

# LOCAL GOVERNANCE MAPPING

## Mapping Highlights: Chin State



Empowered lives.  
Resilient nations.

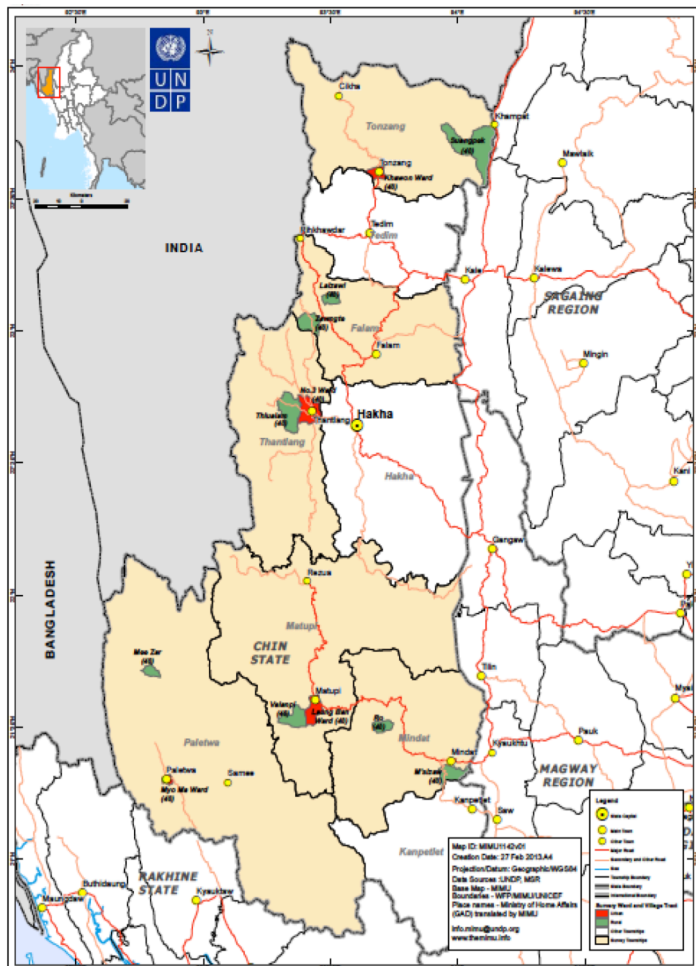
Between December 2013 and January 2014 UNDP engaged in a mapping of the quality of local governance and service delivery in Chin State as part of the pilot phase of a nationwide local governance mapping exercise.

This brief highlights some of the key findings of the mapping in Chin State. The findings are structured along the five core principles of good local governance that form the basis of the mapping framework and methodology designed for Myanmar. These are:

- Effectiveness and efficiency
- Transparency and rule of law
- Accountability
- Participation
- Equity

This brief also presents key process outcomes of the mapping, along with potential entry points for action.

### TOWNSHIPS SELECTED FOR THE MAPPING IN CHIN



Source: MIMU/UNDP Myanmar.

### FACTS ABOUT CHIN

- **Estimated population:** 465,000.
- **Total number of townships:** 9.
- **Key features:** low population density, widespread poverty, challenging rugged terrain, underdeveloped infrastructure.
- **Ethnic composition:** majority Chin, with six main sub-groups (Asho, Cho, Khum, Laimi, Mizo and Zimo).
- **Security situation:** stabilised following the ratification of a ceasefire agreement in 2012 between the Union Government and the Chin National Front.

### MAPPING METHODOLOGY AND SAMPLE - CHIN

In Chin State, citizen, civil society and government respondents from 3 townships in the north (**Thantlang, Falam and Tonzang**) and 3 townships in the south (**Mindat, Matupi and Paletwa**) shared their perceptions and experiences related to local governance and service delivery of primary education, primary health care, and water. Tools that were used include:

**Citizen Report Card (CRC):** 576 citizens interviewed.

**Interviews with Frontline Service Providers (FSP):** 90 interviews conducted with Village Tract Administrators, primary school principals, primary school teachers, and heads of health care facilities and health care staff.

**Community Dialogue (CD):** 12 community dialogues conducted, in 2 village tracts/wards per township, with a total of 291 service users and 151 service providers participating.

**Governance Self-Assessment (GSA):** A day-long workshop conducted in each of the 6 townships with 50-60 participants, including local government representatives, committee members, and civil society representatives.

**Background Studies:** Desk review and interviews conducted with local government and civil society representatives in 3 of the 6 townships (Thantlang, Tonzang and Mindat).

