



Republic of the Union of Myanmar

National Unity Government

Central Committee for Interim Implementation of Local Administration

Announcement: Interim Implementation of Local Administration and Social Services

March 20, 2024

Key Takeaways

- The NUG’s approach to interim local administration and social service provisions follows the guidance laid out in the Federal Democracy Charter and complements efforts by the NUG’s revolutionary partners.
- As the junta collapses, the NUG can provide stability because of public support and interim local administration systems.
- The NUG has invested extensively in creating systems of local social service systems, as evidenced by the scale and capacities to provide humanitarian assistance, health, and education.
- Administrative functions and social service provisions have been institutionalized extensively at local levels, allowing for structures and processes that can be built out quickly for even greater implementation.

Key Achievements Through End of 2023

173 townships in Myanmar’s regions have PAPs, or 85 percent of the region’s townships. 10 district-level PAPs have also been created, with 8 in Sagaing Region and 2 in Magway Region.

Dispersed over 10 billion MMK (2.9 million USD) to all parts of Myanmar to support humanitarian assistance activities. In 2023 alone, the overall support reached 5.12 billion MMK (1.4 million USD). On average, 300,000 to 400,000 IDPs receive support each month, often via civil society partners.

For the 2023/24 academic year, the NUG administered 5,949 basic education schools. This was an increase of over 2,000 basic education schools compared to the previous academic year. These schools are staffed with 61,645 teachers, of which 18,548 are CDM teachers. Overall, for 2023/24 academic year, MoE basic education schools had an enrollment of 727,860 students.

MoH operates 77 hospitals, 177 clinics, over 250 mobile clinics, as well as other medical outlets including combat medics. Through these mechanisms, MoH has reached approximately 700,000 outpatients; 38,000 maternity patients; 22,000 surgery patients; 2,700 emergency care patients; and over 2,200 referral cases.

1. Overview

Working together with its revolutionary allies, the National Unity Government (NUG) made significant progress over 2023. This was both in terms of military advances to defeat the junta but also in terms of interim local administration and social service provision.

This brief presents achievements by the NUG through the end of 2023 in terms of interim local administration and social service provision. “Interim” is the keyword. The Spring Revolution is a pluralistic endeavor to create a federal democracy. State governments operate their own administration and social services and in the near term other ‘federal arrangements’ will be created to ensure a federal approach is maintained for the whole country.

A key priority of the NUG has been to provide extensive financial support, human resources, and facilitation with international actors to its revolutionary partners with their own local administration and social service systems. A second priority has been for the NUG to implement local administration and social services on the ground, specifically in regions. Future policies, developed with revolutionary partners, are being developed to further solidify momentum towards a shared future based on federal democracy. A priority in this regard is to prepare for a transitional government once the junta is defeated.

As the junta loses ever more control of the country, the NUG and revolutionary partners are demonstrating that there is no anarchy when the junta forces are pushed out of areas. The NUG and revolutionary partners are successfully achieving major gains to provide local administration and social services to Myanmar’s people.

The junta’s core strategy is to cause massive humanitarian catastrophe for the civilian population and to terrorize it through systematic violence. As such, it is an imperative of the NUG to support the population by all means available through the provision of core social services and humanitarian aid as well as provide stability through local administration. This brief will provide key facts and figures regarding local administration and the three main social services – humanitarian aid, education, and health. Additionally, the NUG’s array of other sectoral ministries also provide a wide range of activities to support the population during this time of war.

In many townships, especially in Sagaing and northern Magway, the junta has lost control of upwards of 80 percent of the territory of any given township. In these areas, i.e., rural, the NUG has established comprehensive systems of interim local administration and social services. As will be detailed in subsequent sections, the size and scale of NUG ministries' interim local administration and social services attests to this reality. By example, in Sagaing, extensive primary schooling is now available across the region, with an enrolment of over 480,000 primary school students. As towns are taken, interim local administration and social services can be quickly expanded into them. But, it is important to note that towns are not the start of the process. Rather they represent the culmination.

