultural Land Management and Statistics(DALMS) and to the District Administrative Body of the Farmland (DABF), under the instruction of that, issuing certificate of the right to use the farmland or rejecting letter; public announcement of the fact of that can be applied in respect of the revoked farmland and the new farmland , Submission after again scrutinizing the cases submitted by the DALMS to the DABF, under the instruction of the that body, issuing certificate of the right to use the farmland or informing the rejection to the rejected person; again scrutinizing the cases submitted by the DALMS in respect of the matters carried out in respect of sale, exchange or gift, transfer, issuing certificates of the right to use and reporting to the DABF.

After the cases submitted by the DALMS with its recommendation had been approval or reject in respect of inheritance of the right to use the farmland, this body has to Inform the fact of scrutinizing and approval upon the applied to that department of and to that person in order to change vacant, fallow, virgin lands of the person who has the right

to cultivate or utilize from the Central Farmland Administrative Body into the farmlands of that person, and sending the certified copy of that to the Ward and Village Tract Farmland Administrative Body and continuously informing that person and issuing under the scrutinized and submitted facts in accord with the law and the rules; issuing land use right certificate to those who got approval from Central Administrative Body of the Farmland to change vacant, fallow and virgin lands into farmlands after informing DALMS.

Other responsibilities of TABF are issuing land use right certificate to those who applied as small farmers got approval from Nay Pyi Taw Council/Region and State Farmland Management Body to change vacant, fallow and virgin lands into farmlands after informing DALMS; issuing land use right certificate of mortgaged land cases submitted by DALMS and informing approval to them and submission of report to DABF. Supervise the land owners not to transfer lands to foreigner or foreigner companies.

In other words, TABF exercise the *quasi*-judicial function under the provisions the 2012 Farmland Law. The responsibilities cannot be intervened by other township level committee.

While the Constitution did not create a third level of government, both the USDP and NLD transition governments have sought to strengthen the systems of local governance, primarily through the growing number of committees at different levels of administration. Under the USDP, the primary aim of the committees was to ensure greater public participation and responsiveness to local needs, as shown by the creation of TDACs and DSCs. While the NLD abolished the DSCs, the role of the TPFIC and Farmland Management Committees has grown. Greater participation and responsiveness is being pursued through the increasing inclusion of MPs in the work of the committees. Reforms to the ward/village-tract administrator have sought to strengthen democratic accountability, including elections that are now more direct following amendments in 2016. Below the state/region level, the GAD remains central to the functioning of subnational administration, as the ubiquitous coordinating presence.

## **CHAPTER IV**

### **SURVEY ANALYSIS**

#### **4.1 Survey Profile**

There are 45 townships and 4 districts in Yangon Region. Out of those townships, 34 townships fall under Yangon City Development Committee (YCDC) area and 12 townships are out of YCDC area. Administratively, Yangon Region is divided into 45 townships and one sub-township. It includes the Coco islands, a group of small islands in the Indian Ocean. Thirty-three townships, representing less than 10 percent of the land area and over 70 percent of the population in the Region, together form Yangon city area. The twelve townships that are not part of the city are located in the northern and southern districts. Even though all township in the eastern district are either totally or in part under YCDC, only the western district (basically ‘downtown Yangon’) is exclusively composed of wards (without any village tracts) and is in full part of the city area. (Appendix J)

#### **4.2 Survey Design**

Yangon Western District is exclusively composed of 13 townships, as well as 8 townships in Yangon northern district. Yangon western district is situated in YCDC area, but 4 townships of the townships in Yangon northern district do not fall under YCDC area in which are Hlegu, Hmawbi, Taikkyi and Htantabin. The number of the township departments in the Yangon Western District is 293 departments. (Appendix K and L)

Table (4.1) shows that the data were collected from the townships in the Yangon Western District and Yangon Northern District where there are twenty one townships and of 293 departments therein. The survey was conducted from all the heads, deputies, and other ranks of the township departments in the Yangon Western District and Yangon Northern District. The data can be collected from 15 departments in each township, which

mainly are the township GAD, the police force, the fire department, the education department, DAD, public health department, planning department, the rural development department, immigration department, agricultural department, the department of agricultural land management and statistics, the audit department, electric department, labor department, revenue department and so on.

**Table (4.1) The number of surveyed departments in Yangon Western and Northern districts**

District	Township	No. of Department	No. of Respondents
Western	Kamayut	20	15
	Kyimindaing	27	15
	Kyauktada	23	15
	Sanchaung	24	15
	Seikham	26	15
	Bahan	23	15
	Latha	23	15
	Lanmadaw	19	15
	Hlaing	23	15
	Hlegu	32	15
Northern	Hmawbi	34	15
	Taikkyi	35	15
	Hlantabin	30	15
	<b>Total</b>		<b>195</b>

Source: Survey data, 2019

### 4.3 Survey Results

This study concerns with research finding based on quantitative studies. This study aims to study township governance types under the administrative systems of military government (1988-2011) and democratic government as of 2011. This section presents analysis and interpretation of the result of survey data collection and statistical techniques carried out from the answers of survey questionnaire.

#### 4.3.1 Demographic Characteristics of Respondents

The demographic characteristics of the 195 respondents from the township departments in Yangon Western District and Yangon Northern District are shown in Table 4.3. This includes gender, age, race, rank, education, and job history and service experiences.

**Table (4.2) Demographic Characteristics of Respondents**

No.	Variable	Characteristics	No. of Respondents	Percentage
1	Gender	Male	114	58.46
		Female	81	41.54
		<b>Total</b>	<b>195</b>	<b>100</b>
2	Age	35 to 45 years	65	33.33
		45 to 55 years	88	45.13
		55 to 60 years	42	21.54
		<b>Total</b>	<b>195</b>	<b>100</b>
3	Race	Kayin	2	1.03
		Karen	1	0.51
		Burmese	184	94.36
		Mon	1	0.51
		Rakhine	7	3.59
		<b>Total</b>	<b>195</b>	<b>100</b>
4	Education	Graduate	170	87.18
		Post Graduate	23	11.79
		Doctorate	2	1.03
		<b>Total</b>	<b>195</b>	<b>100</b>
5	Duration of experience (years)	Between 5 and 10	23	11.79
		Between 10 and 15	40	20.51
		Between 15 and 20	65	33.34
		Between 20 and 30	67	34.36
		<b>Total</b>	<b>195</b>	<b>100</b>
6	Rank	Head	92	47.18
		Deputy	46	23.59
		Others	57	29.23
		<b>Total</b>	<b>195</b>	<b>100</b>

Source: Survey data, 2019

Table (4.2) shows 58.46% of the respondents are male whereas the rest, 41.54% are female. This data describes a little gap between male and female.

The age of the respondents are ranged from 25 to 60 years. Most of the respondents 45.13% are between the age of 45 to 55 years. The second most of the respondents 33.33% are between the age of 35 to 45 years. Therefore, most of respondents are the heads or deputies or lower deputies of the township departments. As 21.54% of the respondents are 55 to 60 years, they have to service the local people in the township level and the progress of their promotion is very delay. 7.18% of the respondents are 25 to 35 years who are likely to physically and mentally active and productive in spite of being young.

Nearly almost of the respondents are Burmese (94.36%). The other race remain a little of civil services in township level departments in the Yangon Western District.

Concerning of educational status of the respondents, graduated persons are (87.18%), whereas the second proportion of respondents (11.79%) are post graduate. Doctorate in the township level departments is a little. There is a requirement for making the qualified civil services in township departments attend or joint the master degree as competent civil services in order to provide public services better.

Relating to experience in the township level, most of the respondents (34.36%) are between 20 and 30 years, followed by 33.34% between 15 and 20 years. 20.51% of the respondents are between 10 and 15 years and also 11.79% are between 5 and 10 years. Therefore, the respondents are experienced in township level public services.

More of the respondents, 47.18%, are the heads of the township department. 23.59% of the respondents are the deputies of township departments. 29.23% of the respondents are other ranks.

#### **4.3.2 Administrative System**

The status of the government from 1988 to 2011 was different from the status of government as of 2011 under the political landscape as the following table.

**Table (4.3) Knowledge on Administrative System (1988 to present)**

<b>No.</b>	<b>Variable</b>	<b>Characteristics</b>	<b>No. of Respondents</b>	<b>Percentage</b>
1	Status of Government (1988 to 2011)	Liberal-Democratic	-	-
		Military rule	153	78.4
		Autocratic	10	5.13
		Oligarchy	32	16.4
		Democratic	-	-
		<b>Total</b>	<b>195</b>	<b>100</b>
2	Status of Government (2011 to present)	Liberal-Democratic	19	9.74
		Military rule	-	-
		Autocratic	-	-
		Oligarchy	3	1.54
		Democratic	173	88.7
		<b>Total</b>	<b>195</b>	<b>100</b>
3	Township Administration	Law and order administration	50	25.6
		Revenue administration	8	4.10
		Development administration	55	28.2
		Public administration	82	42.0
		<b>Total</b>	<b>195</b>	<b>100</b>
4	Types of Township Administration	Local government	30	15.3
		Local administration	161	82.5
		Local self - government	3	1.54
		Rural local self - government	1	0.51
		<b>Total</b>	<b>195</b>	<b>100</b>
5	Township Management Committee	A policy - making agency	16	8.21
		A constitutional agency	32	16.4
		A statutory agency	22	11.2
		An executive agency	125	64.1
		<b>Total</b>	<b>195</b>	<b>100</b>

Continued Table (4.3)

No.	Variable	Characteristics	No. of Respondents	Percentage
6	The most important department in Yangon Administration	Police Force	26	13.33
		Yangon City Development Committee	68	34.87
		General Administration Development	99	50.77
		Personal	2	1.03
		<b>Total</b>	<b>195</b>	<b>100</b>

Source: Survey Data, 2019

Table (4.3) shows, the status of government from 1988 to 2011 was the military rule under 78.46% of the respondents, as well as the status of government as of 2011, democratic government according to 88.72% of the respondents. Nearly half of the respondents (42.05%) answer that the township administration stand for public administration and most of the respondents (82.56%) agree that the type of township administration is local administration. That the Township Management Committee is an executive agency is said by 64.10% of the respondents. It is agreed by 50.77% of the respondents that the general administration department is the most important one in Yangon administration.

