

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

**A STUDY ON THE CHANGES OF ADMINISTRATION SYSTEM  
IN MYANMAR  
(CASE STUDY: YANGON REGION)**

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EMPA – 39 (20<sup>th</sup> BATCH)**

**JUNE, 2025**

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

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## **ABSTRACT**

This study focuses the changes in Myanmar's administrative system, utilizing the Yangon Region as a case study to understand the structural, functional, and institutional transformations that have occurred from independence in 1948 to the present. Using a descriptive research methodology, the study investigates structural and operational changes through a case study approach, incorporating both primary data from 28 administrative officers across 14 newly restructured districts and secondary data from official records. The research highlights the 2022 reorganization of Yangon Region's administrative divisions from four large districts to fourteen smaller ones, a move aimed at promoting decentralization, improving public service delivery, and increasing responsiveness to local needs. Findings reveal that administrative officers widely acknowledge the positive impact of the reforms, particularly in terms of enhanced efficiency, decision-making, and citizen access to services, while the study also uncovers significant challenges, including insufficient training, resource constraints, coordination gaps among departments, and continued political influence affecting civil service independence. The Yangon Region reflects both progress and persistent limitations in reform outcomes. The study concludes with practical recommendations for strengthening administrative capacity, promoting ethical governance, and ensuring sustained reform implementation. These insights contribute to a broader understanding of Myanmar's administrative transformation and provide a valuable foundation for future policy development and academic inquiry.

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## **LIST OF ABBREVIATIONS**

ASEAN	Association of Southeast Asian Nations
BSPP	Burma Socialist Programme Party
CPIB	Corrupt Practices Investigation Bureau
GTP	Government Transformation Program
KPIs	Key Performance Indicators
KPK	Corruption Eradication Commission
LGUs	Local Government Units
NPM	New Public Management
PS21	Public Service for the 21 <sup>st</sup> Century
PAR	Public Administration Reform
SLORC	State Law and Order Restoration Council
SPDC	State Peace and Development Council
UNDP	United Nations Development Programme

# **CHAPTER I**

## **INTRODUCTION**

Administration systems are fundamental to the governance and development of any country. In Myanmar, the administration system has experienced significant changes over the years, shaped by political, economic, and social transformations. These changes have influenced how public administration functions, impacting the delivery of government policies and services. Understanding these changes is crucial to assess the evolution of the administrative system and identify areas for improvement. This study focuses on the changes in the administration system in Myanmar, with a specific case study of the Yangon Region. It aims to provide a detailed analysis of the current state of administrative practices and the challenges faced by administrative officers in the region.

Myanmar has undergone a series of political transitions from colonial rule to parliamentary rule, socialism, one-party rule, and military rule, and has recently moved towards democracy. Each phase has brought changes to the administrative framework, affecting how policies are implemented and services are delivered. These changes have not only altered the structure of governance but also impacted the roles and responsibilities of administrative personnel.

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

Administration systems play a critical role in the development and governance of any country. In Myanmar, the administration system has undergone significant changes over the years, particularly in recent decades. These changes have been influenced by political, economic, and social transformations, which have reshaped the way public administration functions. Understanding these changes is essential to assess how the system has evolved and to identify areas that require improvement. This study focuses on the changes in the administration system in Myanmar, with a specific case study of the Yangon Region, to provide a detailed analysis of the current state of administrative practices and the challenges faced by administrative officers.

Myanmar has undergone a series of political transitions from colonial rule to various forms of governance, and has recently moved towards democracy. Each phase has brought about changes in the administrative framework, affecting how government policies are implemented and how public services are delivered. The shift from a centralized military government to a more decentralized democratic system has created new opportunities and challenges for administrative officers. These changes have not only altered the structure of governance but have also impacted the roles and responsibilities of administrative personnel. By examining these changes, this study aims to provide a comprehensive understanding of how the administration system in Myanmar has adapted to new political realities.

Yangon Region, as the former capital and the most populous region in Myanmar, serves as an important case study for this research. It is a hub of economic activity and a center for political and administrative decision-making. The region's administration system has been at the forefront of implementing national policies and addressing local issues. However, administrative officers in Yangon face numerous challenges in carrying out their duties. By focusing on the Yangon Region, this study seeks to highlight the specific difficulties faced by administrative officers and to explore how these challenges impact the overall effectiveness of the administration system.

By highlighting changes impacted on the roles and responsibilities of administrative personnel, this study seeks to develop a broader understanding of how Myanmar's governance reforms align with the country's political realities. This study provides policymakers valuable information on the strengths and weaknesses of the current administration system, helping them to design more effective policies and reforms, and highlights the challenges administrators face and offer recommendations for improving their performance and efficiency. Moreover, this study contributes to the existing body of knowledge on public administration in Myanmar and provide a foundation for further research on this topic.

The changes in the administration system have far-reaching implications for the country's development and the well-being of its citizens. By focusing on Yangon Region, the study provides a detailed analysis of the challenges faced by administrative officers and the impact of these challenges on the administration system. The findings of this study will not only enhance our understanding of the administration system in Myanmar but will also provide practical recommendations for improving its

effectiveness. Ultimately, this research aims to contribute to the development of a more efficient and responsive administration system that can better serve the needs of the people of Myanmar.

## **1.2 Objectives of the Study**

The objectives of the study are

1. To describe the changes in Administration system in Myanmar
2. To examine the challenges, difficulties, barriers of administrative officers in Yangon Region.

## **1.3 Method of the Study**

This study employs a descriptive research method to examine the changes in the administration system in Myanmar, with a specific focus on the Yangon Region. The research relies on both primary and secondary data to collect and analyze relevant information. The primary data is gathered directly from administrative officers working in the Yangon Region, while the secondary data is obtained from official sources such as the General Administration Department. By combining these two types of data, the study aims to provide understanding of the changes in the administration system and the challenges faced by administrative officers.

To collect primary data, the study uses structured questionnaires as the main tools. Questionnaires are distributed to 28 administrative officers in the Yangon Region to gather their perspectives on the changes in the administration system and the challenges they encounter in their work. The secondary data includes official statements, reports, newsletters, and other relevant documents that provide information on the historical and current state of the administration system. The secondary data helps to contextualize the primary data by offering a broader perspective on the changes and challenges in the administration system.

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

This study focuses on the changes in the administration system in Myanmar after 1.7.2022, with a specific case study of the Yangon Region. The research is limited to examining the experiences and perspectives of 28 administrative staff working in the Yangon Region. These individuals are directly involved in the implementation of administrative policies and practices, making them key sources of information for

understanding the current state of the administration system in the region. By concentrating on this group, the study aims to provide a detailed analysis of the challenges, difficulties, and barriers they face in their daily work, as well as the changes that have occurred in the administration system over time.

The scope of the study is primarily confined to the Yangon Region, which serves as a representative case for understanding the broader changes in Myanmar's administration system. Yangon is a significant region due to its historical role as the former capital and its current status as a major economic and administrative hub.

One of the key limitations of this study is its focus on a small sample size of 28 administrative staff. While this allows for an in-depth exploration of their experiences, it may not capture the full diversity of perspectives within the administration system. The findings are based on the views and experiences of a limited number of individuals, which may not represent the experiences of all administrative officers in the Yangon Region or elsewhere in Myanmar. Additionally, the study relies on the participants' self-reported data, which may be subject to biases or inaccuracies.

The findings can inform policymakers and administrators about the specific issues affecting the administration system in Yangon and suggest potential areas for improvement. While the scope of the study is limited, it provides a solid foundation for further research on the administration system in Myanmar, both in the Yangon Region and other parts of the country.

## **1.5 Organization of the Study**

This study is organized into five chapters. Chapter 1 provides an introduction, outlining the rationale of the study, objective of the study, method of study, scope and limitation of the study, and organization of the study. Chapter 2 focuses a review of relevant theories of many literatures. Chapter 3 presents changes in the Administrative Systems of Myanmar. Chapter 4 presents the survey analysis on the Changes in Administrative Systems of this study. And finally, Chapter 5 is the conclusion of the study, summarizing the key findings and suggestions.

## **CHAPTER II**

### **LITERATURE REVIEW**

#### **2.1 Theoretical Background of Public Administration**

Public administration is the organized implementation of law and policy, and it plays a vital role in governance, development, and service delivery. According to Woodrow Wilson, often regarded as the father of public administration, the field should be studied as a science separate from politics, focusing on efficiency, organization, and the rule of law. Wilson's theory laid the foundation for classical public administration, which emphasizes hierarchy, bureaucracy, and merit-based systems. In the case of Myanmar, particularly in the Yangon Region, understanding public administration through such theoretical lenses helps to evaluate its historical structure, current reforms, and future directions.

Max Weber's theory of bureaucracy is also foundational in understanding public administration. Weber emphasized that bureaucracy is the most rational and efficient form of organization, characterized by hierarchy, rules, impersonality, and division of labor. These elements can be observed in Myanmar's administrative structure, especially within the General Administration Department (GAD), which plays a central role in managing district and township-level operations.

Public administration is not only about structure but also about values and outcomes. Frederick W. Taylor's theory of scientific management, which promotes efficiency and productivity through observation and measurement, influenced early administrative reforms in many countries. Although Myanmar has not fully adopted scientific management principles, recent public service reforms have tried to integrate performance-based management, particularly through the civil service reform strategy. In the Yangon Region, this has led to the digitization of administrative services and efforts to streamline processes, though challenges remain due to capacity constraints.

Modern public administration theory also considers democratic values, participation, and responsiveness. Dwight Waldo criticized the purely technical view of public administration and argued that it is inherently value-laden. He emphasized

that public administrators must serve public interest, uphold democratic values, and be responsive to citizens' needs. This theoretical approach is particularly relevant in Myanmar's evolving political landscape, where decentralization and local governance are becoming important topics. In Yangon, the partial transfer of power to regional governments has highlighted the need for more citizen-focused administration, though there are still gaps in transparency and community participation.

New Public Management (NPM), a modern reform theory popularized in the 1980s and 1990s, also influences current administrative reforms in Myanmar. Christopher Hood, a key proponent of NPM, argued that public administration should adopt private sector principles such as efficiency, performance measurement, and customer orientation. In Yangon Region, some elements of NPM are emerging through the use of digital platforms for public services and the promotion of accountability mechanisms.

Theories of governance also offer insights into the direction of public administration reform. Osborne and Gaebler, in their work *Reinventing Government*, advocate for a shift from government as a provider of services to a facilitator that enables partnerships with communities, civil society, and the private sector. This approach is gradually gaining attention in Myanmar, where collaborative governance is needed to address complex challenges, particularly in urban areas like Yangon. Nevertheless, the success of such a model depends on trust, transparency, and effective coordination—areas that still require improvement.

The administration system refers to the structured and coordinated mechanisms through which public policies are implemented, services are delivered, and governance is executed. It includes institutions, processes, and personnel involved in managing public affairs. The theoretical foundation of public administration helps to understand how administrative systems evolve and function under different political, social, and economic contexts.