**State-level Interim Findings Presentation & Reflection:** A day-long workshop held in Hakha with a total of 103 participants to reflect on the findings and discuss the way forward.

For a full overview of the methodology see the [Fast Facts: Local Governance Mapping in Myanmar](#).

## BACKGROUND: MEASURES TO STRENGTHEN LOCAL GOVERNANCE

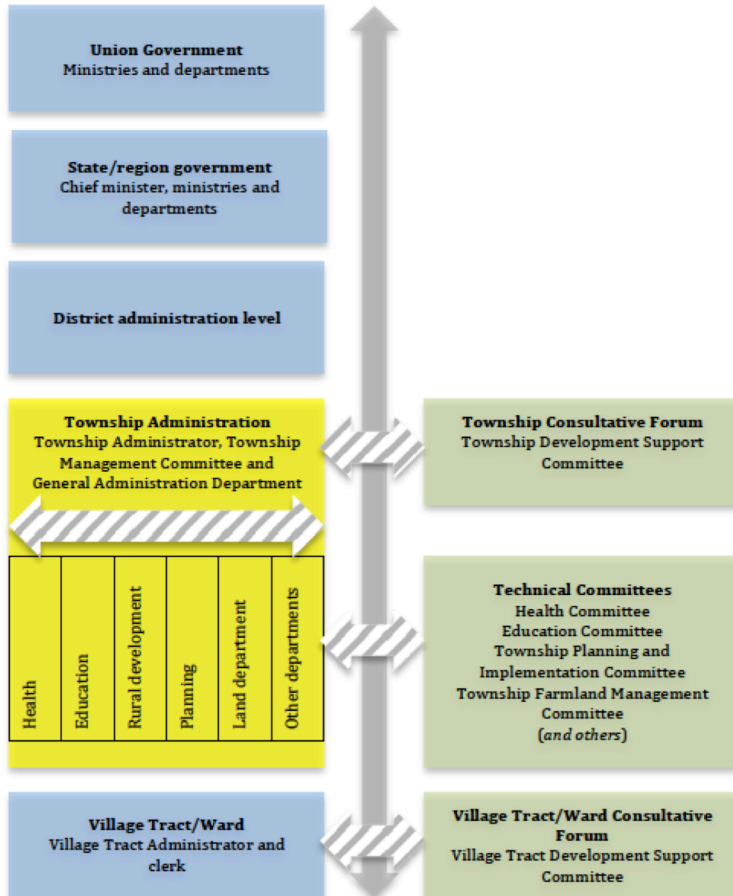
Since the adoption of the new Constitution in 2008, several policy initiatives have been enacted which have facilitated local governance reform. Amongst others, these include:

- **Farmland Law** (2012) providing for the establishment of the Township Farmland Management Committee.
- **Ward or Village Tract Administration Law** (2012) providing for elected Village Tract Administrators.
- **Presidential Directive** (2013) calling for 3 new committees to be established:
  - Township Development Support Committee
  - Village Tract Development Supportive Committee
  - Township Municipal Affairs Committee
- **State and Region Hluttaw Law** (2013).
- **Anti-corruption Law** (2013).

## Effectiveness and efficiency of service delivery

- There is little horizontal coordination and consultation across township departments and committees for planning and implementing development projects.

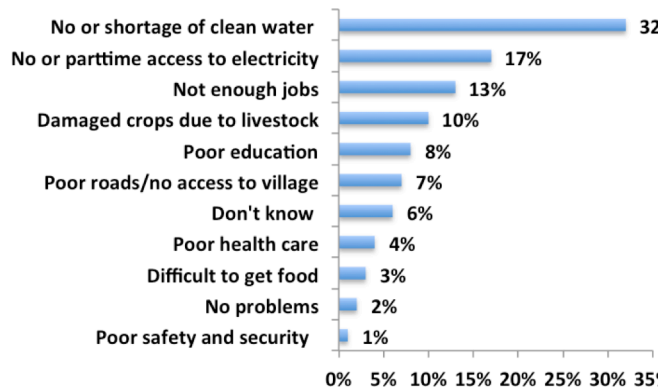
## WEAK HORIZONTAL COORDINATION AND CONSULTATION STRUCTURES AT THE TOWNSHIP LEVEL



Source: UNDP Myanmar.

