

**YANGON UNIVERSITY OF ECONOMICS
DEPARTMENT OF ECONOMICS
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**ANALYSIS OF THE TOWNSHIP
ADMINISTRATOR'S PERFORMANCE ON COMMUNITY
DEVELOPMENT IN MON STATE**

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EMDevS - 2 (17th Batch)**

OCTOBER, 2022

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DEVELOPMENT IN MON STATE**

**A thesis submitted as a partial fulfillment towards the requirement of the
Degree of Master of Development Studies (EMDevS)**

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This is to certify that the thesis entitled "**Analysis of the Township Administrators' Performance on Community Development in Mon State**", submitted as a partial fulfillment towards the requirements for the degree of Executive Master of Development Studies (EMDevS) has been accepted by the Board of Examiners.

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ABSTRACT

This study aims to focus performance of township administrator on community development in Mon State. Descriptive method is used based on both primary and secondary data. The study found two things: the first is that township administrators have difficulties and issues, and the second is that the township administration law is essential and it should be promulgated. The township level administration is very important for regional development and public administration because it supports upper level to make effective and efficient public policies in line with the public needs and wants. The township administrators apply only the existing laws, regulations, directives, orders and instructions laid down by the upper levels to accomplish their duties and functions relating with public administration matters. Therefore, it is suggested, the township administration law is essential and should be promulgated. By enacting the law, township administrators will be able to run and complete public administration tasks more efficiently.

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LIST OF ABBREVIATIONS

ASEAN	Association of Southeast Asia Nations
CA	Constituent Assembly
GAD	General Administration Department
KII	Key Informant Interviews
LG	Local Government
MOHA	Ministry of Home Affairs
PDC	Peace and Development Council
SLORC	State Law and Order Restoration Council
SPDC	State Peace and Development Council
UN	United Nations
UNDP	United Nations Development Fund

CHAPTER I

INTRODUCTION

1.1 Rationale of the Study

According to the 2008 constitution, township administrators must not only carry out their departmental activities but also carry out numerous township-level administrative tasks. They are responsible for the entire township, but they must accurately allocate their numerous activities to the relevant departments.

The township-level security, administrative, and socio-economic committee established by the state in taking responsibility as chairpersons and team leaders in groups, and in the implementation of state policies and higher-level directives, in the implementation of local development activities, and in the implementation of local safety and security issues within the township, the township administrators and deputy township administrators have not been given specific authority over the tasks, and the process methods to be carried out for the tasks have not been precisely defined and prescribed. Without a township administration law, most township-level decisions, like those regarding the budget plan, must be made at a higher level in order to receive final approval and authority. As a result, the centralized administration system was established, which makes local level public administration work (slowly and inefficiently). The township administration law is crucial and should be adopted in order to increase their authority and decision-making procedures.

By passing this statute, township administrators will be able to conduct and complete public administration tasks more effectively. The township level administration is very important for regional development and public administration because it supports the upper level in making effective and efficient public policies in line with the public's needs and wants. There are no laws, orders, instructions, or business manuals for township-level administration. It has been found that there is a lack of authority to manage the budget at the township level, a lack of legal protection for the township administrators in carrying out such activities, and a lack of full management.

1.2 Objective of the Study

The objectives of the study are to study the issues and difficulties facing township administrators who deal with the functions of community development in Mon State and to analyze their performance on community development in Mon State.

1.3 Method of Study

The study used a descriptive method based on primary and secondary data. For secondary data, this paper reviewed foreign and domestic literatures such as official documents, the constitution, domestic laws, government regulations, orders, documents, other relative papers, and books. This study used key informant interviews (KII) and collected the data from open discussions with township administrators, deputy township administrators, town administrators, and deputy staff officers in Mon State, in order to know their challenges and obstacles in their work and to receive opinions and suggestions on the township administration law as the primary data.

1.4 Scope and Limitations of the Study

This study describes the township level administration system in Mon State, including its structures, duties, functions, and responsibilities. This survey considers the intergovernmental relationship between districts and village-tract level administration bodies regarding limitations of authority, functions, personnel, and finances. The research focuses on legal and administrative matters that are essential for township administration. Limited data and the COVID-19 paradigm were also challenges for getting a better overview to analyze the findings.

1.5 Organization of the Study

This study is organized into five chapters. Chapter one is an introduction, including the rationale of the study, objectives of the study, method of study, scope and limitation of the study, and organization of the study. Chapter two describes the literature review, including the GAD's crucial role, mandate, structure, functions, and responsibility, challenges of the township level administration system; and a review of previous studies. Chapter three presents background history, the administration system, and the role of GAD in Myanmar. Chapter four is the survey profile, survey design, feedback from key informants interviewed, and analysis of survey data. The fifth chapter is the conclusion, which includes findings and recommendations.

CHAPTER II

LITERATURE REVIEW

2.1 Administrative Practice in Public Administration

Effective administrative practice has grown increasingly crucial for countries all around the world in recent years. According to Jay M. Shafritz (2010), the practice of public administration is defined as the implementation of government programs by public workers and is referred to as "bureaucracy," where improvements to government activities occur.

Bureaucracy is the term used to describe the idea of established and official jurisdictional areas that are often governed by legislation or administrative regulations. Additionally, the practice of public administration applies the concepts of office hierarchy and levels of graded authority, meaning a well-organized system of supervision and subordination in which subordinate offices are overseen by higher ones. The responsibility of government officials is to implement service delivery to citizens, which is done through the bureaucratic system created to ensure government practices which are efficient and productive. The administration of governmental affairs is known as public administration since the government delivers services for the people in the public interest. It focuses on government bureaucracy in particular by the habit of government bureaucrats (Shari & Jay, 2010).

Nations all throughout the world have stood tall as separate sovereign entities, each having their own nation—states, government, and set of laws. Throughout human history, many different races have established their own administrative or political power to address complicated societal issues such as food, clothes, and shelter. In general, public administration is based on collaboration and the use of collective efforts to achieve a communal goal. The major concerns of public administration as an activity and as a discipline are obvious. Public administration as an academic discipline is only a century old, but public administration as a practice may be traced back to the dawn of human history, when humankind began to live in organized societies.

In the modern world, the burden of public duties on government has been steadily increasing. The role of public administration is more about governance than it is about direct involvement. It is challenging to define public administration's precise focus and breadth because the field is large and encompasses a diverse variety of topics. In modern countries, any administration in the public interest transcends government circles and finds expression in other areas of human activity such as schools, churches, marketplaces, postal service, and transportation. Furthermore, citizens look to the government for a variety of public services in addition to security.

The ultimate goal of government management is to provide effective public service. Within the scope of public policy, public administration includes all areas and activities. As a result, in today's culture, public administration is very broad. It should also be understood that public administration covers not only administrative processes but also substantive issues such as defense, law and order, education, public health, agriculture, public works, social security, justice, and welfare.

Today, creating government policies and programs is typically thought of as falling under the purview of public administration. The term "public" can also be used to describe the administration of justice. Ter Maung defines public administration as a straightforward kind of governance that manages public affairs or puts public policies into practice can also be used to describe the administration of justice. Ter Maung defines public administration as a straightforward kind of governance that manages public affairs or puts public policies into practice (Ter Maung, 2015).

Other authors, academics, and researchers have described public administration in a variety of ways for a wide range of reasons. The Latin words "ad" and "minister," which imply "to care for or manage people and affairs," are the source of the English word "administer." Administration is defined by Ordway Tead (1935) as a group of connected components that, when used together, lead to the accomplishment of a particular goal. In order to accomplish a temporary agreed-upon aim, a group of people must be managed through administration. It is the process of fusing various human endeavors to produce the desired outcome (Ordway Tead, 1935).

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order to accomplish a temporary agreed-upon aim, a group of people must be managed through administration. It is the process of fusing various human endeavors to produce the desired outcome. Public administration is the area of public administration that deals with the government. The executive branch, which is where the government's work is done, is the subject of most of its concerns. The legislative and judicial branches do, however, also have problems (Luter Gulick, 1937).

The three branches of government—executive, legislative, and judicial—as well as their connections make up public administration, according to F.A. Nigo and L.G. Nigro (1984). Public administration also plays a significant role in the formulation of public policy, making it an integral part of the political process. Finally, it differs significantly from private organizations and individuals in the provision of community services (1984, F.A. Nigo & L.G. Nigro).

Public administration is a type of government bureaucracy that operates within a political system. Public administration is the business side of government, and it is focused not only on policy implementation but also on policy formulation. Furthermore, it involves all parts of government, though it is mostly centered in the executive branch, and provides regulatory and service functions to the people in order to survive and thrive in a good life. As a result, public administration is diverse from private administration, particularly in its emphasis on the public, and it is interdisciplinary in character, drawing on other social sciences such as political science, economics, and sociology (Ter Maung, 2015).