Classical public administration theory, as introduced by Woodrow Wilson, emphasizes the need to separate administration from politics to promote professionalism, hierarchy, and efficiency. This model laid the groundwork for understanding administrative behavior based on structure, rules, and meritocracy. Similarly, Max Weber's bureaucratic theory identifies key features such as formal rules, impersonality, specialization, and hierarchical authority. These principles have strongly influenced Myanmar's administrative structure, particularly the role of

the General Administration Department (GAD) in managing local governance in Yangon Region.

Over time, administrative theories have evolved to focus more on performance, citizen engagement, and accountability. Frederick W. Taylor's scientific management theory introduced the concept of improving efficiency through standardization and performance measurement, while New Public Management (NPM), advanced by Christopher Hood, promotes private-sector practices such as decentralization, customer orientation, and result-based management. These ideas are reflected in recent reforms in Myanmar, including the digitization of services and restructuring of regional administration.

In contrast, modern governance theories, such as those of Osborne and Gaebler, propose a shift from rigid government control to flexible, participatory, and network-based governance. These approaches support partnerships between government, civil society, and the private sector, which are increasingly relevant in urban areas like Yangon. As Myanmar continues to undergo political and administrative transitions, these theories offer useful lenses to analyze the changing dynamics of its administrative system.

The study of public administration theories provides a strong foundation for understanding the changes in Myanmar's administrative system, particularly in the Yangon Region. Classical theories, such as those of Woodrow Wilson and Max Weber, highlight the importance of structure, hierarchy, and rules, which continue to shape the country's bureaucratic framework. At the same time, modern approaches—such as scientific management, New Public Management, and governance theories—emphasize efficiency, citizen participation, and collaborative networks. These theoretical perspectives not only explain past and present administrative practices but also guide ongoing reforms aimed at improving service delivery, promoting accountability, and enhancing responsiveness to citizens' needs. As Myanmar moves toward decentralization and local empowerment, applying these theories can help policymakers and administrators design a more inclusive, transparent, and effective public administration system suited to the complex realities of the Yangon Region.

## **2.2 Administrative Systems in ASEAN Countries**

The administrative systems in ASEAN (Association of Southeast Asian Nations) countries vary greatly due to differences in political structures, historical

backgrounds, and cultural contexts. Despite these differences, common features can be identified, such as the central role of government in policy-making, the reliance on civil services for policy implementation, and ongoing efforts to modernize administrative systems in line with international governance standards (Turner, 2014; Cheung, 2005). However, there are some commonalities, such as the central role of the government in policy-making, the importance of civil service in implementing policies, and the efforts to modernize and improve public administration in line with global standards.

In countries like Singapore, Malaysia, and Thailand, the administrative system is generally well-structured, with a strong emphasis on efficiency, transparency, and accountability. Singapore, for instance, is often considered a model of effective public administration. Singapore is frequently cited as a model of effective governance, known for its transparent, civil service, performance-driven culture, and strong institutional framework (Quah, 2010). The Public Service Division of Singapore has established strict recruitment criteria, regular performance appraisals, and a professional ethos, which have contributed to its global reputation for administrative efficiency (World Bank, 2017). The government has a clear and transparent civil service system, with strict recruitment criteria, performance-based evaluations, and high standards of professionalism. The country's public administration has consistently ranked among the best in the world due to its merit-based system, which ensures that civil servants are highly skilled and dedicated. This system has contributed to Singapore's rapid development and stability, making it one of the most prosperous countries in Southeast Asia.

Malaysia, on the other hand, has a mixed administrative system influenced by both British colonial practices and local traditions. The government operates under a federal structure, with separate systems of administration at the federal and state levels. The Malaysian civil service is characterized by a centralized recruitment process, where candidates are selected based on their qualifications and experience. The public sector is a significant employer in the country, and civil servants are expected to uphold high ethical standards. While the Malaysian civil service plays a critical role in policy execution and remains one of the country's largest employers, it has been criticized for bureaucratic inefficiencies, political patronage, and corruption (Siddiquee, 2006). Malaysia has faced challenges related to bureaucratic inefficiency, corruption, and a lack of transparency in the civil service, which have hindered the full potential of its administrative system.

Thailand's administrative system is based on a constitutional monarchy, and the country has a centralized government structure. The Thai bureaucracy is large and powerful, with a strong emphasis on the role of the civil service in governance. Over the years, Thailand has made efforts to decentralize its administrative system to give local governments more power and responsibility. However, challenges such as corruption, political instability, and a lack of capacity at the local level have impeded progress. Thailand operates under a constitutional monarchy with a highly centralized administrative structure. The Thai civil service is large and influential, and efforts to decentralize authority to local governments have gained momentum since the 1990s (Painter, 2006). However, these reforms have faced setbacks due to political instability, uneven capacity across regions, and persistent issues of corruption (Laothamatas, 2013). Thailand has implemented reforms aimed at improving public sector efficiency and reducing corruption, but these efforts have had mixed results.

In contrast, countries like Indonesia and the Philippines have decentralized administrative systems, where local governments have greater authority in decision-making and the implementation of policies. Following the 1998 reforms, Indonesia underwent one of the most significant decentralization processes in the region. Indonesia's administrative system is based on a presidential republic, and the country has a complex multi-tiered governance structure. The decentralization of power to local governments was introduced to promote regional development and better meet the needs of diverse populations. While decentralization has empowered local authorities, it has also created challenges related to coordination, resource allocation, and capacity building at the local level. Local governments now have substantial authority over budgetary and policy matters. While this has improved regional representation and responsiveness, it has also led to challenges such as administrative fragmentation, capacity gaps, and corruption at the local level (World Bank, 2003; Hofman & Kaiser, 2004).

Similarly, the Philippines has a decentralized government system, where local government units (LGUs) play a critical role in administration. The LGUs are responsible for managing local resources, delivering public services, and implementing policies in their respective regions. However, there have been concerns about the effectiveness of decentralization in the Philippines, as local governments often face challenges related to insufficient resources, weak institutional capacity, and corruption. Despite these challenges, decentralization has allowed for greater citizen participation and has improved the responsiveness of local governments to the needs of the people. While

decentralization has increased citizen participation and local accountability, issues such as underfunding, weak institutional capacity, and political interference continue to undermine the effectiveness of local administration (Brillantes & Cuachon, 2002).

Vietnam's administrative system is characterized by its one-party political structure, where the Communist Party plays a dominant role in governance. The country has made significant progress in modernizing its administrative system, particularly in terms of civil service reforms. Vietnam has adopted policies to improve the professionalism of its civil service and increase the efficiency of public administration. However, the country still faces challenges such as corruption and a lack of transparency in government operations, which have hindered the effectiveness of its administrative system. Vietnam maintains a centralized administrative system under a one-party socialist regime. Recent civil service reforms have aimed to enhance transparency, professionalize the bureaucracy, and reduce corruption (Nguyen & Van Dijk, 2012). However, the Communist Party still dominates decision-making processes, and persistent governance issues hinder deeper administrative improvements (UNDP, 2010).

Brunei, Laos, and Myanmar have relatively less developed administrative systems compared to their ASEAN counterparts. Brunei, as a small, oil-rich nation, has a centralized administrative system that is heavily influenced by the monarchy. The country's civil service is relatively small but highly efficient, with an emphasis on loyalty and service to the Sultan. Brunei's system is characterized by centralized control under an absolute monarchy. Although small in scale, its civil service is well-resourced and emphasizes loyalty and efficiency (Haque, 2009). Laos, governed under a single-party communist system, operates a highly centralized administration. Challenges in Laos include low salaries for civil servants, limited human resource capacity, and inefficient public service delivery (UNESCAP, 2010). However, the country faces challenges in terms of bureaucratic inefficiency, low salaries for civil servants, and limited capacity for delivering public services.

Administrative systems across ASEAN countries range from highly centralized to more decentralized models, each with varying degrees of efficiency, professionalism, and public accountability. Across the region, there is a growing recognition of the need for governance reforms that emphasize transparency, capacity-building, citizen participation, and responsiveness to development challenges (Cheung, 2005; ADB, 2010).

## **2.3 Review on Previous Studies**

To understand the changes in Myanmar's administrative system, it is important to review previous academic research that examined similar themes. These studies provide historical insights, theoretical frameworks, and practical findings that help contextualize the current research focused on the Yangon Region. In particular, the following two studies offer valuable perspectives on public administration reform and the practice of good governance in Myanmar during different political periods.

### **2.3.1 Previous Study (1): Public Administration and Civil Service System in Myanmar**

One of the most relevant previous studies connected to the current research is the doctoral thesis titled *Public Administration and Civil Service System in Myanmar* by Htay Htay Lwin (2014), submitted to the Yangon University of Economics. This study serves as a comprehensive examination of Myanmar's administrative development, particularly focusing on the period between 1988 and 2010. It offers useful background and comparative insights for understanding the changes that took place in the Yangon Region, making it a vital reference for the present thesis.

The main objectives of Htay Htay Lwin's study were to explore the evolution of the public administration and civil service systems from the colonial period to the era of the State Peace and Development Council (SPDC), to assess the effectiveness of the administrative system under the SLORC and SPDC governments, and to examine whether the reforms introduced were results-based or merely procedural. The study also aimed to determine whether Myanmar's public administration reforms followed the principles of development administration, which stress decentralization, participation, and responsiveness.

Her findings showed that the administrative system during the post-1988 period was still largely traditional and centralized, with limited progress in adopting development-oriented practices. While reforms were introduced during the SLORC and SPDC eras, they lacked depth and were not comprehensive. Public administration remained rigid, hierarchical, and resistant to change. Most of the decisions continued to flow from the central level, and there was minimal delegation of authority to regional and local levels, including the Yangon Region. Despite efforts to modernize some aspects of civil service—such as limited digitization and administrative restructuring—

the overall system continued to rely on outdated methods and was slow in adopting results-oriented performance models.

The study also emphasized the weaknesses within the civil service structure, such as the lack of effective training programs, insufficient performance evaluation systems, and the absence of strong accountability mechanisms. Civil servants were often unprepared to meet the changing demands of governance in the 21st century, and institutional resistance to reform was significant. Although decentralization was part of official policy rhetoric, the actual administrative practice remained highly centralized. In the Yangon Region, local administrators mostly acted under direct control from the central government, limiting their ability to respond to the specific needs of their communities.

From a theoretical perspective, the study applied the lens of development administration, which focuses on achieving socio-economic goals through flexible, people-centered, and future-oriented public administration. However, the reforms in Myanmar during the studied period did not fully align with this model. According to the analysis, reforms were often reactive rather than proactive and failed to engage stakeholders effectively. The mindset and attitudes of public officials also posed challenges to meaningful change, as many continued to view administration as rule-bound and hierarchical rather than as a dynamic and responsive service mechanism.

