

# LOCAL GOVERNANCE MAPPING

## MAPPING HIGHLIGHTS IN SHAN STATE



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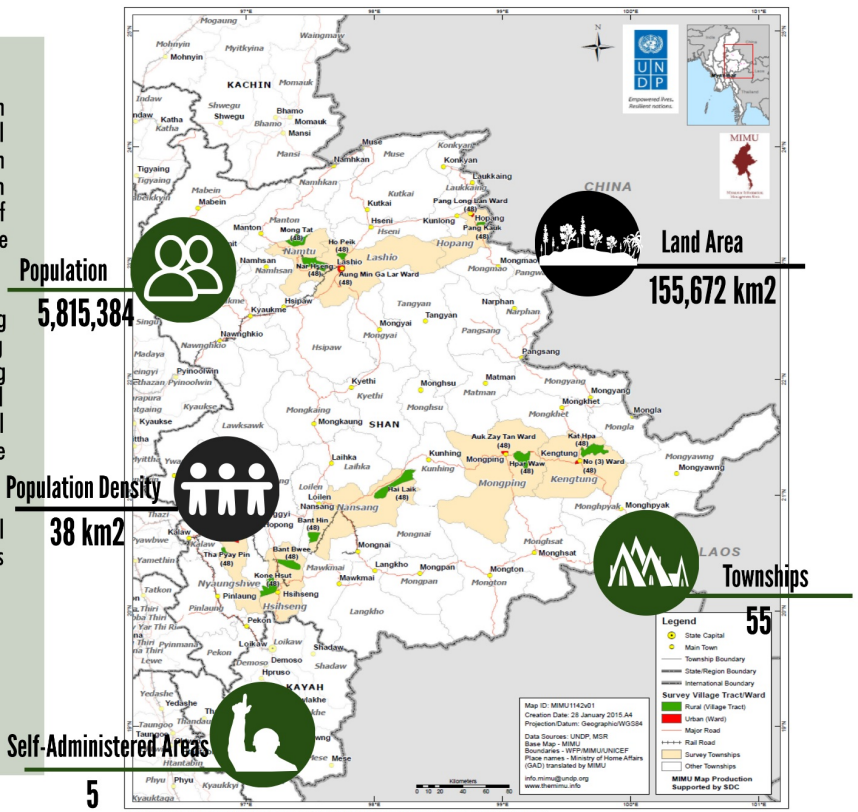
### BACKGROUND

In 2014 a mapping of local governance was carried out in Shan State. This forms part of a nation-wide local governance mapping carried out by UNDP in collaboration with the General Administration Department, Ministry of Home Affairs. For an overview of the methodology see the Fast Facts: Local Governance Mapping in Myanmar.

In Shan, the mapping covered Namtu, Lashio, Hopang townships in the North, Nyaungshwe, Hsihseng, Nansang townships in the South, and Mongping and Kengtung townships in the East. Citizens, committee members, civil society representatives, service providers and local administrators were interviewed about local governance and service delivery.

Around 770 citizens and 100 service providers and local administrators shared their experiences and impressions of development planning and participation, access to basic services (specifically primary education, primary health care and drinking water), and transparency and accountability.

This highlight shares some of the key findings in Shan.



### SOCIO-ECONOMIC AND INSTITUTIONAL CONTEXT

Shan State is area wise the biggest of all 14 States/Regions, covering almost a quarter (23.2%) of the entire country. Administratively, a variety of different arrangements exist, including several self-administered areas (SAA). It has a larger number of districts, townships and towns than any of the other States/Regions. Also ethnically, Shan is one of the most diverse.

With an economy based on agriculture and natural resource extraction, it's one of Myanmar's main areas for mining, forestry and hydropower. Cross-border trade with China and Thailand is an important economic factor. As part of the 'golden triangle' it is a major hub for illegal drugs production – also an important contributor to the State's economy.



Shan's history is characterized by conflict and challenges to consolidated state power, most recently by clashes between government forces and rebels in Laukkaing area (Kokang SAA) where a state of emergency has been declared. Despite cease fire agreements concluded in the late 1980 and 1990s, the legacies of ethnic conflict persist and a lasting peace settlement has yet to be found.