- The Chin State Government considers proposals for development projects only when signed by the chairpersons of the Township Management Committee (TMC), the Township Development Supportive Committee (TDSC) and the Township Municipal Affairs Committee (TMAC). This is an innovative approach that attempts to ensure that the new consultation structures are actually working towards bottom-up planning.
- Citizens mentioned the lack of access to (sufficient) clean water and the lack of electricity most frequently when asked about the most important problem in their village tract or ward.

## NO/LIMITED ACCESS TO CLEAN WATER IS THE MOST IMPORTANT PROBLEM MENTIONED BY CITIZENS



Source: Citizen Report Card.

- 75% of urban and 57% of rural citizen respondents felt that the township administration was aware of the most important problem in their village tract/ward. Of these, altogether 76% felt that the township administration was doing nothing to solve the problem, with only 9% believing that the problem was still being discussed and 7% thinking that more money was being allocated.
- Half of the citizen respondents (51%) did not see any improvements the government had made in the past three years.
- The most visible improvements according to citizens were made in education and roads.

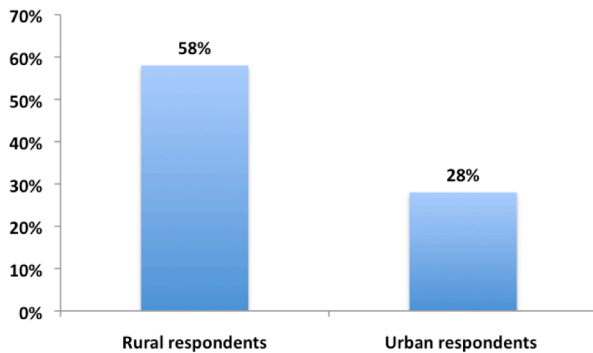


Community Dialogue in Matupi Township. Photo: Shipra Narang Suri/UNDP Myanmar.

## Transparency and rule of law

- For many of the citizens interviewed, particularly in rural areas, the Village Tract Administrator is the main source of information.

### MOST RURAL RESPONDENTS RELY ON THE VILLAGE TRACT ADMINISTRATOR FOR INFORMATION



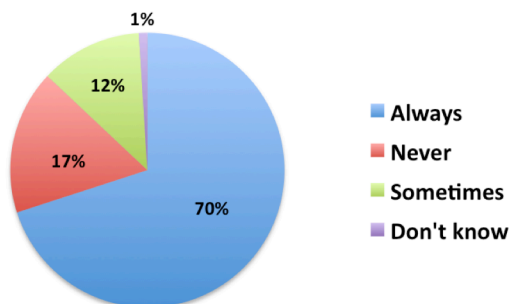
Source: Citizen Report Card.

- Only 3 of the 12 Village Tract Administrators interviewed in Chin considered providing villagers with information and directives from government an important part of their job.
- Chin State's mountainous terrain forms a major logistical challenge for Village Tract Administrators to meet regularly with Township Administrators to receive information that can be disseminated to citizens.
- Incidents of formal complaints are relatively infrequent in Chin State, probably due to the existence of traditional dispute resolution mechanisms.

## Accountability

- The Ministry of Health made generic drugs available to patients free of charge, and 8 out of 11 surveyed health facility managers reported that patients do not have to pay for essential drugs. A majority of the public health users however reported they always pay for medicines at their regular health facility.

### MOST PUBLIC HEALTH USERS ALWAYS PAY FOR MEDICINES



Source: Citizen Report Card.

- The capacity to prevent corruption was given the lowest scores during the Governance Self-Assessments, at which township officials, committee members and civil society groups collectively rated 11 existing capacities at the township level.

## Participation

- Citizens are rarely invited to meetings about development projects and problems in their village, and overall citizen participation in meetings is low.

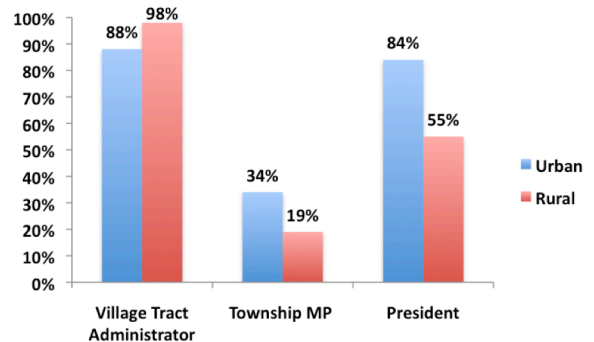
### LOW LEVEL OF CITIZEN PARTICIPATION IN MEETINGS

	Yes	No	Don't know
Has the government ever invited you to a meeting about projects or problems in your village?	26%	71%	3%
Do you sometimes participate in a village tract/ward meeting?	51%	49%	0%

Source: Citizen Report Card.