In terms of practical implications, the research concluded that Myanmar's administrative reforms needed to be more inclusive, strategic, and results-driven. For a region like Yangon, which serves as the country's political and economic center, the study highlighted the need for stronger regional administrative structures and greater autonomy to manage local affairs. Without these elements, administrative changes would remain surface-level and would not bring about genuine improvements in governance or public service delivery.

This Htay Htay Lwin's research provides a strong foundation for understanding the historical and institutional challenges in Myanmar's public administration. The insights gained from this study help to contextualize the changes in the Yangon Region and reinforce the need for further reform. It also supports the argument that true transformation in public administration requires not only structural changes but also a shift in institutional culture and the active participation of civil servants, policymakers, and the public.

### **2.3.2 Previous Study (2): An Analysis on Good Governance Practices in Myanmar (2011-2016)**

One important study relevant to the analysis of Myanmar's administrative changes is the thesis titled *An Analysis on Good Governance Practices in Myanmar* by Phyu Phyu Ei, which covers the reform period from 2011 to 2016. The main objective of the study was to examine the extent to which the principles of good governance—such as accountability, transparency, rule of law, responsiveness, and participation—had been implemented in Myanmar's public administration during the political transition initiated in 2011. The study also aimed to identify the strengths and weaknesses of government efforts to promote good governance and to evaluate the responsiveness of civil servants and institutions in adopting these reforms.

The findings revealed that although Myanmar experienced political and administrative reforms during this period, the actual practice of good governance remained weak and inconsistent. Efforts to improve transparency and accountability were introduced through the adoption of anti-corruption frameworks and administrative procedures, yet practical implementation was hindered by capacity limitations, bureaucratic inertia, and a lack of institutional independence. The study observed that civil servants were still bound by old hierarchical norms and limited by unclear delegation of authority. In many cases, government agencies at the regional and local levels—including those in the Yangon Region—lacked sufficient autonomy and resources to carry out reforms effectively.

In terms of citizen participation, the findings indicated some improvement in stakeholder engagement and public consultation, especially in urban areas. However, these efforts were often symbolic rather than substantive. The study pointed out that public involvement in governance processes was still limited by social mistrust, lack of awareness, and restricted access to government information. While some administrative offices adopted complaint-handling mechanisms and citizen service charters, their effectiveness varied significantly by region and department.

The discussion in the thesis emphasized that institutional reform requires more than policy announcements or the creation of new departments. It called for a deeper shift in administrative culture and decision-making behavior. The study concluded that Myanmar's good governance practices during the 2011–2016 period were mostly driven by external pressure and donor support, rather than being organically developed from within the civil service. Without genuine political will, administrative

coordination, and ongoing capacity building, the sustainability of governance reforms was questioned. The research also stressed that unless regional administrations, such as those in the Yangon Region, are empowered with decision-making authority and operational capacity, central control will continue to limit local responsiveness and effectiveness.

The study by Phyu Phyu Ei adds to the understanding of how governance values were introduced and partially practiced during a critical reform phase in Myanmar. The study's findings support the argument that successful administrative change must combine structural reform with governance principles, particularly at the regional level. This aligns closely with the focus of the present thesis, which examines the transformation of administrative systems in the Yangon Region and highlights the need for deeper, citizen-centered governance approaches to improve public service delivery and institutional performance.

### **2.3.3 Previous Study (3): Case Studies on Administrative Changes in ASEAN Countries**

The Association of Southeast Asian Nations (ASEAN) consists of ten-member countries, each with its own administrative system and governance model. Over the years, many ASEAN countries have undergone administrative reforms to improve governance, enhance public service delivery, and adapt to changing economic and political conditions. Studying these administrative changes provides valuable insights into how governments can implement reforms while balancing political stability, economic growth, and public welfare. This section presents case studies on administrative changes in selected ASEAN countries, including Singapore, Malaysia, Indonesia, and Vietnam.

#### ***Singapore: Efficient Public Administration and E-Government***

Singapore is widely recognized for its efficient public administration and governance. Since gaining independence in 1965, the Singaporean government has focused on building a strong administrative system based on meritocracy, efficiency, and transparency. One of the key administrative reforms in Singapore was the introduction of the Public Service for the 21st Century (PS21) initiative in the 1990s. This reform aimed to improve public sector performance, encourage innovation, and enhance citizen-centric services.

The government also invested heavily in e-Government initiatives, allowing citizens to access public services online. The introduction of digital governance platforms reduced bureaucratic delays, improved service delivery, and increased public trust in government institutions. Strict anti-corruption measures, supported by the Corrupt Practices Investigation Bureau (CPIB), helped maintain integrity in the administrative system. Singapore's case demonstrates how a small country with limited natural resources can achieve strong governance through administrative efficiency, transparency, and technological advancements.

### ***Malaysia: Decentralization and Government Transformation Programs***

Malaysia has implemented several administrative reforms to improve governance and public service delivery. One of the most significant changes was the introduction of the Malaysia Incorporated Policy in the 1980s. This policy encouraged closer cooperation between the government and private sector to enhance economic growth and efficiency. Another major reform was the introduction of the Government Transformation Program (GTP) in 2010, aimed at improving key areas such as education, healthcare, public transportation, and anti-corruption measures.

Malaysia also focused on decentralization by delegating administrative powers to state and local governments. This allowed for better resource management and more effective decision-making at regional levels. The introduction of performance-based budgeting and key performance indicators (KPIs) ensured that government agencies operated efficiently. However, challenges such as political interference and concerns about governance transparency remain. Malaysia's experience highlights the importance of balancing central authority with decentralized governance structures.

### ***Indonesia: Administrative Reforms and Democratization***

Indonesia has undergone significant administrative changes, particularly after the fall of President Suharto in 1998. The end of the authoritarian regime led to major political and administrative reforms, with a focus on democratization and decentralization. One of the most important changes was the introduction of regional autonomy laws, which granted more power to local governments. This reform aimed to improve governance at the regional level, reduce bureaucratic inefficiencies, and promote economic development outside Jakarta.

The Indonesian government also introduced civil service reforms to improve professionalism and accountability in the public sector. The establishment of the Corruption Eradication Commission (KPK) played a crucial role in tackling corruption within the administration. Despite these efforts, challenges such as bureaucratic inefficiency, corruption, and complex regulatory frameworks continue to affect governance. Indonesia's case demonstrates how administrative reforms can strengthen democracy and improve governance but require consistent enforcement and institutional capacity-building.

### ***Vietnam: Administrative Modernization and Economic Reforms***

Vietnam has undertaken major administrative reforms as part of its economic transformation. Since the introduction of the Renovation policy in 1986, the Vietnamese government has focused on modernizing public administration and improving governance. One of the key changes was the reduction of bureaucratic red tape to facilitate economic growth and foreign investment. The government also introduced civil service reforms to improve efficiency, transparency, and public service delivery.

Vietnam has made significant progress in digital governance by adopting e-Government initiatives to enhance public access to services. The Public Administration Reform (PAR) program was launched to simplify administrative procedures, strengthen institutional capacity, and promote transparency. However, challenges such as bureaucratic inefficiencies, corruption, and limited public participation in decision-making remain. Vietnam's case illustrates the importance of administrative reforms in supporting economic growth while highlighting the need for continuous improvements in governance structures.

## **CHAPTER III**

### **CHANGES IN ADMINISTRATIVE SYSTEM OF MYANMAR**

This chapter outlines the research methodology adopted to examine the changes in the administration system in Myanmar, using the Yangon Region as a case study. It describes the systematic approach undertaken to collect, analyze, and interpret data to achieve the objectives of the study. The chapter details the sampling techniques, data collection process, and ethical considerations observed during the research. It also explains how the responses were analyzed to explore key themes, such as the role of the civil service, the extent of administrative reforms, regional implementation, and the challenges faced by officers. By presenting the methodology clearly, this chapter ensures the reliability and validity of the study, forming the foundation for the analysis and findings discussed in the subsequent chapter.

#### **3.1 Overview of Myanmar's Administrative System**

Myanmar's administrative system has evolved over time, influenced by historical events, political transitions, and governance reforms. The system is structured to manage public administration at different levels, ensuring the delivery of government services and maintaining order. The administration operates under a centralized framework with elements of decentralization, allowing regional and local governments to participate in governance. Over the years, Myanmar has undergone significant changes in its administrative system, reflecting shifts in political leadership and governance policies.

The structure of Myanmar's administration consists of the central government, state and regional governments, district-level administration, and township-level governance. At the national level, the central government formulates policies and oversees major administrative functions. The President is the head of state, while ministries handle various sectors such as finance, education, health, and transportation. The administrative framework follows a hierarchical structure, where decisions from

the central government are implemented at different levels through government agencies.

State and regional governments play a crucial role in local administration. Myanmar is divided into states, regions, self-administered zones, and self-administered divisions. Each state and region has its own chief minister and administrative body responsible for governance. While these governments have certain decision-making powers, they still operate under the central government's regulations. Decentralization efforts have been introduced to give more authority to regional administrations, but challenges remain in fully implementing these reforms.

The district and township levels form the lower administrative tiers. District administrators manage public affairs and coordinate with township officers to ensure the effective delivery of government services. Township administrations are responsible for maintaining law and order, collecting taxes, and implementing development programs. Village tracts and wards further divide townships, where local administrators act as the primary link between the government and the people. This multi-level structure aims to enhance governance efficiency by ensuring that administrative duties are carried out at different levels.

Myanmar's administrative system has experienced various transformations due to political changes. During the colonial period, the British introduced a bureaucratic governance system that centralized authority. After gaining independence in 1948, Myanmar adopted a parliamentary system, where the government functioned under a democratic framework. However, political instability led to military rule in 1962, which centralized administrative control under the military-led government. Over the decades, governance structures were altered to align with changing political conditions.

The 2008 Constitution introduced reforms that reshaped Myanmar's administration by establishing state and regional governments. These reforms aimed to distribute administrative responsibilities more evenly and strengthen local governance. However, central control remained dominant, limiting the full realization of decentralization. Despite these changes, Myanmar continues to face challenges in implementing effective governance mechanisms, particularly in balancing central authority with regional autonomy.

One of the key aspects of Myanmar's administrative system is the role of civil servants. Government employees play a vital role in executing policies, delivering public services, and maintaining stability. The Union Civil Service Board is responsible

for managing civil servant recruitment, training, and career development. However, administrative challenges such as bureaucratic inefficiencies, limited resources, and political interference affect the effectiveness of public administration.

Myanmar has also introduced digital governance initiatives to modernize administrative functions. E-government systems have been developed to improve service delivery, enhance transparency, and reduce paperwork. Efforts have been made to digitize administrative processes, but challenges such as technological infrastructure limitations and lack of skilled personnel have slowed progress. The government continues to explore ways to integrate technology into governance to improve efficiency.

Administrative reforms in Myanmar aim to address various issues, including bureaucratic inefficiencies, corruption, and weak service delivery. International organizations and development partners have supported Myanmar in improving governance systems through policy recommendations and capacity-building programs. However, political uncertainties and governance challenges continue to hinder the full implementation of reforms.