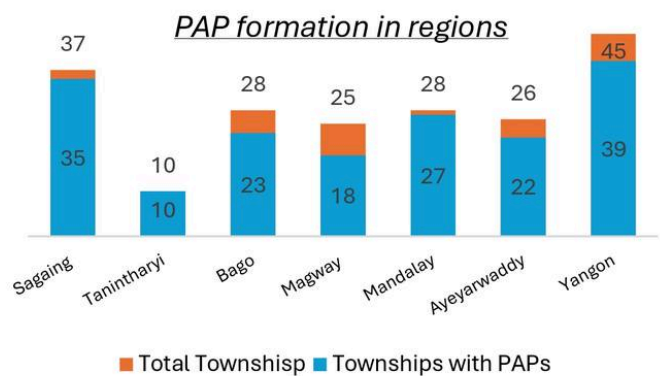


Figure: Township Administration & Service Delivery

1. Interim Local Administration

Public Administration Bodies (PAP in Myanmar language) are the building block for the NUG’s interim local administration and are only in Myanmar’s regions. PAPs were first mandated by the Committee Representing the Pyidaungsu Hluttaw (CRPH) in February 2021, with further adjustments made in July 2021. Core responsibilities of PAPs focus on public mobilization, local inter-agency coordination, and social services. PAPs are led by a chairperson and vice-chairperson and include up to 17 sectoral leads. These sectoral leads focus on activity implementation across a wide portfolio of sectors, for instance, humanitarian assistance, health, education, finance, legal affairs, human rights, and agriculture. In this manner, PAPs are more than just local administration bodies; they are a basket of local social service provision. PAPs are mandated to form at the district, township, ward/village tract, and village-level during

the interim period but the composition and functioning of PAPs varies depending on the local security situation. Township-level PAPs are core to the wider levels of interim local administration. By the end of 2023, 173 townships in Myanmar’s regions have PAPs, or 85 percent of the region’s townships. 10 district-level PAPs have also been created, with 8 in Sagaing Region and 2 in Magway Region.



Key social services will be detailed in subsequent sections but in terms of administrative functions, PAPs focus on a range of core needs. These include coordination amongst local stakeholders, maintaining emergency and contingency plans, provision of public information, and building local human resource capacities for administrative staff as well as wider PAP organizational development.

Additionally, PAPs also support 2 key functions: 1) local revenue collection to fund local self-defense and social services and 2) implement policing and justice functions. Township PAPs collect local revenue from economic activities in order to support local education, public health, humanitarian needs, and other community priorities. The revenue-sharing system is also in place for the effective use of public resources and reallocation purposes. By the end of 2023, Township People Security Forces (civil guard forces) and township Police Forces have been



formed in 49 townships, mostly in Sagaing but also in Magway, Mandalay and Tanintharyi regions. Township People Security Forces and Police Forces maintain law and order, with bilateral support from the juristic pillar, by enforcing the law and supporting the criminal justice system, preventing, and mitigating crimes, providing defense measures

together with the People’s Defense Forces, and assisting the relevant counterparts in humanitarian and disaster management activities.

2. Humanitarian Aid Provision

Because of the actions of the junta, Myanmar’s people face humanitarian catastrophe. Over 2.3 million people have been internally displaced since the coup.¹ A large proportion of the population, 18.6 million people, urgently require humanitarian assistance.² The military has burnt down over 78,000 civilian houses, religious buildings, and public properties, such as schools, clinics and government offices.³

This dire situation is still worsening because of ongoing systematic violence by the military. As the military loses more control of the country, it concomitantly escalates violence against civilians. There have been 628,000 people newly displaced since the end of October 2023.