2.2 Evolution and Existing Patterns of Local Government

Western and traditional customs are blended to create modern local governments. The libertarian movements in the early half of the 19th century contributed to the very beginnings of contemporary municipal governance. The introduction of the local government system in the majority of European nations was strongly influenced by the flexibility for local communities to develop in accordance with their own choices. Local autonomy was seen as a manifestation of society freedom. In an effort to minimize the influence of the federal government on the affairs of local communities, local self-government was intentionally established in Scandinavia and other nations in the first half of the 20th century.

The pressures brought on by urbanization and industrialization led to the evolution of the contemporary local government system. Urbanization has occurred as a result of

the Industrial Revolution and the factory system, and one of the most evident political effects of urbanization has been the extension of municipal functions. The process of industrialization, which gained steam in Britain in the middle of the 18th century, is strongly linked to the development of municipal government. Due to the perception that community needs were minimal and that justices of the peace's duties were primarily judicial and administrative, the system of local government used by corporations in boroughs and justices of the peace in the countryside was reasonable and satisfactory up until the start of the 19th century. Local government institutions expanded in the USA.

Local governments are widespread around the world. As a result, it is challenging to draw firm conclusions regarding the character of local governance. Below the core national government, every nation has its own levels of government. The rights and authority of local governments are frequently spelled forth in the constitution or in national legislation. In other nations, they are still unclear and typically based on the current stance of the national government. Additionally, cultural norms and conventions have a significant impact on how local administrative systems really operate in the majority of developing nations. Formal structures have frequently been grafted upon conventional forms of local government, particularly in Africa and the Pacific. Isolating the key factors that shape it is difficult.

However, there are five basic theories for local government in the world: unitary decentralized, Napoleonic prefect, federal-decentralized, communist country local government systems, and post-colonial systems.

2.2.1 Concepts of Local Government

Local government can be defined as the government of a specific local area constituting a subdivision of a major political unit (such as a nation or state). Some people prefer to define it as "decentralized administration," democratically controlled by local communities. A political subdivision of a country or a state that is legally established and has significant control over local affairs, including the authority to levy taxes on exact labor for specific purposes, is referred to as having a "local government."

Local government, on the other hand, refers to the processes by which public choice is determined, policies are developed, and decisions are made and implemented at the local level, as well as the roles and relationships among the various stakeholders that comprise society. It can be defined as the exercise of political, economic, and administrative authority to manage local affairs. Local government is often the lowest

level of government within a state and is a type of public administration. The majority of health and safety measures, transportation, sanitation, environmental protection, and utilities are provided by local governments (Danial Aderoritse Tonwe, 2011).

The public administration of villages, wards, towns, cities, countries, and districts is known as local government. Both the federal government and local governments fall under this category. These organizations must cooperate in order to manage a certain geographic area, which might be difficult. People interact with local governments considerably more frequently as citizens than they do with the federal government. This is so because local government controls many aspects of our daily lives, including city utilities, libraries, the fire department, public swimming pools, parks, and local police enforcement (Kelth L Miller, 2002).

Local government is often defined as being carried out by entities that are duly elected by the people and entrusted with making byelaws to regulate the behavior of the local populace in matters of administration and executive responsibility. There are several ways to define local government. According to V. Vankata Rao, local government is a branch of government that primarily addresses local issues and is run by agencies under the control of the state government but chosen separately from it by eligible citizens (V. Vankata Rao, 1965).

Local government is that part of the government of a country that deals with those matters that concern the people in a particular locality. P. Stone points out further that it acts as the community's housewife, in that it makes our surroundings fit to live in and keeps the streets clean, educates our children, builds our houses, and does all those other similar jobs that enable us to lead a civilized life (P. Stone, 1963).

As a result, study or inspection of the numerous definitions of local government provided above demonstrates that it is a composite of various characteristics, and no single description encompasses them all. These components include a local statutory body, the ability to levy local taxes, recognition of the distinction between local and non-local services, limited autonomy in the sense that state governments in a federation and the central government in a unitary system have given them this freedom to perform their legal obligations. A local government therefore has a variety of qualities (P. Stone, 1963).

2.2.2 The Functions of Local Government

The delivery of a wide range of services in the areas of roads, traffic, planning, housing, economic and community development, the environment, recreation and amenity services, fire services, and maintaining the elector register is the responsibility of local authorities, which serve multiple purposes.

The elected council is the policy-making forum of the local authority. The municipal district members act as a decision-making sub-formation of the overall council with respect to the municipal district areas. Elected councils carry out reserved functions as defined by law in a variety of statutes. The executive, or the full-time employees headed by the chief executive, is responsible for managing a local authority on a daily basis. The chief executive has a responsibility to give advice and support to the elected council as they carry out their duties.

For example, in exercising of local government in India, there is the distinction of being a unique federal country. Ordinarily, federalism involves a two-tier system-central/union government at the first level and the state/provincial government at the second level. But, the Indian constitution provides for a three-tier federal structure namely, Union government at the top, State Government in the Middle and Local Government i.e. Panchayats and Municipalities at Grass Root.

Local government is hence the third level of governance in India, the first two being the central and state levels. The largest democracy in the world is practiced in India. According to the country's constitution, democracy is a form of government in which each adult citizen has a direct or indirect stake. In India, local government is a crucial component of national and local administration.

The local government has a narrowly defined region of control, and its duties revolve upon providing public amenities to the local populace. A municipal government operates under the confines of the legislation that established it. The state or provincial government, which has jurisdiction and oversight over it, is its superior. However, the municipal government's activities are equally as extensive. The local government has been implementing new initiatives that either dictate how citizens behave or are in the nature of services, such as the provision of mass transit, the building of homes for the underprivileged, the supply of power, health centers, parks, and playgrounds, etc. In actuality, local government today plays a much bigger role in the daily lives of citizens.

The division of labor is the foundation upon which local government institutions are built. They are essential because they allow for the sharing of the overall

responsibilities between the federal and local governments. The welfare services of the modern state require local involvement in both theory and practice due to the flexible administration method used by the modern state. Both in urban and rural locations, local government is responsible for a wide range of intricate tasks.

With the scope, character, and impact that local authorities have on residents' daily lives, the significance of local government cannot be overstated. For the convenience, health, and welfare of the people and the community, local government provides public facilities and services. If these services were to suddenly stop, pandemonium should reign again. (J. H. Warren, 1952)

2.3 Functions of Local Administrator

Every country has a level of governance under the central government. The state-level government divides between the intermediate levels (regions, states, or districts) and the local governments (municipal and village levels). In some governance systems, local organizations only have the mandate assigned by the central government. In other systems, they report to a "generally qualified school principal," which means they have full authority over all powers not explicitly delegated to the central government.

In many countries, the rights and powers of the local government are clearly stated in the constitution or national law. In other countries, they had not yet been determined, depending on the attitude of the central government of the day. In addition, the actual functioning of regional governance in many developing countries greatly influences cultural norms and customs.

There is a major difference between urban areas, which have more than 10 million people, and rural administrations. In developing countries with rural areas, the structure of the government is the basic structure of the village council. The second level represents the indirectly elected representatives of the government at the village, tract, and district levels (Sundaram S. S.-C., 2014).

In local government structures, local representatives are elected by the people according to the principles of local democracy. They are elected in accordance with the highest government's directives and the laws entrusted or delegated to the powers. They also develop local community policies and strategies for managing local stakeholders. Authorities are empowered to undertake the functions and activities of subnational governments for oversight and effective service delivery to establish local governance (Pandeya, 2015). Local governments in federal states include the governments of the third

(or sometimes the fourth). In most states, subnational governments usually have second- or third-level governments that are usually superior to higher administrative departments (K. Acharya, 2018).

Major impacts of principal-agent theory have drawn criticism. Particularly when there are various layers of governance, it is challenging to assess the vertical relationship between the principal and the agent. The primary issue with agency issues is that they might arise when officials are motivated to behave in the public interest rather than as representatives of the general population. When they make decisions that are against the public interest, elected officials, lobbyists, and others are all subject to distinct influences. Government employees can struggle with not knowing how to represent the public successfully. By altering incentives to eliminate conflicts of interest, the government may be able to lessen issues (Patrick Omia, 2010).

Local government (LG) has been trying to reach urban, rural, and tribal communities. a public organization in a number of geographical areas, such as a city or county. It is one of the closest and most trusted organizations in the country. According to the evidence, such organizations are governed by national constitutions (Brazil, Denmark, France, India, Italy, Japan, and Sweden), the US Constitution (Australia and the US), or state or federal laws (Canada and Pakistan).

A key feature of the local authority's constitutional status in the United States is the degree of independence of local units derived from early English townships, supplemented by a variety of programs and new lands in different states. However, the independence of the township is governed by the charter and the charter of the state, which provide for corporate status.