Myanmar's administrative system has evolved through different political phases, from colonial rule to military governance and democratic transitions. The structure consists of multiple levels, including central, regional, district, and township administrations, each with specific roles and responsibilities. While decentralization efforts have been introduced, challenges remain in achieving a balanced governance system. Ongoing reforms and modernization initiatives seek to improve administrative efficiency, but further efforts are needed to strengthen Myanmar's governance framework.

### **3.2 Administrative System of Myanmar between 1948 and 1988**

Myanmar's administrative system between 1948 and 1988 underwent significant changes due to political transitions and governance reforms. During this period, the country experienced shifts from a parliamentary democracy to military rule, which influenced how administration and governance were structured. The administrative system evolved in response to political challenges, economic conditions, and social developments.

After gaining independence on January 4, 1948, Myanmar, then known as Burma, adopted a parliamentary system of government. The 1947 Constitution, which

established a democratic structure, served as the country's governing framework. The President was the head of state, while the Prime Minister led the government. Under this system, the administrative framework was based on democratic governance, where elected representatives managed public administration. Ministries were formed to handle various government functions, including finance, education, health, and defense. The civil service played a crucial role in implementing policies and delivering public services.

The country was divided into states and divisions, each with its own administrative structure. State and divisional governments had some degree of autonomy, but the central government retained overall control. At the local level, districts, townships, village tracts, and wards were responsible for implementing government policies. The administration relied on bureaucratic institutions, but governance faced challenges due to political instability, ethnic conflicts, and economic struggles.

During the parliamentary period (1948–1962), the administrative system aimed to promote democracy and local governance. However, internal conflicts, including ethnic insurgencies and political rivalries, created difficulties in maintaining stability. The government faced challenges in unifying the country and ensuring effective governance across different regions. Corruption, inefficiency, and lack of strong leadership further weakened administrative effectiveness (Steinberg, 2013). As a result, the civilian government struggled to implement policies efficiently, leading to dissatisfaction among the population (Callahan, 2003).

On March 2, 1962, General Ne Win led a military coup and overthrew the civilian government, establishing military rule under the Revolutionary Council. This marked a significant shift in Myanmar's administrative system. The 1947 Constitution was suspended, and the government adopted a socialist governance model. The administrative system became highly centralized, with power concentrated in the hands of the military leaders. The civil service was restructured to align with the new socialist policies, and government control over economic and social activities increased.

Under military rule, Myanmar adopted the "Burmese Way to Socialism," which aimed to nationalize major industries and implement state-controlled economic policies. The government established the Burma Socialist Programme Party (BSPP) as the sole political party, eliminating democratic governance. Administrative structures at all levels were controlled by military-appointed officials, reducing public

participation in decision-making. The shift towards a one-party system led to increased bureaucracy, reduced efficiency, and widespread corruption.

The administrative system under military rule focused on centralizing authority and controlling all aspects of governance. State and regional governments had limited autonomy, as all major decisions were made by the central government. Local administration was closely monitored by military officials, restricting the role of civilian bureaucrats. The civil service became highly politicized, as government employees were required to support the ruling party's policies (Callahan, 2003).

Despite efforts to implement socialist policies, the administrative system faced serious challenges. The nationalization of industries led to economic decline, and inefficient management resulted in poor service delivery (Steinberg, 2013). Corruption and mismanagement weakened the effectiveness of public administration, leading to dissatisfaction among the population. The government's strict control over all aspects of governance reduced transparency and accountability, further worsening administrative inefficiencies.

By the 1980s, the administrative system was under increasing pressure due to economic difficulties and growing public discontent. The lack of political freedom, declining economic conditions, and poor governance led to widespread protests. In 1988, mass demonstrations, known as the "8888 Uprising," took place across the country, demanding political and economic reforms (Smith, 1999). The protests resulted in a major political crisis, ultimately leading to the resignation of General Ne Win and the collapse of the Burma Socialist Programme Party.

The administrative system of Myanmar between 1948 and 1988 underwent major transformations due to political changes. The shift from a democratic parliamentary system to a centralized military administration significantly impacted governance structure. While the early post-independence period aimed to establish a democratic framework, challenges such as ethnic conflicts and political instability weakened its effectiveness. The military rule that followed introduced a socialist governance model, which centralized power but resulted in administrative inefficiencies and economic decline. These challenges contributed to growing dissatisfaction, ultimately leading to the political crisis of 1988. The developments during this period shaped the future of Myanmar's administrative system and had lasting effects on governance in the country.

### **3.3 Administrative Reforms (1988–2010)**

The administrative system of Myanmar went through major reforms between 1988 and 2010 under the military-led governments of the State Law and Order Restoration Council (SLORC) and the State Peace and Development Council (SPDC). These reforms were introduced after the political crisis of 1988, which led to the collapse of the Burma Socialist Programme Party (BSPP) and the resignation of General Ne Win. The military took control of the country, dissolved the previous government, and promised to restore order and stability. However, the administrative changes during this period were mainly focused on maintaining control rather than promoting democratic governance.

After the military takeover on September 18, 1988, the SLORC was established as the new governing body. The council consisted of senior military officers who assumed all legislative, executive, and judicial powers. The 1974 Constitution was suspended, and all government institutions were placed under military control. The administrative structure became more centralized, with strict military supervision over all levels of government. The SLORC justified its rule by stating that it aimed to restore law and order, rebuild the economy, and prepare for a transition to democracy.

One of the key administrative reforms under the SLORC was the reorganization of government ministries and agencies. Several ministries were restructured to improve efficiency, while new departments were created to manage economic reforms and national security. However, the reforms largely served to strengthen military control rather than to improve governance. Civil servants were required to follow strict regulations, and military officers were appointed to key administrative positions. Local governments had limited decision-making power, as the central government controlled all important matters.

The SLORC also focused on economic reforms, which included opening the country to foreign investment and introducing market-oriented policies. In the early 1990s, the government allowed private businesses to operate, and foreign companies were encouraged to invest in various sectors, such as tourism, manufacturing, and energy. However, corruption and lack of transparency in the administrative system made it difficult for economic reforms to be fully successful. Government contracts and business licenses were often given to those with military connections, leading to economic inequality and inefficiency.

In 1997, the SLORC was restructured and renamed as the State Peace and Development Council (SPDC). This change was mainly symbolic, as the new council continued the same military-led governance. The SPDC made some administrative adjustments, such as further reorganizing ministries and introducing new economic policies. However, the main objective remained the same: to maintain military control over the country.

One significant reform under the SPDC was the move towards a new constitution. In 2003, the government introduced the "Seven-Step Roadmap to Democracy," which outlined a plan for political and administrative changes. The key step in this process was the drafting of a new constitution, which was completed in 2008. The new constitution introduced a system where the military retained significant power, including guaranteed seats in the parliament and control over key ministries such as defense, home affairs, and border affairs.

The administrative system under the SPDC remained highly centralized, with limited public participation. Local governments operated under strict supervision, and military-appointed officials continued to hold important positions. The civil service functioned under strict rules, and employees were required to support government policies without question. There were some efforts to modernize public administration, such as introducing e-Government initiatives and administrative training programs, but these changes had little impact on improving governance due to the lack of political freedom.

During the SPDC era, the government also focused on infrastructure development as part of its administrative strategy. Several large-scale projects were launched, including road construction, bridge building, and the expansion of the energy sector. One of the most significant projects was the construction of the new capital, Naypyidaw, which was officially announced in 2005. The government claimed that the move was necessary for better administration and national security, but critics argued that it was mainly for strategic military purposes. The relocation of the capital resulted in major administrative changes, as government ministries and agencies had to move their operations from Yangon to Naypyidaw.

Despite some economic growth, the administrative system under the SPDC faced serious challenges. Corruption remained widespread, and the government lacked transparency and accountability. Public services, such as healthcare and education, suffered due to mismanagement and limited budget allocation. The strict control over

the media and lack of political freedom further restricted governance improvements. The government also faced international criticism for human rights violations, including the suppression of political opposition and restrictions on civil liberties.

The period under the SLORC and SPDC ended in 2010 when Myanmar held its first general elections under the 2008 Constitution. The elections marked the beginning of a transition to a new political and administrative system, with a shift towards a semi-civilian government. However, the legacy of military control continued to influence the country's administration even after the official end of SPDC rule.

The administrative reforms under the SLORC and SPDC were mainly focused on maintaining military control rather than promoting good governance. While some economic and infrastructural improvements were made, the administrative system remained highly centralized and lacked transparency. Corruption, inefficiency, and limited political freedom continued to be major challenges. The changes introduced during this period laid the foundation for Myanmar's future governance structure, but many of the administrative problems persisted even after the official transition in 2010.

### **3.4 Administrative Reforms (2011–2024)**

Between 2011 and 2024, Myanmar experienced significant administrative reforms as part of the country's broader political transition. After decades of military rule, the democratic government led by President U Thein Sein, which took office in 2011, initiated a series of political, economic, and administrative reforms. These reforms aimed to modernize the government, promote good governance, and improve public administration (Turnell, 2011; OECD, 2013). One of the key changes was the decentralization of administrative functions.

#### ***Reform Waves under President U Thein Sein (2011–2016)***

During the administration of President U Thein Sein (2011–2016), Myanmar underwent a series of significant political, economic, and administrative reforms that collectively came to be known as “reform waves.” These waves were structured phases of transformation aimed at transitioning the country from prolonged military rule toward a more democratic and open society. Each wave was marked by distinct objectives and reform areas, progressing incrementally to address pressing governance, legal, and socioeconomic issues. The overarching aim of the reform process was to

establish a foundation for democratic governance, stimulate economic growth, and improve international relations.

The first wave of reforms (2011–2012) commenced soon after U Thein Sein assumed the presidency. This phase emphasized political liberalization and engagement with the global community. The government granted legal recognition to labor unions and initiated dialogues with opposition groups. Additionally, diplomatic efforts were intensified to improve Myanmar's standing in the international arena, which contributed to the easing of certain sanctions. These measures were instrumental in initiating Myanmar's democratic transition and restoring its credibility on the global stage.

The second wave (2012–2014) shifted focus to economic reform and modernization of the legal framework to support a market-oriented economy. Notable developments during this period included the enactment of the 2012 Foreign Investment Law, which aimed to attract foreign capital and technology. Legal reforms were also introduced to update archaic economic regulations, and the Central Bank of Myanmar gained operational independence. The government invested in improving basic services such as education and healthcare and fostered greater collaboration with civil society organizations and ethnic communities. This wave aimed to create a conducive environment for sustainable economic development and enhance the quality of public service delivery.

In March 2014, the third wave was officially launched, focusing on good governance and strengthening public administration. This phase emphasized institutional transparency, anti-corruption measures, and improved local governance through decentralization. Efforts were made to enhance service delivery in sectors such as health, education, and infrastructure, while public financial management practices were revised to ensure more accountable government spending. Mechanisms were also introduced to promote citizen participation and feedback, thereby encouraging civic engagement and reinforcing public trust in government institutions.

