

**YANGON UNIVERSITY OF ECONOMICS**

**PhD Programme**

**Public Administration and Civil Service System in Myanmar**

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**4 PhD (Res) (Ba)- 1**

**June, 2014**

# Public Administration and Civil Service System in Myanmar

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## **Abstract**

Globally, public administration and its branch, civil service system plays as crucial role in achieving good governance and socioeconomic improvement in many nations. Administrative changes in Myanmar in past two decades led changes in socioeconomic conditions of the country. However, assessing the nature and impacts of these transformations in public administration is indispensable. Public administration and civil service systems under diverse regimes are examined in this study. The main focus is to examine the administrative system of Myanmar between 1988 and 2010. Particularly, this study aims to explore the chain of public administration and changes of civil service systems in Myanmar and to assess the effectiveness of post 1988 reforms in public administration and civil service system. Public administration and civil service in Myanmar is assessed through the theory of development administration. Throughout the period, centralized nature of administration is accustomed with the lack of sufficient impetus. Another drawback in Myanmar public administration is the experiencing of frequent political transition. Due to this changing nature, accomplishing goals as well as other improvements were delayed. The type of reform in public sector of Myanmar in post 1988 is neither effective, nor comprehensive. It is just a pure transformational as well. Until 2010, public administration in Myanmar is just a traditional administration and only initiated towards development administration. However, it takes time to transform mindset and attitudes of administrators as well as population in the process of efficient reform. To implement proper development administration system, it is necessary to cope with rapidly changing environment. Upgrading the performance, collaboration within administrative body and sharing decision making are still needed.

## ACKNOWLEDGEMENT

First and foremost, I extend my sincere gratitude to the Former Rector, Dr. Kan Zaw (Union Minister, Ministry of National Planning and Economic Development) for consenting to do this topic. And also express my deep gratitude to the Rector, Professor Dr. Khin Naing Oo for her kind permission to carry out this study, her invaluable supervision, advice and unfailing interest on the study.

I would also like to express my thankfulness to my valuable supervisor Professor U Kyaw Min Htun, Retired Pro-rector of the Yangon University of Economics, for his insightful advices, suggestions, and tireless guidance for my research from the beginning of the research proposal, literature, analysis, and final write up. His support and advice contributed a lot to this work.

I am deeply indebted to Professor Dr. Than Nyun, Retired Rector of Yangon University of Economics, for his constant encouragement and suggestion to complete my thesis. He has devoted his valuable time and efforts in guiding, and correcting this thesis. Furthermore, I would like to express my special thanks to Dr. Hla Maung, for guiding me the important skills to prepare and conduct analytical aspect of my research.

In addition, I am very grateful to steering committee of the PhD Programme in Economics, Yangon University of Economics for their kindness, and support throughout the preparation of this thesis. I would like to thank the Board of Examiners for giving their precious time on me. Without continuous inputs from my senior Professors, Professor Daw Sinn Theingi, Professor Daw Nyunt Nyunt Swe, Professor Daw Aye Aye Myint, and Professor Daw Tin Hla Kyi for their encouragement and suggestion, I cannot accomplish this research completely. I also would like to show appreciation to my senior and junior staffs from the Department of Applied Economics for encouraging, supporting and helping on me to do my research work.

Then, I would like to express my greatest respects to my parents for brought me to reach this status and to my brothers and sisters to serve as a constant source of support, love and encouragement. Without their continued help I would have never been where I am today. Lastly but most important I would like to thank the responsible personnel from the General Administrative Department, GAD, for their kind support of required data and information.

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## **Abbreviation**

AD	Assistant Director
ADB	Asian Development Bank
AFPFL	Anti-Fascist People's Freedom League
BCS	Burma Civil Service
BDA	Burma Defence Army
BIA	Burma Independence Army
BNA	Burma National Army
BSI	Bureau of Special Investigation
BSPP	Burma Socialist Programme Party
CAF	Common Assessment Framework
CASB	Civil Administration System for Burma
CICS	Central Institute of Civil Service
CONTACT	Country Assessment in Accountability and Transparency
CPI	Corruption Perception Index
CPIA	Country Policy and Institutional Assessment
CSAD	Civil Service Affairs Department
CSSTB	Civil Service Selection and Training Board
CSSTD	Civil Service Selection and Training Department
DC	Deputy Commissioner
DD	Deputy Director
DDG	Deputy Director General
DG	Director General
ECA	Economic Cooperation Administration
EIPA	European Institute of Public Administration
EU	European Union
FDI	Foreign Direct Investment
GAD	General Affairs Department /General Administration Department
GCBA	General Council of Burmese Association
GEC	Government Employees' Co-operatives

GRIPS	(National) Graduate Institute for Policy Studies
HFA	Health For All
HRM	Human Resource Management
IADB	Inter-American Development Bank
ICS	Indian Civil Service
IDA	Institute of Development Administration
IMF	International Monetary Fund
INGOs	International Non Government Organizations
IT	Information Technology
KTA	KnappenTippettsAbbett Engineering Co.
LDCs	Least Developed Countries
LORCs	Law and Order Restoration Councils
MD	Managing Director
MIDC	Myanmar Industrial Development Committee
MOHA	Ministry of Home Affairs
MOHRA	Ministry of Home and Religious Affairs
MPA	Master of Public Administration
NCHRD	National Centre for Human Resource Development
NGOs	Non Government Organizations
NHC	National Health Committee
OECD	Organization for Economic Co-operation and Development
PAP	Public Administration Performance
PDCs	Peace and Development Councils
PEFA	Public Expenditure and Financial Accountability
POSDCORB	Planning, Organization, Staffing, Directing, Co-ordination, Reporting, and Budgeting
PSC	Public Service Commission
R&D	Research and Development
SACs	Security and Administration Committees
SDO	Sub-Divisional Officer
SLORC	State Law and Order Restoration Council
SPDC	State Peace and Development Council
UNCED	United Nations Conference on Environment and Development

UNDP	United Nations Development Programme
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNPAN	United Nations Public Administration Network
YMBA	Young Men's Buddhist Association

# **CHAPTER I**

## **INTRODUCTION**

Public administration in Myanmar has passed a long journey through monarchism, imperialism, socialism, and at present, a system of democratic administration. Thus, Myanmar has been engaged in different administrative systems from the day of ancient Myanmar Kings to that of the present government. Previous systems that had been established had resulted in dissatisfaction in the fulfilling of the requirements of the nation.

Public administration plays a vital role for executing laws, policies, programs of a country and is a stabilizing force in the society as it provides continuity. The success of a government is dependent on the ability of public administration, its service provision, values and implementation for the society as a whole. Civil servants play a major task in public administration and they are regarded as permanent executives although political executives and systems of government may change.

Successful implementation of government functions depends on the extent of fulfilling the requirements of the public than reliance on application of administrative strategy of governing body. In order to establish an effective and forceful administration a cooperative and energetic effort of all civil service personnel including higher echelons in the administrative body is necessary.

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

In Myanmar, with the objective of emerging a well disciplined democratic system in the 21<sup>st</sup> century in support of building a new peaceful modern nation, (12) objectives are implemented encompassing political, economic and social sectors, which in turn are the basic foundation in establishing a new administrative mechanism.

Since independence Myanmar Civil Service has changed and adapted, to some extent, from time to time, due to political turmoil and instability. The administration was not effective throughout the country because of armed insurrection and racial insurgents in remote and far-flung areas. However, at present, national reconciliation has been achieved through negotiations between the government and racial insurgents. The exchange of arms for peace has been made and local administration is becoming effective in these areas.

Civil servants are the major instruments for implementation of the will of the states. The basic task of the civil servants is to transform politics into action. The higher echelons of the civil service also assist their political superiors in policy formulation by giving expert advice, assistance and information, where needed. Most of the countries in the world have strong evidence that one of the key requirements of good governance with a skilled, motivated, efficient civil service with a professional ethos. Rational people believe that the good public administrators have to acquire effective accountability, transparency of relevant information, appropriate participation, predictability of public administration based on the rule of law.

One of the scholars said that “A good civil service is not, of course, sufficient in itself to produce good governance; other mechanisms must be in place. Experience shows, however, that a very bad civil service is sufficient to produce bad governance, even if the right accountability and other mechanisms are in place.”<sup>1</sup> It is sure that civil service has a crucial role in public administration.

Civil service in central and local government plays a vital role and is the most important force for state security, community peace and tranquility, prevalence of law and order, governance and administration, economic, transportation, social, education, health and other sectors. Every public organization constitutes its own service systems comprising permanent civil service groups, whose size and functions depend on the nature of the organization, most government departments in all countries have employees who are normally recruited at the lower grades, the senior positions being filled by promotion from below. Modern civil service constitutes persons with both

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<sup>1</sup> Economic Commission for Africa, (2002), Guidelines for Enhancing Good Economic and Corporate Governance in Africa, The United Nations Economic Commission for Africa (UNECA)

general and technical qualifications leading to the publicized debate on generalists versus specialists.

According to the public aspirations in 1993, the State Peace and Development Council adopted a multi-party democratic system and market economy and convened the National Convention for the future of the nation in 1993. Well experienced persons in various aspects of politics, security, administration, economics, social, and law and also national races representatives of all townships in the nation participated in the National Convention. State Peace and Development Council had laid down the Road Map of Myanmar and is implementing the seven steps in this road map, step by step since 2003. The National Convention was able to adopt the basic principles and detailed basic principles for formulation of a constitution when it was successfully concluded in 2007. The National Referendum had ratified and promulgated the State Constitution of the Republic of the Union of Myanmar on 29 May, 2008 and also the election of People's Representatives to the Hluttaw was completed on 7 November 2010. This is the accomplishment of sixth step of the Seven Step Road Map which has been set up in 2003. The seventh step was implemented after the election.

On the other hand, since 1988, Myanmar has also replaced the centrally planned economy with a more liberalized economic system based on market oriented economy and also the new constitution had ratified the market economy system as the economic system of the Union. In this, all of the economic forces including regional organizations, co-operatives, joint-ventures, and private individuals can take part in the economic activities for the development of the national economy. Private participation is strongly encouraged.

Earlier history of the public administration in Myanmar has experienced from monarchism to colonialism and also the fascist rule. After the independence period, few years of parliamentary democracy system followed by prolonged authoritarian regime affected the administrative system of Myanmar. Only in post 2010 election, administrative system changed significantly with political reforms as well as economic reforms. As the civil service is a branch of governmental service in which individuals are employed on the basis of professional merit, exploring the development of civil service in Myanmar is also taken into consideration.

According to the new constitution, the Republic of the Union of Myanmar practices multi-party democratic system and constituted with union system. Initially, the administrative objectives are aimed towards achievement of economic and social development that can keep Myanmar abreast with the other countries in global arena.

Studying and exploring the role of public administration, and civil service have paid low attention and very uncommon in previous regimes due to centralized nature of administration. Study on administrative changes and their impacts on economy are essential for developing country like Myanmar. Although previous administrative systems are not much relevant for current situation, their strengths, weaknesses and effects are worth studying to learn lessons from the past. Post independence administrations are also crucial as their impacts affected the development of Myanmar among contemporary Asian developing countries. For Myanmar, the role of public administration and civil service reforms in achieving developing goals become more important. More importantly, there is evident that two decades of administrative reform in Myanmar, especially in late 20<sup>th</sup> Century and early 21<sup>st</sup> Century affected social and economic conditions of Myanmar in many ways. Hence, studying the changes in public administration and impacts on economic development between 1988 and 2010 will contribute proposals for future changes and transformations.

## **1.2 Objective of the study**

This study aims to explore the evolution of public administration and civil service systems in Myanmar from the colonial era to the SPDC era, and to assess the public administration system in Myanmar by studying the effectiveness of the administrative system under SLORC and SPDC, and to find out whether these systems were result or process oriented in nature.

## **1.3 Method of the Study**

To achieve the above objectives, descriptive method is used based on available data and information which includes acts, laws, regulations and documents, research papers related to this study. Although there are various measures to assess the performance of administrative structure of an economy, this study assesses the public

administration system in Myanmar from the point of view of development administration.

Specifically, this study assesses whether administrative reforms in Myanmar between 1988 and 2010 are result oriented, committed to development, integrated among ministries, and stress on planning, decentralization, and citizen participation in the administration. Analysis on civil service in Myanmar takes into account their training, career and position system, pay and compensation, performance management between 1988 and 2010.

#### **1.4 Scope and Limitations**

The period of study is divided into pre colonial period, colonial period, post independence period, caretaker government, BSPP era, SLORC and SPDC administration. With regard to the first objective, studies have been made on evolution of public administration system as well as civil service from monarchism to pre 1988 period. To achieve the second objective, public administration and civil service in Myanmar are assessed through the constituents of development administration from 1988 and 2010.