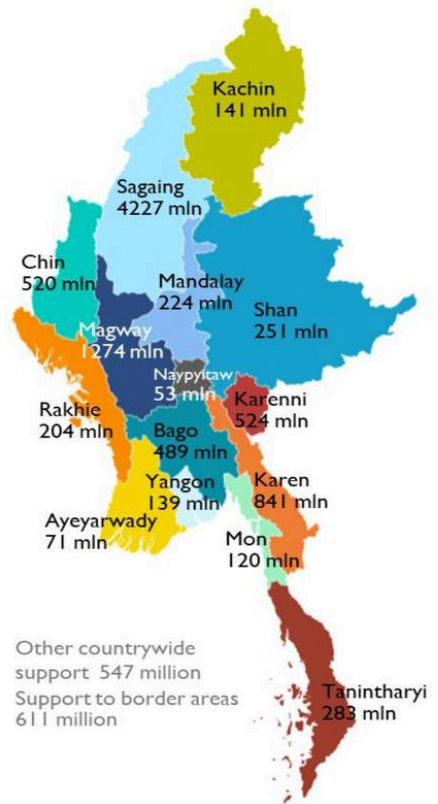
Responding to humanitarian needs is a key priority of the NUG and the Ministry of Humanitarian Affairs and Disaster Management (MoHADM) is the lead agency for the NUG’s response. Central to the NUG’s humanitarian response is channeling financial resources across the entire country, both to NUG actors on the ground as well as directly to revolutionary partners. By the end of the 2023, the NUG had dispersed over 10 billion MMK (2.9 million USD) to all parts of Myanmar to support humanitarian assistance activities. In 2023 alone, the overall support reached 5.12 billion MMK (1.4 million USD).

Revolutionary partners implement their own range of humanitarian assistance, while the NUG works through the MoHADM to implement a range of activities in Myanmar’s regions. A priority is supporting IDPs and on average, 300,000 to 400,000 IDPs receive support each month, often via civil society partners. Given resource constraints, this is 15 percent of the need. However, MoHADM’s delivery systems are now well developed and present across the regions, being active in 142 townships. With adequate funding, MoHADM’s aid provision -- which utilizes proven systems, experienced staff, and civil society partners -- could be quickly upscaled to meet the massive needs.

In addition to meeting the immediate needs of IDPs (food, shelter, and medicine), MoHADM manages a range of other activities supporting populations in duress. For instance, in 2023 the provision of temporary shelter was a priority, and 195 million MMK was utilized to build over 1,000 temporary houses in Sagaing and Magway Regions as well as in Chin and Karenni States via revolutionary partners.

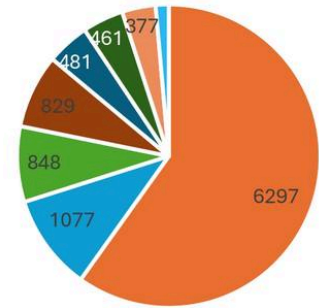
MoHADM’s Support by areas

(million MMK)



Moreover, tarpaulin and rainproof sheets were distributed to over 9,000 households. Emergency preparedness is another key focus. In 2023, given the junta's use of aircraft to attack civilians, 745 bomb shelters were built for IDP camps, schools, and villages. Additionally, MoHADM has acted proactively, storing over 9,000 rice bags in 12 strategically located townships for emergency food preparedness. Importantly, considering the trauma of war being inflicted on a population, MoHADM runs 17 different mental health programs focused on outreach to communities and individuals in need. This crucial work is driven by a dedicated Psycho-Social Support Taskforce.

Support by recipient types
(million MMK)



- IDPs Support
- General humanitarian assistance
- National food security
- Families of the fallen and injured people
- Vulnerable people and families
- CDMers Support
- Natural disaster affected communities
- Political prisoners and families



Figure: MOHADM humanitarian support to public

While MoHADM implements a wide range of activities to directly support populations in need, it also implements multiple activities to raise awareness and improve knowledge on Disaster Management.