A special spiritual reference chart referring to individual cities, the statewide municipal code, the general chart of the code, and the spiritual script, which assigns status to local units for privileges, provide a variety of permissions and restrictions to grant local units the opportunity to repeatedly apply to the legislature. Amendments, however, must still be appealed to the legislature. Progress also requires mandates in addition to general grants. Local authorities have the right to freely exercise their rights. They are lightweight, and they are under constant centralized control. The status of regional central partnerships is typical of the system. Local units are powerful. They have a significant influence on central governance through parliamentarians and through greater representation in the advisory councils and committees that are legally affiliated with the

department. The subnational government is a national body that assists various regional authorities (Alao, 2015).

Local governments were established in Nepal in the Panchayatera in 1960. The Panchyat system, on the other hand, took a central approach, bringing the king to the center and the public eye. Democracy was restored in 1990 and a more liberal approach was introduced to the political system. It creates a space for decentralization and centralization for local governments. Local bodies that expired in 2002 have been transferred to central government bureaucrats until 2017 to implement management and development activities at the grassroots level. Nevertheless, bureaucracies provide drinking water, sanitation, hygiene, electricity, local infrastructure, agriculture, health, and education. As a result, democratic activities and the capacity of the state are threatened. On the other hand, corruption and mismanagement have been widespread at the grassroots, which have undermined the local service system and the bottom management (Acherya, 2014). In 2008, the Constituent Assembly (CA) announced the country as the Federal Democratic Republic. In 2015, the federal constitution was enacted. It has a central three-state governance structure comprising federal and state governments. According to the new federal constitution, there are three levels of government. State The state and region are rural and urban municipalities.

According to the constitution, the three levels of government are different and independent. Local governments are the third level of government that is closest to the local population. The main reasons are: first, they form a democratic and good government at the local level; second, they provide effective services to the local people; and third, they promote social and economic development that raises the standard of living for ordinary people and the development of organic democracy. However, the dissatisfaction of the people, political and bureaucratic disrespect, and dishonesty are key factors in the performance of Nepalese local governments (Acherya, 2014).

They provide high-quality services such as planning, monitoring, and enforcing the rule of law, as well as prudent financial management. The leadership of the local government is weakened by implementing development activities and fulfilling the responsibilities of both state and non-governmental organizations. The new constitution also simultaneously transferred powers and responsibilities to the 22 local governments. Similarly, the government also reorganized local governments and determined the 753 relevant units. In these new subnational governments, the government has completed regional elections, appointed a locally elected board, and enacted the "Local

Administrative Operation and Management Act 2017." However, the ability to apply in the context of the local government's constitutional powers and the Local Government Act and Management Act 2017 is subject to long-term political transition (Alao, 2015).

2.4 Max Weber's Bureaucratic Management Theory

According to Max Weber, the term "bureaucracy" refers to rules, processes, procedures, regulations, systems, and common management techniques. They support the development of organizational capabilities by enhancing administrative and managerial processes through well defined laws. The bureaucratic philosophy of management is implemented in 6 with the same principles. The following characteristics of bureaucracy, according to Max Weber, include:

- (i) Hierarchy:** A hierarchy is a system type that displays arrangements or departments from top to bottom. These could be giving or receiving instructions while being on the same level. Employees can grasp and follow the chain of command from top to bottom thanks to hierarchies. critical choice that establishes who has the greater right to make decisions. In order to efficiently carry out their responsibilities through Max Weber's six bureaucratic principles, managers and administrators need hierarchy. Organizational hierarchy is essential because it enables management to keep workers motivated. accountable.
- (ii) Job Specialization:** Labor division is critical to economic growth. By allocating tasks and responsibilities among employees in accordance with Max Weber's six bureaucratic principles, productivity is increased and efficiency is promoted. This aspect of specialization reduces the overall cost of goods and fosters organizational effectiveness and efficiency.
- (iii) Division of Labor:** Labor division is crucial and critical for economic development. due to its aspect of specialization on Max Weber's six principles of bureaucracy, enhances efficiency and effectiveness in a company and lowers the total cost of products. By distributing different jobs and responsibilities among the employees, production is increased and efficiency is promoted.
- (iv) Procedures:** Any organization's processes depend on its procedures. They could take the shape of policies, which collectively give everyday operations direction. Procedures support internal procedures while enhancing ethical behavior in the workplace, managing employee performance, establishing conditions of service, and enhancing decision-making. Key details for the required

action plans among employees are outlined in organizational and workplace procedures. Workplace policies and procedures are crucial for educating employees on how to handle particular situations and adhere to compliance requirements.

(v) **Recruitment on merit:** Professionalism is increased in a business by continuously using a merit-based hiring process. It's a philosophy that calls for managers to perform their jobs with integrity and supports fairness, diversity, and inclusion. Selection and hiring decisions must only be made based on qualifications when recruitment is based on merit. As a result, the system works well and human resource managers perform their respective roles more effectively. The six bureaucracy principles outlined by Max Weber must promote reduced bias through efficient procedures, justice, and an inclusive workplace environment.

(vi) **Fairness:** Excellent impartiality and fair treatment among employees are results of bureaucracy. People's actions and conduct are impartially regulated by bureaucracy. Because it treats each person equally, fairness in the administrative process helps to lessen discrimination. No matter what their status or position, everyone is subject to the same laws and penalties.

2.5 Reviews on Previous Studies

The emphasis is primarily on the difficulties and searching within for solutions, according to David Oladimeji and Owolabi's (2015) thesis, "Challenges of Local Government Administration in Nigeria: Lessons from Comparative Analysis." According to this article, international comparisons of local governments have not been successful. It was found that the challenges of the LG system in Nigeria include the management of its structure to improve performance. This definition refers to the only unified system legally recognized in the Federal Republic of Nigeria in 1999. The challenges of local government are complex participation in democracy and an effective and efficient system for socio-economic development. The grassroots and responsible attitude and organization are two examples. These challenges to the intentions of the federal and state governments cannot be overcome because of the sincerity required to allow the government to truly control the spirit of the 1999 Constitution and the excessive attitude of the state government. The system is designed to reduce corruption. This suggests a

multi-layered democracy, a local government system, a legal framework to investigate excessive state interference, government capacity building, and responsible leadership.

Htay Htay Lwin (2014), thesis of "Public Administration and Civil Service System in Myanmar," argues that there was a centralized nature of administration throughout the time from the colonial era to the SPDC due to a lack of appropriate drive. Myanmar is also a problem. The public administration experience is one of recurring political shifts. As a result, achieving targets as well as other improvements have been delayed. Until 2010, Myanmar's public administration was a traditional one that had only recently begun to shift toward development. It is still necessary to improve performance, collaborate within the administrative body, and share decision-making.

Phyu Phyu Ei (2017) pointed out and analyzed good government practices in Myanmar (2011–2016). She found that the ministers are very weak in overseeing the welfare of the staff. Most of the practices in all the ministries are similar, as all are rather weak in the characteristics of participation, equity, and inclusiveness. Furthermore, consensus-oriented government and the rule of law have strong and positive aspects. Even though the government is democratically elected, some characteristics are still centralized, and functions are also still controlled. The most important task is to work together to create good governance and clean government such that the government is transparent, accountable, and consistent with the existing laws.

Ne Tun Zaw's (2015) thesis, "A study on the roles and responsibilities of the ward and village tract administrators," discovered that the majority of ward and village tract administrators lack the necessary capacity, training, and opportunities to develop their administrative roles and duties.

CHAPTER III

ROLE OF TOWNSHIP ADMINISTRATION IN MYANMAR

3.1 The General Administration Department's past

Since achieving self-rule, Majesty, the General, the Head of Town, the Head of Territory, and the Head of Village have served as the administrative foundation of the Republic of the Union of Myanmar. A British colonel served as Myanmar's administrative structure during this time. Thus, by delegating responsibilities to ongoing governments, administrative mechanisms were managed by the Ministry of Home Affairs staff and created to support the rule of law, restoration, taxation, and regional development.

British troops occupied Rakhine and Tanintharyi in Myanmar during the first Aggression War in 1824. Tanintharyi was governed by the Governor General of India, whereas Rakhine was under the control of the Government of Bengal. The Bago Division and the multi-administrative region for Rakhine, Tanintharyi, and Bago Region, which was governed by the Commissioner as the country of British Myanmar, were taken over by the English during the Second War of Aggression in 1852. The Third War of Aggression then started in 1885. At that time, they collaborated with Kinwon Mingyi U Kaung until March 1886 without destroying the Myanmar Hluttaw and its administrative and military structures. Then, the lower and upper regions of Myanmar were ruled by the Chief Commissioner, who had been chosen by the Governor General of India.