The fourth wave (2014–2015) concentrated on reforming the justice sector and advancing the rule of law. Although less formally structured than previous waves, this phase addressed critical issues such as judicial independence, reduction of politically motivated prosecutions, and ongoing peace negotiations with ethnic armed groups. The government also worked to safeguard freedom of expression and promote inclusive public discourse. These efforts aimed to lay the groundwork for a more equitable and

peaceful society by strengthening legal institutions and fostering national reconciliation.

The four reform waves under President U Thein Sein were sequential and cumulative, each building upon the gains of the previous phase. The first wave prioritized political liberalization and international engagement; the second focused on economic reform and legal modernization; the third aimed to improve governance and administrative capacity; and the fourth targeted justice reform and peace-building. Together, these reforms represented a pivotal moment in Myanmar's modern history, offering a pathway toward democratic governance, national unity, and international integration, despite enduring political and institutional challenges.

Administrative reforms during this period also included the restructuring of ministries and departments to enhance efficiency. Some ministries were merged, and new ones were created to align with changing national priorities. Efforts were made to reduce bureaucratic layers and improve coordination between different levels of government. The Civil Service Reform Strategic Action Plan (2017–2020) was introduced with the support of international partners to build a more professional, accountable, and citizen-focused civil service. Training programs and capacity-building workshops were organized for civil servants, aiming to improve skills and promote ethical standards in public service.

The introduction of e-Government initiatives marked a major step in modernizing Myanmar's administrative system. The Ministry of Transport and Communications led the development of the e-Government Master Plan, which encouraged the use of digital tools in government operations (MOTC, 2016). As a result, various departments in the Yangon Region and beyond started using online platforms for services like business registration, tax collection, and land management.

During the National League for Democracy (NLD) government (2016–2021), administrative reforms continued with emphasis on democratic governance and public participation. The government encouraged transparency and accountability in decision-making processes. Citizen engagement and consultation were promoted at the local level, especially in municipal planning and budgeting.

In February 2021, the State Administration Council took over the country's executive, legislative, and judicial powers. The Yangon Region Government has taken steps to involve local communities in development projects, aiming to strengthen trust between the public and the authorities. However, challenges such as limited financial

resources, central government control over key decisions, and weak institutional capacity hindered the full implementation of reforms. However, some regions and departments still tried to implement basic reforms to improve efficiency and serve the public under difficult conditions.

The administrative reforms in ASEAN countries provide important lessons for Myanmar as it undergoes governance changes. Singapore's emphasis on efficiency and technology highlights the benefits of digital transformation in public administration. Malaysia's approach to decentralization demonstrates the advantages of granting more authority to regional governments. Indonesia's experience shows the importance of democratization and anti-corruption measures, while Vietnam's reforms emphasize the need for administrative modernization to support economic development.

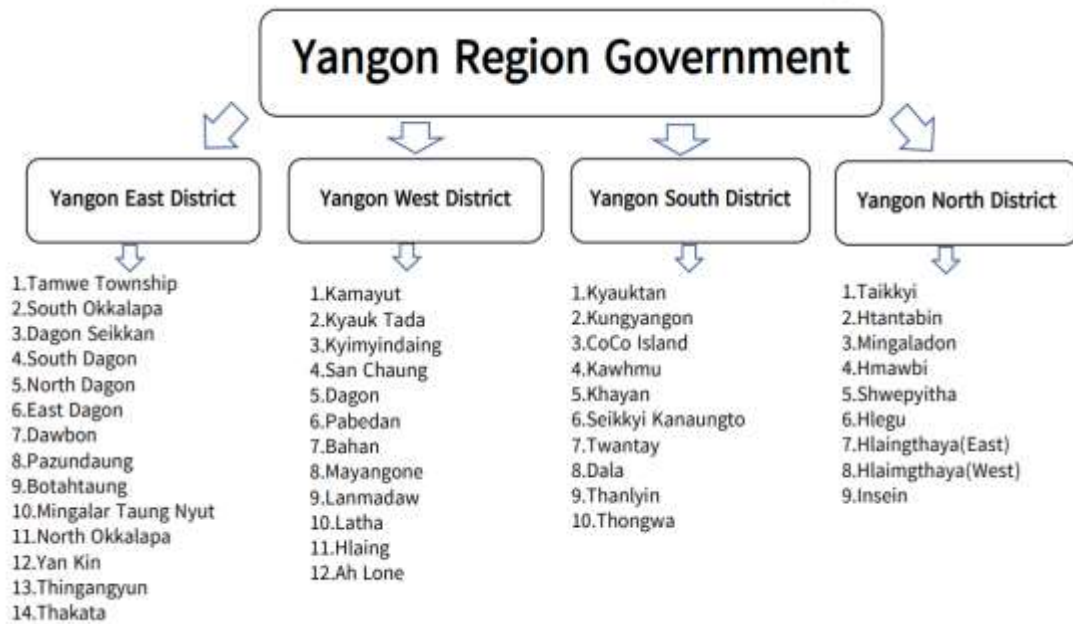
Myanmar can learn from these examples by adopting policies that promote transparency, efficiency, and accountability. Strengthening local governance, investing in digital administration, and implementing strict anti-corruption measures are key areas for reform. By studying the administrative changes in ASEAN countries, Myanmar can develop strategies to enhance its own governance system while addressing its unique political and economic challenges.

Administrative reforms in ASEAN countries have played a crucial role in improving governance, economic performance, and public service delivery. While each country has taken a different approach based on its historical, political, and economic conditions, common themes such as decentralization, digital governance, and anti-corruption efforts emerge as important factors for success. Myanmar can use these lessons to guide its administrative reforms and build a more effective governance system for the future.

### **3.5 Administrative Reforms of Yangon Region Government**

To better understand the context of administrative reforms, the following two diagrams illustrate the structural organization of Yangon Region before and after the reorganization. The comparison of these two structures provides important insight into the evolving governance system in Yangon Region, which forms the foundation for this case study.

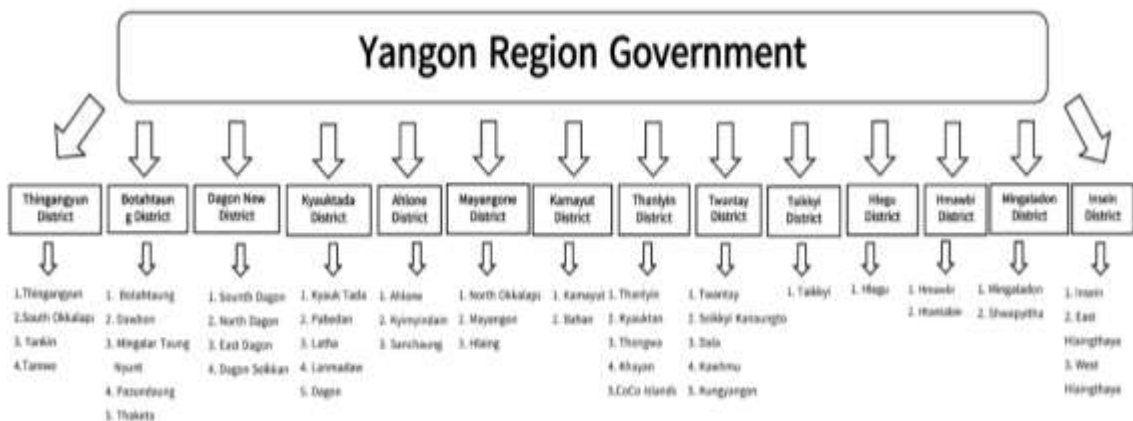
**Figure (3.1) Administrative Structure of Yangon Region Government Before 1.7.2022**



Source: Yangon Region Government, 2025

In Figure (3.1) shows the administrative structure of Yangon Region Government, which consisted of four major districts: Yangon East, Yangon West, Yangon South, and Yangon North. Each district contained several townships under a centralized district administration. This administrative arrangement had been in place for several decades and served as the basis for governance, planning, and resource allocation in the Yangon Region.

**Figure (3.2) Administrative Structure of Yangon Region Government After 1.7.2022**



Source: Yangon Region Government, 2025

In Figure (3.2) describes the new administrative structure implemented on 1 July 2022, where the Yangon Region Government reorganized the four large districts into fourteen districts. This change was introduced to improve administrative efficiency, promote decentralization, and enhance public service delivery by bringing administration closer to the local level. This reorganization aimed to improve public administration efficiency, promote decentralization, and bring government services closer to the people. Each new district is now overseen by its own administrative office, which enhances responsiveness and governance at the local level. This change also holds significance for the implementation of regional policies, administrative data collection, and future planning efforts, which can now be tailored more precisely to the distinct needs of each new district.

## **CHAPTER IV**

### **SURVEY ANALYSIS**

This chapter presents an in-depth analysis of the findings from the field survey conducted to examine the changes in the administration system in Myanmar, with a particular focus on the Yangon Region. Drawing upon quantitative data collected through a structured Yes/No questionnaire, this analysis highlights the evolving role of the civil service in implementing reforms, the broader shifts within Myanmar's administrative structure, the major transformations experienced specifically in the Yangon Region, and the key challenges faced by administrative officers during this transition. By systematically examining each of these areas, this chapter aims to provide a balanced understanding of both the progress made and the challenges that remain in Myanmar's journey toward a more responsive and effective administrative system.

#### **4.1 Survey Profile**

This section presents the administrative structure of the Yangon Region as a part of the survey area for this study. Yangon Region, being the most populous and economically active region in Myanmar, has undergone significant administrative changes aimed at improving governance and service delivery.

The Yangon Region Government is systematically structured into a series of administrative districts, each overseeing a group of townships. The figure presents a comprehensive administrative profile, delineating the hierarchical arrangement under the Yangon Region Government's jurisdiction. There are a total of (14) districts within the region: Thingangyun, Botataung, Dagon New, Kyauktada, Ahlone, Mayangone, Kamayut, Thanlyin, Twantay, Taikkyi, Hlegu, Hmawbi, Mingaladon, and Insein. Each district administers several townships, with the number of townships varying by district. For instance, Thingangyun District governs four townships (Thingangyun, South Okkalapa, Yankin, and Tamwe), whereas Thanlyin District oversees five (Thanlyin, Kyauktan, Thongwa, and Khayan, including CoCo Islands).

The structural organization of Yangon Region reflects an integrated system of local governance, designed to ensure administrative effectiveness across Yangon Region. The districts are functionally distributed to manage urban, suburban, and rural townships, facilitating localized policy implementation, service delivery, and governance. The inclusion of specialized areas such as CoCo Islands and large urban centers like Dagon Seikkan and East Hlaingthaya illustrates the diversity and complexity of administrative responsibilities within the region. This detailed breakdown provides crucial insight for researchers, policymakers, and stakeholders aiming to conduct surveys, implement programs, or study governance dynamics in the Yangon Region.