In the period from 1988 to 2011, administrative system was military rule. Township administration operated under the control of military officers. The status of government as of 2011 is democratic government. Both military government and democratic government focus on township general administration department to implement their policies and responsibilities.

#### 4.3.3 Township Administration (1988-2011)

In respect of knowledge, bureaucratic mechanism, behaviors in township governance and attitude towards administration, the result of the respondents during the Township Law and Order Restoration Council or the Township Peace and Development Council from 1988 to 2011 is mentioned in the following table.



**Table (4.4) Knowledge Relating to Administration**

<b>Description</b>	<b>1</b>	<b>2</b>	<b>3</b>	<b>4</b>	<b>5</b>	<b>Total</b>	<b>Mean</b>
There was no civilian government.	1 0.5%	34 17%	56 29%	96 49%	8 4%	195	3.38
The military leaders were the Supreme decision makers.	-	29 15%	50 26%	106 54%	10 5%	195	3.49
TLORC/ TPDC was established by the SLORC or SPDC.	-	7 4%	53 27%	129 66%	6 3%	195	3.69
TLORC/TPDC was established under the law.	6 3%	42 22%	83 43%	61 31%	3 2%	195	3.06
TLORC/TPDC was the fourth tier of the government.	-	18 9%	65 33%	98 50%	14 7%	195	3.55
The decision making power of the TLORC/ TPDC was almost full.	-	12 6%	68 35%	106 54%	9 5%	195	3.57
<b>Total mean score</b>			<b>3.45</b>				

Source: Survey Data, 2019

Table (4.4) shows that in the period from 1988 to 2011, the decision making power the Township Law and Order Restoration Council or Township Peace and Development Council was the fourth tier of the government as it gets total mean score 3.55. The administrative structure had five levels, including the Ward and Village Tract LORC/PDC, then. The military leaders were the supreme decision makers who were positioned as the

chairman in the assorted LORC/PDC. That point is stated by the total mean scores 3.69 and 3.49 respectively. It is just because there is no civilian government and the TLORC/TPDC was established by the SLORC/SPDC total mean score (3.45).

Mean scores were calculated for all descriptions for administrative knowledge. The lowest mean score (3.06) was seen as that TLORC/TPDC was the fourth tier of the military government, but not under the law because of direct military rule. And then the highest mean score (3.69) was observed for description that TLORC/ TPDC was established by the SLORC or SPDC.

**Table (4.5) Bureaucratic Mechanism in Administration**

<b>Description</b>	<b>1</b>	<b>2</b>	<b>3</b>	<b>4</b>	<b>5</b>	<b>Total</b>	<b>Mean</b>
Non-elected body	-	9 5%	3 7%	2 2%	11 6%	195	3.58
Under the control of upper LORC/PDC.	-	7 4%	53 27%	92 47%	43 22%	195	3.87
The principle of hierarchy	-	3 2%	56 29%	116 59%	20 10%	195	3.78
<b>Total mean score</b>						<b>3.74</b>	

Source: Survey Data, 2019

According to the Table (4.5), most of the respondents 52% answer that township administration was non-elected body. As 47% of the respondents responded that township administration was under the control of the upper LORC/PDC, there was no autonomous in township level. 116% of the respondents indicate that the principle of hierarchy drive township administration.

Mean scores were also calculated for all descriptions for bureaucratic mechanism in township level. Under lowest mean score (3.58), the military government used bureaucratic mechanism and township administration was implemented by non-elected body, TLORC/TPDC. Under the highest mean score (3.87), Township governance was functioned

by principles of hierarchy. Therefore, the TLORC/ TPDC could handle the township governance effectively under the supervision of upper level assorted councils.

**Table (4.6) Behaviors in Township Governance**

<b>Description</b>	<b>1</b>	<b>2</b>	<b>3</b>	<b>4</b>	<b>5</b>	<b>Total</b>	<b>Mean</b>
Effective and efficient performance	9 5%	22 11%	84 43%	77 39%	3 2%	195	3.22
Very low Public engagement	-	13 7%	54 28%	117 60%	10 5%	195	3.63
TGAD was a primary interface	-	4 2%	54 28%	119 61%	18 9%	195	3.77
Influence of upper LORC/PDC	11 6%	54 28%	85 44%	38 19%	7 4%	195	2.88
The public administration in ad hoc	3 2%	9 5%	63 32%	107 55%	13 7%	195	3.60
Difficult implementation	-	52 27%	94 48%	39 20%	10 5%	195	3.03
Township departments had to comply with the instructions of TPLORC/TPTC	-	43 22%	97 50%	45 23%	10 5%	195	3.11
prior implementation to rural	-	17 9%	78 40%	76 39%	24 12%	195	3.54
Transparency and accountability.	10 5%	49 25%	87 45%	40 21%	9 5%	195	2.94
The township administration improved by a number of complementary committees	-	-	62 32%	122 63%	11 6%	195	3.73
No participation in township administration	3 2%	52 52%	59 30%	74 38%	7 4%	195	3.15
<b>Total mean score</b>						<b>3.33</b>	

Source: Survey Data, 2019

According to the Table (4.6), almost half of the respondents (43%) responded that in implementing the duties and function by the township SLORC or PDC, the performance was effective and efficient. According to 60% of the respondents, there was very low public engagement. The TGAD was a primary interface under the respondents (61%). 44% of the respondents responded that there was may be influence of upper LORC/PDC. The public

administration was in ad hoc according to 55% of respondents. 48% of the respondents were neutral with regard to whether implementation was different or not. Half of the respondents (50%) responded that township departments had to comply with the instructions of TPLORC/TPTC. The respondents (40%) were neutral with regard to the fact that there may be prior implementation to rural development. The respondents (45%) did not comment on about transparency and accountability in township administration. More than half of the respondents (63%) answered that establishing a number of complementary committees made the township administration improved. The local people were not entitled to participate in township administration in accord with the answers of 38% of the respondents.

Mean scores were also calculated for all descriptions for administrative behaviors. The lowest mean score (2.88) pointed out that township administration was influenced and controlled by the upper level LORC/PDCs in implementing its duties and functions and providing the public services in accordance with rules and regulations. But the highest mean score (3.77) was observed for the descriptions that “TGAD and township administrator, who was the chairman or member of TLORC or TPDC was a primary interface.

**Table (4.7) Attitude towards Administration**

<b>Description</b>	<b>1</b>	<b>2</b>	<b>3</b>	<b>4</b>	<b>5</b>	<b>Total</b>	<b>Mean</b>
The cooperation and coordination facilitated the township administration.	-	7 4%	56 29%	115 59%	17 9%	195	3.72
Duties and functions carried out by TLORC/TPDC under the instructions of Upper LORCs/ PDCs,	-	6 3%	69 35%	108 55%	12 6%	195	3.64
Duties and functions are under the laws and regulations	-	11 6%	68 35%	102 52%	14 7%	195	3.61
Taking into account the feedback from local people.	13 7%	67 34%	72 37%	33 17%	10 5%	195	2.79
No satisfaction from the people	15 8%	44 23%	74 38%	56 29%	6 3%	195	2.96
Administrative reform	3 2%	10 5%	83 43%	96 49%	3 2%	195	3.44
<b>Total mean score</b>							<b>3.91</b>

Source: Survey Data, 2019

According to the Table (4.7), most of the respondents (49%) answered that the cooperation and coordination facilitated the township administration. 55% of the respondents agreed on duties and functions carried out by TLORC/TPDC under the instructions of upper LORCs/ PDCs. 52% of the respondents answered that duties and functions are under the laws and regulations. Most of the respondents (37%) did not give opinions about taking into account the feedback from local people, and follow by 38% of the respondents about no satisfaction from people. Almost half of the respondents (49%) agreed that secretarial posts at township level were civilianized in 2005 and chairmanships in 2007. This was part of the army government's administrative reform to establish a civilian government under a constitution in the future.

Mean scores were also calculated for all descriptions for attitude forwards administration. The lowest mean score (2.79) pointed out that TLORC or TPDC did not take into account the feedback from local people with respect to the need of people and township governance. So, public services of TLORC/ TPDC were not efficient and effective. The highest mean score (3.72) was observed for the descriptions that the cooperation and coordination with inter-departments in township level was strong during military government and under the supervision of TLORC or TPDC.

#### **4.3.4 Township administration (2011 to present)**

In respect of knowledge, bureaucratic mechanism, behaviors in township governance and attitude towards administration, the result of the respondents at the democratic government as of 2011 is mentioned in the following table.

**Table (4.8) Knowledge Relating to Administration**

<b>Description</b>	<b>1</b>	<b>2</b>	<b>3</b>	<b>4</b>	<b>5</b>	<b>Total</b>	<b>Mean</b>
Civilian government under the 2008 Constitution	-	12 6%	37 19%	133 68%	13 7%	195	3.75
Establishing the Township Management Committee under the Constitution.	11 6%	67 34%	57 29%	60 30%	-	195	2.85
Township Management Committees a legally administrative unit.	-	27 14%	64 33%	99 51%	5 3%	195	3.42
Township Management Committee is not the local government.	3 2%	36 18%	57 29%	93 48%	6 3%	195	3.32
Township Management	-	10 5%	72 37%	109 56%	4 2%	195	3.55
Lack of the statute law for	-	35 18%	67 34%	80 41%	13 7%	195	3.36
The administrative reforms as	-	9 5%	54 28%	124 64%	8 4%	195	3.67
<b>Total mean score</b>							<b>3.41</b>

Source: Survey Data, 2019

According to the Table (4.8), most of the respondents agreed on evolution of civilian government under the 2008 Constitution. 30% of the respondents responded that the TMC is under the constitution, and therefore 51% of the respondents answered that TMC is a legally administrative unit, but nearly almost half of the respondents (48%) committed that

TMC is not local government. 56% of the respondents pointed out that TMC play a crucial role in township administration.

Mean scores were also calculated for all descriptions for administrative knowledge. The lowest mean score (2.85) points out that establishing the Township Management Committee may be said as a main organization in township level but it does not have administrative authority, only management for township governance. The highest mean score (3.75) is observed for the descriptions that there has been civilian government (democratic government) under 2008 Constitution from 2011.