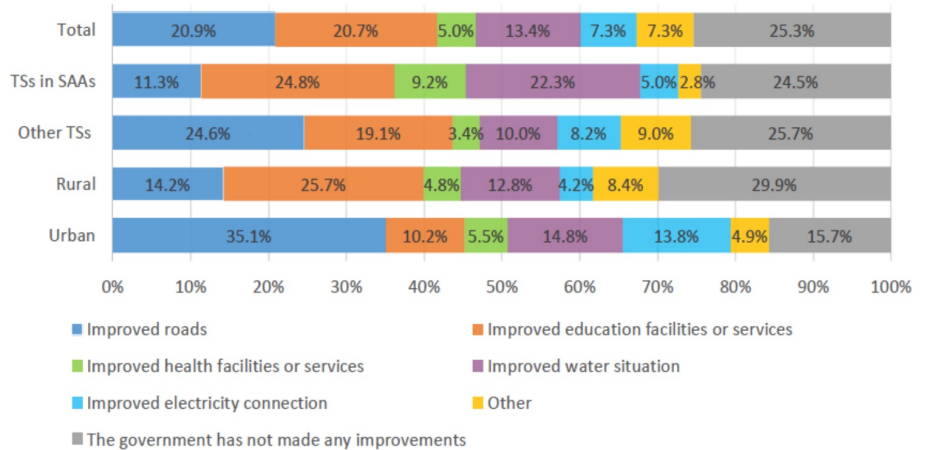
The 2008 Constitution established four self-administered zones (SAZ) and one self-administered division (SAD) in Shan State. Overall, the 4 SAZs and the Wa SAD cover 15 (or 27%) of the total number of 55 townships, accounting for almost a quarter (24.5%) of the population in Shan State and covering almost one-fifth (19.4%) of the total area.

# IMPROVEMENTS SEEN AT THE COMMUNITY LEVEL

## PERCEIVED IMPROVEMENTS IN SHAN

Roads – 21%  
 Education facilities and services – 21%  
 Water supply – 13%  
 No improvements – 25%

Urban respondents (84%) saw more positive change than rural respondents (70%) and there was no significant difference in SAA townships compared to other townships. Notwithstanding the improvements, 25% identified access to clean water, 18% the absence of electricity and 17% poor roads as their main development issue.



# DEVELOPMENT PLANNING AND PARTICIPATION

## Development Funds in 4 townships (2013/14)

Township	The Poverty Reduction Fund (PRF) in million Kyat	Constituency Development Fund (CDF) in million Kyat	Rural Development Fund (RDF) in million Kyat	Border Area Development Fund (RDF) in million Kyat
Lashio	20	100	-	-
Nyaung shwe	-	100	-	-
Hsihseng (SAZ)	40	100	30	no data available
Mongping	-	100	-	124.2

## GOVERNANCE STRUCTURES IN THE SAAs

Following the elections in November 2010, the 'Leading Bodies' of the SAAs (4 zones and 1 division) were established, composed of the State Hluttaw representatives of the townships in the SAA, military representatives and representatives selected by the afore mentioned members. The chairperson is selected by the members and answerable to the State Chief Minister.

The Leading Body has legislative powers relating to matters listed in Schedule Three of the Constitution. The GAD serves as office of the SAA and the other government departments are represented in the SAAs. The actual arrangements for service delivery are therefore similar as in any other area. Particularly at township level, the institutional arrangements are the same as for the other townships.

## Township Management Committee (TMC)

In Shan, although neither the Executive Officer of the Department of Municipal Affairs (DMA) nor the revenue officer are members, overall the composition of the TMCs is in line with the official instructions. The TMC is sometimes seen as 'Heads of Departments' meeting, e.g. for 'endorsing' township development plans, though it is far from all inclusive as some major development and service delivery oriented departments are missing.