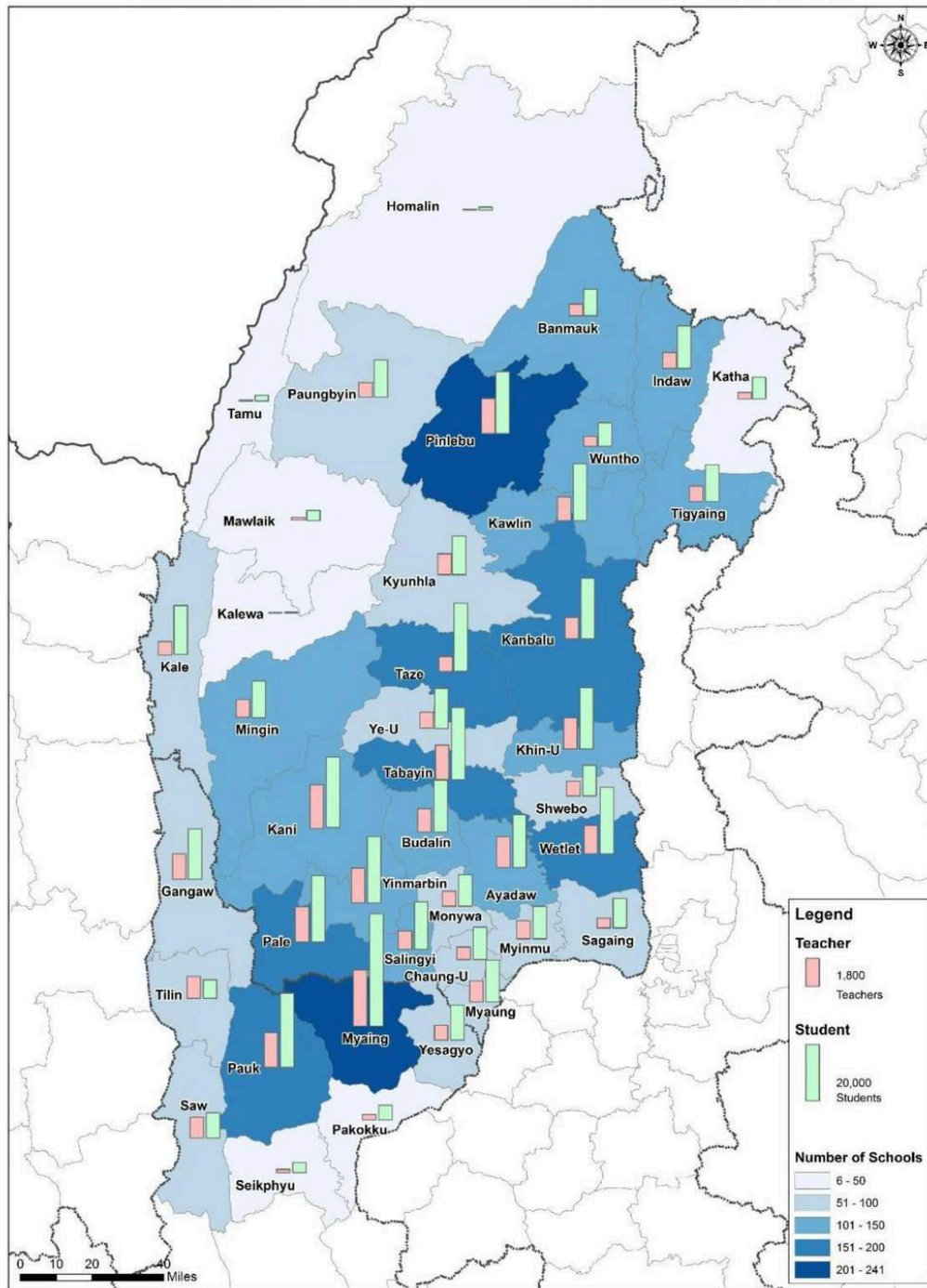
MoHADM's wide range of trainings focus on using a trainer-of-trainers approach to cover topics including emergency evacuation, risk mitigation and disaster responses, drills for airstrikes and artillery shelling, humanitarian response, project management, civilian protection, and community resilience. By the end of 2023, over 10,000 people have been trained via MoHADM's skills development programs.

3. Education

Within Myanmar there is a deeply engrained belief in the power of education to change lives and indeed improve the whole country, even during a time of war. The military coup threw Myanmar's education systems into crisis as teachers, parents, and teachers all sought alternatives to engaging with education systems provided by the junta. Despite the crushing rigors of war, maintaining access to education has been a priority for the public and hence for the NUG and its revolutionary partners.