Although the assessment on performance of public administration and civil service should stress on quality of judiciary and shadow economy, this study has some limitations in analyzing these issues. This study does not assess the new administration of democratic government after 2011, even though the reforms within the previous administrative structures are portrayed.

#### **1.5 Organization of the Study**

This thesis is emphasized on assessing public administration and civil service in Myanmar between 1988 and 2010. Myanmar has experienced various forms of administration systems during pre and post colonial periods. Yet post 1988 administration has initiated the market oriented economic system with a range of reform measures in economic and social sectors.

This study is organized into six chapters. Chapter I, the introductory chapter, presents the rationale, objectives, methodology and scope of the study. In Chapter II, the

concepts and development of public administration theories, civil service system, good governance and good civil service are reviewed. Chapter III discusses the chain of public administration in Myanmar which is divided with four specific periods, before independence, after independence, SLORC / SPDC era, and early stage of democratic period. Chapter IV explores civil service system in Myanmar from British colonial era to the 2010 administration. In Chapter V, the role of civil service system in public administration in Myanmar is evaluated based on descriptive analysis with particular emphasis between late 1988 and 2010 period. Finally, in Chapter VI, this thesis concludes with findings and discussions, and recommendations.

## **CHAPTER II**

### **LITERATURE REVIEW**

In this 21<sup>st</sup> Century, an efficient administrative system has become increasingly important for countries all over the world. Besides, highly motivated and energetic civil servants are crucial for performing public services. Various scholars delineate the importance and changing trend of public administration in different ways. Countries carry out reform measures in public administration to accomplish desired goals. Some of them achieved success yet others failed. Accordingly, upgrading administrative integrity, responsiveness and services turn into indispensable task for achieving efficient administrative structure as well as for initiating trustworthy civil servants.

#### **2.1 Public Administration: Terms and Concepts**

Public Administration, in a simple way, is defined as a government in action that is the management of public affairs or the implementation of public policies. Many definitions have also been put up by various intellectuals and economists. The word “Administration” is originally a Latin word and Romans used it in two ways. The first way is that “administration” occurs after a decision on policy has been made. Therefore, “Policy” decisions differ from administrative decisions and thus policy decisions are separate from administrative decisions.

The second way is that administration is not being seen as a subordinate activity and no distinction can be made between policy and administration as in the first way. In this, an administrator is seen as someone who not only executes decisions taken by others, but he himself is the decision-maker. In this aspect, the terms policy and administration become key words. Policy is a word used to refer to decisions about goals or objectives.

Divergence in administration between public and private sector is large. In terms of organizational goal, public organizations are not motivated by profit. Their aims are to provide goods and services which cannot be offered fully by the private sector. Public organizations are responsible for implementing public policies. Accordingly, they are more closely scrutinized by the public organizations. For private sectors, major reason responsible for the efficiency is concerned with cutting red tape. However, public organizations usually have high level of red tape and low efficiency. In public organizations success and failure cannot be evaluated through profit. In contrast, private organizations can rely on various financial incentives to motivate. These differences are illustrated in table 2.1.

**Table 2.1 Differences between Public and Private Administration**

<b>Criterion</b>	<b>Public Administration</b>	<b>Private Administration</b>
<b>Organizational Goal</b>	Provide Goods and Services that do not done by Private Sector	Maximize Profit
<b>Public Scrutiny</b>	High	Low
<b>Red Tape</b>	High Degree of Red Tape Reduces Efficiency	Maximize Efficiency by cutting Red Tape
<b>Motivation and Evaluation</b>	Difficult to Measure Performance	Reliance on Financial Incentives

Source: Jon S. T. Quah, (2010), Public Administration Singapore-Style, Emerald Group Publishing Limited, UK.

For public sector, administration and policy must also be examined in an organizational setting. Decision-making or establishing policy is critical or an essential part of organizational life. Moreover, with the word administration, the coordination of men and materials is involved in the activity of public administration. In this sense, public administration is not only concerned with accomplishing identifiable purposes but also concerned with the purposes of society as a whole and therefore with the purpose of the state.

The government must provide policies for society aiming to establish the goals or ends of the society while public administration is concerned with achieving them.

Hence, public administration is any kind of administration within the area of public interest, which simply comes to mean governmental administration. J.M.Pfifner (1960) takes a broader view on public administration, that it includes all of the government activities having for their purposes, fulfillment of public policy. In this opinion, administration consists of getting the work of government done by coordinating the efforts of the people so that they can work together to accomplish their set tasks. Public administration was also viewed as a particular sector within the broader field of general administration.

Pfiffner, (1960) also states that public administration is concerned with the formulation and implementation of public policy which is hammered into final shape by representative political bodies. In short, he defined that administration is the general process which characterizes all collective effort. It may be defined as the organization and direction of human and material resources to achieve desired ends.

M.Ruthnaswamy (1962) had recognized that “administration is that part of the activity of a body or group of men which is concerned with the management of the affairs of that body or group. It consists of the acts or series of acts committed on behalf of that body or group and which bear on the strength and fortune of that body”. In other words, when administration has to do with the affairs of a state or minor political institution, it is called public administration. All the acts of the officials of a Government from the peon in a remote office to the Head of a State at the capital constitute public administration.

Then, a simple working definition by Corson and Harris (1963) described public administration in modern society as decision making, planning the work to be done, formulating objectives and goals etc., establishing and reviewing organizations, directing and supervising from employees to executives and supervisors. It is the action part of government; the means by which the purposes and goals of government are realized. Therefore, public administration is basically the administrative side of government as opposed to the legislative and judicial sides. In this aspect, public administration can also be defined as the management of affairs of the government at all levels of national, states and local as a branch of the broad field of administration.

As the term of public administration is used in a number of different ways, Fletcher (1967) has denoted that public administration is the activity of public servants and the structure of executive government.

Moreover, according to Marshall E. Dimock (1937), public administration is the fulfillment or enforcement of public policy as declared by the competent authorities and that public administration is law in action and it is the executive side of government. On the whole, public administration consists of the totality of government activities, skills and techniques of organization and management that order and social purposes are given to the efforts of extensive members.

Therefore, according to Felix A. Nigro (1965) in his “Modern Public Administration”, public administration

- (a) is cooperative group effort in a public setting,
- (b) covers all three branches- executive, legislative and judicial – and their interrelationship;
- (c) has an important role in the formulation of public policy and is thus a part of the political process.
- (d) is more important than, and also different in significant ways from private administration; is a field of study and practice that has been much influenced in recent years by the human relations approach;
- (e) is closely associated with numerous private groups and individuals in providing services to the community.

According to Rumki Basu (1994), some identifications of public administration can be derived from those definitions that public administration is:

- (1) the formulation and implementation of public policies;
- (2) the executive branch of government;
- (3) organizational structures and machinery of administration;
- (4) administrative process;
- (5) coordination of group activity or social relationship; and
- (6) interaction between organizations and their environment.

As administration, whether private or public, consists of acts or a series of acts, the doing of things, it is an art and also as administration consists of deeds and acts with a practical end in view, it is also an art. But it is likely to be said that all arts to be perfected or developed to all possible perfection, it must be based on science, that is a knowledge of all that will make for good administration. In this sense, the successful administrator must possess knowledge of political economy which is the science of the wealth of nations.

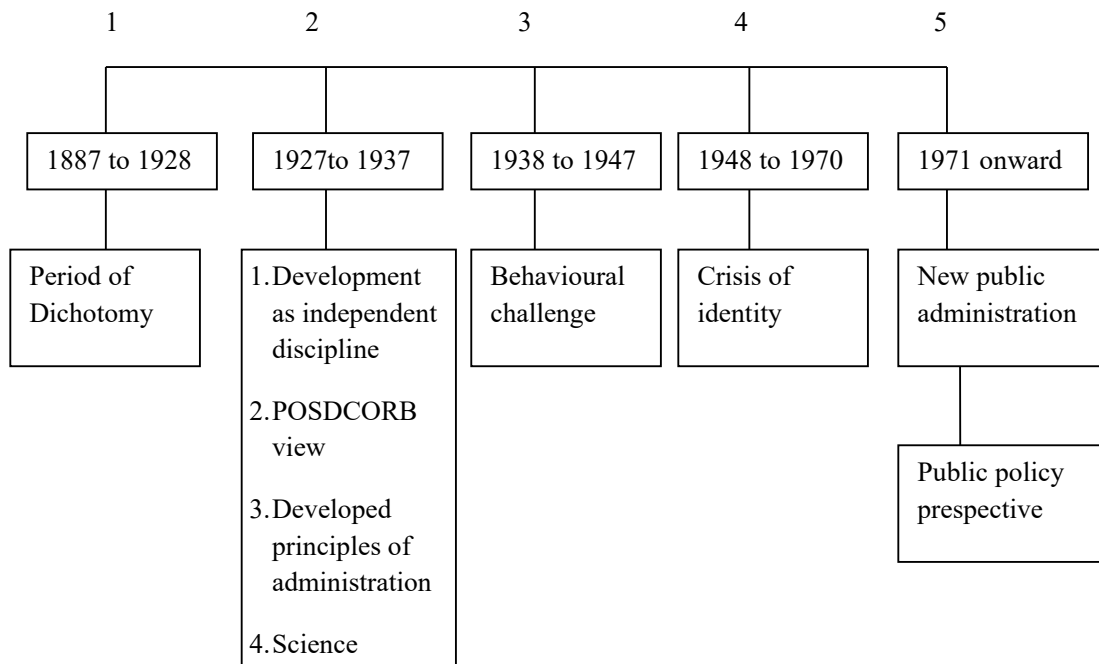
As administration has to manage men, some knowledge of the general principles of science must be possessed or acknowledged as science has been put at the service of human welfare in modern times; some knowledge of the general principles of government, as administration is a section of government; all these and other kinds of knowledge would be useful and even necessary, to the administrator.

But public administration persists in being an art because administration when it begins to operate, issues an act or series of acts. All the science of public administration will not get things done in administration and it may help to good action but it is no substitute for action. In the beginning of administration there must be thought but in the end there must be action and action is an art.

## **2.2 Theories in Public Administration**

Theories of public administration has initiated since the late 20th century. The earliest period of the development of public administration is from 1887-1926, 1927 to 1937, 1938 to 1947, 1948 to 1970, and 1971 onwards. The trend of public administration development can generally be seen in following figure.

**Figure 2.1 Phases of the Theoretical Development of Public Administration**



Source: [www.mu.ac.in/myweb\\_test/SYBA%20Study%20Material/pol\\_sc-III.pdf](http://www.mu.ac.in/myweb_test/SYBA%20Study%20Material/pol_sc-III.pdf)

During each phase various scholars pointed out and added various aspects to figure out the nature and concept of public administration. In the first phase, strong belief in politics and administration were emerged. In the second phase, Public Administration can be regarded as the Status of separate subject of social science, and science of administration. POSDCORB view includes planning, organization, staffing, directing, co-ordination, reporting, and budgeting. In addition, theories and principles for both public and private administration were initiated. After World War II, Public Administration was criticized as being a science, separate discipline and apart from politics, rethinking Public Administration as natural science and political science. Phase IV was a evolution of new ideology on public administration. During the period, Public Administration was started to consider as inter-disciplinary issue and New Public Administration (NPM) was initiated with the emphasis of comparative Administration, development Administration, and market orientation.

### 2.2.1 Early Theories of Public Administration

In general administrative theories start developed from Organizational Theory<sup>2</sup>, Behavioral analysis<sup>3</sup> and public personal administration<sup>4</sup> at the micro level. In contrast applied administration include

1. Political functions including the executive - legislative relationship, administrative, activities of the cabinet, the minister, and permanent official relationship.
2. Legislative function which includes delegated legislation and the preparatory work done by the officials in connection with the drawing up of bills.
3. Financial functions compose of total financial administration from the preparation of the budget to its execution, accounting, and audit etc.
4. Defense - Functions relating to military administration.
5. Educational function contains functions relating to educational administration
6. Social welfare administration including the activities of the departments concerned with food, housing, social security and development activities
7. Economic Administration concerning production and encouragement of industries and agriculture.
8. Foreign administration including the conduct of foreign affairs, diplomacy, international cooperation etc. and
9. Local administration concerns with the activities of the local self-governing institutions.<sup>5</sup>

Among the various scholars, renown ideologies concerning public administration are shown in this section. One of the early academics of Public Administration, Professor

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<sup>2</sup> Structure, organization, functions and methods of all types of public authority engaged in administration, whether national, regional or local and executive

<sup>3</sup> The functions of administrative authorities and the various methods appropriate to different types of functions

<sup>4</sup> The problems concerning personnel e.g. recruitment, training, promotion, retirement etc. and the problems relating to planning, research, information and public relation services

<sup>5</sup> [www.mu.ac.in/myweb\\_test/SYBA%20Study%20Material/pol\\_sc-III.pdf](http://www.mu.ac.in/myweb_test/SYBA%20Study%20Material/pol_sc-III.pdf)

Woodrow Wilson<sup>6</sup> stated *Public Administration* as a detailed and systematic application of law. He, then advocated four concepts including

- Separation of politics and administration
- Comparative analysis of political and private organizations
- Improving efficiency with business-like practices and attitudes toward daily operations
- Improving the effectiveness of public service through management and by training civil servants, merit-based assessment in his publication.<sup>7</sup>

Frank J. Goodnow (1900) followed Wilson's ideology while L. D. White (1926) published the first text-book on Public Administration and emphasizing the theme of the differences between politics and administration. In 1911, Frederick W. Taylor pointed out scientific management with main principles of selection, training, and developing each employee rather than passively leaving them to train themselves. The bureaucratic theory of public administration was explained by Max Weber<sup>8</sup> (1922) and his masterwork publication of *Economy and Society*. Weber characterized a bureaucratic state by division of labor, hierarchy, rules and rationality, impersonality, rules orientation and neutrality.