Myanmar declared independence on January 4, 1948, establishing the Union of Myanmar. So, the period from 1948 to 1962 can be regarded as the "Age of PhaSaPaLa Parliamentary Administration." The secretary's office was then established to coordinate the work of each ministry, including the ministry of home affairs. The Ministry of Home Affairs managed the administrative matters by giving the duties to the General Administration Department and the Myanmar Police Force on behalf of the State Government as a whole. Ministers set administration policy, and secretaries plan and supervise work to ensure success. Therefore, Burma's civil service administration

arranges for all duties as chief secretary, vice secretary, and junior secretary at all ministries and the office of the secretary, divisional majesty, district inspector, territorial inspector, civil inspector, and assistant inspector at all villages. I was following branches at the Ministry of Home Affairs at the time.

- a. Branch of General Administration
- b. Democracy Regional Administrative Branch (Municipal and District Council)
- c. People police Force
- d. Branch of Special Intelligence
- e. Branch of Immigration
- f. Branch of National Registration
- g. Branch of Family Member
- h. Branch of Fire Service
- i. Branch of Public Administration
- j. Board of Civil Service
- k. Central Public training school for staff
- l. Branch of Religious Affairs
- m. University of Parli and Branch of Dhammasaria.

The following is a list of all administrative matters that the General Administration personnel for some ministries handled on behalf of the government from 1948 to 1472.

- a. Village civil administration labor for the Ministry of Home Affairs, such as peace and tranquility, rural development, and general administrative work
- b. The Ministry of Finance and Revenue is in charge of the Ministry of Justice's Land Administration, Excise Administration, and Treasure Administration's criminal case adjudication and crime prevention efforts.
- c. Identifying immovable property and registering the land plot with the Ministry of Nationalization authority.
- d. through the Municipal, Civil Committee, District Council, and District Administrative, works under the direction of the Ministry of Regional and Democracy Regional Administration.
- e. The Ministry of Relief and Resettlement is in charge of social welfare and disaster relief.
- f. Other duties of the national government.

In 1957, the Ministry of Home Affairs' Main Department was transferred to the Prime Minister's Office and given to the Chief Secretary. On June 13, 1958, the Chief Secretary transferred to the Office of the State Prime Minister, and the Ministry of Home Affairs Secretary took over as Head of General Administrative Work. The Prime Minister is in complete charge of all Ministers and serves as the head of the Cabinet of Government. The power to perform state government business is then split.

- a. In the main land, the Ministry of Home Affairs is in charge.
- b. The State Department manages at the state level.
- c. The Administration Department of Border manages three border divisions, seven districts, and eighteen townships.

The Security and Administrative Committee for Lead by Army was formed in May 1962, at the age of the Revolutionary Council Government. After that, the State Department will repair the damage to Kachin, Kayin, Kayah, Rakhine, and Chin states.

Myanmar's previous administrative system was limited to the Colonel Administrative System. So, on 15 March 1991, the Revolutionary Council issued Notification 97 of the Revolutionary Council, indicating that the Socialist Democracy Machine was ready for repair. They form the Ministry of Home Affairs and Religious Affairs with the Ministries of Democracy, Regional Administrative and Regional Group, Immigration, National Registration, and Ramify Member, and Religious. Then separate into a General Administration Department under the Ministry of Home Affairs and Religion. Take on the duties of general administrative work, development tasks, rural development work, literature inspection, and registration work, and form the general administrative office as the head office, the state or division office, and the township office by each other.

Administrative duties of criminal judgment, land and revenue administration, Treasury administration, and registration work are to be performed by Divisional Majesty, District Inspector, Terrorism Inspector, and Civil Inspector, as follows:

- a. The police manual, as well as the works and duties of armed law, are under the authority of the Ministry of Home Affairs for the People Police Force, with the exception of general administrative and rural development.
- b. The prison manual works for the prison department.
- c. Foreigners' Citizenship Regulation Works for the Immigration and Manpower Department
- d. Regulation of the Upper Myanmar Jewel to the Ministry of Mines

- e. It works from the boiler law department to the workshop inspection department.
- f. Working for the Health Department in the Law of Psychopaths and Leprosy
- g. Preventing crimes and crimes and judging criminal cases under the authority of the Ministry of Judge
- h. Works of the Ministry of Finance and Tax to the Local Revenue Department
- i. Treasurer and assistant treasurer to the Myanmar Economic Bank
- j. Works for the Ministry of Nationalized Lands to grant land plots to the Settlement and Land Record Department under the Law of Irremovable Properties and Land Registration.

Then, all work and duties of the General Administration Department are transferred after handover to the concerned ministries and departments as follows:

- a. Civil and Village Administration,
- b. Village Development Printer
- c. Literature Inspection and Printer and Publisher Registration
- d. works and responsibilities of regional administration
- e. Staff affairs, cash, and administration work and duties affect the whole department.
- f. Other general ministry tasks and responsibilities.

It is now allowed to cancel to the district level, branch of district level, and branch of township level following the introduction of the 1974 Constitution. Fix to office as A, B, or C level for their work measure and population. Repair to level as state, division, and township. The People's Council's laws were established at the First Pyithuhluttaw Conference, which took place on February 1-2, 1974. It was also decided that the People's Council's levels of communication with one another were state, division, township, ward, village tract, and level of the working Executive Committee. The activities and responsibilities of the previous Divisional, Inspector, District Inspector, Head of Terror, Head of Civil, and all other management levels were moved to the State Council on February 8, 1976, under Notification N0.5/76.

The State Council at its 60th meeting decides to make the Level of General Administrative Department under the State Council the Basic Office of the Level of People Council. As a result, since April 1st, 1977, all levels of general administration have been handing over the Basic Office of the People Council for Notification No.3/77 of the Board of Ministers. Then, from 1-4 1977, the General Branch, the Development

Branch, the Literature Inspection Branch, and the Branch of Registration at the Ministry of Home Affairs and Religion were known as the "General Department."

On September 18, 1988, Army duties to state authorities was created as the "State Law and Order Restoration Council" by Order No. 1-88. On 1-11-88, the order was turned over to the General Department of the Ministry of Home Affairs for the placement of a total of 26314 office workers, including 174 from the State Law and Order Restoration Council and 26140 from the former state, division, and township offices of the People Council. The Ministry of Home Affairs and Religious Affairs' General Department, at the time known as the "General Administration Department," received Notification No. 4/88 from the Union of Myanmar's Government on November 7, 1988. This date was observed as the General Administration Department's yearly date in years.

It has been determined that the State and Divisional Law and Order Restoration Council is the appropriate level to assign the Head of Divisional General Administration of the State and Division Administrative Department the responsibilities of law and order, peace on campus, smooth and secure roads, communication, and wealth in people's lives. This is because the State Law and Order Restoration Council is responsible for all of the state's authority and power. For the purpose of delegating responsibilities and ensuring the efficient functioning of the State Law and Restoration Council, Notification No. 7/88 was also discovered in the group of the Township Law and Order Restoration Council. The deputy general administrator for the state or district is then presented to the Group of Township.

According to Notification No. 7/88 of the State law and order restoration council, there were three members of admiration by Ward and Village Tract and one person serving as clerk by the appointed members of Word and Village Tract. In an effort to increase management effectiveness going forward, the State Law Order Restoration Council then issues Announcement No. 14/92, which transfers the Chairmanship of the Township Law and Order Restoration Council to the Staff Officer of the General Administrative Department at the end of 1992. By notification from the Ministry of Home Affairs on July 10, 1992, the Office of the Group of Townships became the Office of the District.

To repair and reform the state Peace and Development Council by Notification No. 1/97 on September 15, 1997, for the appearance of a peaceful, modern, and developed-discipline flourishing democratic state. The State Peace and Development Council declares in Notification No. 2/2006 that the duties of Secretary will be assigned to members of the State or Division Administrator in the hope of establishing a stable,

peaceful, and law-abiding state (or) building a fast state in the hope of future machine plantations. In addition, district administrators from the district general administrative department take over the duties of the secretary of the district peace and development council for the state peace and development council beginning on February 2, 2006. The General Administration Department assumes the role of Township Administrator for each step and level of the Township Peace and Development Council. The Ward/Village Tract General Administrative Department appoints two members of the public and one clerk to the Ward/Village Tract Peace and Development Council. Then, the District Peace and Development Council for Notification 3 of 2006 of the State Peace and Development Council

By Notification No. 6/2011 of the State Peace and Development Council on March 30, 2011, State/Divisional Peace and Development was canceled. Then, individuals with judicial, administrative, and judicial judgment who are appointed at regional and state Hluttaw were given complete authority for constituting. The General Administration of Regional and State Governments is the employer of all employees. The appointment of the District and Township Peace and Development Councils at that place was revoked on March 30, 2011, and the staff officer of Self-Administered Area 6 was given the rights and authorities for Notification No. 7/2011. The employees of the General Administrative Department have been transferred to the Office of Administrative and Self-Administrative Services.

The State Peace and Development Council's Notification No. 8/2011, issued on March 30, 2011, terminated the District and Township Peace and Development Councils. The functions of the district peace and development council are handled by the district administrator of the general administrative department, and those of the township peace and development council are handled by the township administrator. Colonel Aged has a long history of employment with the General Administration Division. A name change is therefore an Administrative Event.