## **4.2 Survey Design**

This study analyzes the changes in the Administration System in Yangon Region in Myanmar. This study also employed a qualitative research method and a structured questionnaire with a key informal interview survey design to collect primary data from 28 administrative officers in the Yangon Region. The survey was conducted using structured questionnaires that were developed based on changes in the administration system, major changes in the Yangon Region, challenges, difficulties, and barriers of administrative officers.

The questionnaire was designed to obtain clear and measurable responses. These questions were intended to capture the respondents' awareness of administrative changes, their roles in the restructuring process, and the practical difficulties they face in their daily work. To ensure relevance and accuracy, the questions were reviewed and adjusted to reflect the recent administrative shift in the Yangon Region, particularly the reorganization from four districts into fourteen districts, which took effect on 1 July 2022.

This survey surveyed 28 officers from 14 new districts in Yangon Region. Two officers were surveyed per district. These participants were selected using purposive sampling, focusing on officers who were actively engaged in administrative tasks and had firsthand experience with the ongoing reforms. This method was chosen to ensure that the responses would reflect real and practical insights into the changing administrative landscape.

To maintain ethical standards, all respondents were informed of the purpose of the study, and their participation was entirely voluntary. Confidentiality was

guaranteed, and no personal identifying information was collected. The data was used strictly for academic purposes, and respondents were assured that their feedback would be treated respectfully and responsibly.

The survey design was developed to ensure the systematic collection of meaningful data that could inform a deeper understanding of the changes in Myanmar's administrative system. The insights gathered from the Yangon Region's administrative officers provide valuable input for evaluating the effectiveness of recent reforms and identifying areas that require further improvement in public service delivery and governance.

### **4.3 Survey Result**

This section presents the results of the field survey conducted. The survey aimed to gather primary data from administrative officers in the Yangon Region, providing direct insights into their perceptions and experiences regarding the changes in Myanmar's administrative system. The result is including the general characteristics of the survey respondents, the perceived role of the civil service in administrative reforms, the specific changes observed within Yangon Region's administrative structure, and the key challenges, difficulties, and barriers faced by administrative officers in their daily work. This survey data collected through structured questionnaires, this section seeks to provide a comprehensive and balanced understanding of both the progress achieved and the persistent obstacles in Myanmar's journey toward a more responsive and effective public administration system.

#### **4.3.1 Demographic Profile of Respondents**

To understand the attitude of administrative officers toward the current situation of administration and experiences regarding the changes in Myanmar's administrative system, this study conducted a survey during April – May 2025 among administrative officers in Yangon from both local and central levels. The demographic characteristics of respondents are shown in Table (4.1).

**Table (4.1) Demographic Characteristics of Respondents**

No.	Characteristics		Frequency	Percent
1	Gender	Male	22	79
		Female	6	21
		Total	28	100.0
2	Age	30- 35	6	21
		36- 40	7	25
		41-45	10	36
		More than 45	5	18
		Total	28	100.0
3	Position	Assistant Director	8	29
		Staff Officer	12	42
		Deputy Staff Officer	8	29
		Total	28	100.0
4	Education	Bachelor's degree	18	64
		Master in other discipline	5	18
		Master's in public administration	5	18
		Total	28	100.0
5	Experience	less than 3 years	0	0
		4 years – 8 years	10	36
		9 years- 12years	18	64
		Total	28	100.0

Source: Survey Data (2025)

The survey included 28 administrative officers from Yangon Region, with 6 women (21 %) and 22 men (79 %). The respondents' ages ranged from 30 to over 45 years, with 21% aged 30–35, 7 % aged 36–40, 10% aged 41–45 and 5% aged more than 45. The smallest age group was those over 45 years old, comprising 5% of respondents. Regarding education, 64 % held a bachelor's degree, 5% had a master's degree and other 5% held a master's in public administration. Most respondents 64% have 9- 12 years experienced in administrative field and others 36% have 4- 8 years (Table 4.1).

According to Table (4.1), male administrative officers who are working as a state officer are major respondent in this survey. Most of them have bachelor degree and have 9 years to 12 years in administrative filed.

#### 4.3.2 General Information

Table (4.2) presents a general information of the survey analysis, focusing on key aspects related to the administrative system in Yangon Region.

**Table (4.2) General Information**

Sr. No.	Questions	Yes		No	
		No of Respondents	Percentage (%)	No of Respondents	Percentage (%)
1.	Have you studied the reforms in the administrative sector in depth?	28	100%	0	0%
2	Have you worked in the administration system for more than five years?	28	100%	0	0%
3	Do you believe your role has changed due to administrative reforms?	23	82%	5	18%
4	Are you involved in decision-making processes in your department?	28	100%	0	0%
5	administrative officers receive enough training to adapt to changes in the administration system?	16	57%	12	43%

Source: Survey Data, 2025

In Table (4.2), reflects the background and professional experience of the administrative officers who participated in the survey. All respondents have studied administrative reforms in depth, demonstrating a strong understanding of the ongoing changes within the public administration system. Additionally, every participant has worked in the administrative system for a considerable period, which suggests that their responses are informed by years of practical, firsthand experience in the field.

Most of the officers surveyed believe that their roles have changed due to administrative reforms. This indicates that the reforms are not just theoretical or policy-based but are being actively implemented and are having a real impact on the daily responsibilities of civil servants. This change may include new tasks, altered responsibilities, or adjustments in decision-making processes.

Every officer confirmed that they are involved in decision-making within their department. This involvement signifies a high level of responsibility and participation in administrative operations, highlighting that these officers are not just passive executors of orders but active contributors to the shaping and implementation of administrative policies. Their participation is crucial in driving forward reforms and ensuring their success.

However, when it comes to training and preparation, the results are mixed. While some officers feel they receive enough training to adapt to administrative changes, a considerable portion of them believe that the current training provided is not sufficient. This shows a gap between the needs of the officers and the support provided to them, suggesting that professional development and capacity-building efforts need to be improved. Without proper training, even experienced officers may face difficulties in adapting to new systems or procedures introduced by reforms.

The results reveals that the surveyed administrative officers are highly knowledgeable and experienced, possessing a clear understanding of reforms and actively participating in decision-making. However, the findings also suggest a lack of sufficient training opportunities, which could impact the effectiveness of reform implementation. Addressing this training gap is crucial for supporting administrative officers as they navigate ongoing changes in the system and strive to enhance governance and service delivery in the Yangon Region.

### 4.3.3 Analysis on the Role of Civil Service in Administrative Reforms

Table (4.3) shows into the perceived role of the civil service in administrative reforms within Myanmar, specifically focusing on the Yangon Region. The survey data, derived from the same 28 respondents, provides insights into various facets of civil service involvement and impact.

**Table (4.3) Role of Civil Service in Administrative Reforms**

Sr. No.	Questions	Yes		No	
		No of Respondents	Percentage (%)	No of Respondents	Percentage (%)
1	Do you think the civil service plays a crucial role in implementing administrative reforms in Myanmar?	28	100%	0	0%
2	Do you think that if the administrative sector is reformed, the role of public servants needs to change as well?	23	82%	5	18%
3	Do civil servants receive sufficient training and capacity-building programs to adapt to administrative changes?	10	36%	18	64%
4	Do the actions of public servant help build public trust in the government's administrative system?	22	79%	6	21%

**Table (4.3) Role of Civil Service in Administrative Reforms (Continued)**

Sr. No.	Questions	Yes		No	
		No of Respondents	Percentage (%)	No of Respondents	Percentage (%)
5	Do you believe political influence affects the independence of the civil service in Myanmar's administrative system?	23	82%	5	18%
6	Have technological advancements, such as e-Government, improved the performance of the civil service in Yangon Region?	28	100%	0	0%
7	Do you think civil service reforms in Myanmar are necessary for achieving better governance and public service delivery?	22	79%	6	21%

Source: Survey Data, 2025

In Table (4.3), on the role of civil service in administrative reforms provides meaningful insights into how public servants perceive their functions and contributions in the reform process within the Yangon Region. According to the data, all surveyed officers recognize that the civil service is crucial to carrying out administrative reforms in Myanmar. This shared belief demonstrates the central role of public servants in

turning reform policies into practice and making sure that planned changes are effectively implemented on the ground.

Most officers believe that when the administrative sector is reformed, it is necessary for the roles and responsibilities of public servants to change as well. This shows an awareness among civil servants that reforms are not only structural or procedural but also require behavioral and functional adjustments. It reflects a willingness to evolve in response to national policy shifts and to take on new responsibilities in line with updated systems and priorities.

However, there is a concern regarding the preparedness of civil servants to adapt to change. Many officers feel that they do not receive enough training or capacity-building opportunities to keep up with reforms. This reveals a significant gap between the expectations placed on civil servants and the actual support provided to them. Without proper training, officers may struggle to fully understand and implement reform measures, which can limit the overall success of administrative changes.

Despite this challenge, the majority of officers agree that the actions of civil servants contribute to building public trust in the government's administrative system. This belief underscores the importance of integrity, transparency, and accountability in the work of public servants. Their daily actions—whether in service delivery, public communication, or decision-making—play a critical role in shaping public perceptions and ensuring citizen confidence in government institutions.

Encouragingly, all officers agree that technological advancements, such as the introduction of e-Government tools, have improved the performance of the civil service in the Yangon Region. The use of digital systems appears to have made administrative processes more efficient and accessible, enabling civil servants to deliver services more effectively and reduce bureaucratic delays.

A large number of respondents believe that civil service reforms are essential for achieving better governance and improved public service delivery. This viewpoint reinforces the idea that reform is not a one-time event but an ongoing process that requires active participation, proper resources, and continued support. The responses suggest that civil servants not only understand their role in the reform process but also recognize the broader implications of their work for the country's development and the well-being of its citizens. The survey reflects strong awareness among civil servants about their critical role in administrative reforms. Addressing these issues will be vital to building a more professional, capable, and trusted civil service in Myanmar.

#### 4.3.4 Analysis on the Administrative Structure in Yangon Region

Table (4.4) provides an analysis of the administrative structure in Yangon Region, as perceived by the 28 surveyed public administration professionals. The findings offer crucial insights into the extent of administrative changes, the role of civil service, and the impact of various reforms and technological advancements.

**Table (4.4) Administrative Structure in Yangon Region**

Sr. No.	Questions	Yes		No	
		No of Respondents	Percentage (%)	No of Respondents	Percentage (%)
1	Have there been significant changes in Myanmar's administration system in the past decade?	28	100%	0	0%
2	Do you think the administrative system in Yangon Region has improved since the previous four-district administrative system was reorganized into 14 districts?	28	100%	0	0%
3	Has the administrative reform in Yangon Region resulted in more efficient and better service systems for the public?	28	100%	0	0%
4	Do you believe public servants follow rules and regulations?	28	100%	0	0%
5	Do you think local administrators listen to public opinions?	18	64%	10	36%

**Table (4.4) Administrative Structure in Yangon Region (Continued)**

Sr. No.	Questions	Yes		No	
		No of Respondents	Percentage (%)	No of Respondents	Percentage (%)
6	As the administrative system in Yangon Region has been reformed, have the public and employees been in harmony with the changes?	15	54%	13	46%
7	Is there a clear and transparent policy for civil service recruitment and promotion in Myanmar?	22	79%	6	21%
8	Has decentralization had an impact on the administration system in Yangon Region?	23	82%	5	18%
9	Do you think the use of technology has improved administrative efficiency in Yangon Region?	28	100%	0	0%

Source: Survey Data, 2025

In Table (4.4), highlights the perceptions of administrative officers regarding the structure and recent reforms in the Yangon Region’s administrative system. All officers surveyed agree that significant changes have taken place in Myanmar’s administrative system over the past decade. This shared view reflects the widespread awareness that the governance system in the country, especially in Yangon Region, has undergone major transformations aimed at decentralization and improved service delivery.