### **2.2.2 The Role of Institutions in Public Administration**

'New institutionalism' as an explicit school of thought claims that public administration as a domain should be action-oriented and actionable.<sup>9</sup> A deliberately normative or governance-oriented perspective should mobilize scholars. The foundations of government in contemporary societies stated that public institutions should be considered as key factors in order to fight bureaucracy and the same time to develop democracy in a voluntary way.

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<sup>6</sup> 28<sup>th</sup> President of the United States and pioneer of the social science of Public Administration

<sup>7</sup> Wilson, Woodrow. June, (1887), "The Study of Administration," *Political Science Quarterly* 2

<sup>8</sup> German political economist, philosopher and a social scientist and one of the three founding pillars of sociology

<sup>9</sup> March, J. G., and J. P. Olsen, (1984), "The New Institutionalism: Organizational Factors in Political Life". *American Political Science Review* 78

Government is in the business of forming its environments, not adapting to it and public administration is driven by societal visions and political projects. Therefore organizations that handle public affairs should be conceptualized as institutions rather than as instruments (Brunson and Olsen, 1993). They generate and implement prescriptions that define how the game has to be played: who is legitimate to participate, what are the acceptable agendas, which sanctions to apply in case of deviations as well as the process by which changes should occur. The way people think, interpret facts, act and cope with conflicts are influenced and simplified by public administration. Peters and Pierre, (2007) illustrates that democratic governance implies a good understanding of the properties of political institutions, of their construction processes and of their real modes of functioning.

New institutionalism considers as dangerous and inefficient, the very idea that it is possible to reform and control public organization. An instrumental perspective claims that the core role political life fulfills is to allocate scarce resources and that it is therefore legitimate to rationalize the criteria of choice governments and budgets use.

The foundation fathers of new institutionalism suggest alternative ideas or hypotheses to such perspectives. New institutionalism questions how far organized action is manageable and to what degree some public order is achievable in pluralistic societies. Public institutions may experience a large degree of autonomy and follow logic of their own, independently of outside influences or requirements. The historical process happens to select organizational forms which are not always efficient.

In fact, public organizations function like political arenas, power issues, and power games model their functioning and their policies. As collective goals do not necessarily exist that provide common references, institutional devices are needed in order to channel opportunistic behaviors and ensure some collective stability.

Then, as intentions are ambiguous, public administration organizations cannot be controlled and changed through pure thought. It is easy to initiate administrative reforms, but few are completed (Brunson and Olsen, 1993). Reforms generate more reforms and fewer changes. They become routines. **Top-down reforms should be cautious as they usually contribute to stability and prevent change.**

Empirically grounded theories consider public institutions through three different lenses: as pillars of political order, as outcomes of societal values, or as self-constructed social systems. Public administration as a discipline faces a massive challenge. Change processes such as globalization and issues such as economic development suggest that governmental organizations are also vehicles for social and political identities, not only passive technocratic machineries. But it is still needed to reconcile performance requirements with social consensus, production of social norms with democratic pluralism because they still remain in unstable and fragmented worlds.

### **2.2.3 Concept of Formal Theory**

Formal theory involves the use of formal, mathematical logic to develop theories of individuals, groups, organizations, and public institutions. The formal theory helps explain why it is difficult to simultaneously pursue desirable administrative values such as accountability, efficiency, and decentralization. Moreover, formal theory has contributed the knowledge of how legislators and executives can gain some control over agencies via the use of administrative procedures and other controls. This theory has also contributed to public administration through introducing a formal logic which helps the way in develop more rigorous theories of administrative institutions and behavior. It helps to understand many core issues in public administration such as incentive systems, teams, hierarchy, management, delegation of authority and relations between the legislature and agencies (Peters and Pierre, 2007).

This logic of preference aggregation in different organizational structures applies to other processes within an organization structure. The flow of information is organized by the agency's structure in similar fashion to individual preferences. Generally, hierarchy groups activities, information and people into categories that are then grouped into subcategories and sub-subcategories (Hammond, 1993). Different groupings may classify information differently, and thus decision makers may learn different things from the aggregated information presented to them. How information is categorized and grouped may thus affect what the agency learns from its environment.

Then the second is formal theorizing which requires that particular technical skills be developed, involving various kinds of mathematics or computer languages. The time and effort required to learn these techniques is time that cannot be spent on other research activities. Third, due to formal theory's technical languages, the audience for its results is sometimes small. Nonetheless, it is possible for formal theorists to do more than they have to date to make their results accessible to a broader audience.

Aside from these undeniable costs, other kinds of criticisms are sometimes leveled against formal theory as well. For example, it is sometimes argued that formal theories have little connection to real world politics. However, lack of interest in the real world is not an inevitable or even widespread trait of formal theorists. Indeed, most formal theorists would agree that formal theorizing should not take place in an empirical vacuum, since they would otherwise have little idea as to what institutions or processes are worth modeling in the first place.

Just because a theory is formalized, however, does not mean it is a good theory. It can be a poor theory in a lot of ways and formalization will not improve it. Another common criticism is that formal theories are not subjected to empirical testing frequently enough. However, as more and more students of public administration gain facility with both formal theorizing and empirical research methods, this problem is slowly resolving itself.

Finally, it is sometimes claimed that formal theories, especially rational choice theories, embody a conservative political agenda. This claim has no merit: there is nothing about the enterprise of formal theory (or rational choice theory) that is generically either 'conservative' or 'liberal', and many formal theorists (including rational choice theorists) would not consider themselves political 'conservatives' at all.

According to Henry (1995), the utilitarian, instrumental and technocratic character which some contribute to New Public Management has also been very typical for earlier administrative reform movements, stressing for example 'the Rationalization and Democratization' of administrative systems, like various forms of 'rational policy analysis' in the 1960s and 1970s. However, even if it is restricted to the past twenty years, the reality of international public administration manifests a much larger variety of models and modes of reform (Peters, 2007).

In the welfare state policy reform, cutting back expenditure was a major goal of the reforms. Reform may aim at reducing the volume, not necessarily the nature of government involvement by reducing policy entitlements, changing welfare schemes and introducing policy savings programs of various sorts. Retrenchment, trimming down programmes and ambitions and a more distant, harsh and robust operation of government towards citizens (welfare recipients for example) and society in general, have been more common in many countries than 'rolling back the state' by wholesale policy termination.

The main vehicle for public sector reform in welfare states has been to redesign policies, budgets and policy programmes. If one cuts back policy programmes and expenditures long enough, it will come to a point at which policy reform spills over into a reform of management structures or institutional reform and may amount to the reconstitution of the welfare state.(Lance and Moreland, 1978).

Management reform, then, is the consequence, not the origin of administrative reform. They stand out as examples of a comprehensive, non-consensual, centrally guide and legislated process of public sector reforms. This has been the case even though the process was perhaps not being designed as such and things were often invented along the way (Wright, 1994).

#### **2.2.4 Gradualist Reform**

Most countries, however, have been more gradualist and differentiated in their efforts. The gradualist reform processes are characterized by consensus and step-by-step experimental proceedings. Comprehensive reforms of sub-sections of government and public administration occasionally do take place within an overall context of experimental and gradualist processes. Germany is generally seen as the prototype of the gradualist category.

Transformation without reform was also another form of administrative reform where in some countries there has been much transformation and little reform. According to Peters and Pierre (2007), well-established, historical and sometimes very traditional or even ancient institutions in many countries, like Auditing Chambers, Inspectorates or Tax Administration have transformed from within and development from a formal

into an effective working part of the constitution of modern administrative systems. This often occurred in entrepreneurial instead of a 'reformist' way.

### **2.2.5 Development Administration**

In developing world, achievement of economic development is vital. Scarcities of physical and qualified human resources generate the need for making best utilization of available means and expanding new means. Development administration becomes a means through which the government brings quantitative and qualitative changes in an economy. Development administration is concerned with formulation of plans, programs, policies and projects and their implementation.<sup>10</sup>

Development administration was originated during the 1950s as a suitable way to describe the new role of the State and public administration in national progress and modernization. The aim of development administration is mainly for change and innovation. Public officials would serve the people rather than the empire.<sup>11</sup> In most developing countries\_ governments face resource shortages, retrenchments and recession and resulting failures of state planning, the administrative allocation of resources and operational inefficiencies occur. Development administration is concerned with how a government implements its rules, policies, and norms.

Development administration is more innovative, since it is concerned with the societal changes involved in achieving developmental objectives. In addition, the function of development administration is to assure that an appropriately congenial environment and effective administration support are provided for delivery of capital, materials, and services where needed in the productive process –whether in public, private, or mixed economies.

Traditional and development administration can be differentiated as follows.

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<sup>10</sup> [ww.crackexamindia.com/uploads/Development\\_Dynamics.pdf](http://ww.crackexamindia.com/uploads/Development_Dynamics.pdf)

<sup>11</sup> <http://www.unpan.org/Portals/0/60yrhistory/documents/Publications/Rethinking%20public%20administration.pdf>

**Table 2.2 Major Differences of Traditional and Development Administration**

<b>Traditional</b>	<b>Developmental</b>
(i) Regulatory Administration (routine operation)	(i) Unpredictable new tasks or problems (rapidly changing environment)
(ii) Oriented towards efficiency and economy (emphasis on individual performance)	(ii) Oriented towards organizational growth and effectiveness in achievement of goals (emphasis on group performance and inter-group collaboration)
(iii) Task orientation and conformity to rules and procedures (Concern for security, playing safe, comfort, status and power.)	(iii) Relationship oriented with emphasis on high programme standards (willingness to take risks encouraging innovation and change)
(iv) Sharp and elaborate hierarchical structure (strict and authoritative, climate of mistrust)	(iv) Structure shaped by requirements of goals (flexibility and continuously changing roles mutual trust and confidence)
(v) Centralized decision-making (past experience as the main guide to problem solving)	(v) Wide sharing decision-making (empirical approach to problem solving and use of improved aids to decision-making)
(vi) Emphasis on maintaining status quo (resistance to organization change)	(vi) Continuing organizational development in response to environmental demands (development of an organization which is dynamic, adaptive and futuristic)

Source: [ww.crackexamindia.com/uploads/Development\\_Dynamics.pdf](http://ww.crackexamindia.com/uploads/Development_Dynamics.pdf)

### 2.2.6 New Public Administration (NPM)

New Public Management is developed in 1980s though emerging as a critic of traditional approach of public administration which was (Weberian Bureaucratic) and combination of management concepts in public sector administration. In particular, the new public management has emerged out of the Thatcherism in UK and Reaganism (USA) of the 1980s. It represents a mixture of public administration and private administration (business management). It takes ‘what’ and ‘why’ from public administration and ‘how’ from private administration. Differences between traditional and new public administration are shown in following table.