*Map on basic education service provision in Sagaing and upper Magway by NUG's
Ministry of Education*

Schools, Teacher and Student condition of Sagaing & Magway Region



Within the NUG, the Ministry of Education (MoE) runs a comprehensive range of education systems focused on basic, higher, vocational, and teacher's education. Front and center to the MoE's efforts have been bolstering basic education opportunities for the country's youth. For the 2023/24 academic year, the NUG administered 5,949 basic education schools. This was an increase of over 2,000 basic education schools compared to the

previous academic year. These schools are staffed with 61,645 teachers, of which 18,548 are CDM teachers, and the balance being local volunteers. Overall, for 2023/24 academic year, MoE basic education schools had an enrollment of 727,860 students. As the junta loses more control of the country, student enrollment will increase. The high student-teacher ratio in MoE schools highlights community support for local schools and their prioritization by communities.

Sagaing region has been particularly affected by the war. There has been mass displacement of the civilian population and extensive atrocities committed by the junta. Given this context, the NUG has invested heavily in primary education. This has been possible due to the extensive control of territory, particularly rural areas. As shown in the below map, MoE has steadily increased the number of schools and with student enrollment. Sagaing region represents how MoE is able to provide education services to large numbers of communities and their children.



Additionally, in ethnic minority areas another 507 schools – with 2,420 teachers and 38,607 students – are connected to the MoE and receive mutual support (financing, training, etc.). Along Myanmar’s borders, a further 42 schools – with 586 teachers and 10,131 students – are connected with the MoE and received mutual support (financing, trainings, etc.). Given security

challenges, reaching students online has been an imperative of the MoE. As such, the MoE administers 75 online schools, which are staffed with 4,087 teachers serving 96,397 students.

MoE has placed great effort into sustaining access to higher education during this period of revolution. Over 13,600 CDM teachers and other education staff are working for higher education as part of MoE. MoE has established a wide network to connect 190 universities virtually, including both online and non-profit private universities. Through this network of universities, 11,634 students are registered in formal courses and 54,960 students are in the short-term courses. Importantly, 77 Boards of Education help provide oversight and accreditation for higher education programs during this interim period of war. Moreover, more than 8,000 Basic Education Completion Assessment (BECA) accomplished students enrolled at the 16 universities that provide university programs starting from the 2023-24 academic year. Lastly, new universities on the ground have been created, driven by the interests and demands of youth and local communities in historically under-served areas. These are the Chindwin Comprehensive University for Sagaing and the Aung San Comprehensive University for Magway.

In terms of vocational training, MoE has supported 114 on-ground trainings in Chin, Sagaing, Magway and Shan, benefiting nearly 3,000 students by the end of 2023. Additionally, the MoE has 85 online programs that have produced nearly 4,500 graduates as well as 22 Moodle platforms providing lessons on different subjects and practical applications. MOE has also opened 75 online schools. These are staffed by 4,087 CDM and volunteer teachers supporting 96,397 students to finish a wide range of courses. Teacher training is also an imperative for

MoE. Towards this, MoE supports a range of degree programs, including a Bachelor of Education by the Spring Normal

University (SNU), which also runs four other teacher degree programs for Pre-K, Elementary, Middle and High School levels. More directly at local levels, MoE supports a range of capacity-building programs for teachers including trainer-of-trainer programs, teacher refresher courses, and orientation workshops for new teachers. MoE supports the University of Teaching (UOT) – Policy Development, Education Degree College, and other teachers’ education programs including in ethnic minority areas.



Figure: NUG schools on ground teachers trainings

4. Health Services

The junta has extensively targeted access to healthcare since the coup, and 98 health workers have been murdered by the military while 273 public health buildings (clinics, hospitals, etc.) were destroyed by the end of 2023. Within this context, health provision is a key priority for the NUG and the Ministry of Health (MoH) leads efforts to provide as much healthcare as possible during this period of revolution. The core of MoH’s approach has been the development of a Public Health System based on the Federal Democracy Charter which commits the NUG to providing Universal Health Coverage and ‘Federal Health Principles’ focused on ensuring access to all in need during this interim period. Priority areas for the MoH’s work include on-ground health services, virtual health services, infectious disease control, children’s medicine, and partnership with ethnic health providers.