There is also a clear belief that the administrative system in Yangon has improved since the previous system of four large districts was reorganized into a greater number of smaller districts. This structural change is seen as a step toward making public administration more responsive, efficient, and localized. By bringing

government functions closer to the people, the reorganization appears to have enhanced the reach and impact of administrative services in local communities.

The officers strongly feel that administrative reforms have resulted in better service systems for the public. This suggests that the changes are not only theoretical but are already producing noticeable benefits for citizens. Improved administrative performance, quicker service delivery, and better responsiveness to local needs are likely outcomes of this shift in structure.

All administrative officers also believe that public servants are following the rules and regulations properly. This indicates a sense of discipline, compliance, and professionalism within the administrative workforce, which is essential for ensuring good governance and public trust. However, there are mixed views about whether local administrators listen to public opinions. While some believe that citizen voices are being heard and considered in decision-making processes, others feel that more can be done to improve public engagement. This suggests a need for greater transparency, dialogue, and participatory approaches in governance, especially at the township and ward levels.

When it comes to whether the public and employees have adjusted to the new administrative structure, opinions are somewhat divided. Some officers feel that both groups have adapted well, while others believe there is still resistance or confusion surrounding the changes. This highlights the importance of ongoing communication, training, and awareness campaigns to ensure smooth implementation of reforms.

The survey also points to a positive view of civil service recruitment and promotion policies. Most officers believe that the system is clear and transparent. This belief is vital because it promotes fairness and motivates staff to perform better when they know opportunities for advancement are based on merit. A majority of the officers also agree that decentralization has influenced the administrative system in Yangon Region. They feel that transferring authority to smaller administrative units has made governance more effective and responsive to local needs. Decentralization, in this case, is seen as a practical and beneficial reform.

Every administrative officer surveyed believes that the use of technology has improved the administrative efficiency in Yangon Region. This indicates strong support for digital tools and e-Government platforms, which are making it easier for officers to perform their duties and for citizens to access government services.

The survey reveals that administrative officers view the restructuring of Yangon Region’s administrative system as a positive and necessary reform. While challenges remain in areas such as public participation and adaptation to change, the overall outlook is optimistic. Reforms, transparency, decentralization, and digital innovation are seen as key elements driving improvements in the region’s governance and public administration.

#### 4.3.5 Analysis on the Major Changes in Yangon Region’s Administrative System

Table (4.5) focuses on the major changes observed in Yangon Region’s administrative system, as perceived by the 28 surveyed public administration professionals. This table provides direct insights into the impact and challenges associated with administrative reforms.

**Table (4.5) Major Changes in Yangon Region’s Administrative System**

Sr. No.	Questions	Yes		No	
		No of Respondents	Percentage (%)	No of Respondents	Percentage (%)
1	Have significant administrative reforms been implemented in Yangon Region in recent years?	28	100%	0	0%
2	Do you think the changes in the administrative system have led to better governance in Yangon Region?	19	68%	9	32%
3	Have these changes resulted in a more efficient decision-making process in the region?	19	68%	9	32%

**Table (4.5) Major Changes in Yangon Region’s Administrative System (Continued)**

Sr. No.	Questions	Yes		No	
		No of Respondents	Percentage (%)	No of Respondents	Percentage (%)
4	Do administrative officers in Yangon Region receive adequate support and resources to implement new policies?	15	54%	13	46%
5	Has decentralization improved the administrative system in Yangon Region?	20	71%	8	29%
6	Do you believe that reforms in the administrative system have positively affected the daily lives of citizens in Yangon?	18	64%	10	36%
7	Are there still major barriers preventing the full implementation of administrative reforms in Yangon Region?	15	54%	13	46%

Source: Survey Data, 2025

In Table (4.5), reflect the views of administrative officers regarding the major changes that have occurred in the Yangon Region’s administrative system in recent years. All officers agree that significant administrative reforms have been introduced in the region. This points to a shared understanding among public servants that the structure and operations of government have undergone substantial transformation, particularly following the reorganization of the region’s districts and related governance practices.

A majority of the officers believe that these reforms have led to better governance in the Yangon Region. This includes improved decision-making processes, stronger oversight, and more responsive public administration. The reforms are viewed as having strengthened institutional capacity and encouraged more efficient service delivery to the public. Many officers also think that the changes have resulted in quicker and more effective decision-making across administrative units. This reflects a belief that streamlined structures and clearer responsibilities have reduced unnecessary delays and improved the quality of administrative performance.

However, not all perspectives are entirely positive. A considerable number of officers express concern about whether sufficient support and resources are being provided to implement new policies effectively. This highlights a critical issue—while reforms may be well-intentioned and well-designed, their success depends on the availability of human resources, financial backing, and proper tools. Without these, the reforms may face difficulties in being fully realized.

A significant portion of respondents acknowledge that decentralization has contributed positively to the Yangon Region's administrative system. They view the distribution of authority to lower levels as a way to make government more responsive and effective in dealing with local matters. Decentralization is seen as allowing decisions to be made closer to the people, which enhances service quality and responsiveness. Some officers believe that these administrative changes have improved the daily lives of the public. They suggest that services are now more accessible, and administrative procedures are easier to navigate for ordinary citizens. This shows that reforms are having a practical, on-the-ground impact beyond internal administrative improvements.

Despite these successes, several officers indicate that there are still major obstacles to fully implementing the reforms. These include limitations in policy enforcement, capacity gaps, communication challenges, and resistance to change within some departments. These barriers suggest that, although the reform journey is progressing, more work is needed to overcome long-standing institutional and operational issues.

This survey illustrates a balanced perspective on the administrative changes in Yangon Region. On the one hand, there is recognition of positive outcomes such as improved governance, better decision-making, and the benefits of decentralization. On the other hand, there is awareness of the continued challenges in resourcing,

implementation, and structural adaptation. This mixed viewpoint emphasizes the need for sustained efforts, targeted investments, and ongoing policy support to ensure that administrative reforms bring about long-term, meaningful change for both civil servants and the public.

#### 4.3.6 Analysis on the Challenges of Administrative Officers

Table (4.6) continues the examination of challenges within Yangon Region's administrative system, providing a deeper understanding of the obstacles faced by administrative officers and the systemic issues impacting governance.

**Table (4.6) Challenges of Administrative Officers**

Sr. No.	Questions	Yes		No	
		No of Respondents	Percentage (%)	No of Respondents	Percentage (%)
1	Do you think administrative officers face challenges in implementing reforms effectively?	28	100%	0	0%
2	Has the change in governance and management systems in Yangon Region had a better impact on the interests and services of the public?	20	71%	8	29%
3	As the administrative systems in Yangon Region have expanded, have the administrative officials been able to control and govern government departments and social organizations?	20	71%	8	29%

**Table (4.6) Challenges of Administrative Officers (Continued)**

Sr. No.	Questions	Yes		No	
		No of Respondents	Percentage (%)	No of Respondents	Percentage (%)
4	Despite the reform of administrative systems in Yangon Region, are there still difficulties in management?	19	68%	9	32%
5	Along with reforming the administrative system, does the management of state finances also play an important role in national development?	20	71%	8	29%
6	Along with the reform of the administrative system, is the respect for the law, morale, and discipline of civil servants also an important factor for the development of the country?	15	54%	13	46%
7	Are there any difficulties in implementing responsibility and accountability in governance?	19	68%	9	32%
8	Are the actions of employees and administrative organizations, along with the system, important for reforming the administrative system?	28	100%	0	0%

**Table (4.6) Challenges of Administrative Officers (Continued)**

Sr. No.	Questions	Yes		No	
		No of Respondents	Percentage (%)	No of Respondents	Percentage (%)
9	Are there resource shortages (such as staff or infrastructure) affecting administrative operations?	15	54%	13	46%
10	Has the lack of coordination among government departments created challenges in governance?	28	100%	0	0%
11	Do you believe that administrative reform in the Yangon Region will help improve and strengthen the country's administrative system?	28	100%	0	0%

Source: Survey Data, 2025

In Table (4.6), presents the challenges faced by administrative officers in the Yangon Region as they implement and adapt to the ongoing reforms in Myanmar's administrative system. According to the responses, all officers agree that they face various difficulties in carrying out reform processes effectively. This consensus reflects the reality that administrative reforms, while necessary, are often complex and come with significant operational burdens for those responsible for making them work.

Administrative officers believe that the changes in governance and administrative management have improved services and are better aligned with public interests. This suggests that despite facing challenges, the reforms are viewed as having a positive direction overall. However, at the same time, many officers also report that there are still management difficulties even after the implementation of the reforms. This highlights a gap between policy intentions and actual administrative practice.

Another challenge raised by many administrative officers is related to the ability of administrative officials to manage both government departments and social organizations as the system expands. The expansion of responsibilities without corresponding increases in support or capacity appears to have created pressure on officers, making their work more demanding and complex.

In addition, several administrative officers mention that respect for the law, civil service morale, and discipline are important factors that must accompany the reform process. They view these values as essential to national development and believe that without strong ethical foundations, administrative reforms alone may not be enough to bring about sustainable progress.

The issue of responsibility and accountability is another key concern. A considerable number of officers indicate that implementing these principles effectively is difficult under current conditions. This may be due to systemic obstacles, such as weak enforcement mechanisms or a lack of clarity in institutional roles and responsibilities. All surveyed officers believe that the actions of employees and administrative organizations are just as important as system reforms themselves. Resource limitations are also cited as a persistent issue. Many officers point to shortages in staffing and infrastructure, which hinder their ability to perform duties efficiently. Without enough personnel or proper facilities, the ability to deliver services and uphold reforms is significantly constrained.

A very strong concern expressed by all respondents is the lack of coordination among government departments. Poor inter-departmental communication and collaboration are seen as major barriers to effective governance. Officers feel that without a unified approach and shared understanding across different agencies, reform efforts become fragmented and inconsistent. Corruption and lack of transparency are additional challenges identified by all officers. These issues are perceived as deep-rooted and systemic, posing serious threats to the credibility and effectiveness of the administration. They also hinder efforts to build public trust and to ensure that reforms deliver fair and equitable outcomes.

Every respondent believes that reforms in the Yangon Region's administrative system are vital for improving the country's overall administrative framework. Despite the many obstacles, officers show strong support for continued reform and express a clear recognition of its importance for national development and better governance.