Table (3.1): Terminology of GAD

Sr No.	Period	Call Names
a	Colonel in charge until 1972	Divisional Majesty, District Inspector, Territorial Inspector, and Civil Inspector
b	After 1972	State, District, or Township Staff Officer; State/Divisional Head Officer; Township Head Officer
c	After 1994	State/District Administrator, District Administrator, Township Administrator
d	After 2011	Regional/State Administrator, District Administrator, Township Administrator

Source: General Administration Department

The objectives of the General Administration Department are as follows:

- a) Rule of Law
- b) Community Peace and Tranquility
- c) Regional Development
- d) Serve the Public Interest

Responsibilities of the General Administration Department

- a) Tasks assigned by the President Office and Union Government
- b) Functions entrusted by the Ministry of Home Affairs
- c) Principal duties and functions of General Administration Department
- d) Task delegated by other

As main works and duties, the General Administrative Department has served the following:

- a) Management to land plot.
- b) Excise Management.
- c) Collection for 4 Tax work.
- d) Village development work.
- e) Judicial work limits irremovable properties.
- f) Allowed to form to association under the law.

- g) The honorable little and emblem were conferred.
- h) Hire civil supervision work
- i) Preparing found work in the town, ward, and village. (gad.gg.mm)

3.2 The GAD's Mandate

Since 1988, the GAD has been a bureaucratic component of the Ministry of Home Affairs (MOHA). According to the constitution, the MOHA is one of three important ministries led by high-ranking military officials. It is worth noting that, as part of the Ministry of Home Affairs, the GAD's sister organizations—the police, the Bureau of Special Investigation, and the prison and fire services—are all primarily concerned with state security. Within this group, the GAD officially places a high ideational value on maintaining peace and stability, albeit through public administration. The GAD's security role remains central to basic administration in the country, including for the newly formed state and region governments. The GAD has been housed under the Department of Home Affairs. Like the Ministry of Home Affairs, the official mandate of the GAD is first and foremost to ensure the rule of law as well as the peace and prosperity of villages and townships, regional development, and the people's welfare. Down to the level of every village in the country, the GAD has the mandate to support government security efforts as well as report relevant information back to Nay Pyi Taw. These include population movements, security incidents, and basic demographic information. Furthermore, the GAD retains the authority to enforce some civil laws.

As stated previously, the current legal basis for the GAD is the 2008 Constitution, the 2010 State, and Region Governments Law, and the Self-Administered Zone and Region Law. Under the 2008 Constitution, the GAD's pre-existing role as a primary link between the Union government and subnational levels of governance continues, as does the GAD's direct control of the districts and townships are the country's primary administrative institutions. Moreover, Myanmar's tradition of hierarchical control over geographically defined administrative institutions was even expanded to include the GAD administration of new state and region governments, as well as the new Union territory that houses the capital, Nay Pyi Taw.

The 2010 State and Region Governments Law echoes constitutional provisions defining the GAD's central role and also provides a greater definition of the GAD's roles and responsibilities, functions, and structures at the new level of subnational governance created by the 2008 Constitution—state and region governments. Primarily, this entails

the GAD serving as the civil service for the new state and regional governments by establishing three attendant offices to support their operations. This includes acting as the office for both the newly created region and state Hluttaws (parliaments) as well as for the chief ministers and their attendant cabinets.

Overall, the GAD's relative power and institutional significance have undoubtedly increased since the 2008 Constitution was enacted, with the removal of PDCs at subnational levels, as well as the routine involvement of Tatmadaw officers in general administration. The GAD is now the primary government presence at these subnational levels. Moreover, while there are now state and regional governments with both legislative and executive powers, they are utterly dependent on the GAD for basic and routine functioning as they have no dedicated civil service. 60 municipal offices are under the control of state and regional governments, but they are not dedicated to civil service as they have no policy-making role.

While the GAD retained control of districts and townships, there have been significant changes to village tract administration under the law, which will be discussed in more detail later in this section. "Administration of a ward or village tract shall be assigned to a person whose integrity is respected by the community in accordance with the law," according to Article 289 of the 2008 Constitution. The Ward and Village Tract Administration Law of 2012 made this a reality by mandating elected village tract administrators while retaining township administrators appointed by the GAD.

Finally, it is worth noting that the 2008 Constitution changed the structure of states and regions to include self-administered zones and divisions. As a result, the GAD was given a legal mandate to lead the administration of the country's one Self-administrated Division and five Self-administrated Zones (Kyi Pyar Chit Saw and Arnold, 2014).

3.3 GAD's Functions and Structures at the Union-level

The GAD continues to play its historic role at the Union level, which is primarily focused on general administration. The GAD, as a general state functionary, responds to instructions from a variety of government actors. As a result, and as stated in its policy guidance, its responsibilities include: 'tasks assigned by the President's Office and [the] Union Government, functions entrusted by the Ministry of Home Affairs, 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 (Kyi Pyar Chit Saw and Arnold, 2014).

3.4 GAD's Functions and Structures at the State and Region-Level

The Constitution of 2008 established 14 new state and regional governments. The GAD performs basic administrative and coordination functions for the region or state government, the Hluttaw, Union ministries, and state or region departments. The senior GAD administrator for each state and region is the executive secretary of the state or region government (Deputy Director General level), and he or she currently supervises 283 GAD employees who work in the General Administrator Office, the state or region Government Office, and the state-region Hluttaw Office. It is important to note that, despite the different sizes of the states and regions, the functions and staffing levels of these GAD support offices are consistent (Kyi Pyar Chit Saw and Arnold, 2014).

According to state and regional governments in Myanmar, there are not independent state or regional ministries to carry out the functions assigned to states and regions under Schedule II of the 2008 Constitution. Instead, there is a mix of departments with mixed accountability relationships with both the Union and state/region governments on the one hand, and state/region units of centralized Union ministries on the other. The executive and legislative structures of a state's or region's government continue to rely on the GAD, a key building block of the country's pre-existing governance structure.

The GAD's Government Office provides administrative support to the chief minister and the nine state-region ministers who comprise the cabinet, while the Hluttaw Office provides administrative support to the state-region Hluttaw. The General Administrator Office is in charge of the overall administration of the state or region (for example, managing general finance and human resource needs). This "horizontal" presence at the state/regional level ensures that all correspondence, administration, budget management, and general functioning of both the executive and legislative branches of a state or region government rely heavily on the work of the GAD. Within the state/region governance hierarchy, the executive secretary reports directly to the GAD but is also expected to report to the chief minister as a matter of course.

As discussed in State and Region Governments in Myanmar, how this relationship actually works is ambiguous and likely varies between states and regions. Regardless, both within and outside of state and regional governance institutions, the GAD is regarded as critical. For example, civil society organizers in one state noted that while the

chief minister might have some authority (for example, over certain staffing appointments in his or her cabinet), it is the GAD that has to release the state or region budget.

In addition to ordinary expenditures for its own operations and capital expenses, the GAD continues to maintain some discretionary funds to support development in rural areas, which is one of the historic functions of the GAD. The GAD's "rural area development budget" covers five types of projects: agricultural development, road construction, drinking water, health, education, and area development. 111 Additionally, the GAD also provides fiscal management and advice to the Ministry of Border Affairs and several local development funds (Kyi Pyar Chit Saw and Arnold, 2014).

3.5 GAD's Functions and Structures at the District and the Township Level

The district is immediately below the states and regions in the subnational governance hierarchy and, as previously stated, is led by a senior official from the GAD. The district administrator is a GAD officer with the rank of deputy director who is assigned to a specific office: the District General Administration Office (district office). The district level supervises the townships under its geographical jurisdiction, which are the critical administrative building blocks in Myanmar. As such, districts serve as a bridge between state and regional governments, as well as townships. Two staff officers who lead the district office's two sub-departments provide direct support to the district administrator.

The office employs a total of 27, the majority of whom are clerks. The district office's primary role is to coordinate and communicate with the townships below and the state and regional governments above. This primarily entails aggregating data and planning and budgeting information, as well as relaying government decrees. District administrators are frequently called in to resolve disputes that cannot be resolved at lower levels, such as those involving land or complaints of abuse of power by township or village tract administrators. With the growing importance of local development funds and the proliferation of local development planning committees, the district GAD serves as an aggregator and conduit for basic administration.

Like township administrators, district administrators are also extensively involved in coordinating their respective district's management and development committees, which will be discussed in greater length in the next section. The only routine interaction with businesses is district administrators approving licenses for shops selling alcohol.

District administrators approve and issue land grants as well (Kyi Pyar Chit Saw and Arnold, 2014).

Myanmar's 330 townships serve as the foundation of the country's public administration. Township General Administration Offices (township offices) are the primary point of contact for the average Myanmar citizen's interactions with the state. The township office, led by a township administrator, is where key government functions such as population registration, land registration, and most types of tax collection take place. While states and regions have seen significant changes in their governance structures since 2011, townships continue to function under the executive authority of GAD township administrators and do not yet have elected representative bodies.