**Table (4.9) Bureaucratic mechanism in Administration**

<b>Description</b>	<b>1</b>	<b>2</b>	<b>3</b>	<b>4</b>	<b>5</b>	<b>Total</b>	<b>Mean</b>
The departments applied the principle of hierarchy	-	13 7%	49 25%	129 66%	4 2%	195	3.64
The TMC and the TDAC are bureaucratic organization	6 3%	39 17%	95 49%	57 29%	-	195	3.04
Township administration is bureaucracy mechanism	3 2%	26 13%	73 37%	88 45%	5 3%	195	3.34
<b>Total mean score</b>							3.34

Source: Survey Data, 2019

According to the Table (4.9), most of the respondents (66%) answer that the department applied the principle of hierarchy because civil servants have to perform the responsibilities of the government. Nearly half of the respondents (49%) neither disagree nor agree about the fact that TMC and the TDAC are bureaucratic organization. The respondents (45%) agreed that Township administration is bureaucracy mechanism.

Mean scores are also calculated for all descriptions for Bureaucratic Administration in township level. The lowest mean score (3.04) is seen for the description that the TMC and the TDAC are bureaucratic organization while the highest mean score (3.64) was observed for the description “the departments applied the principle of hierarchy”.

**Table (4.10) Behaviors in Township Governance**

<b>Description</b>	<b>1</b>	<b>2</b>	<b>3</b>	<b>4</b>	<b>5</b>	<b>Total</b>	<b>Mean</b>
The township departments are supervised and controlled by the Union Government Channel.	4 2%	61 31%	54 28%	65 33%	11 6%	195	3.09
TGAD and TDAO are closely supervised and controlled by the State/ Regional Government Channel.	-	4 2%	50 25%	128 66%	13 7%	195	3.77
The TMC and the TA manage the public administration by basing on the laws and regulations.	-	19 10%	35 18%	131 67%	10 5%	195	3.68
TDAC exercises its own Development Affairs Law.	-	46 24%	46 24%	93 47%	10 5%	195	3.34
The TA and the TMC have no right to intervene with other township level department,	-	12 6%	42 22%	129 66%	12 6%	195	3.72
The TA and the TMC have no statute law for township administration.	-	40 20%	87 45%	65 33%	3 2%	195	3.16
No mechanism for regular public engagement	-	67 34%	68 35%	60 31%	-	195	2.96
Urban public goods and services are provided by the DAO or DAC.	6 3%	24 12%	85 44%	71 36%	9 5%	195	3.27
Transparency and accountability.	-	9 5%	38 19%	139 71%	9 5%	195	3.76
OSS is an effective management, but barriers of procedure and decision making power	-	24 12%	63 32%	93 48%	15 8%	195	3.50



Continued Table (4.10)

<b>Description</b>	<b>1</b>	<b>2</b>	<b>3</b>	<b>4</b>	<b>5</b>	<b>Total</b>	<b>Mean</b>
The State/ Regional, District, TGAD are under the control of its ministry and the State/Regional	-	8 4%	49 25%	129 66%	9 5%	195	3.71
<b>Total mean score</b>						3.45	

Source: Survey Data, 2019

Under the above Table (4.10), only 33% of the respondents answered that the township departments are supervised and controlled by the Union Government Channel, but most of after respondents disagreed on that fact. More than half of the respondents (66%) answered that TGAD and TDAO are closely supervised and controlled by the State/Regional government channel. 67% of the respondents gave opinions that the TMC and the township administrator provide the public administration by basing on the laws and regulations. Nearly half of the respondents (47%) answered that TDAC exercises its own Development Affairs Law. The respondents (66%) agreed that the TA and the TMC have no right to intervene with other township level department. And then TA and TMC have no Statute law for township administration according to 45% of the respondents. The respondents (37%) answered that there is no mechanism for regular public engagement. The respondents (44%) agreed urban public goods and services are provided by the DAO or DAC. Most of the respondents (71%) make a comment of transparency and accountability. The respondents (48%) answered that OSS is an effective management, but barriers of procedure and decision making power. Most of the respondents (66%) respond that the State/ Regional, District, TGAD are under the control of its ministry and the State/Regional Government.

Mean scores are also calculated for all descriptions for Administrative Behaviors. Although period from 2011 to now is democratic period, the administrative system did not construct the mechanism for regular public engagement (holding town hall meeting) under the lowest mean score (2.96). The highest mean score (3.77) pointed out that under the Constitution there are two tiers of government and then PGAD is responsible for township governance and TDAO is accountable for township development, especially

Yangon, Mandalay, and Nay Pyi Taw City Development Councils areas, but not involved in State and Region.

**Table (4.11) Attitude of towards Administration**

<b>Description</b>	<b>1</b>	<b>2</b>	<b>3</b>	<b>4</b>	<b>5</b>	<b>Total</b>	<b>Mean</b>
Different contentions between TGAD and other departments	-	16 8%	75 38%	99 51%	5 3%	195	3.48
Increasing cooperation and coordination between township departments	-	-	49 25%	138 71%	8 4%	195	3.79
No local people participation in township administration	-	64 33%	80 41%	51 26%	-	195	2.93
Self-confidence upon the extent of satisfaction of people	4 2%	21 11%	87 45%	83 42%	-	195	3.28
An administrative reform but not change management	-	18 9%	72 37%	105 54%	-	195	3.45
The TMC takes into account the feedback from the people.	-	6 3%	46 24%	135 69%	8 4%	195	3.74
The township administration includes township level committees and departments.	-	-	85 44%	71 36%	-	195	3.65
<b>Total mean score</b>							<b>3.47</b>

Source: Survey Data, 2019

According to Table (4.11), most of the respondents (51%) answer that there may be some different contentions between township GAD and other departments in implementing their administrative activities. Most of the respondents (71%) give a comment that the communication between township GAD and other departments is more increased than the SLORC/SPDC era. The respondents (41%) neither disagreed nor agree the fact of no local people participation in township administration. The respondents (45%) answer the fact of self-confidence upon the extent of satisfaction of people. The respondents (54%) give opinion of the fact of an administrative reform but not change management. Most of the respondents (69%) respond the TMC takes into account the feedback from the people. Most of the respondents (65%) answer that the township administration includes township level.

Mean scores are also calculated for all descriptions for Attitude towards Administration. The lowest mean score (2.93) is seen that as local people are not entitled to participate in township administration, the departments may not understand the need of people exactly. The highest mean score (3.79) is observed for the description that the cooperation and coordination between township administrator and other departments facilitate the township governance.

#### 4.3.5 Present Administrative Practice and Need for Reform

As the departments in the township level are responsible for township administration, it is that public relation, difficult task, most frequent task and other activities in administrative practices and the need for township administration reform involve the following tables.

**Table (4.12) Practices in Township Administration**

No.	Variable	Characteristics	No. of Respondents	(%)
1	Difficulties in public relation	Never	4	2.05
		Sometimes	104	53.34
		Often	47	24.10
		Always	40	20.51
		<b>Total</b>	<b>195</b>	<b>100</b>
2	Most difficult task	Land administration	24	12.30
		Land acquisition problems	48	24.61
		Rental disputes	10	5.13
		The disputes on farmland using	26	13.33
		Dispute between people	31	15.90
		Development Affairs activities	38	19.49
		Dispute between Department and people	9	4.62
		Others	9	4.62
		<b>Total</b>	<b>195</b>	<b>100</b>

Continued Table (4.12)

No.	Variable	Characteristics	No. of Respondents	(%)
3	Most frequent task	Clarification letter	58	29.74
		Law and order administration	35	17.95
		Cooperation with other departments	68	34.87
		Development affairs and rural development activities	31	15.90
		Electric power using matters	3	1.54
		<b>Total</b>	<b>195</b>	<b>100</b>

Source: Survey Data, 2019

According to Table (4.12), it is shown that the respondents (53.34%) sometime face difficulties in public relation when providing public services because both departments and people experience little democratic practice. Most of respondents (24.61%) are facing with the function of scrutinizing and settling confiscated farmlands and other lands in committee voice. Most of the respondents (34.87%) have to horizontally coordinate with inter-departments as the most frequent tasks rather than other tasks for implementing township governance.

**Table (4.13) The requirements for administrative reforms**

No.	Description	Yes		No		Total
		No. of Respondents	%	No. of Respondents	%	
1	Flexibility of the present conditions under the People's Council Law	89	45.64	106	54.36	195
2	The People's Council Law was continuously exercised by TLOSC/TPDC.	112	57.44	83	42.56	195
3	Continuing exercise by present township administration	101	51.79	94	42.81	195
4	The TMC has no power to be granted by the law	131	67.18	64	32.82	195

Continued Table (4.13)

No.	Description	Yes		No		Total
		No. of Respondents	%	No. of Respondents	%	
5	There is conflict of management between the Union government channel and the State/Regional government channel	65	33.33	130	66.67	195
6	There are sufficient incentives to do the work	83	42.56	112	57.44	195

Source: Survey Data, 2019

According to Table (4.13), it was found that 54.36% of the respondents answer that the provisions of the People's Council Law is no flexibility of the present conditions. Among the respondent, (57.44%) of the respondents receive that the People's Council Law was continuously exercised by TLOSC/TPDC. And also, the respondents (51.79%) respond that the township administration after 2011 also continues to exercise this law. There is a need for enacting new township administration law. Most of the respondents (67.18%) give a comment that the TMC has no power to intervene and make command on the legal rights of the township level departments. There is conflict of management between the Union government channel and the State/Regional government channel under the respondents (66.67%). The respondents (57.44%) do not agree that there are sufficient incentives to do the work. This results in some barriers on township administration.

In respect of the changes after present democratic government, the respondents (22.56%) answer that the government is implementing the GAD reform programme about regulatory, managerial, participation transparency accountability, state/region government support, IDA school, and ward and village tract administration fields.

## **CHAPTER V**

### **CONCLUSION**

#### **5.1 Findings**

In order to take out findings, most of the township level civil Services are age between 45-55 years. Almost all of the respondents are Bamars race. Most of them are experienced above 15 years. The period of the State Law and Order Restoration Council/State Peace and Development Council was the military government leading by military officers. Within 1988 to 2011, there is no civilian government, which resulted in that the military leaders of the assorted LORC/PDC were the respective supreme decisions makers. The TLORC/ TPDC was the township level government, but not under the law. As TLORC/ TPDC was an administrative unit and had mandate power. The administrator of the TGAD was the chairman of TLORC/ TPDC during the military government. There was no administrative decentralization.