Figure: NUG providing health care support to the public

Towards its goals, MoH employs over 5,500 public health professionals. 70 percent of whom (4,200+) are CDM participants. 28 State Health Administrative Team (SHATs) focal persons and 198 Township Health Administrative Team (THATs) focal persons are critical building blocks for health services on the ground. MoH operates 77 hospitals, 177 clinics, over 250 mobile clinics, as well as other medical outlets including combat medics. Through these mechanisms, MoH has reached approximately 700,000 outpatients; 38,000 maternity patients; 22,000 surgery patients; 2,700 emergency care patients; and over 2,200 referral cases. Because much healthcare provision occurs in areas under emergency wartime conditions and under junta communications blockades, the overall numbers of patients is much higher. As the revolution has progressed, the number of patients on the ground receiving services has increased nearly fourfold year-on-year. Importantly, MoH has been able to surge support as much as possible given resource constraints. For instance, 266 mobile clinics operated in 27 townships impacted by Cyclone Mocha.

Given the exigencies of fighting a nationwide uprising, using online platforms to expand reach and bolster health services is key. Towards this, the MoH provides free healthcare consultations via 4 general clinics and 22 specialist clinics under the “Tele Myanmar (Health)” platform. In 2023, over 51,000 engagements covering beneficiaries from

309 townships within Myanmar plus diaspora citizens abroad were recorded in Tele Kyanmar. This was three times higher than in 2022 and further exponential growth is expected for the platform. Moreover, psychiatric clinics and primary mental health clinics reach over 5,000 patients who need counselling and consultation for mental health support. MoH has also newly introduced a Suicide Prevention Hotline as a part of its “Zero Suicide Campaign.”

Preventing infectious diseases is another priority of MoH. Pilot activities have been implemented, starting with a focus on the prevention and control of tuberculosis. Activities include health education and training, refresher courses to public health workers, and mobile clinics. Additionally, X-ray machines and drug distributions are being undertaken, including in cooperation with relevant ethnic health groups. Aside from tuberculosis, MoH also focuses on the provision of HIV testing materials and antiretroviral drugs via 47 emergency clinics and hospitals. Through the TELERED online clinic, information on HIV/AIDs is distributed and patients are connected to medical services. Emergency frontline healthcare teams in conflict-affected areas are trained on basic information about HIV, prenatal care, and emergency HIV vaccination services. Malaria prevention and treatment is also a priority and MOH distributes a range of educational publications and guide manuals related to malaria. Further educational materials are under development while MoH continuously works to provide malaria test kits as well as pills and injections for treatment.

During wartime, Myanmar’s children are particularly vulnerable. The military has disrupted healthcare to children across the country. A pressing need is to rebuild vaccination programs as much as possible. During 2023, 150 children were vaccinated as part of a pilot project for routine vaccination and another

2,000 are targeted for expansion in 2024. In NUG-controlled townships in Sagaing, there will be an expansion of vaccination pilots to reach 1,000 children. As part of these efforts, MoH provides training on vaccination implementation, for instance on cold chain systems. Overall, the MoH is focused on collaborating with ground health teams, community-based groups, and ethnic health organizations to resume routine immunization activities as

soon as possible. Towards supporting access to healthcare for children, MoH undertook activities in 863 schools in 2023 and nearly 100,000 students received school healthcare. Emergency health kits have been provided to schools with bomb shelters and Basic Education Completion Assessment (BECA) exam centers. At schools, MoH has distributed over 70,000 energy bars.



Figure: NUG providing school health care services to children

As Myanmar pushes for federal democracy, strengthening healthcare access across the country is a prime area to demonstrate a commitment toward an inclusive, equitable future. MoH places great emphasis on working with ethnic health organizations. This involves regular interactive dialogues and coordination sessions with ethnic governing bodies and ethnic health organizations regarding, for instance, medical support to IDPs and logistics arrangements for health programs. Key to this engagement are MoH relationships with over 30 ethnic health organizations and community-based organizations. Other important platforms to work together include the National Health Committee, Federal States Coordination Commission (FSCC), Emergency Operation Coordination Committee, and Joint Coordination Committees on Health and CDM. Additionally, MoH has routine dialogue and coordination with international donors, UN organizations, partner countries, and INGOs for public healthcare.