**Table 2.3 Differences between Traditional and New Public Administration**

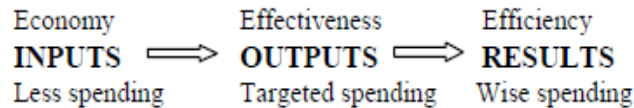
<b>Traditional Administration</b>	<b>New Public Administration</b>
<ul style="list-style-type: none"> <li>• Institutional structure of work</li> <li>• Rule orientation</li> <li>• Impersonality</li> <li>• Neutrality</li> <li>• Anonymity</li> <li>• Specialization</li> <li>• hierarchy of offices</li> <li>• centralization of command structure</li> <li>• Public/private distinction.</li> </ul>	<ul style="list-style-type: none"> <li>• Rejected the value neutral view</li> <li>• Less generic and more public</li> <li>• Stress on social equity</li> <li>• Anti-bureaucratic, anti-hierarchical, anti-technical.</li> <li>• Socially conscious and client oriented view.</li> <li>• Stress on Decentralization of administrative process.</li> <li>• Stress on qualitative transformation</li> </ul>

Source: [www.mu.ac.in/myweb\\_test/SYBA%20Study%20Material/pol\\_sc-III.pdf](http://www.mu.ac.in/myweb_test/SYBA%20Study%20Material/pol_sc-III.pdf)

The new public management aims at 3Es – economy, efficiency and effectiveness. Economy means the eradication of waste, while Efficiency is based on the streamlining of services and finally Effectiveness leads to the specification of

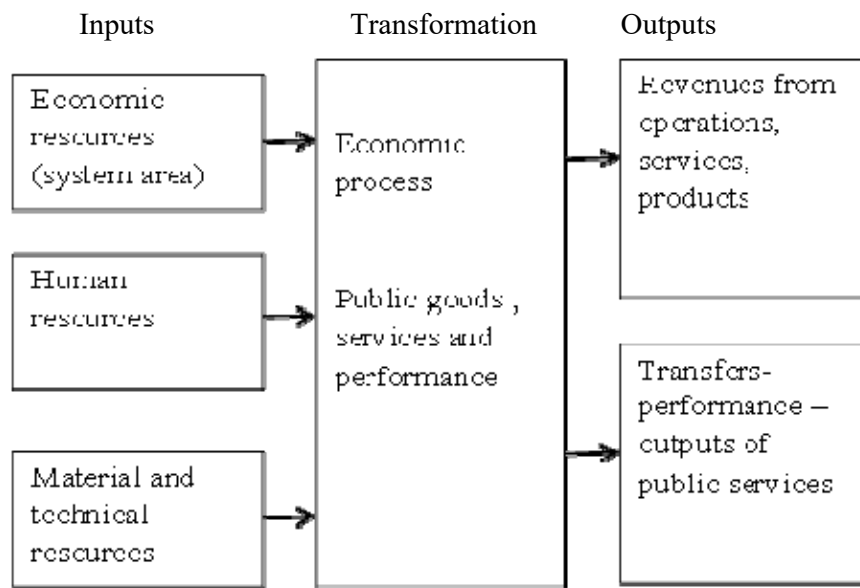
objectives to ensure that resources are targeted on problems.<sup>12</sup> Being based on management theme, NPM is mainly stressed on performance, i.e. appraisal, managerial autonomy, cost cutting, financial incentives, output targets, innovation, responsiveness, competence, accountability, market orientation, quality improvement, contracting out, flexibility, competition, choice, information technology, de-bureaucratization, decentralization, down-sizing, and entrepreneurialism.<sup>13</sup>

The flow of 3Es can be seen in following equation as



NPM can be seen as an attempt to reengineer relationships between politicians, bureaucrats, and the public.<sup>14</sup> Comprehensive process of public administration can be seen in figure 2.2.

**Figure 2.2 Process of Public Administration**



Source: Milana Otrusanova, Eliska Pastuszkova, (2012), “Concept of 3 E’s and Public Administration Performance”, in *International Journal Of Systems Applications, Engineering & Development*, Issue 2, Volume 6

<sup>12</sup> [www.naspaa.org/jpaemessenger/Article/.../06\\_17n02\\_norman-major.pdf](http://www.naspaa.org/jpaemessenger/Article/.../06_17n02_norman-major.pdf)

<sup>13</sup> Marini, F., (1972), *Towards a new Public Administration*, Chandler Pub. Co.

<sup>14</sup>Peters, B.G, Pierre, J. (2001), ‘Civil Servants and Politicians: The Changing Balance,’ in *Politicians, Bureaucrats and Administrative Reform*, by Peters, B.G., Pierre, J., (eds.), Routledge

New Public Management practices are observed mainly in western nations. Key strategic reforms of NPM are delinking policy formulation (or “steering”) from implementation functions to concretize the specific accountability borne by all actors, introduction of competitive pressures to the bureaucracy using market mechanisms such as privatization where possible and systems of performance measurement where not; and deregulation of internal operations to promote flexible, creative implementation.<sup>15</sup> Utilization of NPM principles to governance reforms are mostly the standard policy in the developed and capable countries as predictability and transparency of bureaucratic processes is still limited.<sup>16</sup>

### **2.2.7 Governance as Component of Development Administration**

In developing countries, major obstacles in public administration are shortages of skills and tools, difficulties of organization and structure, political difficulties and cultural and attitude barriers. Hence, to implement development administration, six groups of inputs - skilled manpower, finances, logistics, information, participation and legitimate power are necessary to take into account. These six inputs together compose the content of development action in developing countries.

Since the late 1997, many scholars have portrayed the linked between the good governance and economic development. As stated in Campo and Sundaram (2000), four pillars of good governance compose of accountability, transparency, predictability, and participation. All four are instrumental in achieving sound public management. Accountability is the capacity to call public officials to task for their actions. Transparency includes the low-cost access to relevant information. Predictability means clear, known in advance and uniformly and effectively enforced law and regulations while participation supply reliable information and provide a reality check for government action.

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<sup>15</sup>Osborne, D.; Plastrik, P. (1996), *Banishing Bureaucracy: The Five Strategies for Reinventing Government*; Addison Wesley

<sup>16</sup>Rabin, J (Edited) (2005), *Encyclopedia of Public Administration and Public Policy*, Taylor & Francis Group, New York

Mimicopolus (2006) points out that other scholars also presented three dimensions of governance as essential tools- Efficiency, Transparency, Accountability, and Participation. *Efficiency* is a government's ability to establish predictability in the institutional and policy environment. This can be produced by an economically efficient system of production and distribution, reliable legal system and the provision of public services such as security, healthcare, and education.

*Transparency* is the availability and clarity of information provided to the general public about government activity. Lack of transparency is the major cause of corruption. *Accountability* (both economic and financial) is linked with transparency and rests on the establishment of criteria for evaluating the performance of public sector institutions. This comprises efficiency in resource use, expenditure control and internal and external audits.

*Participation* is an essential element for an engaged civil society. The public sector can promote participation by enacting legislation that strengthens the freedom of media, establishing an independent electoral system and encouraging public input into decision making on government plans and budgeting. Participation requires enhanced capacity and skills of stakeholders and sustainable policies supported by institutions of public administration.<sup>17</sup>

Another version of good governance characteristics is identified by the UN and ESCAP in 2006. These characteristics include eight parts - participatory, consensus oriented, accountable, transparent, responsive, effective and efficient and inclusive and rule of law. These eight characteristics are classified under four topics of rule of law, democracy, functioning, and performance.<sup>18</sup>

GRIPS<sup>19</sup> (2007) states that key factors affecting development administration compose of

- Quality of leadership
- Alliance between leadership and technocrats
- Degree of political intervention to the executive branch

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<sup>17</sup> Campo.S.S & Pachampet.S.(2000), *To Serve and To Preserve*, Improving Public Administration in A Competitive World, vol. 1, Asian Development Bank

<sup>18</sup> <http://quod.lib.umich.edu/g/gefame/4761563.0006.101/--social-capital-public-provisioning-and-democratic-governance?rgn=main;view=fulltext>

<sup>19</sup> National Graduate Institute for Policy Studies, Tokyo, Japan

- Fear of external and domestic crises and
- Utilization of aid as integral part of development management.<sup>20</sup>

In particular, characteristics of Development Administration are identified as change orientation, goal oriented, motivation, client orientation, greater participation of citizens, effective integration, innovativeness and responsiveness. Unlike traditional public administration, development administration should be change oriented, anti status-quo to develop administrative capacities viz-a-viz external environment. In addition, it composes of building activating internal structures to speed up socio-economic change.

According to its second characteristics, achievement of social, economic, political and cultural goals are prerequisite. To achieve progressive goals, motivation is necessary. Development administration is people centered and aims to provide utmost services and products to the people. In formulation and implementation of development goals, it involves the great amount of people participation. In development administration, effective integration among groups and authorities involved while achieving development goals both at the micro and macro level. In development administration, application of new methods, structures, procedure, plans, projects and programs for achieving development is necessary. In addition, fulfilling the needs of the citizens and responding to the demands and needs of society are its top priorities are also the feature of development administration.

### **2.3 Civil Service System in Administration**

Civil Service is the administrative branch of public administration, and also described as bureaucracy. It is the most significant component of governmental machinery of the state. Nature, classes and overview of the system of civil service is portrayed in this section.

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<sup>20</sup> Report from GRIPS Development Forum, 2007 [www.grips.ac.jp/forum/pdf07/AidMgt.pdf](http://www.grips.ac.jp/forum/pdf07/AidMgt.pdf)

### **2.3.1 Concept and Nature of Civil Service**

A branch of public administration, civil service is mainly contended with the personnel management and administration of public servants. Personnel management is the art and science of the fundamental management principles of planning, organizing, directing, controlling, motivating, and leading the human resources to achieve organizational and social objectives as well as employees' satisfaction. The effective and efficient public personnel administration can generate more development, dynamism, and modernization and ultimately lead to nation building through lubricating and optimizing the capacity and capability of personnel within the machinery of government.

Nowadays a large number of training institutes have emerged in countries all over the world to provide required training for efficient and effective personnel administration. Most organizations have personnel departments to administer and manage their personnel efficiently and those departments should design and establish an organizational structure and effective working relationship among all the members of an organization. This should be done through division or distribution of works, defining the responsibility and authority clearly for each job and keep relationship with other personnel in the organization.

The role of public personnel administration is becoming spread out or diversified as the number of personnel is increasing in amount and more complex in the nature in all governmental organizations. In this aspect, personnel administration is crucial for proper planning for work, selection, placement, recruitment and training of employees so selected, and distribution and assignment of work among them. In addition, this function is universal and is very useful and essential for all organizations whether public or private.

Michael P. Barber (1972) has defined civil service as those servants of the Crown, other than political or judicial office holders, who are employed in a civil capacity, and whose remuneration is paid out of money provided by Parliament. Lord Hailsham from Britain claimed that the civil service is, in fact, like the Brigade of Guards, the Bank of England, the Judiciary, and many other typically British institutions, any attack on the civil service must take account of the immense virtues and integrity of

the civil servants. It is due to them, and not to the system, that British Government has remained reasonably sane, tolerably just, and almost impeccably incorrupt.

According to Rumki Basu (1994), the concept of civil service is that they are the chief instrument for implementation of the will of the state as expressed through public policy and the basic task of the civil service also assists their political superiors in policy-formulation by expert advice, assistance and information, where needed. In the capacity of civil servants, the members of the armed forces and judicial services are excluded. The civil servants constitute the permanent executive in the modern state.

### **2.3.2 Types of Civil Service in Selected Countries**

Historically, civil service was to be found in ancient China, Egypt and India. England has no permanent civil service until the middle of the nineteenth century and the United States of America until the end of that century. In Britain, the British Civil Service has been classified into three broad types as (a) The Administrative Class, (b) The Executive Class and (c) The Clerical Class.

#### *(a) The Administrative Class*

It holds a virtual monopoly of the top civil service posts in a state. Generally, the class is concerned with the formulation of government policy, the co-ordination of government machinery, and the general administrative control of departments.

#### *(b) The Executive Class*

It is according to the Northcote-Trevelyan Report (1920) in Britain and it is the critical examination of particular cases of lesser importance not clearly within the scope of approved regulations or general decisions, initial investigations into matters of higher importance and immediate direction of small blocks of business.

The executive class is principally responsible for the more important work of supply and accounting departments, for caseworks, and for matters of internal organization and control. They are more concerned with supervision and management of large blocks of clerical work, the management of local and regional offices and certain posts. The particular importance in the executive class field is the operation of many

management techniques like the management of departments dealing with computer programming systems analysis and work measurement.

(c) *The Clerical Class*

It includes the General Clerical Class (divided into higher clerical and clerical officers) and the Clerical Assistant Class consisting of one class of clerical assistants. The duties and responsibilities of the clerical assistants include the preparation of straightforward statistics and documents, preparation of other documents under supervision, simpler forms of registry work and simple correspondence of the stock letter type.

### **2.3.3 Civil Service Systems**

In this aspect, civil services are the chief instruments for implementation of the desire of the state that expressed through public policy. Therefore, the basic task of the civil service is to transform policies into action. The new tasks of the civil servants are therefore, comprehensive and include planning, control and guidance of the entire economic as well as social activities. The manner in which work is done and its efficiency now directly impinge on the increasing extent, depend, on the imagination and sympathy and the efficiency with which work is understood and done by the civil servants. Therefore, in the modern society, the role of civil servants plays a vital role for the development of nation building to carry out the complex function of economic and social responsibilities to the society. Professionalization of the civil service becomes absolutely necessary to attract the best available talent to government jobs. This means that steps shall be taken to make public employment a worthwhile life work, with entrance to the service open and attractive to young men and women of capacity and character, and with opportunity of advancement through service and growth to posts of distinction and honor.