The township GAD has been the administrative agency since 1988. But after 2011, the democratic government emerges under the 2008 Constitution. Like TGAD, in the township level the Township Management Committee also acts an executive agency work. The township administrator can be considered as the township agent of the democratic government.

Both the TLORC/TPDC and the TMC are non-elected bodies. They are under the control of their upper levels and exercise the principle of hierarchy as bureaucratic mechanism. The TGAD plays a significant role in township administration as of 1988. With regards to behaviors in township governance, there was very low public engagement from 1988 to 2011. Like that, there is no mechanism for regular public engagement after 2011. Although the departments managed their activities in ad hoc during military government,

civil services had to implement their duties and functions accordance with the laws and regulations when Myanmar becomes a democratic State. From 1988 to present, establishing a number of complementary committees in township level make township governance improve and effective and then some of the township level committees exercise their own statute laws, but there is no statute laws for the TMC. Moreover, the local people are also not entitled to participate in the township administrative body.

Rerating to attitude towards administration, the TLORC/TPDC was entitled to supervise, control and inspect the activities of the departments, but the TMC has the only function of convening and coordinating with inter-departments. In spite of not taking into account the feedback of people during the SLORC/SPDC, it has been taken into account in the period of the democratic government. Although the duties and functions have to be carried out by leading of the TLORC/ TPDC, nowadays, there are increasing cooperation and coordination among township departments. The township administration is scrutinizing a number of matters relating to confiscated farmlands and other lands during the State Law and Order Restoration Council / the State Peace and Development Council.

During SLORC/SPDC (1988-2011), secretarial posts at township level were civilianized in 2005 and chairmanships in 2007. This was part of the army government's administrative reform to establish a civilian government under a constitution in the future.

During U Thein Sein Government (2011-2016), townships were a central element in President Thein Sein's reform agenda, which stressed "people-centered development." Although the TGAD's administrators remain firmly in control of township governance, there has been an expansion of assorted committees that help manage and guide local development efforts.

During NLD Government (2016-to present), the representatives (Member of Parliament of the township) involve in township committees. Although the mechanisms for ensuring effective township administration and governance have changed, the importance of the township level governance is undiminished in order to operate the government functions. There has not, however, been any fundamental change to the legal framework for township administration. The GAD was transferred from the Ministry of Home Affairs to

Ministry of the Office of the Union Government in 2018. Moreover, it is implementing the GAD Reform programme about regulatory, managerial, participation transparency accountability, state/region government support, IDA school, and ward and village tract administration fields.

## **5.2 Recommendations**

The township administration is necessary for a statute law for township governance. Because the fact that although the civil services personnel operates township administration with bureaucratic system, horizontal coordination has to be functioned by the township GAD, there as a requirements for vertical supervision and controlling the departments by the respective upper level departments. In order to be good governance in township level, the reforms strategies in respect the township departments should be made. Sufficient incentives, such as promotion and fulfillment of required facilities, which make the civil service's capacity increased, should be created to prevent corruption. OSS should be reformed with flexibility of procedures to provide effectively the needs of the people.



## REFERENCES

1. Batcheler, R. (2018). *State and Region Governments in Myanmar*, Asia Foundation. The Asia Foundation.
2. Chakrabarty, B. (2012). *Participation in Traditional Local Governance: Women's Perceptions and Responses in Ukhrul District*. Manipur, India.
3. Dale, C. (2008). *The Role of Local Government for a Contemporary Victorian Community*. Ph.D Thesis, Victoria University, Graduate School of Business .
4. Government of Myanmar (1992). Notification No 14/92 of the SLORC.
5. Government of Myanmar (1999). *The Responsibilities, Powers and Procedure*. Yangon.
6. Government of Myanmar (2008). *2008 Constitution of Myanmar*.
7. Government of Myanmar (1988). Notification No 1/88 of the SLORC.
8. Hamish, N., Matthew, A., Cindy, J., Kyi,P.C.S. and Thet,A.L.. (2013). *States and Regions in Myanmar*. Yangon: The Asia Foundation.
9. Holtschke, B. E. (2014). *The Democratic Transition of Czechoslovakia,the German Democratic Republic and theirSuccessor States, with Particular Focus on theSuccessor States, with Particular Focus on the Successor States, with Particular Focus on the Geopolitical Framework* . Prague.
10. Johari, J. ( 2011). *Comparative Politics, Printed in India*. . Sterling PublishersPvt.Ltd.
11. Kosak, Ç. (2016). *HOW DOES THE MILITARY DOMINATE POLITICS IN EGYPT*. Master Thesis, Istanbul Sehir University, The Graduate School of Social Sciences.
12. Kyi Pyar Chit Saw, and Mathew Arnold. (2015). *Administering the State in Myanmar*. The Asia Foundation.
13. Lamikanth. ( 2011). *Public Administration, For State Civil Services and other Competitive Examinations*.

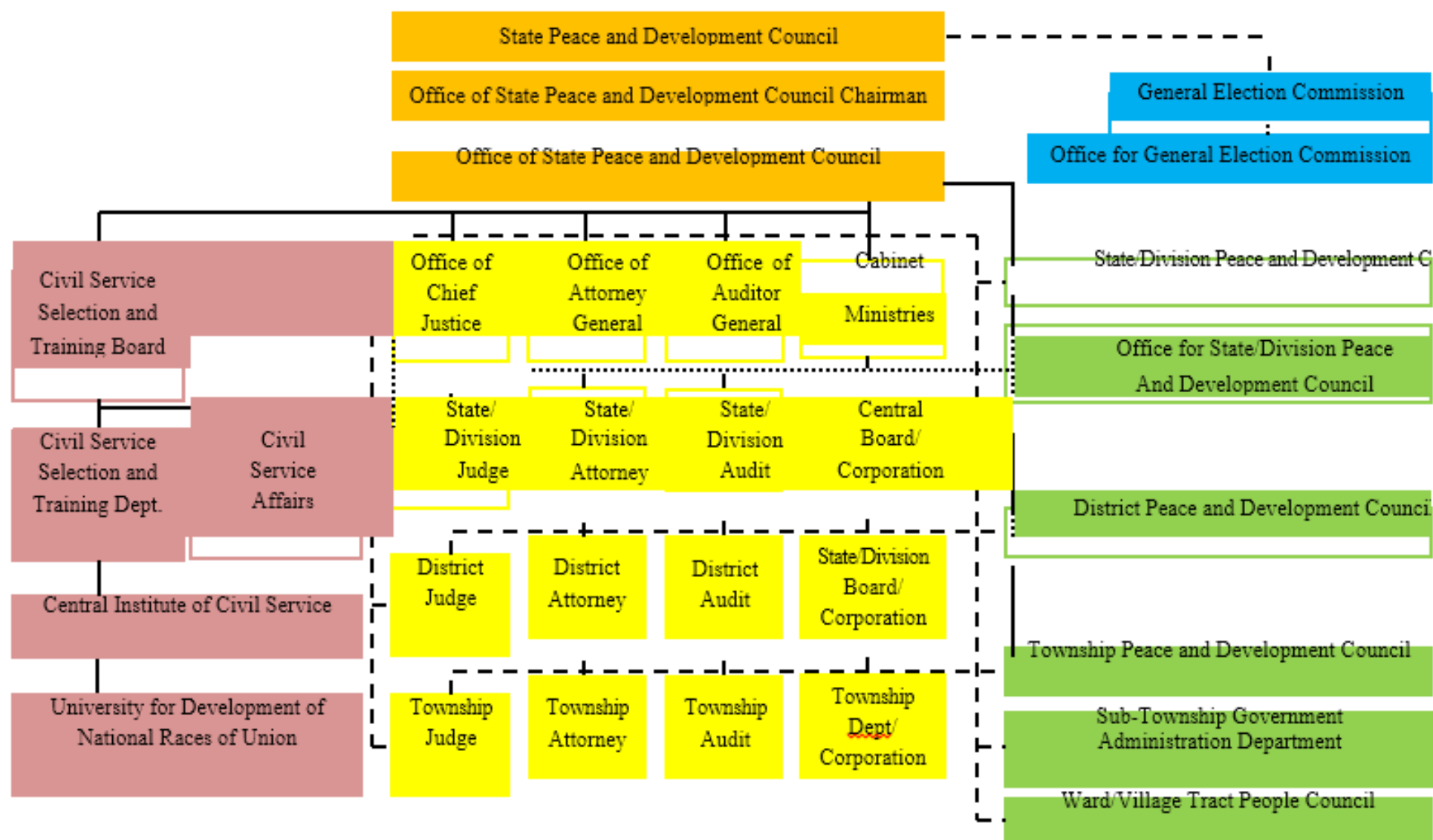
14. Machebem, C. I. (2016). *Transfromational and Transactional Leadership in the Local Government*. Master Thesis, Siauliai University, Faculty of Social Sciences, Humanities and Arts.
15. Pachampet. Sundaram, Salvatore. Schiavo Campo . (2000). *To Serve and to Preserve: Improving Public Administration in a Competitive World*. Asian Development Bank.
16. Robinson, W. A. (1965). Bureaucracy and Democracy. *The Open Mind Journal*.
17. Swe, T. M. (2019). *Organizational Development of LocalCivil Society Organizations in Land Sector; Hard SystemApprach*. Master Thesis, Yangon University of Economics, Department of Development Studies, Yangon.
18. Taylor, R. H. (2009). *The State in Myanmar*. Singapore: NUS Press.