Overall, the township office is in charge of coordinating various government actors at the township level, most notably the Union ministries' field offices. The township offices also have a variety of other responsibilities, including data collection and aggregation, village administration, various land management tasks, local dispute resolution, and tax collection. Township administrators frequently identify their roles as promoting social and economic development through the management of township affairs, oversight of development project implementation, and coordination with other branches of government.

Township administrators, for example, play an important role in coordinating the GAD's Rural Development Funds, which are local grants intended to meet the needs of local communities. Previously managed solely by the GAD, the grants are now implemented by township administrators in collaboration with the state or regional government. Township offices are staffed by 34 GAD employees who report to the township administrator, who holds the rank of assistant director.

The township offices, like GAD offices at other levels, are all the same size, regardless of population size. The township administrator is assisted by one deputy township administrator, who is a staff officer. They oversee an office primarily staffed by clerks and accountants. Subnational Governments and Business goes into great detail about this. 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, where micro and small businesses are frequently engaged. The GAD grants licenses for specific activities, such as the sale of alcohol and real estate. The GAD also makes recommendations for a variety of licenses and permits, such as land transfers,

building permits, and operating licenses, and collects certain alcohol and land taxes. According to Bissinger and Linn Maung, while not a hard and fast rule, township GADs are frequently involved in supporting economic activities that may be perceived as having "social" implications.

Within the context of township governance, it is useful to contrast the GAD's role with that of another distinct government actor at the township level—municipal offices (also known as development affairs organizations or sibintharyaryay in the Myanmar language). While the GAD is responsible for coordination and township management, municipal offices are responsible for collecting taxes and other fees, issuing business operating licenses and construction permits, and providing services such as water, sewage, and trash collection, as well as urban road maintenance and urban electricity.

Some functions are duplicated. Land taxes, for example, are collected by both the GAD and municipal offices. Depending on the location of the business, these are assessed once a year and collected by a variety of authorities, including municipal office staff and the township GAD (rural vs. urban). While the township office is generally thought to be more powerful, it cannot direct the municipal office's actions. Although the GAD's township administrators retain a strong grip on this level of governance, there has been an increase in the number of committees that help manage and guide local development efforts. Because the GAD dominates at the township level, the GAD is effectively at the heart of the Thein Sein government's reform plans as well as those of many international organizations of development programs (Kyi Pyar Chit Saw & Arnold, 2014).

3.6 Responsibilities and Accountabilities of GAD in 2008 Constitution

According to the (2008) constitution of Myanmar, legislative power, judicial power, and executive power are shared among the Union, regions, states, and self-administered areas. The administrative units established according to the constitution are Regions and States, Self-administrative divisions (SAD), self-administrative zones (SAZ), Districts; townships, village tracts, and union territory (The constitution of the republic of Myanmar, 2008).

The region and state executive bodies were formed, led by chief ministers, and the head of the general administration department of the region or state is the ex-officio secretary of the region or state government concerned. The leading bodies of SAD or SAZ were formed by one chairperson and different members of the respective areas, and the head of the general administration department (GAD) under the Ministry of Home

Affairs served as the secretary. The union territory (Naypyitaw council), the capital city was formed with one chairman and members, and the head of the GAD of Naypyitaw is ex-officio the secretary of Naypyitaw council (article-260,283,288). At the district and township level, all administrative officers of GAD are administrators of respective (121) districts and (330) townships.

At the district level, the district commissioners (administrators) have implemented their duties and functions in accordance with the existing laws, regulations, directives, and instructions from the upper levels of government-Union ministry, and the State/Region governments. At the township level, the township administrators are accountable and responsible to the district administrators, and they are working with directives, instructions, and existing laws and regulations without any township administrator manual or township administration law for public administration and regional development tasks such as collecting taxes, land management, coordination, and cooperation with other township level departments.

Without the township administration law, most township-level matters, such as the budget plan, cannot be decided at the township level and need to be submitted to upper levels to get final decisions and authority. As a result, the centralized administration system was established, causing the local level of public administration to function slowly and inefficiently. The township-level administration is very important for regional development and public administration because it supports the upper level in making effective and efficient public policies in line with the public's needs and wants. The township administrators apply only the existing laws, regulations, directives, orders, and instructions laid down by the upper levels to accomplish their duties and functions relating to public administration matters. In order to strengthen their powers and decision-making processes, the township administration law is essential and should be promulgated. By enacting this law, township administrators will be able to run and complete public administration tasks more efficiently.

CHAPTER IV

ANALYSIS ON TOWNSHIP LEVEL ADMINISTRATION SYSTEM PRACTICES IN MON STATE

4.1 Survey Profile

Mon State is located in the south of Myanmar and has a total area of 4747.74 square miles. The capital city of Mon State is Mawlamyine. It has 4 districts, 10 townships, 17 towns, 106 wards, 368 village tracks, and 1143 villages. The four districts of Mon state are Mawlamyine, Thahtone, Kyaikhto, and Ye. The ten townships of Mon state are Mawlamyine, Kyaikmayaw, Chaungzone, Mudon, Thanbyuzayat, Ye, Kyaikhto, Belin, Thaton, and Paung. The two new districts, Ye and Kyaikhto, will be formed on April 1, 2022. The former districts are Mawlamyine and Thaton.

According to the survey conducted in March 2022, there are 2243793 people, 391901 housing units, and 420048 households. As an urban population, there are 693884 people, 120169 housing units, and 132983 households. There are 1549909 people in rural areas, 271732 housing units, and 287065 households. In Mon state, 69.08% live in the villages and 30.92% live in the towns. There are 1536806 populations under 18 years old, and the average birth rate is 0.36%. A total of 1089698 males and 1154095 females live in Mon state, and the ratio is 1:06:06.

According to regional data and statistics as of March 2022, the GDP of Mon State was 180.993.90 million kyats, and the national tax revenue was 25518.716 million kyats. The population of Mon State is 2243793, 61.63% of which 1382773 are able to work, unemployment is 9.95%, and the average per capita income is 2351771 kyats. As for administrative information, Mawlamyine City is the capital of Mon State and the city where the state-level offices of Mon State are located. As stipulated in the 2008 Constitution, the Mon State Government Office, which is the state-level administrative office, is located in the Mon State General Administration Department. In Mon State, there are four district-level administrative offices, ten township-level administrative offices, seven town-level administrative offices, and 474 ward- or village-level administrative offices.

4.1.2 Study Area

The study area focuses on key informant interviews to collect information from a wide range of people, including community leaders, professionals, and residents who have firsthand knowledge about the community. For data collection in this research paper, according to Constitutional Law (2008), township administrators from ten townships in Mon State conferred by the Ministry of Home Affairs General Administration Department and ten deputy township administrators who are carrying out their tasks thoroughly at the township administration level were mainly asked the questions concerning this research. In Mon State, there are 4 districts and 10 townships. The survey areas are Mawlamyine, Kyaikmaraw, Chaungzone, and Mudon for Mawlamyine District; Ye Township for Ye District; Kyaikhto and Belin for Kyaikhto District; and Thaton and Paung for Thaton District. From the township level, the key administrators were asked about information, the conditions in which they are practically carrying out their duties, and the difficulties that they are facing. The data are gathered using the techniques of KII (Key Informant Interviews)—telephone interviews and face-to-face interviews. The survey used telephone and face-to-face interviews with a random sampling method. The survey period was from September to November 2022.

4.2 Survey Design

The survey used semi-structured questionnaires and performed Key Informant Interviews (KII) with township administrators and deputy township administrators in Mon State. Key informant interviews are qualitative, in-depth interviews with people who the purpose of key informant interviews is to collect information from a wide range of people—including community leaders, professionals, and residents—who have firsthand knowledge about the community. These community experts can provide insight into the nature of problems and make recommendations for solutions based on their specific knowledge and understanding.

The following are two common methods for

- a) Telephone interviews
- b) Face-to-Face Interviews

Ten township administrators and ten deputy township administrators were interviewed in person, while the remaining 12 were interviewed over the phone. Respondents are asked open-ended questions in the survey questionnaire. Secondary data

and information from the General Administration Department of Mon State and the General Administration Department of the Townships of Mon State, the local information of Mon State and its townships, as well as publications such as books, journals, articles, research, reports, documents, and websites, are used to replenish the paper. This survey was conducted by using Key Informant Interview (KII).

4.2.2 Questionnaire Design

This questionnaire has 7 parts. And it conducts key informant interviews with township administrators and deputy township administrators who are working in Mawlamyine township, Chaungzone township, Kyaikmaraw township, Mudon township, Ye township, Kyaikhto township, Belin township, Thaton township, and Paung township in Mon State. The seven elements of the key informant interview questionnaires are local background information, the township administrator's role and tasks, committees and associations formed by the state, regional development, safety and security tasks, and general discussion. Under these seven elements, there are 21 questions, as well as open-type questions based on these questions.