W. F. Willoughby (1946), in his *Principle of Public Administration* defined career civil service as a system that offers equal opportunities to all citizens to enter the government service, equal pay to all employees doing work requiring to enter the government service, equal pay to all employees doing requiring the same degree of intelligence and capacity, equal opportunities for advancement, equally favorable

conditions and equal participation in retirement allowances and makes equal demands upon the employees.<sup>21</sup>

In general, according to the United Nation (1998), the core civil service systems conform to three major models namely; *Fused model, Metropolitan model and Colonial model*. Fused Model is a system that combines political and administrative activities at all levels, with no differentiation between political and administrative cadres. The trend is towards separating political and managerial function and entrusting to professional managers. Metropolitan model is typical to the countries that have enjoyed longer periods of independence. This model often leads to contradictions, and in some countries there is great divergence between formal laws and actual practices. Colonial model represents the countries that gained independence during the last four or five decades. These countries show a strong continuity of believe in the structures and practices evolved during colonialism and were also observed as colonial model. Normally many problems with political and administrative relationship can be traced to this phenomenon.

#### **2.3.4 Organization of Civil Service**

The organization of civil service also conveys different organizing principles. Job and skill oriented are a few systems of it. Some developing countries build their personnel systems around the concept of rank with generalist administrators as the dominant group. Most systems have horizontal and vertical authority structures. Horizontally, the systems are divided among the various groups and services at the top. Vertically, the systems are divided into rigid classes to reflect task complexities and professional qualifications.

Almost all countries have some system of service classification which is essential for organizing the civil service. Some countries use educational qualifications as the basis for determination like in Great Britain while others have highly complex and sophisticated systems. Simply stated, classification systems broadly follow two models in accordance with the United Nation (1998) *Rethinking Public Administration*, namely:

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<sup>21</sup> Basu, R, 2000, *Public Administration, Concepts and Theories*, Sterling Publishers Private Ltd., p 244

- (1) Position classification system and
- (2) A rank classification system.

- (1) Position classification system is a system where the starting point is the position required and its attendant duties, responsibilities and qualifications. This system does not have a career structure for automatic upward mobility, although people move to higher responsibility and higher-paying positions if they meet the qualification requirements of the new assignments.
- (2) A rank system is a model where the emphasis is on career structure and personal status. The cadre comprises a series of posts that have certain functional features in common. Promotion to the next higher grade may depend on seniority alone or on the seniority-cum merit principle. In particular, rank classification systems suffer from some weaknesses and anomalies which need to be removed. Some of the weaknesses are the result of historical legacies, while others have emerged from more recent developments. **At present the rank system is more prevalent than the position classification system in Myanmar like other developing countries.**

The main criteria for structuring the civil services are to recruit and retain a motivated managerial and work force, and the system should be designed to make it possible to get the right person for the right job. In general, the civil service systems are regulated by the executive branch of government and in some countries the responsibility is shared by the executive and the legislative bodies with the guidelines provided by the legislation. But in few countries, civil servants enjoy constitutional protection for their terms and conditions of service, in this regard, the structure and organization of civil service is left to the executive. Civil service systems are based upon the following four widely accepted principles:

1. The intricacies of administrative work requires expert knowledge and the organization of a special workforce;
2. Entry into the civil service and subsequent promotions should be based on merit and fitness alone;
3. The civil service should provide a secure career on a lifetime basis;
4. The civil service should strictly adhere to political neutrality.

In addition, the main characteristics of the concept of career civil service are:

- (a) Permanence of tenure and stability of service.
- (b) Equal opportunity of competing for government service.
- (c) Merit to be the sole criteria of recruitment with due recognition to ability and personnel efficiency in a sound promotion system.
- (d) The extent of territorial jurisdiction of public employees is fairly large. This not only enlarges their scope of activity but also improves their avenues of promotions; and
- (e) Adequate steps are taken to provide in-service training to the civil servants to keep them in touch with the latest trends and developments in administration theory and practice.<sup>22</sup>

Almost every public organization constitutes its own service systems consisting permanent civil service groups, whose size and functions are depending on the nature of the organization. Modern civil service composes men and women with both general and technical qualifications, which lead to the debate on generalist versus specialist (the bureaucrats versus technocrats). In this aspect, the generalist is a public servant who has no specialized background and who can be moved to any department or branch of administration. He is a civil servant in the managerial cadres who is well versed in the procedures of administration and who generally performs the fundamental management functions of planning, organizing, supervising, directing, coordinating, reporting and budgeting.

The Indian Institute of Public Administration defined a “generalist officer” as one with a liberal college education and after some training is appointed to a middle level supervisory post which does not call for any compulsory technical qualification. In India, the generalist occupies the superior position which comprises the policy-making levels. T.B.Macauley, the founder of the Indian Civil Service had argued that “it was not so important that a candidate for an administrative position in the public service should have a specialist education as that he had an education at all” (Basu, 2000).

France’s Civil Service has not encouraged the development of a structure heavily in favor of the “generalist”. Higher education in France is more career-oriented than the

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<sup>22</sup> <https://www.kdevelopedia.org/mnt/.../04201306130126679075977.pdf>

British system. French specialists are regarded as both technical personnel and potential administrators and both technical and administrative corps members may be promoted to administrative positions.

In this regard, “generalists” may be regarded as administrative and executive class members with non-vocational educational backgrounds, whereas “specialists” are essentially those recruited to posts requiring professional, scientific, technical or other specialist qualifications. In the form of British Civil Service, generalists advise ministers, form administrative policy, control the government machine and exercise financial control, whereas specialists carry out policy and act in an advisory supporting role to the generalist administrators is that by their broad academic background they are effectively able to reflect the views of the views of their in-service training they are able to deal with a wide range of matters.

#### **2.4 The Role of Civil Service in Public Administration**

Public administration is not only concerned with accomplishing identifiable purposes but also concerned with the purposes of society as a whole and therefore with the purpose of the state. Administration and policy must also be examined in an organizational setting. Policy-making in organization is widely considered as a more important function than the performance of putting policy into effect. This is generally reflected in the fact that the higher statutes of policy-makers are compared with those of policy-executors (administrators).

The most important task in public administration of a country is to clarify authority, simplifies decision-making, and ensures people and organizations are accountable for their actions and decisions. Governments that involve the public will be in a better position to make good decisions, and decisions will enjoy more support once taken. Most of the countries in the world have strong evidence that one of the key requirements of good governance is a skilled, motivated, efficient civil service with a professional ethos. Rational people believe that good public administrators have to require effective accountability, transparency of relevant information, appropriate participation, predictability of public administration based on the rule of law.

Without other mechanisms in place, a good civil service will not be sufficient in itself to produce good governance. However, through experience, even with the right accountability and other mechanisms in place, a bad civil service can be sufficient to produce bad governance. Thus, sound civil service plays a crucial role in public administration.

In public sector, personnel administration is crucial for proper planning for work, selection, placement, recruitment and training of employees so selected, and distribution and assignment of work among them. Civil services are the chief instruments for implementation of the will of the states. The basic task of the civil servants is to transform politics into action. **Every public organization constitutes its own service systems comprising permanent civil service groups, whose size and function depend on the nature of the organization.** Civil service in central and local government plays a vital role and is the most important forces for state security, community peace and tranquility, prevalence of law and order, governance and administration, economic, transportation, social, education, health and other sectors.

All the acts of the officials of a Government from the peon in a remote office to the Head of a State at the capital constitute public administration. To achieve good governance, a country needs to possess a skilled, motivated, efficient civil service with a professional ethos. For this requirement, good public administrators are needed in the context of a clean government. A good civil service must be sufficient in itself to produce good governance. However, without sound civil service, a country can never experience good governance. Thus, indeed, the role of civil service is crucial in public administration.

## **2.5 Administrative Systems and Civil Service in Developing Countries**

**The administrative system refers to a series of regulations and practices in regard to the composition, system, power, and activities of the state administrative organs.<sup>23</sup> Administrative system operates within the political system and is also influenced by social and economic forces. Thus the political, social, and economic factors constitute the environment of the administrative**

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<sup>23</sup> <http://www.china.org.cn/english/MATERIAL/28847.htm>

**system. Administrative system of a country is always related to the sociopolitical background surrounding it.**

The public sectors of most developing nations have extensive role of the state in post World War II period. It was continued till 1950s and 1960s. Internal service delivery in both capitalist and socialist oriented states was prominent in these countries. In the early 1980s, changes in public administration have been set off. These changes were due mainly to the argument that public administration could be an agent of development. In developing countries, efficient and effective civil service is also critical for high capacity and legitimate government.<sup>24</sup>

### **2.5.1 Flaws in Administration and Civil Service of Developing Countries**

During the later decades of the Twentieth Century, many changes have taken place in the politics, economics, environment, social, and technological fields. These changing trends have not only stimulated new opportunities, but also generated new challenges for developing countries.

#### **(a) Public Administration**

In the area of public administration, perceptions, standards, and techniques of public administration have been altered, adapted, augmented and replaced, although many basic principles remain valid.

Major characteristics of the administrative systems in developing countries are more or less alike. These characteristics compose of extended public sector which covers almost all the economy, highly hierarchical central administration, poor quality, skills and training of civil servants except for some high executives, Nepotism, emphasizing only on bureaucratic procedure that cause delays and blockage without preventing from inefficiency, lack of efficient controls in the budgetary and accounting frameworks, comprehensive corruption, harsh powers owned by control bodies, dependence of courts and judges, lack of power in public management by parliament and state audit institution and tight control in delegation of authority.

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<sup>24</sup>[http://eprints.lse.ac.uk/50337/1/Gray\\_State\\_weakness\\_developing\\_2006.pdf](http://eprints.lse.ac.uk/50337/1/Gray_State_weakness_developing_2006.pdf)

Additionally, public sector in these countries is not ruled by common law and rules that apply to management although laws, decrees, and regulations are numerous and detailed. Public administration composes of policies, rules, procedures, systems, organizational structures, personnel, etc. funded by the state budget and in charge of the management and direction of the affairs of the executive government, and its interaction with other stakeholders in the state, society and external environment.<sup>25</sup>

Public administration is a strategic factor in economic and social development. (UNESCO, 1968) Inefficient administrative systems generate obstacle to development in LDCs. Accordingly, most countries carried out public sector reforms in various forms. Yet, common drawbacks have been faced during the process of reform as well as in post reform periods. These drawbacks **are difficulties in measuring performance**, lack of or poor assessment due to complexity of information, lack of public integrity and commitment which lead to greater corruption, fragmentation and confusion in service delivery, and tiredness and weaknesses as a result of reform in public sector.

#### **(b) Civil Service**

Good governance requires a strong civil service that is accountable to the political executive, operates within the law, is open and transparent, and encourages the participation of the community. Civil services are based on merit selection, insulation from undue political influence and arrangements in promoting the productivity in developed world. In contrast, civil services of the developing countries are subject to be outsized, low paid, and politicized. Civil servants are discouraged and uncertain as their salaries cannot meet the subsistence levels. Accordingly, lack of motivation at job will be faced and taking second and third jobs or searching for ways to resort to other means for their survival.

Civil servants, even at higher level, lack professional strength and often fail to provide any chain of continuity in government over the longer term. Consequently, public services deliveries become inefficient. To increase the capacity and legitimacy of the state, civil service reform is necessary. Improvement in accountability, predictability,

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<sup>25</sup> [www.undp.org/content/dam/aplaws/publication/en/.../PAR.doc](http://www.undp.org/content/dam/aplaws/publication/en/.../PAR.doc)

transparency, participation, and efficiency and effectiveness (ADB, 1995) are accompanied with civil service reforms to make the bureaucracy more meritocratic.

With the coming out of the modern state, the civil services in developing countries are not only responsible in formulating policies but also to implement them effectively. The civil service is often associated with the effective and efficient management of development policies and programs. For most developing countries, reforms in civil service have been carried out with the support of international organizations. In this context, efforts have been made to transform the organizational structure, financial and human resource needs, and basic administrative competence appropriate to the performance of the development function. Such programs increasingly occur in the context of structural adjustment together with an extensive reduction of the size of the public sector.<sup>26</sup>

### **2.5.2 Assessment of Public Administration and Civil Service in Developing Countries**

In order to strengthen the public sector, interventions need to address both what governments do (through public sector reform), and their capacity to do it (through capacity building). Various measures have been used to assess the efficiency and effectiveness of administrative system among countries. Most of the assessments and measures are undertaken by developed countries (Musgrave, 1959).