## WEBSITES

1. <https://asiafoundation.org/publication/state-and-region-governments-in-myanmar-new-edition-2018/>
2. [https://books.google.com.mm/books/about/Comparative\\_Politics.html?id=ueg1pwAACAAJ&redir\\_esc=y](https://books.google.com.mm/books/about/Comparative_Politics.html?id=ueg1pwAACAAJ&redir_esc=y)
3. <https://ecor.yueco.edu.mm/handle/123456789/91>
4. <https://nuspress.nus.edu.sg/products/the-state-in-myanmar>
5. <https://sehir.academia.edu/CagriKosak>
6. <https://www.adb.org/publications/serve-and-preserve-improving-public-administration-competitive-world>
7. [https://www.google.com/url?sa=t&rct=j&q=&esrc=s&source=web&cd=1&cad=rja&uact=8&ved=2ahUKEwjH5e\\_vm6XmAhXWbSsKHRHPB1oQFjAAegQIBRAC&url=https%3A%2F%2Ffiles%2Fodi-assets%2Fpublications-opinion-files%2F241.pdf&usg=AOvVaw2P6QCpiAWPwnspVwWYcy0P](https://www.google.com/url?sa=t&rct=j&q=&esrc=s&source=web&cd=1&cad=rja&uact=8&ved=2ahUKEwjH5e_vm6XmAhXWbSsKHRHPB1oQFjAAegQIBRAC&url=https%3A%2F%2Ffiles%2Fodi-assets%2Fpublications-opinion-files%2F241.pdf&usg=AOvVaw2P6QCpiAWPwnspVwWYcy0P)
8. <https://www.mheducation.co.in/public-administration-9780071074827-india>

## Appendix A

### Administrative system under the State Peace and Development Council

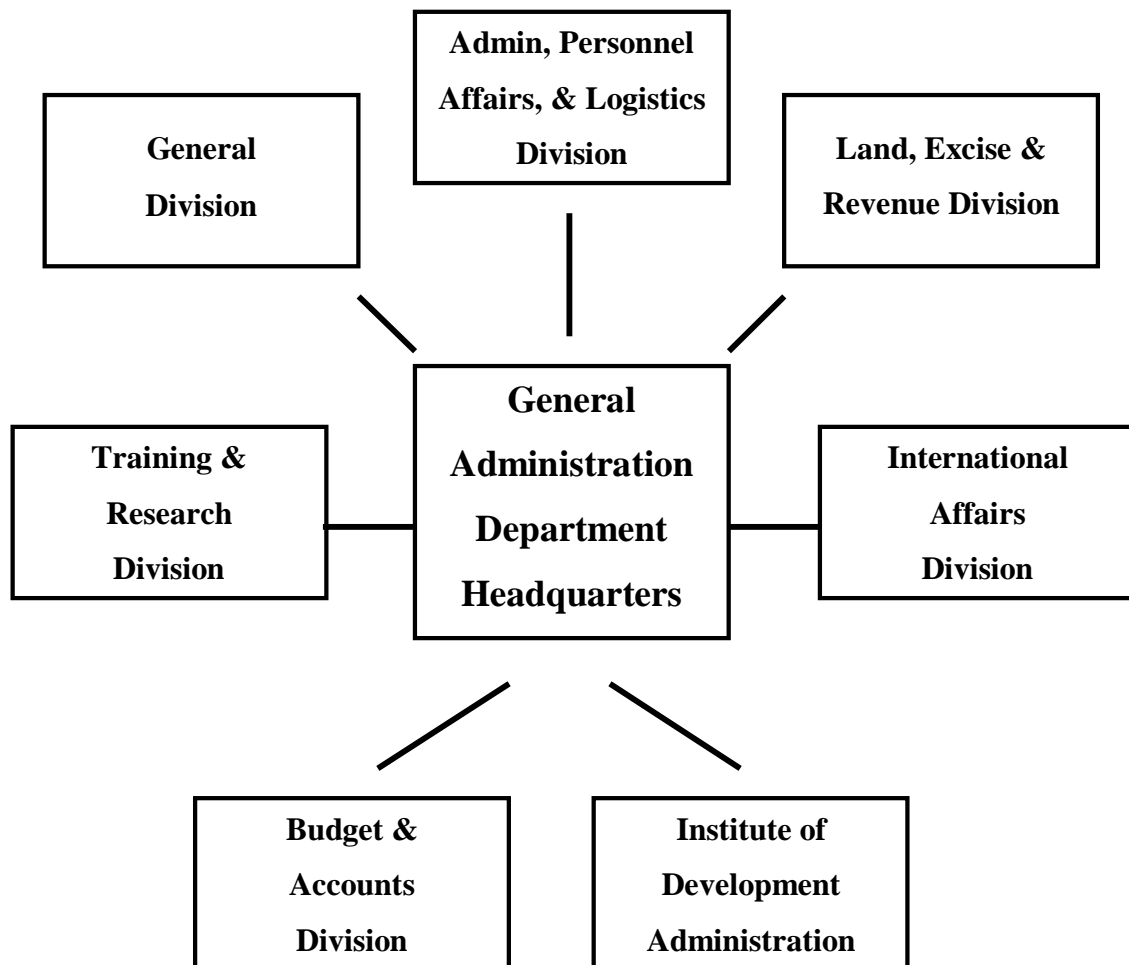


Source: UNDP Myanmar 2015



## Appendix C

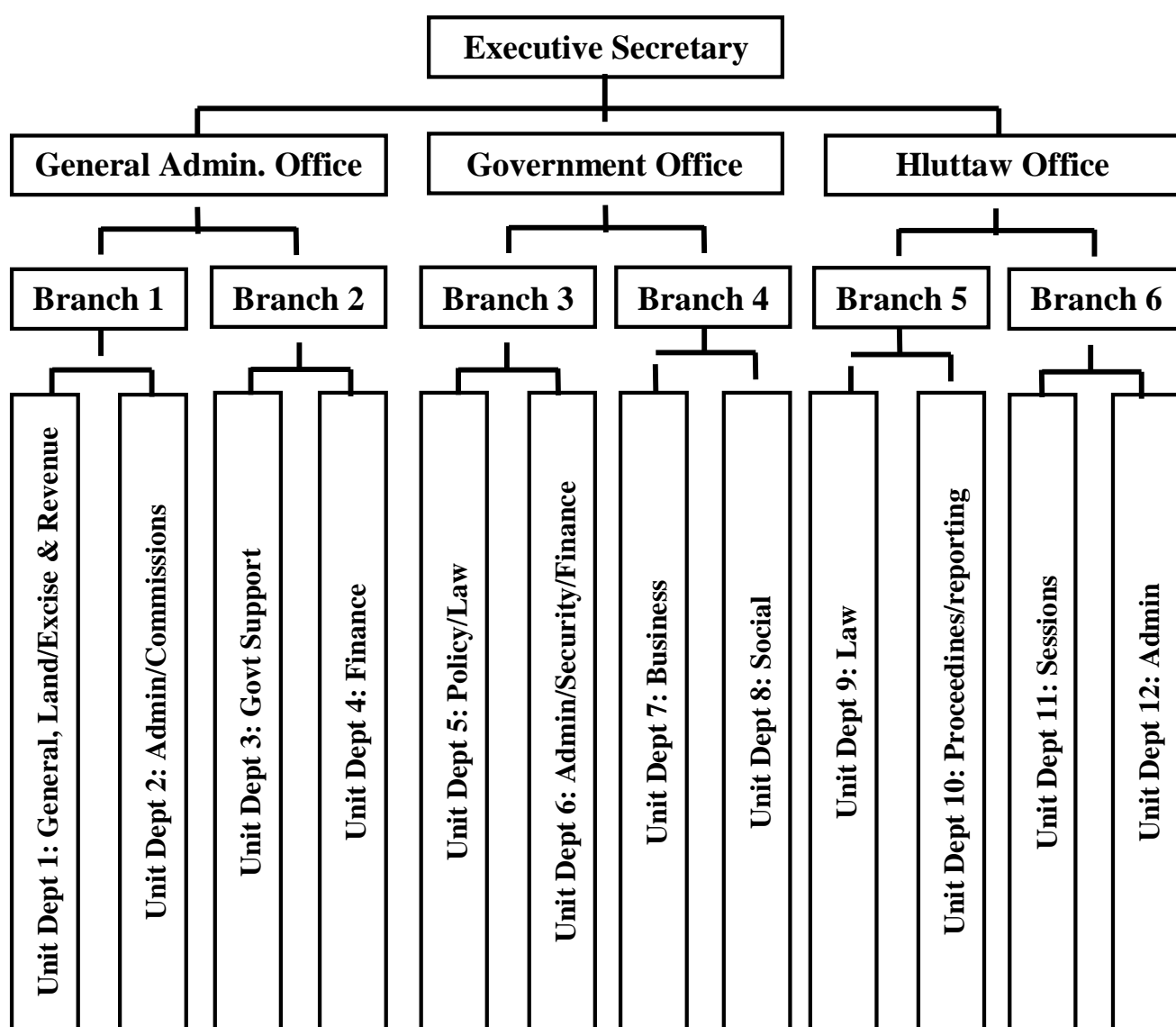
### General Administration Department's Headquarters