## Township Development Support Committee (TDSC)

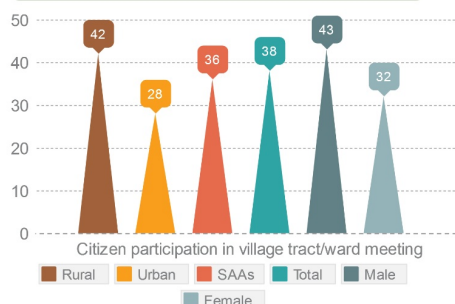
TDSC members in Shan appear to understand their role fairly well as representing the needs and priorities of people through their interest groups in development planning and decision-making. The election process for the TDSCs varied across townships and a number of concerns have been raised regarding the process and the representativeness of the members.

## Townships Municipal Affairs Committee (TMAC)

The members of the TMACs see their role as supporting the DMA in planning and monitoring the DMA's activities on behalf of the people. Though TMACs have decision-making authority over 90% of the DMA's revenue, in some townships they weren't involved in the 2014/15 budget as they hadn't been established at that time. They will get involved for the 2015/16 budget however.



The members of the TMC, TDSC and TMAC interact with each other, but there are no official mechanisms for the respective committee members to consult citizens on a regular basis.

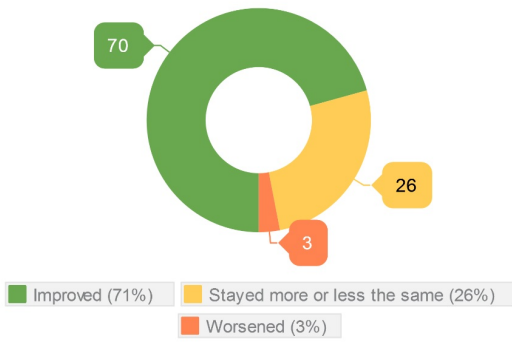


10% of women that never participated in meetings indicated that they were not allowed (e.g. by their husband) to attend



# BASIC SERVICE DELIVERY

Has primary education in your village tract/ward improved over the last three years?



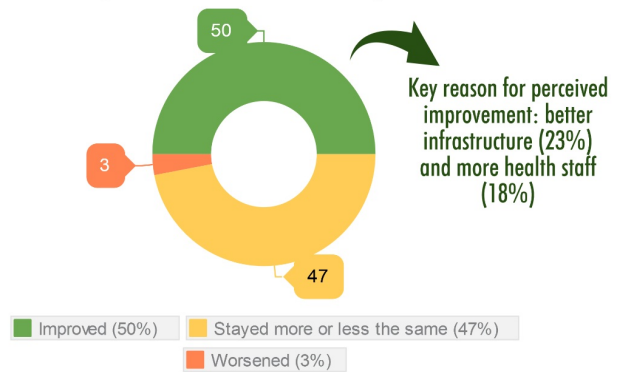
## PRIMARY EDUCATION

- 70% of the respondents saw improvements in the quality of health services, mostly due to better infrastructure (34%), a better teaching system (24%) and more teachers (23%).
- Over two-thirds of respondents indicated that they are presently satisfied with the quality of education, with the urban population appearing slightly more satisfied than rural respondents.
- The introduction of mother tongue language teaching in 2012 has been a very important change for Shan State, possibly influencing satisfaction levels particularly in SAA townships.

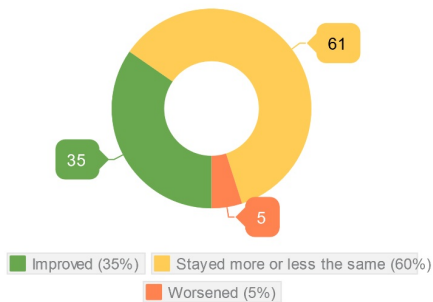
## PRIMARY HEALTH CARE

- Over half of the respondents (53%) were satisfied with the quality of health services.
- However, a large proportion of people in Hsihseng township (44%) expressed dissatisfaction with health services.
- While 74% of rural respondents use public health facilities, almost 90% of respondents in urban wards indicated that they go to a private clinic.
- The use of traditional medicine seems virtually absent in urban areas, but 14% of respondents in rural areas indicated to rely on traditional doctors, and more men (13%) than women (7%).

Has primary health care in your village tract/ward improved over the last three years?