Total public sector performance can be evaluated through the combination of opportunity indicators and standard Musgravian indicators<sup>27</sup>. Under the opportunity indicators, four main classifications are included namely, administrative, education, health and public infrastructure. Under administrative, indicators on corruption, red tape, quality of judiciary and shadow economy are taken into account. Under education, main indicators are secondary school and education achievement. Health indicators include infant mortality and life expectancy. For public infrastructure group, communication and transport facilities are taken into account. (EU, 2006)

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<sup>26</sup> <http://archive.lib.msu.edu/DMC/African%20Journals/pdfs/political%20science/volume6n1/ajps006001002.pdf>

<sup>27</sup> Boyle, R, (2006), *Measuring Public Sector Productivity: Lessons from International Experience*, Pg.9

Musgrave indicators compose of three major types- income distribution, economic stability and economic performance. Measuring the performance of public administration is of importance. A number of different indicators are in use by different organizations. According to the UNDP (2009), major themes for the assessment of public administration include leadership, civil service, public financial management, policy making and service delivery.

World Bank, IMF, ADB, UNDP, European Institute of Public Administration (EIPA), OECD, Inter-American Development Bank (IADB) and other international organizations utilized various types of assessment tools and indicators to examine the performance of public administration through the above mentioned five key themes. However, almost all of these measures do not cover all themes; leadership, civil service, public financial management, policy making and service delivery.

As stated in “A Users’ Guide to Measuring Public Administration Performance (PAP)” (UNDP, 2009), performance of public administration can be assess through total of 27 tools and information sources from various institutions and organizations.

These compose of

1. Quantitative Service Delivery Surveys
2. Public Expenditur Tracking Surveys
3. Citizen report cards
4. Country Governance Assessment
5. Common Assessment Framework
6. Capability reviews
7. Self-Assessment Tool for Customer Service Excellence
8. Public Expenditure and Financial Accountability (PEFA)
9. Public Officials’ Survey
10. Country Assessment in Accountability nd Transparency (CONTACT)
11. Evaluation Matrix of Civil Service Human Resource Management in the European Union
12. Human Resource Management in the EU
13. Human Resources Self-Assessment Guide
14. Human Resource Management (HRM) Assessment Instrument
15. Analytical Framework for Institutional Assessment of Civil Service Systems

16. Engendering Budgets: A Practitioners' Guide to Understanding and Implementing Gender-Responsive Budgets
17. National Integrity Systems
18. HRM Actionable Governance Indicators (currently under development)
19. Diagnostic Framework for Revenue Administration
20. Government at a Glance (currently under development)
21. Management Index, Bertelsmann Reform Index
22. Open Budget Initiative
23. Cross-National Data on Government Employment & Wages
24. World Competitiveness Yearbook, Government Efficiency
25. Governance Matters, Government Effectiveness
26. Country Policy and Institutional Assessment (CPIA) and
27. Integrity Indicators.

One or more of the five dimensions of public administration: leadership, civil service, public financial service, policy making and service delivery are taken into account in measuring PAP. Among these 27 assessment tools, only the Common Assessment Framework (CAF) by European Institute of Public Administration (EIPA) measures all five dimensions. For the development of effective public administration, majority of the global governance evaluations have focused on standardized principles of administration. Then compilation of necessary measures from quantifiable inputs, processes, and outputs that reveal the desired dimensions.

In reality, the above performance measurements are difficult to carry out in most countries, even in developed one. This is not only the result of information insufficiency, also the consequence of methods of reform, speed and scope. In order to resolve these limitations, developing strategic thinking with clear vision, obtaining common vision from citizens, providing simple message of reforms to population, creation of change-enabling culture and developing the reform towards implementation stage are indispensable.

## **2.6 Previous Studies on Public Administration**

In 2002, Win Myint studied **the recruiting and selection process of Civil Service in Myanmar**. His study emphasized on the contribution and importance of Civil Service Training Board (CSSTB) in Myanmar and pointed out the faster and more efficient recruiting and selection processes for the CSSTB.

Kyaw, (2004) studied administrative system of Myanmar from 1826 to 2004. This study is **an historical approach emphasizing on the changes in Myanmar administrative system**. In his study, Myanmar Kings ruled the country with their own custom, while British utilized divide and rule policy in administration. Japanese rule can be seen as dictatorship and arbitrary. After the independence, administrative system was based on colonialism. From 1962 and 1988, knowledge, skill, experience, and training were lagged behind. From 1988 to current, the study described the various reforms in public administration of Myanmar. He also studied the role of administrator from 1885 to 2004.

Tun Aung (2004) explores **the pattern of public administration**. In particular, different patterns of administration in Myanmar from the period of Myanmar Kings to 1988 was studied. It mainly explores the various forms of administration from the point of view of modern administrative approach (centralization, integration, administrative efficiency and participation). His study found that administrative system under the Myanmar Kings was highly centralized by the King. British administration was different from centralized traditional system. After independence, government implemented laissez faire policy. The study presented the administrative design and process factors and attempted to develop an effective and efficient administrative system for Myanmar in the future.

Cui Jing (2007) **assesses two aspects; local administrative reform and its impact on socioeconomic status of the selected provinces. Specifically**, government reform is studied in the “Local Government Reform in Three Municipalities of Shandong Province in the People’s Republic of China”. The study stressed on local government reform in Qingdao, Jinan and Linyi municipalities of Shandong province in the People’s Republic of China in the realm of the effectiveness of reforms and explanation of the effectiveness. According to the study, theses three municipalities have improved public service delivery, personnel management, particularly in

Qingdao government. The Linyi government has the lowest level of effectiveness among the three. In the study area, downsizing, bureaucratic accountability, and integrity of officials, the relationship between the central and local governments and the political leadership are more or less effective in reform process.

In 2008, Win Maung **explored the Civil Service Training in Myanmar** from 1998 to 2005. The study finds out the strengths and weakness of the Myanmar Civil Service Training and comparing with the Civil Service Training of the neighboring countries. According to his study, Civil Service Trainings in Myanmar needs IT, language skill, training aids and facilities and R & D.

Khin Phyu Win (2010) presented a paper on the organizational structure, classification of the position and ranks, recruiting, training and development system in British Colonial Period, between 1862 and 1945. According to the study, the Civil Service in Myanmar during the colonial period represented the modernized, educated, and skilled people in the society to fulfill the functions of the administration.

Ne Tun (2010) examines **the mechanism of the General Administration of the Government of Myanmar** from 1908 to 2008. In his study, "Changes in Administrative System and the role of General Administration in Myanmar", **indispensable factors affecting administrative system are found. These factors include** coordination and cooperation among government departments, assigning the authority and responsibility, classifying the rank and position, upgrading IT, language and other necessary skill, incentive for better performance, and internationalization are necessary to enhance the administrative system in Myanmar.

## **2.7 Conceptual Framework**

This study carries out the analysis of the public administration in Myanmar from Monarchism to pre democratic regime in 2011, more on historical perspective rather than analytical one. The study mainly stresses on the period between 1988 and 2010 from which the new democratic administrative system was planned and initiated, i.e. SLORC and SPDC administration.

Public administration composes of three main branches – legislative, executive and judiciary. In this study, emphasis has been made to study only the executive branch

of the public administration in Myanmar along with civil service reforms during that period. As civil service includes all personnel working under public sector, the General Administration Department is selected and studied its tasks, reforms and capacity building processes. This is because GAD is directly related with the accomplishment of administrative goals of the Government.

In analyzing the changes in administrative structure of Myanmar, efforts have been made to consider the aims, influencing factors, approaches to implement these reforms and assess the reforms of public administration and civil service. Being a developing country, most of the theories relating to public administration and civil service cannot be able apply in the case of Myanmar. For the case of Myanmar, measuring the performance of public administration based on the most theories cannot be applied directly. Accordingly, the most frequently seen flaws in public administration reforms of the developing countries are explored and compared and contrast these factors with the public administration and civil service in Myanmar evaluate them.

**This study emphasizes mainly on executive branch. Then, efforts have been made to assess its plans, activities, and performances whether they are in line with approaches from development administration or not. Under the civil service system, GAD is chosen due to its main branch of the administrative body.** In making assessment of an administrative structure, organizational arrangement, operational improvement and changes, citizen participation and commitment to development planning and financing are taken into consideration. In evaluating Civil Service System of each administration, civil service management arrangements, training programs, career, and position system, pay and compensation and performance management including merit, promotion, and term are considered corresponding to the development administration schemes. By figuring out the current situation of public administration and civil service role, the main outcome of achieving development friendly administration system can be fulfilled.

## **CHAPTER III**

### **PUBLIC ADMINISTRATION IN MYANMAR**

Myanmar is a country with different national races and indigenous groups, traditions, cultures, natural resources, religious beliefs, political ideologies and abundantly endowed with natural resources. Myanmar also has a long historical trend passing through different eras of different administrative systems, such that it can be stated, Myanmar had come to changes in its administrative system with problems, conflicts and international percussions. Successive governments had tried its best to solve various problems and conflicts in the country, but still problems exist which the present government have to solve.

As such, the administrative system in Myanmar has changed, from monarchism to imperialism, from imperialism to socialist democratic system and to a centralized system, then to a military backed administrative system, and finally, to the present multi party democratic system. Myanmar has recently transformed towards a new administrative structure to build a modern, developed and democratic nation through transferring of power from the State Peace and Development Council (SPDC) Government to the new Union Government. This section presents the transformation of administrative systems in Myanmar from pre independence to SPDC government. In addition, efforts have been made to socioeconomic reforms during 1988 and 2010.

#### **3.1 Administrative Systems of Myanmar in Pre Independence Era**

Transition to urban civilization in Myanmar was observed since 2<sup>nd</sup> BC with the establishment of Wethali by Rakhines, Beikthano, Hanlin, Tagaung and Tharekhittaya by Pyus, and Thaton or Suvanabonmi by Mons. The change in public administrative system of Myanmar could be observed as

- (1) Absolute Monarchism
- (2) Colonial Era
- (3) Parliamentary Era
- (4) Socialist Era and
- (5) SLORC/SPDC Era

### 3.1.1 Absolute Monarchism

During the time before Myanmar Kingdom was taken over by the British, the administration system was absolute monarchism. Within the period of 2700 years, 246 dynasties ruled successively in Myanmar shown by the following table.

**Table 3.1 Myanmar Dynasties under Absolute Monarchism**

Sr. No.	Successive Eras	Number of Dynasties
1	First Tagaung Era	33
2	Second Tagaung Era	17
3	Thayaykhitayer Era	27
4	Bagan Era 1044 to 1344	58
5	Pinya Era	6
6	Sagaing Era	7
7	Taungoo Era	34
8	Pyay Era	23
9	Innwa Era	30
10	Konbaung Era	11
<b>Total</b>		<b>246</b>

*Source: Myanmar National Archive Department*

High level of development in Myanmar was achieved during the period of Bagan, in which the administrative system stretched from 1044 to 1344. During this period,

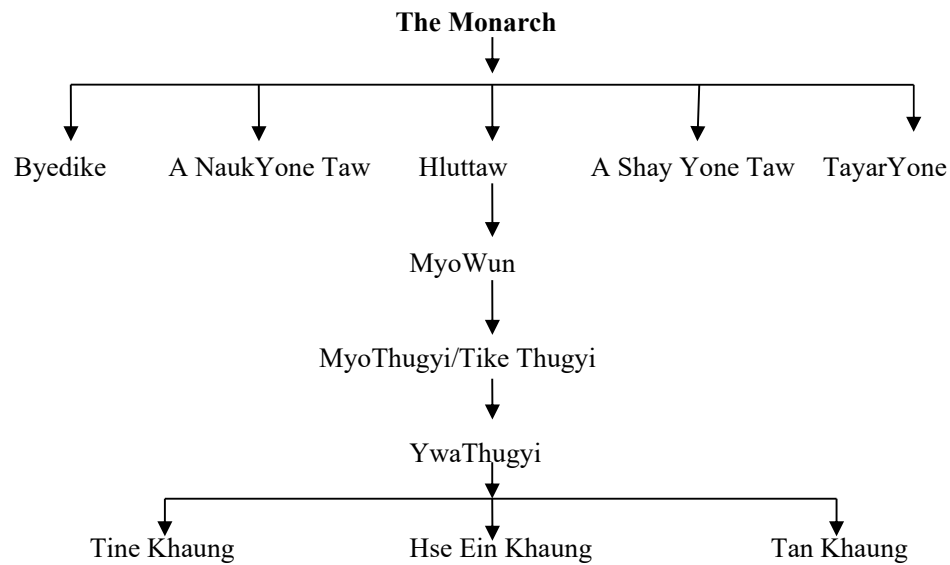
King Anawrahta unified the Bagan Empire and it was known as the first Myanmar NaingNgan in that era. The systematic administrative structure of Bagan composed of the establishment of cities and towns with hierarchical system, building of forts to protect from internal and external invasions. Governors were appointed to administer the capital city (Nay PyiDaw) and the local levels through the king's power.