## Appendix D

### Structure of the State/Region-level

### General Administration Department



#### GAD Office Personnel

Deputy Director General - 1

Director - 3

Deputy Director - 3

Assistant Director - 7

Officer - 19

Total - 33 staff

#### Functionary Personnel

Admin - 33

Driver - 29

Guard - 5

Unit Clerk - 26

Registrar - 5

Total - 251 staff

Senior Clerk - 43

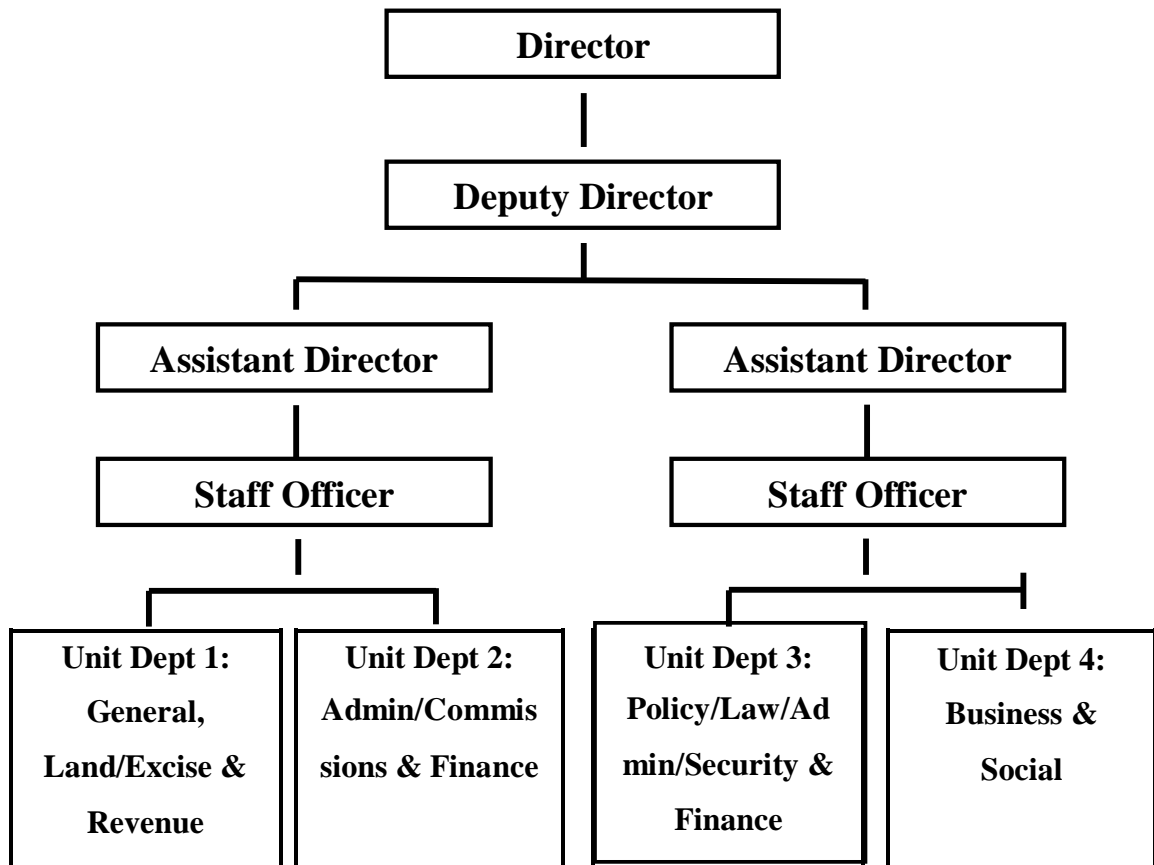
Junior Clerk - 76

Cleaner - 6

Office Helper/Post man - 31

## Appendix E

### Structure of the District-level General Administration Department



#### GAD Office Personnel

Director - 1

Deputy Director - 1

Assistant Director - 2

Officer - 2

Total - 6 staff

#### Functionary Personnel

Unit Clerk - 6      Senior Clerk -

Driver -              Junior Clerk -

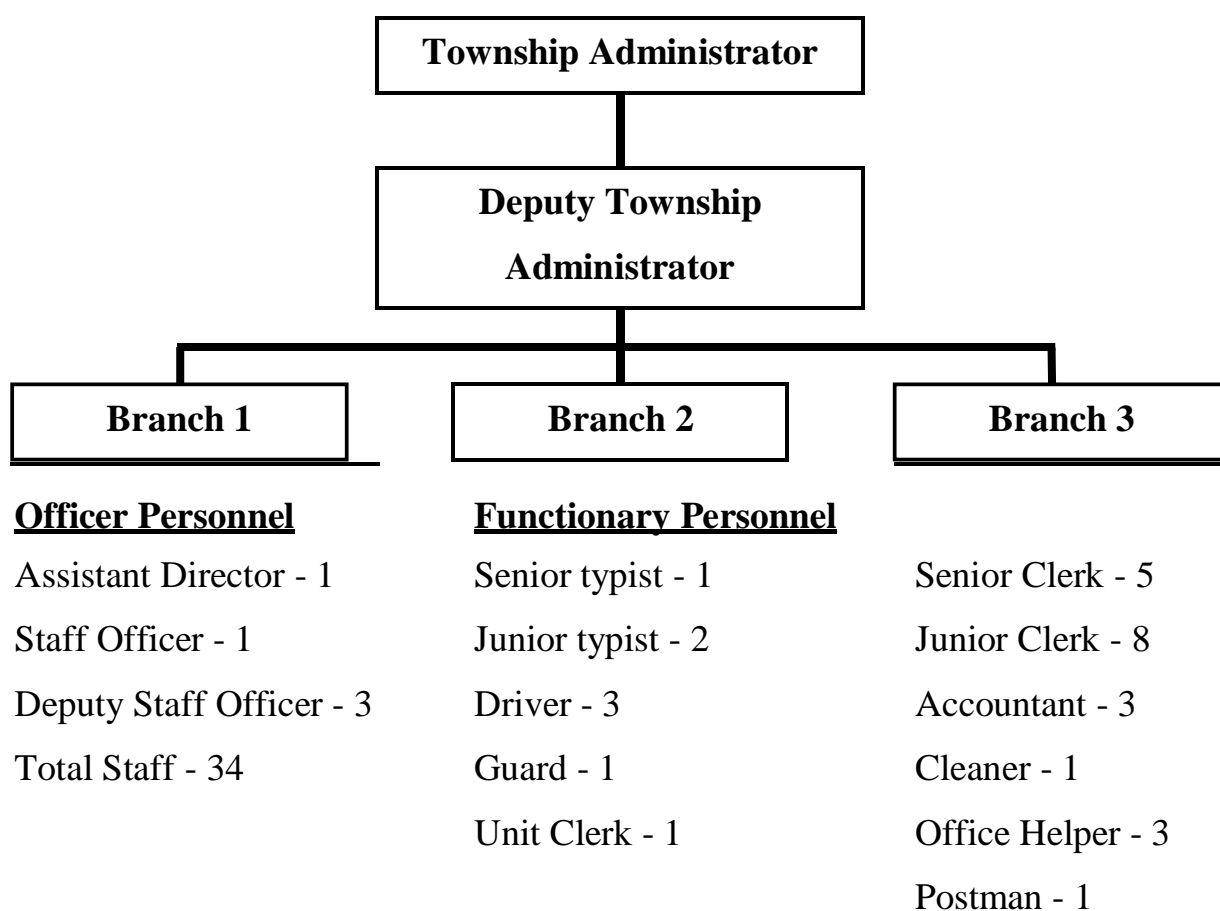
Guard -              Office Helper/Post man -

---

Total -      staff

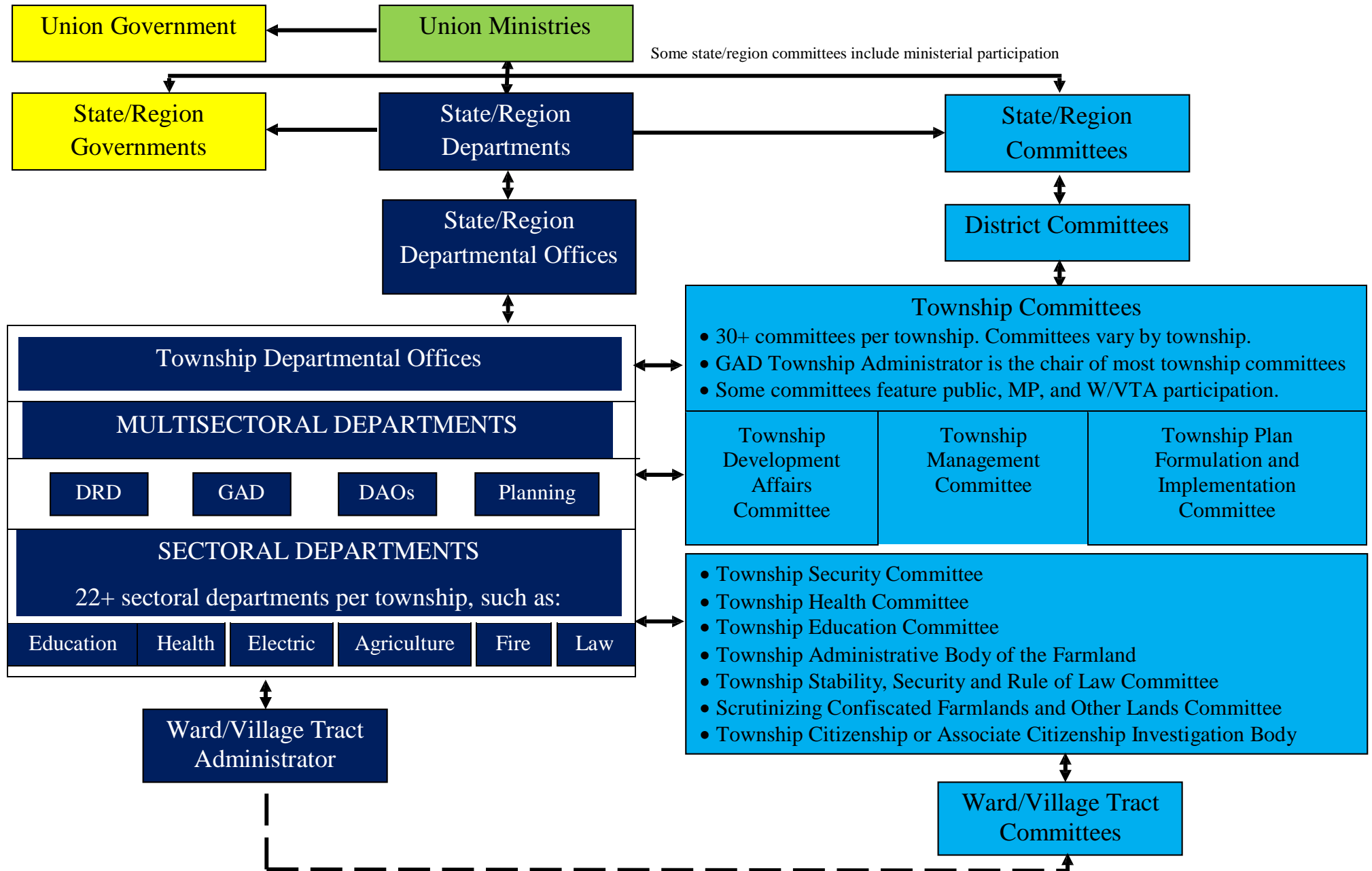


**Township General Administration Office structure**



# Township Governance and Administration

## Appendix G



## Appendix H

### List of common departments at township level

General Administration Department	Myanmar Police Force
Housing Department	Fire Department
Cooperative Department	Immigration
Department of Rural Development	Department of Agriculture
Internal Revenue Department	Department of Irrigation
Planning Department	Department of Industrial Crops
Uphill Farmland Department	Development Affairs
Livestock, Breeding, and Veterinary	Social Welfare
Traditional Medicine	Education Office
Agricultural Mechanization Department	Health Office
Department of Agricultural Land Management and Statistics	Sports
Audit Department	Road Transportation
Information and Public Relations	Public Works
Myanmar Post and Telecommunications	Electricity
Labor Department	Religious Affairs
Myanmar Economic Bank	Law Department
Department of Fisheries	Township Court
Freight Handling Department	Customs
Trade Promotion and Consumer Affairs	Border Affairs
Department of Highways	Forest Department
Water Resources	Township Election Commission