Has the provision of clean drinking water in your village tract/ward improved over the last three years?

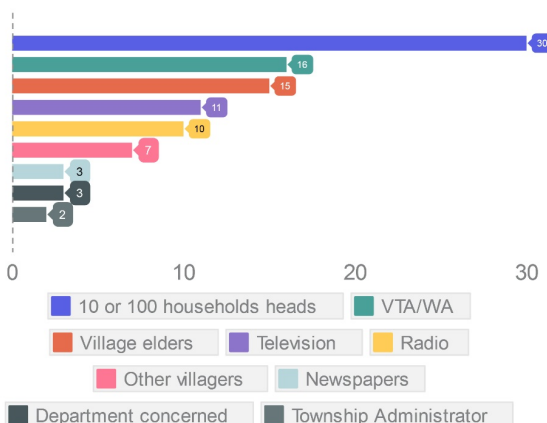


## WATER PROVISION

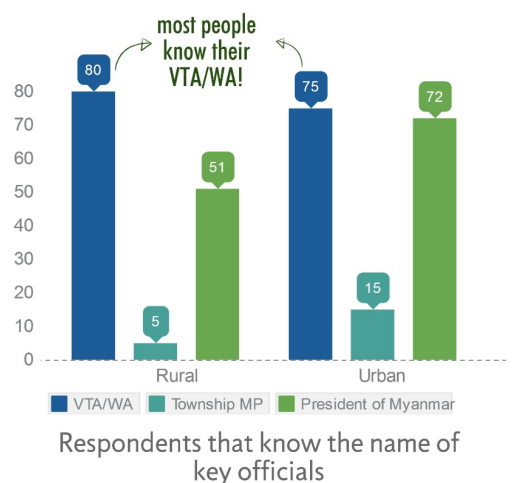
- Access to water was identified as a major development priority, about one third of people saw improvements. It appears that government is trying to address this through a number of water projects that are planned.
- In Hopang township almost two-thirds saw improvements.
- Only 8% of respondents use public water supply; 31% rely on natural water sources and 60% on a private water source.

# INFORMATION, TRANSPARENCY AND ACCOUNTABILITY

If there are new laws or directives from the government, how would you usually learn about them?



10/100 Household Heads seem to be the main providers of official information, followed by VTA/WAs and village elders. This may be indicating that information indeed flows from township level through VTA/WAs, 10/100 HH Heads and village elders to the public. This is consistent with the observation that TAs are not well known to the people. Overall, official information appears to be passed on by mouth, and for which VTA/WAs are in a crucial position.



# COMMUNITY DIALOGUE



In the community dialogues, different groups from the community such as women, youth and elders, as well as local service providers and the village tract/ward administrator, discussed key issues of and possible improvements for local governance and service delivery.

For example, in one village people raised insufficient staffing, medical supplies and infrastructure with regard to health care as problems and that they would wish to see home visits for immunisation. The VTA and health staff agreed to raise these issues at the township level and explained that they don't have the capacity to do home visits for individual households. They also expressed that they would wish to see more people come to health meetings and talks, which villagers agreed to do.

## CONCLUSIONS

The effectiveness of the township level committees and efficiency of township planning and decision-making could be improved by further clarifying the committee's mandates, more clearly articulating their complementarity and relationship to each other.

As has been seen also in other States/Regions, the election procedures for the people's representatives in the committees need to be more clearly spelled out to ensure transparency and accountability in the selection of members and subsequently representation of people's interests.

To support the government's aim for increased transparency and address citizen's call for more information, some specific information sharing strategies could be put in place by both Union and State governments. These could build on the traditional and still effective way of 'mouth to mouth' communication (through VTA/WAs, 10/100 HH Heads and village elders) and means of mass communication.

Support training programmes on the one hand for VTA/WAs to enhance their capacity as people's voice and representatives particularly at township level and as facilitators for participatory planning. On the other hand make also township level officials more aware of this important role of VTA/WAs. The VTA/WAs are the key link between citizens and government and their role seems currently underutilised.



**For a more detailed report on Shan please visit:**  
[www.mm.undp.org](http://www.mm.undp.org)

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