After Bagan, Pinya and Sagaing era lasted with 13 dynasties and in the 16<sup>th</sup> Century from 1552 to 1581, King Bayintnaung founded the vast Hanthawady Empire in Taungoo which was known as Taungoo era. This empire was ruled by 34 successive kings. Then in late 16<sup>th</sup> century, King Nyaungyan established Inwa Kingdom. The most famous among the Inwa Kings was King Tharlun who ruled from 1629 to 1648, undertook various reform measures during his time.

In 1752, King Alaungpaya reunited Myanmar and established the Konbaung Dynasty, the last Myanmar dynasty which lasted from 1752 to 1885. During the Konbaung Era, the second last emperor, King Mindon, the founder of Mandalay City, performed reform measures in various sectors such as administration, financial, industrial and defense, etc. during his rule from 1852 to 1878.

During the Konbaung period, the administrative structure was a Dual Government System and it comprised of two parts which were Nay PyiDaw (Central Administration) and local administration. The King was the national leader as well as head of government. As the administration is absolute monarchism, in order that the king used the administrative power, the legislative power, and the executive power fairly, five offices of the council of ministers were formed to monitor this state of affairs. These offices were Hluttaw, Byedike, Ashe- Yone, Anauk- Yone and Tayar- Yone. The structure of the administrative system is shown in the following chart.

**Figure 3.1 Administrative System under Myanmar Kings**



*Source: Myanmar National Archive Department*

**(a) Hluttaw**

The Hluttaw was the Council of State and placed at the top of Myanmar administrative hierarchy. It was the supreme council and exercised the powers of the senate, the high court, as well as the cabinet. It was also the place of releasing orders of the King and performed legislative, executive and judicial functions. The senate possessed the constitutional power of veto to any act by the order of the King. As the high court of civil and criminal justice, it tried all important cases, and was the highest court of appeal. However, the King had the supreme power for justice and also to appoint royal officials to any office.

The King occasionally officiated at the Hluttaw and had the power to veto the judgements passed in any of the cases tried by the high court. The Hluttaw was responsible to select the new king, when a King passed away. The Hluttaw was set up with four senior ministers (Wungyis), their four junior ministers (Wundauks), MyinsugyiWun and one AthiWun.

**(b) Byedike**

The Hluttaw and Byedike could be considered to be the twin pillars of administration under the Myanmar kings. The Byedike was more closely associated with the king

than the Hluttaw and acted as the Privy Council. It was also in charge of the treasury and kept the accounts of all royal receipts and disbursements and act as the record office of all the events. The four *Atwin-wuns*, the four *Thandaw-sints*, the four *ByedikeThansins* and a number of *Sayedaws (clerks)* constituted the regular establishment of the Byedike.

**(c) A Shay Yone Taw**

It was the court for criminal justice which situated in the east of the palace. A Shay Yone Taw was responsible for detecting, inspecting and judging criminal cases. It was composed of four Myowuns, four Prison officers, four MyoClerks, four Shwepyisoes, four Prison clerks.

**(d) A NaukYone Taw**

A NaukYone Taw or the Western Court was concerned with the affairs of the Chief Queen and other women of the palace. A NaukYone Taw was established with the four A Nauk-wuns, four A NaukYoneTaw Clerks, four Kandaw Clerks and four office clerks.

**(e) Ta YarYone**

The Ta YarYone (Civil Court) dealt with trials and other law cases from the different regions or places. Civil justice was administered in accordance with custom and such knowledge as the locality happened to possess of the dhammathat which formed the basis of Burmese law literature.

During the Monarchism, the realm was divided into districts under Wuns (governors) who dealt directly with the Hluttaw. Under the district administration, there was no division of functions and criminal, civil, revenue, and military powers were usually united in one person. Officers below the rank of district governor were not given the power to issue extreme penalty but they sometimes exercised it. They include Myo-thugyi (Township officer), Taik-thugyi (Headman of small group of township), Ywa-thugyi (Headman of villages), Se-saw, Ywa-saw, Ngwe-gun-hmu, Shwe-gun-hmu.

Every appointment down to the village headmanship was considered to be the gift of the king. Though, in reality the lower territorial offices were hereditary and many of them remained in one family for centuries. Territorially, the administration in Myanmar during the late Konboun Period was organized into ten districts;

ShweMyoDaw (Capital) District, Ava District, Taunggu District, Taungdwingyi District, Outmyitsin District, Pakhangyi District, Chindwin Kyaung District, Sagaing District, YadanarTheinga District , and Ahnyarmyitsin District.

In this pre-colonial era, it is found that the monarchy or the king was seen as the state by the people and even by the monarch himself. It was because territorial control was seen as the consequence of the king's possession of a full treasury and a strong army where this territorial control made it possible to obtain tax from labor and agriculture. During this pre-colonial era, the kings attempted to control elite autonomy and these kings developed a system to ensure that no permanently independent bases of provincial power could arise to challenge their dominant position.

### **3.1.2 Colonial Era**

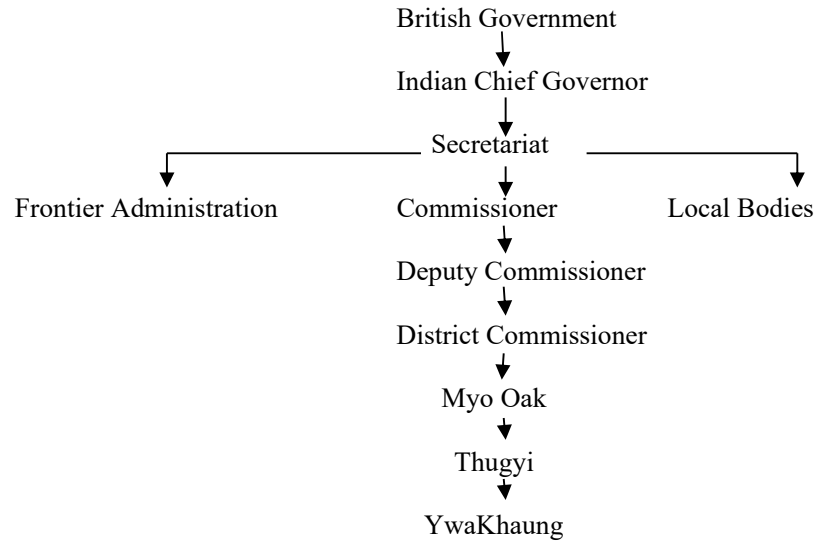
#### **(a) Early Period and Diarchy System (1826- 1937)**

The British came to control Myanmar after the first Anglo-Myanmar War and in 1826, Rakhine and Taninthayi regions were kept under direct control of the Governor-General of India. Since 1826, administration of Rakhine was divided into four districts and put under the control of the Commissioner of Chittagone. In contrast, the Thaninthayi Division was placed under the direct control of the Governor General in India and divided into three districts. In 1852, after the second Anglo-Myanmar war, the East India Company further annexed the Bago and Muttama provinces from lower Myanmar and placed the regions under a commissioner of Thaninthayi. In 1862, Rakhine, Tanintharyi and Bago regions were united and were called British Burma. There are three commissioners under the chief commissioner, who administered these regions. These commissioners were responsible to the Governor-General.

After the annexation of whole Myanmar in 1885, the British organized administrative districts in Myanmar and kept them under deputy commissioners. The British reorganized Upper Myanmar into four divisions; Eastern Division, Western Division, Central Division and Southern Division. A Divisional Commissioner was appointed for each division. These four divisions were further separated into 17 districts until 1897. In 1898, after the enactment of the Upper Myanmar Law Act

1989 by the India Government, the upper Myanmar was divided into Divisions, Districts, Subdivisions, Townships and Circles. The major reason is not only for the administrative purposes, but also for collecting revenue. Myanmar was ruled as part of British India until 1937. The administrative structure between 1897 and 1937 is illustrated in the following figure.

**Figure 3.2 Colonial Administrations in Myanmar (1897-1937)**



*Source: Myanmar National Archive Department*

The British ruled Myanmar by dividing it into the mainland and hill regions. The main reason of the British to administer Myanmar and the national races by practicing the divide and rule tactics was the sovereignty of Myanmar to be held by the British Monarch or the Queen and the British Parliament. The British governor was the chief executive who had the supreme authority to decide important issues of the country with no right of the people to protest. The secretariat was established and the governor was assisted by secretaries which included some Myanmar nationals.

In 1917, as the British Empire needed the stand of India, they declared that administration in India was to be upgraded. Thus a reformation plan known as Montagu-Chelmsford Plan emerged in 1918 for the upgrading of Indian administration. Myanmar representatives demanded to have equal status like India. In this, the Deputy Governor, Craddock who governed Myanmar, set up a plan and in this plan known as the Craddock Plan, it was stated that Myanmar was not in line

with Diarchy as she had no diarchy practice like India so that the unicameral legislative organ should be formed for the administration and some departments should be administered by the British officers.

In 1919 and 1920, the representatives from Young Men's Buddhist Association (YMBA) left for England and demanded the secretary for India, to assign Myanmar with a higher status of administration. Many nationalist movements have initiated since then and the General Council of Burmese Associations (GCBA) in 1920 was formed, followed by other movements throughout the early decades of the 20<sup>th</sup> Century. The outcome of the nationalist attempts was the achievement of the diarchy administration in Myanmar on February 24, 1923.

The British government handed over the administration with (47) departments were kept under the direct administration of the Indian Government, (33) departments under the governor, and the remaining (22) departments were kept under two ministers, country representatives approved by the governor. However, all these departments were actually under the control of the Indian government. The Diarchy system comprised three departments which were central subjects governed by The Indian government, reserved subjects governed by Myanmar region and transferred subjects administered by the Myanmar legislative council.

#### **(b) Post Diarchy: 91 Department Administration (1937- 1942)**

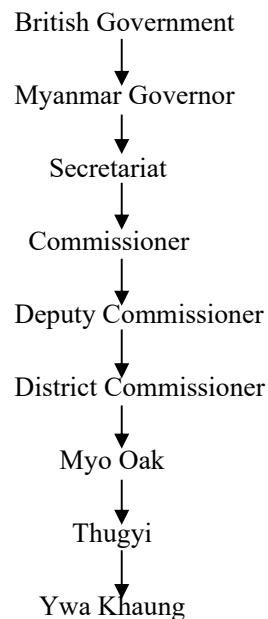
After ten years of Diarchy System being practiced in Myanmar, finally, the administration of Myanmar was separated from India. Myanmar had been separated from India in 1937 in accordance with the Report of Simon commission. After separation from India, a new administrative system was introduced in Myanmar in accordance with the Myanmar Administrative Act of 1935. Thus, the 91-Unit Administration was practiced in Myanmar from April 1937 till December 1942.

The election for a new administrative system was held in November 1936. It had nominated 132 seats for The House of Representatives and 36 seats for The Senate. Only the elite groups were entitled to be members of the Senate. Under this

administration, changes in administrative organizations and administrative power were made legally. These changes included:

- (1) The recent administration through Myanmar governor under the Indian chief governor was transferred to the Myanmar governor to take charge of the administration solely in Myanmar. For the administrative power of the Myanmar governor, there were two types of power where were the discretionary power and the special power.
- (2) In the local areas this administrative power was practiced by the general administration staff on behalf of the governor of the central government.
- (3) All the government's functions and activities were to be conducted through the orders by the governor and the Myanmar government did not have the right to conduct these. As the secretaries were the officials in charge of the various ministries, all the government's activities were to be conducted through the direct contacts between the secretary and the governor.

**Figure 3.3 Colonial Administration (After 1937)**



*Source: Myanmar National Archive Department*

During the 91 Department Administration period, the Myanmar government could appropriate its own budget for the various departments concerned. Bicameral Legislative System had been introduced as the House of Representatives and the Senate. The Senate was organized with 36 representatives. Out of which 18 were elected from the members of the House of Representatives. The House of Representatives had been organized with 132 members out of which 91 were elected members from 91 constituencies, 12 from Kayin community, 8 from Indian community, 3 from British minority, 2 from Anglo-Indian minority, 6 from British Chamber of Commerce, 3 from Indian Chamber of Commerce, one from Chinese Chamber of Commerce, and one from Myanmar Chamber of Commerce. Myanmar was under the direct control of the British government and its parliament. As mentioned, Myanmar governor was granted two powers. There were 102 units, of which 91 units were governed by the ministers assigned by the election result and the rest 22 units being directly governed by the governor. The Governor had to consult and to act in accordance with the advice given by the Ministers unless he had to give personal directives or decisions to be implemented.