**Example List of committees at township level**

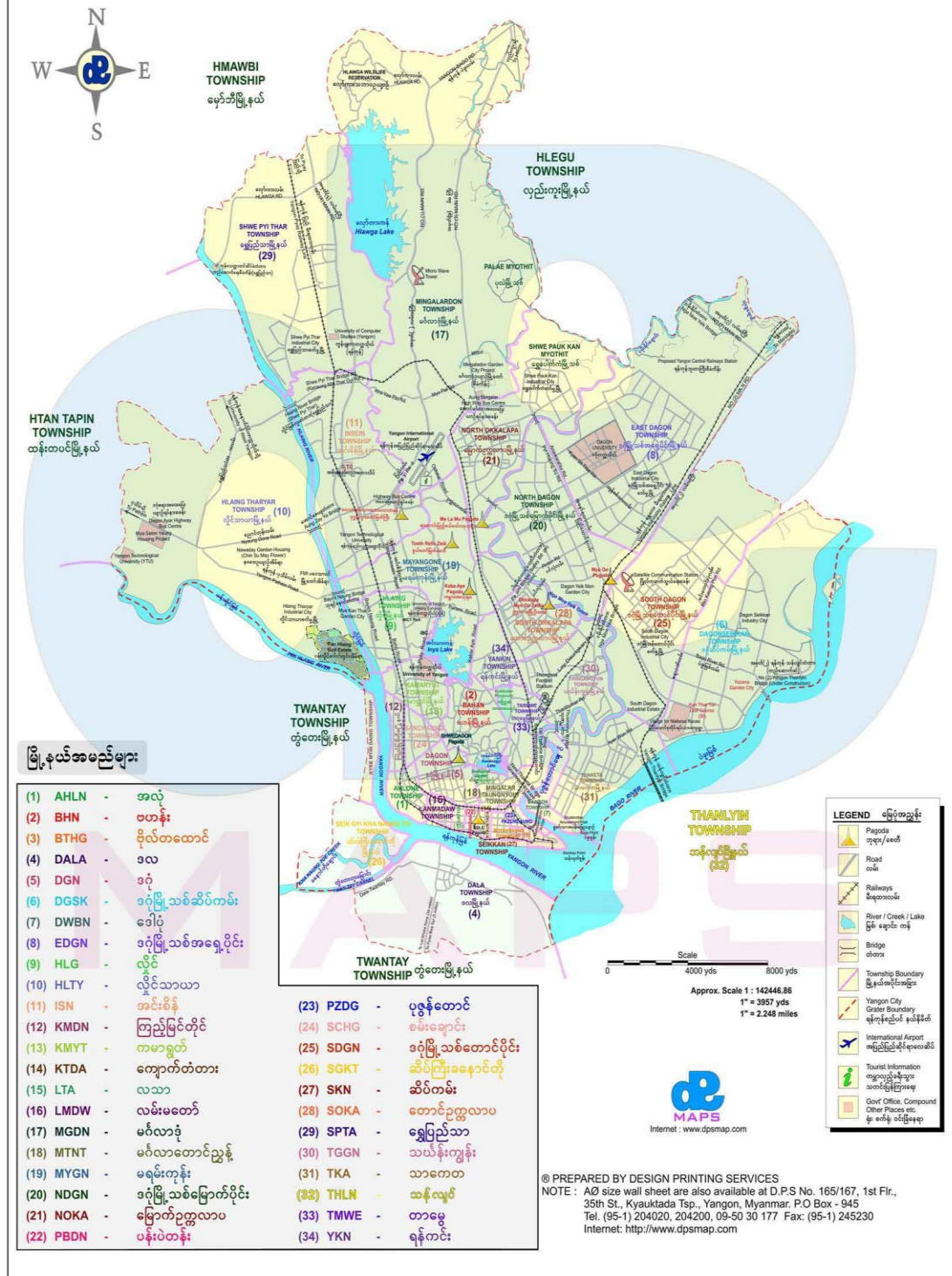
- (1) Township Management Committee
- (2) Township Association Registration Body
- (3) Township Stability, Security and Rule of Law Committee
- (4) Township Planning and Implementation Committee
- (5) Township Drug Control and Prevention Body
- (6) Township Security Committee
- (7) Township Citizenship (or) Associate Citizenship Investigation Body
- (8) Township Investigation Committee for Villages that have Green Emerald Fund Loans
- (9) Green Emerald Fund Project Fishery Sector Implementation body
- (10) Supervisory Body for Issuing Household Registration or Verification Documents to Migrants and Laborers
- (11) Township Committee for Prevention of Import/Export of Domestic Animals and Their Products
- (12) Township Body for Formation of Decentralized Body
- (13) Township Committee for Management of Ownerless Properties
- (14) Township Farmland Management Body
- (15) Township Confiscated Farmlands and Other Lands Scrutinizing Committee
- (16) Township Hospital Support Body
- (17) Township Human Trafficking Prevention Support Body
- (18) Township Child Rights Committee
- (19) Township Health Committee
- (20) Township Education Committee
- (21) Township Sport and Physical Education Support Committee

# Township in Yangon Region and Yangon City

## TOWNSHIP MAPS AND DATA OF YANGON CITY

### INDEX TO TOWNSHIP MAPS IN YANGON CITY DEVELOPMENT COMMITTEE BOUNDARY

ရန်ကုန်မြို့တော် စည်ပင်သာယာနယ်နိမိတ်အတွင်းရှိ မြို့နယ်များ အညွှန်းပြမြေပုံ



## Appendix K

### Number of Departments in Township in Western and Southern District in Yangon Region

District	No	Township	Number of Department
Western	1	Kamayut	20
	2	Kyimindaing	27
	3	Kyauktada	23
	4	Sanchaung	24
	5	Seikham	26
	6	Dagon	22
	7	Pabedan	16
	8	Bahan	23
	9	Mayangone	22
	10	Latha	23
	11	Lanmadaw	19
	12	Hlaing	23
	13	Ahlone	25

Source: Western General Administration Department in Yangon, 2019

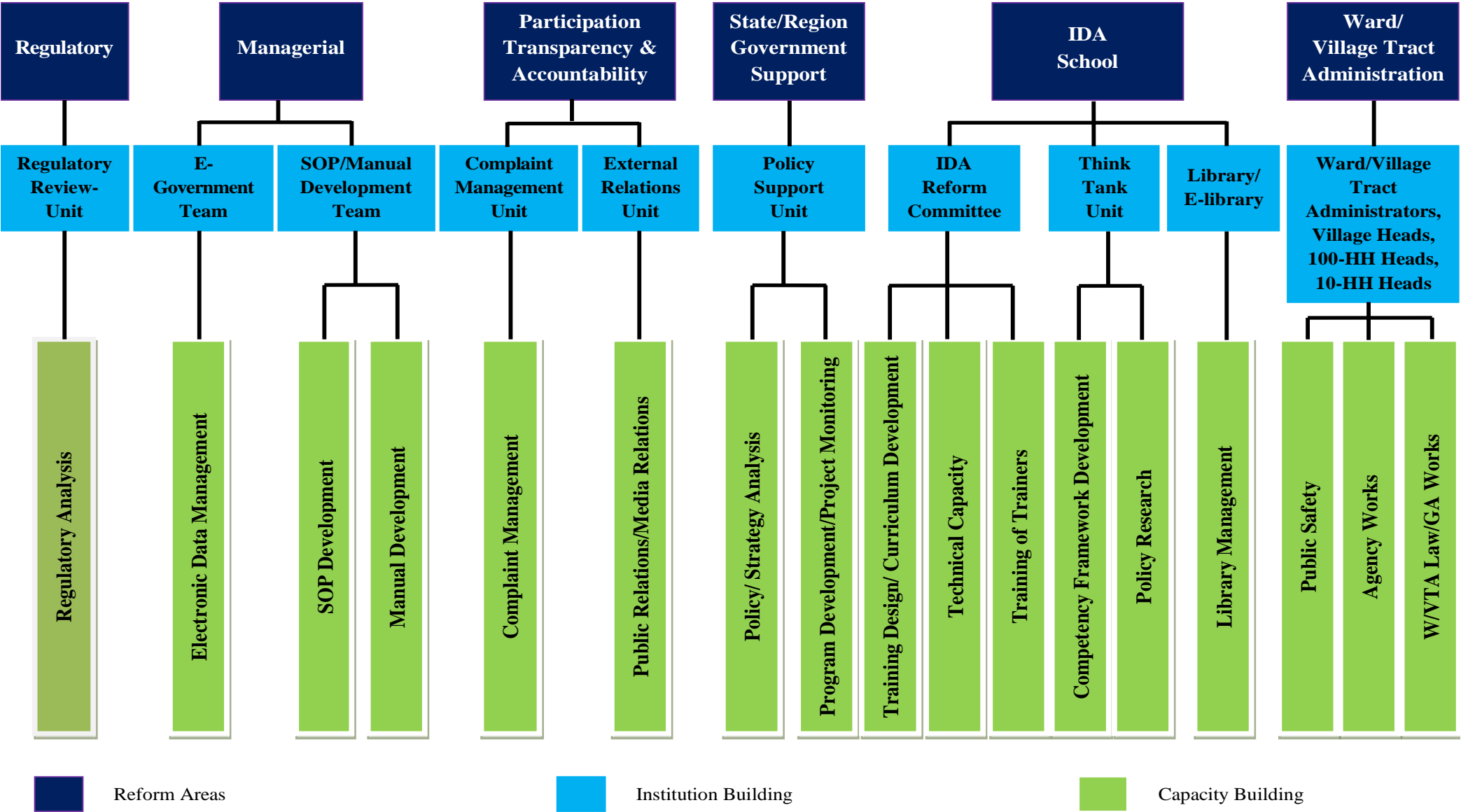
## Appendix L

### Number of Departments in Township in Western and Southern District in Yangon Region

District	No	Township	Number of Department
Southern	1	Insein	27
	2	Mingalardon	30
	3	Shwepyithar	32
	4	HlaingTharyar	26
	5	Hlegu	32
	6	Hmawbi	34
	7	Taikkyi	35
	8	Htantabin	30

Source: Southern General Administration Department in Yangon, 2019

GAD Reform Programme (2019)





## Appendix L

### SURVEY QUESTIONNAIRE

This is a survey questionnaire for my thesis. These answers will need to complete it probably takes about 15 minutes. The information collected is “private and confidential” and will not be used for assessment. No part will be revealed without consent.