The local background information questionnaire contains township-specific demographic information, economic information, and administrative information. In the questionnaire on the role and duties of township administrators, there are issues of administrative activities, departmental activities, activities delegated by other ministries, and the implementation of national policies. Five questions were asked regarding the performance of duties assigned from above, and 11 open-type questions related to the questions asked. In the questionnaire on the responsibility of the committees and groups established by the state in the township-level administration, the delegation of authority and management abilities and requirements were asked in the 17 major sectors related to security, administration, management, and social issues, and two open-type questions were related to these questions. In the questionnaire on local development issues, questions were asked about the state of budget management and job assignment in the township-level administration. In the questionnaire on safety and security issues, questions were asked about how township operations and township management are done in case of natural disasters or emergency situations.

Table (4.1) Background

No.	Content	Background Information of Townships of Mon State										Total (or) Average
		Belin	Chaungzone	Kyaikmaraw	Kyaikhto	Mawlamyine	Mudon	Paung	Thanbyuzayat	Thaton	Ye	
1	Area(Sq miles)	835.200	254.098	511.700	365.650	88.820	314.690	436.750	317.680	537.920	1,085.23	4,747.74
2	Population	197,559	164,843	235,016	171,688	270,587	190,455	270,639	165,501	292,963	284,542	2,243,793
3	Percentage of Urban Population	9.87%	6.13%	8.74%	34.47%	86.05%	41.34%	23.06%	35.63%	32.48%	24.75%	30.25%
4	Percentage of Rural Population	90.13%	93.87%	91.36%	65.53%	13.95%	58.66%	76.94%	64.37%	67.52%	75.25%	69.75%
5	Number of People Able to Work	120,112	120,487	201,302	57,235	167,031	167,453	196,598	143,916	90,415	170,927	1,435,476
6	Number of Employed People	98,997	97,980	162,580	50,049	165,002	162,675	166,502	133,795	86,326	150,867	1,274,773
7	Percentage of Unemployed People	17.57%	18.68%	19.24%	12.56%	1.21%	2.85%	15.31%	7.03%	4.52%	11.67%	11.06%
8	Percentage of Mon State GDP	6.16%	2.17%	2.35%	10.20%	19.43%	13.16%	11.39%	12.40%	13.66%	9.08%	100.00%
9	Percentage of Tax Earnings in Mon State	1.84%	1.48%	4.65%	4.05%	36.95%	24.59%	2.10%	11.25%	10.67%	2.42%	100.00%

Source: Background Information in Mon State (March, 2022)

According to Table 4.1, Mawlamyine township is the smallest in terms of area, with 1.87% of the area of Mon State, but it has the highest rate of urban residents, with 86.05% of the township's urban population. Being the most densely populated and contributing 19.43% of Mon State's GDP and 36.95 % of tax revenue, it is the most developed township in Mon State and has the lowest unemployment rate. As the rate of rural residents in Chaungzone township and Belin township is over 90%, % and in Ye township is over 80%, the rate of unemployment in those areas is the highest. The GDPP percentage of this township- accounts for 2–44 of Mon Stat.

According to the analysis, it was found that the townships with urban population rates have higher GDP and national tax collection and development than the townships with high rural population rates.

Table (4.2) Administration Tasks

No.	Ability to carry out/delegation in administrative activities by the township administrator	(KII) Answers of 20 people		
		Yes	No	Noresponse
1	Allow verification		20	
	Entrusting the law to allow verification			20
	Allowing inspection on township level departments		20	
2	Verification and support	10	6	4
	Entrusting the law on verification and support			20
	Reviewing and supporting township-level departments	2	14	4
3	Supervision	20		
	Entrusting the law on supervision			20
	Supervision over township level departments	16	4	
4	Ability to assign additional tasks	14	6	
	Entrusting the law on the ability to assign further duties			20
	To be able to further assign responsibility to T-L departments	14	6	
5	Coordinating	20		
	Provision of law on coordination			20
	Coordinating township-level departments	20		

Source: Survey Data (September, 2022)

Table 4.2 states that no verification of administrative activities related to the role and duties of the township administrator is permitted. Additional responsibilities were discovered to be assigned and coordinated in connection with administrative activities and township-level departments, as well as to provide verification, support, and supervision.

Regarding the question of how to facilitate activities that are not assigned by law in relation to the implementation of administrative activities and the challenges, difficulties, advantages, and disadvantages faced in the implementation of the activities, 18 key informant interviewees from the relevant departments were questioned. They responded that they coordinated and solved problems with the groups, discussed and negotiated with the township administration groups, found solutions at the administration group meeting and made decisions based on the consensus of the members, and submitted and received guidance from the higher-level departments as well as the levels of the district and state administrations.

In relation to the question of what issues should be addressed in the implementation of administrative activities, 20 key informant interviewees answered that the issues that need to be resolved in terms of finances in the administrative activities should be managed in accordance with the financial regulations and the budget management and allocation of funds appropriate to the township level. 12 of them mentioned that it is necessary to enact a directive in detail according to the process. Township administrators are given detailed responsibilities and powers in township-level administration, including the right to manage to any extent and the right to carry out administrative activities. They also said that supervision and control rights should be established according to responsibilities.

4.2.3 Department Tasks

In relation to the question of what issues should be addressed in the implementation of administrative activities, 20 key informant interviewees answered that the issues that need to be resolved in terms of finances in the administrative activities should be managed in accordance with the financial regulations and the budget management and allocation of funds appropriate to the township level. 12 of them mentioned that it is necessary to enact a directive in detail according to the process. Township administrators are given detailed responsibilities and powers in township-level administration, including the right to manage to any extent and the right to

carry out administrative activities. They also said that supervision and control rights should be established according to responsibilities.

As for the role and tasks of a township administrator, four township and four deputy township administrators from Mudon, Chaungzone, Kyaikmarw, and Thanbyuzayat townships answered the following facts and figures: Township administrators are assigned to township administration, according to Constitutional Law (2008), but there are no accurate work schedules, procedures, laws, orders, or instructions. A township administrator faces numerous problems and challenges as a responsible person at the township level of government.

Six township administrators and six deputy township administrators from Mawlamyine, Thaton, Belin, Kyaikhto, Ye, and Puang townships answered the following facts: in accordance with township level administration, managing budgets, supervision by law, passing the law for administration, procedures, and a task force guide.

All ten township administrators and deputy township administrators were asked about carrying out assigned tasks in accordance with the law, by law, and procedures, resolving problems and difficulties, and coordinating with other ministries.

Myanmar's 330 townships serve as the foundation for the country's public administration. Township general administration offices (township offices) serve as the primary point of contact for Myanmar citizens with the state. The township office is where key government functions such as population registration, land registration, and the majority of tax collection take place. Township administrators frequently identify their roles as promoting social and economic development through township administration and project oversight. The majority of GAD's interactions with the private sector and local businesses take place at the township level. The township administrator issues licenses, such as those for the sale of real estate or alcohol, and his office makes recommendations for a variety of permits, including those for construction and land transfers.

The township office is also in charge of tax collection. Although the GAD's township administrators retain firm control of this level of governance, there has been an expansion of various committees that help manage and guide local development efforts. Concerning the capabilities of township administrators, the unique nature of their work is that they not only carry out the main tasks of the parent department, as do other township-level departments, but they also

carry out the township-level administrative duties assigned by the 2008 Constitution and are the most responsible persons in all township-level tasks and matters.

4.2.4 Committee and associations formed by the State

In relation to the question of what the township administrators are performing with the formation of committees and associations, 20 key informant interviewees answered that the state forms the security, administration, and socio-economic committees and associations, assigning the tasks to the committees and associations, not fully managing, having too many duties, requiring support finances, not assigning the tasks that can be managed, and not distributing the finances.

Township administrators are assigned as chairmen or task force leaders in the security, administration, socio-economic committees, and associations formed by the state. Furthermore, deputy township administrators from respective townships responded that they need a law that establishes accurate responsibility and accountability for staff of the department in question as well as those associated with township-level administration.

Despite reforms and local elections following the Ward or Village Tract Administration Law in February 2012, the GAD retains a significant role in local affairs. Despite the GAD no longer employing the ward or tract administrator, they do provide a personal "subsidy". Though these administrators cannot be promoted, the township administrator can dismiss them for abuse of power, incompetence, or corruption. A village tract or ward clerk, who is a full-time GAD employee, supports each village tract administrator. On the difficulties of Union level, Division / State level, District level, Township level, and ward/village level such as various departments and groups' work; to facilitate cooperation the groups coordinate with relevant departments, groups, and local people, and to achieve national policies and processes coordination and implementation by local people and relevant departments.