- There is a limited political awareness in Chin State. Whereas most citizens can name their local Village Tract Administrator, few can name their township MP in the State Hluttaw. The majority of the citizens, especially in urban areas, were able to name the President of Myanmar.

### LIMITED POLITICAL AWARENESS

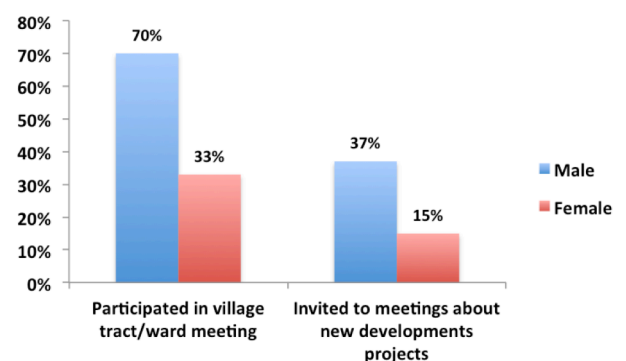


Source: Citizen Report Card.

## Equity

- Few women have a managerial role in township departments, and women represent a minority among the staff of the 3 townships investigated during the background study.
- Gender remains a highly sensitive issue in Chin state. Traditional patriarchal attitudes have resulted in a clear gender imbalance in participation.

### LOW LEVELS OF WOMEN PARTICIPATION IN MEETINGS



Source: Citizen Report Card.



School in Matupi Township. Photo: Shipra Narang Suri/UNDP Myanmar.

## Conclusions

The findings from the range of tools used in the mapping exercise make it clear that challenges related to local governance and service delivery vary significantly by township and by community. However, a few general conclusions can be drawn for Chin State:

- There is a mismatch in the perceptions of government staff and citizens. Government staff often state that citizens do not understand institutions and processes associated with governance and public service delivery, and that citizens are expecting too much from the authorities. Most citizens in Chin feel on the other hand that the government is doing nothing to solve the problems in their village tract/ward.
- The Village Tract Administrators are the face of the government at the community level. They play an important role in sharing information with communities, facilitating participation, and relaying information to the township administration. However, very few Village Tract Administrators think these are important functions for them, and they often lack the capacities needed.
- Poor infrastructure impedes mobility within and between townships in Chin State and is cited as a key problem by Township Administrators and Village Tract Administrators. Yet, a lack of access is not seen as a major problem by citizens.
- Serious challenges remain vis-à-vis women's participation in administration at the township level and in public consultative fora at the local level.



Female nurses gathering in Tonzang Township. Photo: Manisha Mirchandani/UNDP Myanmar.

## Potential entry points for action

Possible entry points for improving the quality of local governance and service delivery in Chin include:

- *Facilitate dialogue between citizens, government and civil society.* Through dialogue, differences in understanding of citizen engagement and participation in public affairs can be bridged.
- *Increase support to Village Tract Administrators.* Guidance should be provided on the role of the Village Tract Administrator, emphasizing their responsibilities in relaying information and facilitating participation.
- *Develop specific strategies to overcome issues of access related to Chin's geography.* In Thantlang township the Township Administrator has involved nine locally influential volunteers as "Terrain Representative" to improve communications and promote development. This practice can be extended to other townships.
- *Develop the leadership capacity of women in administration and at the community level.* Training women to improve their opportunities to apply for and enter administrative roles should be considered, as well as support for women leaders on the community level.

For a complete overview of the findings, conclusions and recommendations for Chin State, see the full report: *The State of Local Governance in Chin State*.

## Process outcomes

The mapping process itself has yielded several important results, including:

- *Enhanced appreciation of different points of view* due to engagement of and dialogues between different stakeholder groups.
- *Improved understanding among local level stakeholders of the government's reform agenda and local governance.*
- *Introduction of new methods of participation* such as Community Dialogues and Governance Self-Assessments that could provide a model for future government-citizen engagement.
- *Exploration of and agreement on collective solutions* to identified problems at the local level.

**For more information, please visit:**

[www.mm.undp.org](http://www.mm.undp.org)

UNDP Myanmar

No. 6, Natmauk Road, Tamwe Township

Yangon 11211, Myanmar

E-mail: [communications.mm@undp.org](mailto:communications.mm@undp.org)



June 2014

Empowered lives.  
Resilient nations.