#### Section A: Background information

(a) Gender: Male

☐

Female

☐

(b) Age -----

(c) Race -----

(d) District and Township ----- and -----

(e) Level of Education

Diploma

☐

Graduate

☐

Post Graduate

☐

Doctorate

Post Doctorate

(f) Duration of experiences at the present department

Between 5 years and 10 years

☐

Between 10 years and 15 years

☐

Between 15 years and 20 years

☐

Between 20 years and 30 years

☐

(g) Rank

- The head in township level department

☐

- The deputy in township level department

☐

- The other rank in township level department

☐

#### Section B: Administrative system

1. Within the period of from 1988 to 2011, Myanmar is a kind of:

(a) Liberal-Democratic State

☐

(b) Military rule

☐

(c) Autocratic State

☐

(d) Oligarchy State

☐

(e) Democratic State

☐

2. Within the period of from 2011 to now, Myanmar is a kind of:

(a) Liberal-Democratic State

☐

(b) Military rule

☐

- (c) Autocratic State ☐
- (d) Oligarchy State ☐
- (e) Democratic State ☐
3. In Myanmar, township administration stands for:
- (a) Law and order administration within a township ☐
- (b) Revenue administration within a township ☐
- (c) Development administration within a township ☐
- (d) Public administration within a township ☐
4. Township Administration in Myanmar is a type of:
- (a) Local government ☐
- (b) Local administration ☐
- (c) Local self – government ☐
- (d) Rural local self – government ☐
5. The Township Management Committee is:
- (a) A policy – making agency ☐
- (b) A constitutional agency ☐
- (c) A statutory agency ☐
- (d) An executive agency ☐
6. The most important department in Yangon Administration is:
- (a) Police Force ☐
- (b) Yangon City Development Committee ☐
- (c) General Administration Department ☐
- (d) Personnel ☐

### Section C: Township Administration from 1988 to 2011

For each of the statements below, please indicate the extent of your agreement or disagreement by circling in the appropriate box. The response scale is as follows:

Degree

1 = Strongly Disagree; 2 = Disagree; 3 = Natural; 4 = Agree; 5 = Strongly Agree

#### (1) Administrative knowledge

Sr.	Description	1	2	3	4	5
1	Within the period of from 1988 to 2011 in Myanmar, there was no civilian government.					
2	When there was no civilian government, the military leaders are the supreme decision makers.					
3	The Township Law and Order Restoration Council or Peace and Development Council was established by the SLORC or SPDC.					
4	The Township Law and Order Restoration Council (LORC) or Peace and Development Council (PDC) was established under the law.					
5	The township LORC/PDC was the fourth tier of the government.					
6	The decision making power of the township LORC/PDC was almost complete for some of the administrative activities.					

#### (2) Bureaucratic Mechanism in Township Level

Sr.	Description	1	2	3	4	5
1	The township LORC/PDC was the non elected body and a Bureaucratic mechanism.					
2	The township LORC/PDC was under the control of upper LORC/PDC.					
3	The departments applied the principle of hierarchy with a lower office under the control and supervision of a higher one.					

**(3) Behaviors in Township Governance (1988-2011)**

Sr.	Description	1	2	3	4	5
1	In implementing the duties and function by the township SLORC or PDC, the performance was effective and efficient.					
2	Public engagement between the township departments and the people in most aspects of public affairs remained very low in the period of the SLORC/SPDC.					
3	Township General Administration Department is a primary interface between the people and other departments in township level governance.					
4	The township LORC or PDC and the township level department abided by the instructions of upper LORC/PDC rather than the exercise of the laws and regulations in the SLORC and SPDC.					
5	The township LORC/PDC managed the public administration in ad hoc by depending on the instructions of the upper LORCs/PDCs.					
6	The differences between instructions of its upper department and of the township LORC/PDC made its implementation difficult.					
7	The township level departments had to comply with the instructions of the township LORC/PDC rather than their upper level.					
8	The township administration implemented priority to education, health, roads and bridges, water supply and electricity.					
9	Administrative activities were not transparency and accountability.					
10	Establish is the township level organizations improved the township administration.					
11	During SPDC/SLORC, Local people were not entitled to participate in township administration.					

**(4) Attitude towards Township Administration (1988-2011)**

Sr.	Description	1	2	3	4	5
1	The cooperation and coordination between the township LORC / PDC and other departments facilitated the township administration.					
2	Under the instructions of Upper LORCs / PDCs, the township LORC / PDC carried out its duties and functions.					
3	The township level administration carried out their duties and functions in according with the laws and regulations.					
4	The township LORC/ PDC did not take into account the feedback from local people.					
5	The departments did not acquire the satisfaction from the people for their public services.					
6	Secretarial posts at township level were civilianized in 2005 and chairmanships in 2007. This was part of the army government's administrative reform to establish a civilian government under a constitution in the future.					

Based on above answering:

General Comments: -----  
-----  
-----

**Section D –Township administration from 2011 to now****(1) Knowledge Relating to Administration (2011 to present)**

Sr.	Description	1	2	3	4	5
1	There has been civilian government under the 2008 Constitution after 2011 in Myanmar.					
2	Establishing the Township Management Committee is under the Constitution.					
3	Township Management Committee is a legally administrative unit from 2011 to present.					
4	Township Management Committee is not the local government.					
5	Township Management Committee plays a crucial role in the township governance and implements the government policies.					
6	Lack of the statute law makes the township administrator and the Township Management Committee difficult for township governance.					
7	The establishment of the Township Management Committee, the Township Development Supply Committee and Township Development Affair Committee are the administrative reforms from 2011 to 2016.					

**(2) Bureaucratic Mechanism in Administration (2011 to present)**

Sr.	Description	1	2	3	4	5
1	The departments applied the principle of hierarchy with a lower office under the control and supervision of a higher one.					
2	The Township Management Committee and the Township Development Affair Committee (including elected and non-elected persons) are also bureaucratic organization.					
3	The township administration is a bureaucracy mechanism for governance.					

**(3) Behaviors in Township Governance (2011 to present)**

Sr.	Description	1	2	3	4	5
1	The township level departments, not including the township general administration department (TGAD) and development affairs organization (TDAO), are supervised and controlled by the Union Government Channel.					
2	TGAD and TDAO are closely supervised and controlled by the State and Regional Government Channel for the local governance.					
3	The township Management Committee or the township administrator manages the public administration by depending on the laws and regulations.					
4	The Township Development Affairs Committee exercises its own Development Affairs Law.					
5	The township administrator and the Township Management Committee have no right to intervene with the duties and functions of other township level department, but cooperate with and supply them.					
6	The township administrator and the Township Management Committee have no statute law in respect of township administration, except the Rights and Duties of the Respected Public's Council Law of 1977.					
7	The township management committee has to take into account the feedback from the people in respect of the administrative activities.					
8	A range of urban public goods and services are provided by the development affairs organizations or development affairs committees.					
9	In the township level, One Stop Shop (OSS) to local people is an effective management but there are some of procedural barriers and lack of decision making power of service providers to implement (OSS).					

10	The Township GAD, the District GAD, and the State/Regional GAD have to perform the obligations given by not only the Ministry of the Office of the Union Government but also the Union Government or the State/Regional Government.					
11	Administrative activities become transparency and accountability.					



**(4) Attitude towards Administration (2011 to present)**

Sr.	Description	1	2	3	4	5
1	There may be some different contentions between township GAD and other departments in implementing their administrative activities.					
2	The cooperation and coordination between the township administrator or the Township Management Committee and other departments facilitate the township administration.					
3	The local people are also not entitled to participation in the township administration from 2011 to now.					
4	It is satisfied or believed themselves that the township level departments are able to deliver public services to the people.					
5	Transferring the General Administration Department from the Ministry of Home Affairs to the Ministry of the Office of the Union Government is an administrative reform, but not change management.					
6	There is no official mechanism for township administration to regularly contact with local people.					
7	The improvement of new services at the township level such as OSS improves better bureaucratic performance.					
8	The township administration includes not only the township GAD but also other department, especially the Township Management Committee, Township Development Affairs Committee.					

Based on above answering:

General Comments: -----

-----  
-----

## Section E: Present Administrative Practices

1. Difficulties in relation with the people in carrying out the duties of the administrations.  
(a) Never ☐ (b) Sometimes ☐  
(c) Often ☐ (d) Always ☐
2. What is the most difficult task for administration?  
(a) Land administration ☐ (b) Land acquisition problems ☐  
(c) Rental disputes ☐ (d) Disputes of the right to use ☐  
farmland using  
(e) Dispute between people ☐ (f) Development Affairs activities ☐  
(g) Dispute between Department and people ☐  
(h) others ☐
3. What is the most frequent task for administration?  
(a) Clarification letter ☐  
(b) Law and order administration ☐  
(c) Cooperation with other departments ☐  
(d) Development affairs and rural development activities ☐  
(e) Electric power using matters ☐
4. The Rights and Duties of the Respected Public's Council Law of 1977  
(a) The Rights and Duties of the Respected Public's Council Law of 1977 is consistent with the present conditions.  
Yes ☐ No ☐  
(b) The TSLORC or TPDC continued to exercise this Law.  
Yes ☐ No ☐  
(c) Township Administrators also continue to exercise this Law.  
Yes ☐ No ☐  
(d) The Township Management Committee has no power to be granted by the Law in order to fill its obligations.  
Yes ☐ No ☐
5. The township departments face conflict management between the Union government channel and the State/ Regional government channel.  
Yes ☐ No ☐
6. There are incentives to do the work during the democratic government.  
☐ ☐

Yes

No

**Questionnaire for open-ended question**

7. What are the changes after democratic government?

-----

-----