Given their position as the lowest rung of government officials and the primary interface between the state and Myanmar's overwhelmingly rural population, the role of these ward or village tract administrators is significant. Indeed, village tract administrators continue to perform the same variety of functions that they have in the past, such as tax collection, land registration, and demographic reporting. At times, village tract administrators

may be required to sign off on Myanmar Agricultural Development Bank loans to farmers. Village-tract clerks assist administrators by maintaining standardized records of administrative, economic, and social statistics, as well as office procedures and security records. Administrators serve as an extension of the GAD's township administrator, who oversees them. GAD administrators with community participation

The GAD plays the most important role in district and township management committees, where district and township administrators serve as chairpersons. District and township management committees are the most powerful committees in any given locality, consisting of local government officials in charge of administration, security, and social services. The Security, Stability, Tranquility, and Rule-of-Law Working Committee, which reports to the township management committee, coordinates local security needs. Additionally, GAD township deputy administrators continue to serve on the Development Support Committee and the Development Affairs (municipalities) Committee.

4.2.5 Regional Development

According to the interviewees, the TA is carrying out safety and security tasks in accordance with laws such as Section 144, such as broad advance warning through quarter and village track administrators, assisting and reusing with respective departments, managing temporary shelters in accordance with the instructions, not having collected sufficient provision, and rehabilitation is being carried out despite the fact that the budget is not distributed.

At the township level, there are no rights or tasks for distributing funds or full management. If natural disasters occurred, the cost of destruction could be calculated and presented. The budget from the state, wellwishers, and donors is currently supported by the needy.

Disaster prevention plans, as well as township security and rule of law plans, are being implemented and advanced for the township level in local safety concerns as a result of the township administrator's initiatives.

In the event of a natural disaster in the region, emergency assistance and relief, immediate support, and emergency shelter for affected persons were required, as were checking and recording the conditions of the damage and presenting it to the higher department, facilitating the quick and efficient access of state subsidies to the affected

people, and carrying out rehabilitation activities in collaboration with relevant departments, organizations, and local people.

4.2.6 Safety and Security Tasks

In response to the question of what the township administrators are doing for regional development, 20 key informant interviewees stated that the rural development project, presenting and supervising the Emerald Village Development project, presenting and discussing the tasks of the development committee, and other projects of other ministries' development are not assigned by the authority to act.

The General Administration Department conducts rural development projects in respective villages for community development based on the budget, but they are insufficient to meet the budget's requirements. As a result of the discussion between village track administrators and local people, the needs of regional development from the basic level to those of development at the ground level can be vividly presented.

Meeting the demands of local development projects, compiling local residents' problems, reporting them to higher-up departments, and coordinating with them are all responsibilities of the township administrator. They were responsible for overseeing and verifying the proper approval for.

4.2.7 General discussion results

According to Article 288 of the Constitution of 2008, township-level administrative responsibilities have been given, but budget management appropriate to the township level has not. If township-level budget management can be given to township administrators in accordance with Myanmar's financial regulations, they will be able to deal with issues and problems that need to be addressed effectively and quickly in the event of an emergency in the region, as well as the financial situation in the region's administrative, social, and economic sectors.

The ward or village level is the most fundamental level in Myanmar. The township-level administration is critical under the ward or village track administration law. Although manuals for township administration have been enacted, there is a need to establish specific procedures, responsibilities, and powers for the township administrative level in the

implementation of national policies, the assignment of responsibilities by higher levels, and the implementation of numerous administrative activities at the township level. If the township-level administrative law is passed, specific duties, procedures, powers, and authorities for the township-level administrative system will be established, supporting township-level budget management, law enforcement, and development. Difficulties and challenges will be encountered in the implementation of national policies, with processes to be solved as well as the lawful supervision and control of departments working in various sectors of township administration. The township-level administrative law, rules, procedures, and township administration manuals should be enacted while taking these factors into account.

CHAPTER V

CONCLUSION

5.1 Findings

Demographic information from 10 townships in Mon State; According to economic and administrative data, Mawlamyine township, which is the smallest township in the state with 1.87% of the state's area, and Ye township, which is the largest township in the state with 22.86%, are compared in terms of population. Mawlamyine township has a population of 270,587, and Ye township has a population of 284,542. Mawlamyine Township has a high population density, and the unemployment rate is 0.76% in Mawlamyine Township and 11.67% in Ye Township.

Mawlamyaing Township has the highest state GDP at 19.43% and the highest state tax revenue at 36.95%. 86.05% of the township's population are urban residents, while Ye township has 24.75% of urban residents and 75.25% of rural residents, with 4.09% of the state's GDP and only 2.42% of the state's tax revenue. 2.17 percent and 2.35 percent of GDP, respectively. 1.48% and 6.65% of the national tax revenue

Demographic information from 10 townships in Mon State; According to economic and administrative data, Mawlamyine township, which is the smallest township in the state with 1.87% of the state's area, and Ye township, which is the largest township in the state with 22.86%, are compared in terms of population. Mawlamyine township has a population of 270,587, and Ye township has a population of 284,542. Mawlamyine Township has a high population density, and the unemployment rate is 0.76% in Mawlamyine Township and 11.67% in Ye Township. Numerically, 93.37% and 91.26% of the township's population are found to live in rural areas, and the unemployment rate is 16.19% in Chaungzone township and 19.24% in Kyaikmayaw township.

Mudon township, Thanbyuzayat township, Thaton township, and Kyaikhto township each have around 60% rural residents. The total of these four townships is 49.42% of state GDP and 48.46% of national tax revenue. According to observations, townships with a large

urban population have a higher GDP and state tax revenue, and their unemployment rate is lower than that of townships with a large rural population.

Regarding the roles and responsibilities of township administrators, township administrators are the ones who are responsible for the administration of the township level, according to the 2008 constitution. The township-level security, administrative, and socio-economic committee established by the state In taking responsibility as chairpersons and team leaders in groups, in the implementation of state policies and higher-level directives, in the implementation of local development activities, and in the implementation of safety and security issues within the township, the township administrators and deputy township administrators have not been given specific authority over the tasks, and the process methods to be carried out for the tasks have not been precisely defined and prescribed. There are no laws, orders, instructions, or business manuals for township-level administration. It has been found that there is a lack of authority to manage the budget at the township level, a lack of legal protection for the township administrators in carrying out such activities, and a lack of full management.

According to the constitution, township administrators must not only carry out their departmental activities but also carry out numerous township-level administrative tasks. They are responsible for the entire township, but they must accurately allocate their numerous activities to the relevant departments.

It has been discovered that township administrators, who are the most responsible people at the township level, require legal protection.

5.2 Suggestions

The research paper investigates township-level administration system practices in Mon State. Ten township administrators and ten deputy township administrators in Mon State were asked a series of questionnaires using the technique of KII (Key Informant Interviews). According to findings, administrators are facing difficulties and problems due to the lack of township-level administrative laws, rules, and procedures, as well as the practices of other department officials. It is hoped that this paper will be of some help to students who would like to gain information on administrative system practices.

As a summary of the conclusion, the following points should be considered for administrative activities: it is mandatory to provide the authority to be able to verify, supervise, control, correct, take necessary action, prepare, set procedures, and direct. Because all township-level activities are under their control, the right to closely monitor and control the activities of township-level agencies is required by law.

The state-created township-level security, administration, economic, and social committees and groups should be given the authority and budget management privileges required to carry out their responsibilities as chairmen and team leaders. Mandates, specifications, and financial management should be assigned to regional development activity in order to provide timely information on community needs and meet local needs in the near future.

The authority and power needed to carry out emergency rescue and support operations in the field of safety and security should be delegated to the township level. A bureaucracy, according to Max Weber, is a very codified, highly ordered, and impersonal entity. He also came to believe that an organization needed a clear hierarchical structure as well as distinct rules, regulations, and lines of authority. Township administration law, which will enable proper budget management at the township level and national policy in order to fully manage process implementation, The township administration laws should be effective. Township administration policies and procedures must be developed and implemented.

GAD, in my opinion, should encourage decentralization and is a prerequisite for any genuine progress toward peace and stability. Putting the GAD under full civilian control may not result in immediate changes to local administration, but it broadens the possibilities. It may eventually allow dedicated state and regional civil services to emerge in addition to the exceptional municipal offices that exist today at the state and regional levels. Chief ministers will soon have greater decision-making authority over promotions and transfers, which will help improve government. Greater recruitment authority may also enable state and regional governments to ensure that GAD staffing better reflects the makeup of the local population. The GAD serves as the state and regional governments' civil service; encouraging a more responsive GAD will allow these governments to manage the other departments under their purview. At the local level, the pervasive legacy of military authoritarianism may be

reoriented toward increased public engagement, transparency, and accountability, as well as support for local socio-economic development.

In order to strengthen their powers and decision-making processes, the township administration law is essential and should be promulgated. By enacting this law, township administrators will be able to run and complete public administration tasks more efficiently.

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