The survey describes a detailed picture of the challenges faced by administrative officers in the Yangon Region. These challenges range from operational limitations and coordination problems to ethical concerns and structural weaknesses. While officers acknowledge the benefits of ongoing reforms, they also call attention to the many factors that must be addressed to make these reforms effective and lasting. Comprehensive solutions that combine resource support, ethical leadership, accountability systems, and stronger inter-agency collaboration are needed to overcome these barriers and ensure the success of Myanmar's administrative transformation.

## **CHAPTER V**

### **CONCLUSION**

#### **5.1 Findings**

This study clearly show that administrative reforms have been implemented in the Yangon Region. All of the administrative officers who participated in the survey understand that these reforms are important for improving governance and public service delivery. The respondents also agree that the administrative system in Myanmar has undergone several changes over the years, especially with the restructuring of the Yangon Region into more manageable and decentralized districts. This change is seen as a positive step that helps local governments work more closely with the people and respond to their needs faster.

Most officers believe that the administrative reforms have led to improvements in their departments. They feel that services have become more efficient, and decision-making processes have become faster. This has helped the government better serve the public. Many officers also see that decentralization has made it easier to carry out their duties and increased their sense of responsibility in the local administrative units. They recognize that decentralization helps to bring services closer to the people and encourages faster action without waiting for orders from central authorities.

However, even though there are many positive changes, the study also found that challenges still exist. One major problem reported by many officers is the lack of sufficient training and professional development. They feel that although their responsibilities have changed due to the reforms, they have not received enough training to carry out their new duties effectively. This lack of training can lead to confusion, mistakes, and delays in implementing new policies. It also reduces confidence among civil servants when performing unfamiliar tasks.

Another challenge identified is the weak coordination among different government departments. Officers report that poor communication and cooperation between agencies create obstacles to effective reform. Sometimes departments do not share information or work together, which results in inefficiency and repeated tasks.

This lack of coordination is seen as a major problem that must be addressed to improve the reform process.

In addition to these operational challenges, officers also raised concerns about political influence on administrative matters. Some officers feel that political interference can affect their independence and professionalism. This makes it difficult for them to carry out their work fairly and neutrally. A strong and independent civil service is essential for implementing reforms successfully, and reducing political pressure is necessary to build public trust.

The role of technology in the reform process was also discussed in the findings. All officers agree that the use of digital tools and systems has improved their work. Online platforms and e-Government tools have made administrative processes faster and more transparent. This has helped reduce paperwork, save time, and improve communication between offices. Officers appreciate how technology supports their daily tasks and helps them serve the public more efficiently.

Moreover, the study found that civil servants play a very important role in the success of administrative reforms. Officers believe that their performance, discipline, and attitude directly affect public trust in the government. They also understand that reforms will not succeed unless the employees themselves are committed to change. The study highlights that reforms are not just about changing systems or structures; they also require the active participation and cooperation of civil servants.

The findings show that administrative reforms in the Yangon Region have brought about many positive changes. Services have improved, decentralization has strengthened local governance, and digital systems have supported more effective administration. However, there are still areas that need attention, such as better training for officers, stronger coordination between departments, and reducing political influence. Addressing these challenges will help ensure that reforms are more successful and sustainable in the long term.

## **5.2 Suggestions**

Based on the findings, several suggestions and recommendations can be made to improve the administrative system in the Yangon Region. First of all, it is important to provide regular and effective training programs for civil servants. Many officers mentioned that they face difficulties due to a lack of proper training. As administrative reforms bring new responsibilities and changes in procedures, officers need to be

equipped with the right knowledge and skills. The government should organize capacity-building workshops, refresher courses, and on-the-job training sessions. These should focus on practical knowledge, new technologies, updated procedures, and public service ethics. When civil servants are properly trained, they will be more confident and efficient in their roles.

Secondly, there should be stronger efforts to improve coordination among different government departments. Many officers expressed that poor cooperation between agencies is a major obstacle. To overcome this, the government should establish clear communication channels between departments. Regular meetings and inter-departmental coordination committees should be formed to discuss common issues and find joint solutions. Departments should be encouraged to share data, resources, and best practices. Better teamwork between offices will reduce duplication of work and increase the speed and quality of service delivery.

Thirdly, political influence on administrative tasks should be minimized. The administrative system should be independent and professional. Officers should be able to make decisions based on rules and procedures, not on political pressure. To achieve this, the recruitment and promotion of civil servants should be based on merit, not political connections. There should also be clear policies and monitoring systems to prevent political interference. A neutral and professional civil service will help build public trust and ensure that reforms are fair and effective.

Another suggestion is to increase the use of digital systems in administration. All officers agree that technology has made their work easier and more efficient. Therefore, the government should continue to invest in e-Government tools, online services, and digital databases. Internet access and basic computer facilities should be provided at all offices. Civil servants should also receive digital literacy training. With the help of technology, administrative processes can become faster, more transparent, and more accessible to the public.

Decentralization should also be supported further. Officers believe that allowing local governments more authority has improved decision-making and service delivery. To make decentralization more effective, township and district offices should receive enough budget, staff, and resources. Clear guidelines should be provided so that local authorities understand their roles and responsibilities. When local offices are empowered and supported, they can respond better to the needs of their communities.

The morale and motivation of civil servants also need attention. Many officers are committed to reform, but they face pressure, high workloads, and lack of recognition. The government should improve working conditions and provide incentives, such as promotions, awards, and benefits for outstanding performance. Listening to officers' feedback and involving them in reform planning will also make them feel more valued and engaged.

Transparency and accountability must be strengthened. Some officers expressed concerns about corruption and weak enforcement of rules. The government should ensure that all departments follow laws and regulations strictly. There should be regular audits, monitoring systems, and public complaint mechanisms. Ethical standards should be promoted through leadership and example. When there is accountability, the public will trust the system more.

Finally, public participation should be encouraged in the reform process. Some officers felt that the voices of the people are not heard enough. The government should create platforms for citizen feedback, such as public forums, surveys, and digital feedback tools. Local administrators should be trained to listen to public concerns and include them in decision-making. When the public is involved, reforms will be more responsive, and people will feel ownership in the system.

The success of administrative reform depends not only on changing systems and structures but also on improving people, processes, and relationships. By providing better training, promoting coordination, reducing political influence, using technology, supporting decentralization, and encouraging participation, Myanmar's administrative system—especially in the Yangon Region—can become more effective, transparent, and responsive to the needs of the people. These steps are important for building a modern and trusted public administration.

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**APPENDIX A**  
**YANGON UNIVERSITY OF ECONOMICS**  
**DEPARTMENT OF APPLIED ECONOMICS**  
**EMPA PROGRAMME**

**Questionnaire for A Study on the Changes of Administration System in  
Myanmar**  
**(Case Study: Yangon Region)**

This survey is a partial fulfillment of the requirements for the Master Degree of Public Administration Program, aiming the Study on the Changes of Administration System in Myanmar (Case Study: Yangon Region). This survey is only concerned with EMPA thesis papers and is not related to other purposes. Kindly respond to the questions provided below. Thank you for your precious time.

No.	Statement	Answer	
<b>Section 1. General Information</b>			
1	Have you studied the reforms in the administrative sector in depth?	Yes	No
2	Have you worked in the administration system for more than five years?	Yes	No
3	Do you believe your role has changed due to administrative reforms?	Yes	No
4	Are you involved in decision-making processes in your department?	Yes	No
5	Do you think administrative officers receive enough training to adapt to changes in the administration system?	Yes	No
<b>Section 2. Role of Civil Service in Administrative Reforms</b>			
1	Do you think the civil service plays a crucial role in implementing administrative reforms in Myanmar?	Yes	No
2	Do you think that if the administrative sector is reformed, the role of public servants needs to change as well?	Yes	No
3	Do civil servants receive sufficient training and capacity-building programs to adapt to administrative changes?	Yes	No

4	Do the actions of public servants help build public trust in the government's administrative system?	Yes	No
5	Do you believe political influence affects the independence of the civil service in Myanmar's administrative system?	Yes	No
6	Have technological advancements, such as e-Government, improved the performance of the civil service in Yangon Region?	Yes	No
7	Do you think civil service reforms in Myanmar are necessary for achieving better governance and public service delivery?	Yes	No
<b>Section 3. Administrative Structure in Yangon Region</b>			
1	Have there been significant changes in Myanmar's administration system in the past decade?	Yes	No
2	Do you think the administrative system in Yangon Region has improved since the previous four-district administrative system was reorganized into 14 districts?	Yes	No
3	Has the administrative reform in Yangon Region resulted in more efficient and better service systems for the public?	Yes	No
4	Do you believe public servants follow rules and regulations?	Yes	No
5	Do you think local administrators listen to public opinions?	Yes	No
6	As the administrative system in Yangon Region has been reformed, have the public and employees been in harmony with the changes?	Yes	No
7	Is there a clear and transparent policy for civil service recruitment and promotion in Myanmar?	Yes	No
8	Has decentralization had an impact on the administration system in Yangon Region?	Yes	No
9	Do you think the use of technology has improved administrative efficiency in Yangon Region?	Yes	No
<b>Section 4. Major Changes in Yangon Region's Administrative System</b>			
1	Have significant administrative reforms been implemented in Yangon Region in recent years?	Yes	No
2	Do you think the changes in the administrative system have led to better governance in Yangon Region?	Yes	No

3	Have these changes resulted in a more efficient decision-making process in the region?	Yes	No
4	Do administrative officers in Yangon Region receive adequate support and resources to implement new policies?	Yes	No
5	Has decentralization improved the administrative system in Yangon Region?	Yes	No
6	Do you believe that reforms in the administrative system have positively affected the daily lives of citizens in Yangon?	Yes	No
7	Are there still major barriers preventing the full implementation of administrative reforms in Yangon Region?	Yes	No
<b>Section 5. Challenges of Administrative Officers</b>			
1	Do you think administrative officers face challenges in implementing reforms effectively?	Yes	No
2	Has the change in governance and management systems in Yangon Region had a better impact on the interests and services of the public?	Yes	No
3	As the administrative systems in Yangon Region have expanded, have the administrative officials been able to control and govern government departments and social organizations?	Yes	No
4	Despite the reform of administrative systems in Yangon Region, are there still difficulties in management?	Yes	No
5	Along with reforming the administrative system, does the management of state finances also play an important role in national development?	Yes	No
6	Along with the reform of the administrative system, is the respect for the law, morale, and discipline of civil servants also an important factor for the development of the country?	Yes	No
7	Are there any difficulties in implementing responsibility and accountability in governance?	Yes	No
8	Are the actions of employees and administrative organizations, along with the system, important for reforming the administrative system?	Yes	No

9	Are there resource shortages (such as staff or infrastructure) affecting administrative operations?	Yes	No
10	Has the lack of coordination among government departments created challenges in governance?	Yes	No
11	Do you believe that administrative reform in the Yangon Region will help improve and strengthen the country's administrative system?	Yes	No