To implement the administrative system in Myanmar in accordance with the 1935 Government of Burma Act, two administrative jurisdictions areas were established: Part I Scheduled Areas and Part II Scheduled Areas. The Part I Scheduled Areas included Federated Shan States, ThaungThut, SinkaleinKhanti, Khanti-lone, Rakhine Hilly regions, Chin Division, Myitkyina, Bahmaw, Kachin Hilly regions including Katha districts, Triangle area, Hukaung pass and non-administered areas. The Part II Scheduled Areas was composed of the regions which were not consisted in the regions of former areas, particularly Myitkyina and Bahmaw areas and Homalin, Mawlike, Village tracts in Tamu Township, Kyarinn Township, Kawkareik Township, Eastern regions in Taungoo District and Hilly regions in Thaton District. Previously Part I Schedule areas were under developed areas and Part II Schedule areas were the areas to which the Governor had administered directly.

During this period, it was seen that although the general aspect of it was stronger than the Diarchy administration but the essence was nothing distinct. The practice of divide and rule policy still existed as there was no contribution to the interests of the people as a whole with the exception for those Myanmar who were assigned as

ministers. Then, though the legislative council, the parliament and the cabinet were formed as a structure, they were not authorized organs in practice, but as an advisory organ to the governor. The British rule indicated that the governor was the supreme and as mentioned, it was a practice of divide and rule policy.

**(c) Before Independence (1942- 1947)**

The administration under the British rule has collapsed during the 1942- 1945 period. When the Second World War broke out, the Japanese entered the war and the patriotic Thirty Comrades from Myanmar made contact with the Japanese to undergo military training in Hainan in southern China. Then, they formed Burma Independence Army (BIA) in Bangkok in January, 1942 after they arrived back with the Japanese. Burma Defence Army (BDA) was formed the abolishment of BIA in July, 1942. After their invasion, the Japanese authorities set up a central government led by Dr. Ba Maw. In August 1943, Japanese granted sham independence to Myanmar. In September, 1943, the BDA was renamed as Burma National Army (BNA).

The Japanese Administration can be divided into military administration and civil administration. During the Japanese Military Administration, the whole of Shan State, Karenni and Wa States were to be amalgamated and placed under the direct control of Japanese military administration. After drastic readjustment under the Japanese rules, anti-fascist revolution was launched on March 27, 1945. After the Japanese invasion, the British came in again and between 1945 and 1947, White Paper Administration was practiced by the British government. It was seen that the British government formed civil administration during the period from 1945 to 1948. Bogyoke Aung San strove to gain independence from the British where all border regions would be included for independence. But the British were reluctant and in 1947, Sorrento Villa Rehabilitation Programmes were introduced. However, national consolidation in Myanmar was built through the Panglong Agreement on February 12, 1947 and Myanmar regained its independence on 4 January 1948.

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

### **3.2.1 Post Independence Period (1948-1958)**

Myanmar regained independence on January 4, 1948. The new constitution of the Union of Myanmar was introduced in 1947. It legitimized the government administrative system which consisted of the cabinet that was responsible to a bicameral legislature made up of the Chamber of Deputies and Chamber of Nationalities. The AFPFL government took charge of the country between 1948 and 1958. The Caretaker government with military administration intervened with two objectives: to restore law and order and to hold a free and fair election. In 1960, the Pa- Hta- Sa party won a majority in election and ruled the country for two years.

According to the 1947 constitution, the administrative regions were reformed as 4 states and 7 divisions that comprised Kayin State, Kayah State, Kayin State, Shan State, Chin Special Division, Sagaing Division, Tanintharyi Division, Bago Division, Magwe Division, Mandalay Division, Yakhine Division and Ayeyawaddy Division.

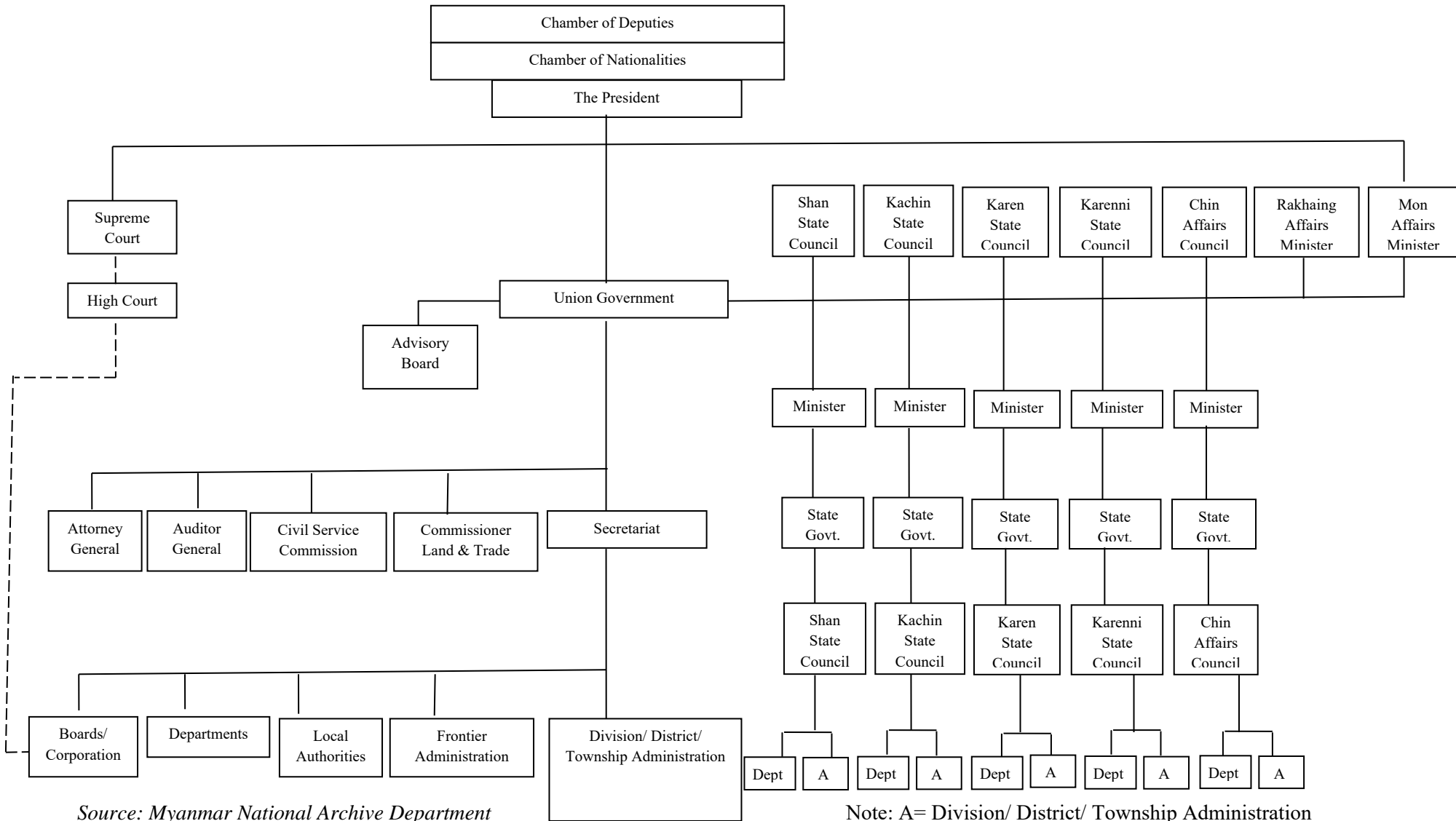
At the time of the attainment of independence the government decided to develop a Welfare State for Myanmar as quickly as possible. One main objective of the government was to enhance welfare which involved expenditure out of public funds. It was designed mainly with a view to ruling the country cheaply and efficiently. While spending money focused on the attempt to suppress crime, it spent comparatively little on promotion of Welfare as a remedy for crime.

In April, 1948, the government announced a Two-Year Plan for economic development. The plan aimed for (1) the maximum development which Government considered practicable during the next two years, and (2) laying down the foundation of a planned economy. The government's pre-occupation with the problems of law and order prevented it from furthering its economic planning and development effort until 1951 when a group of American engineers and economists was engaged with ECA aid for the formulation of an Economic and Engineering Survey of Burma. The Plan, known by the various names of KTA Plan, the Pyidawtha Plan and the Eight-Year Plan adopted a national income target roughly doubling the Gross Domestic Product in real terms between 1950-51 and 1959-60. This meant a 31 per cent

increase over pre-war GDP but only a 4 per cent increase in per capita production on account of the population growth. It was a smaller outflow of income abroad and per capita consumption in the target year represented a 8.7 per cent increase over the pre-war level. Therefore, the goal of the Eight-Year Plan was merely a restoration of the pre-war level of living.

Throughout the post-independence administration, there was the Parliament at the top of the hierarchy. The Parliament consisted of the President, a Chamber of Deputies and a Chamber of Nationalities. The President was elected by both Chambers of Parliament in joint session by secret ballot. The members of the Chamber of Deputies were elected on a population basis and those of the Chamber of Nationalities were elected on a racial basis. The Prime Minister was nominated by the Chamber of Deputies and other members of the government were chosen by the Prime Minister. The Prime Minister was the head of the government and the government was collectively responsible to the Chamber of Deputies. Under the administration of post independence period there were central administrative bodies as follows:

**Figure 3.4 Administrative Structure of Myanmar: Parliamentary Democracy Period from 1948- 1962**



### **3.2.2 Administrative System under the Caretaker Government (1958-60)**

The Tatmadaw shouldered the responsibility of the State as Caretaker Government for two years due to national unrest in all over Myanmar but the state power was transferred back to Civilian Government again in 1960. The primary goals of the Caretaker Government were the restoration of law and order and the holding of free and fair general election. The Prime Minister General Ne Win promised to arrange as much as was capable of what was required to hold free and just general election before the end of April 1959. Therefore, the Prime Minister chose and appointed 16 Ministers for different ministries and the States and the Attorney-General to operate the transactions of the country efficiently.

The Caretaker Government issued declarations to materialize the preparations made in advance with regard to the election. In September 1959, the Department of the Home Minister issued declarations which must be followed by the Government servicemen at the election. The Caretaker Government tried from all sides to be able to hold the fair and just election. The Supreme Commander of Defense issued an order on November 11, 1959 which described the point that must be strictly followed and avoided, with regard to the General Election by all the officials of the Army, Navy and Air Force. The aims of the order were to make the General Election just as much as possible and to retain belief and respect of the people which were being received by the Army.

The Caretaker Government published Handbook of Parliamentary Election Law in December, 1959 to be able to hold the election successfully. According to that manual, the officials who were appointed by the President of the country must take responsibility at the constituencies of Shan State, Kachin State, Kayah State, Karen State and Chin Special Division, and collector official of Yangon must take responsibility of Yangon Myoma District and Commissioners must take responsibility of the other remaining regions.

After making preparations in advance for the General Election, the Caretaker Government abolished the present Parliament on December 19, 1959. Then the government fixed February 6, 1960 as the date for holding Parliamentary General

Election. The Caretaker Government sent a document of directions in entitled 38 important points which must be followed by the polling booths. Thus the Caretaker Government systematically worked step by step to be able to hold the General Election within the fixed date. And it worked so that the Election would be fair.

In addition to the responsibility of holding elections, the Caretaker government performed two other significant tasks for the country. The first one was that the Caretaker Government could smoothly sign the Boundary Demarcation Agreement with the Republic of China. The second task was the introduction of governments in the Shan and Kayah States. The chieftains: Sawbwas and Saophalongs of the Shan State and the Kayah States retained their feudal rights and privileges after the Union of Burma came into being. Representation for the two States in the Chamber of Nationalities was not by election. The chiefs went to the Chamber by right. The Shan State had 25 seats and the Kayah State had 3, so that there was a solid feudal block of 28 in a Chamber of 125 seats. By Constitution, it was agreed that this arrangement would be tried for 3 years, and later reviewed and changed after a referendum. However, there was no review until 1959.

When the Caretaker Government took responsibility of the country, the government gave respectful treatment to the State Councils, and showed fairness in making budgetary allocations to the States. The chiefs were also willing to work over the details together and conclude the agreement. By March, 1959, the agreement was approved in principle. On April 21, the chiefs signed their acts of renunciation in a ceremony at Taunggyi which gave up hereditary rights and prerogatives. It was not only one of the successful performance of the government, but one step toward Welfare State.

### **3.2.3 Administrative System under the Pa-Hta-Sa Government (1960-62)**

The Pa HtaSa(Union) Party which won the third parliamentary elections broke into two factions soon after entering office. After the attainment of Independence, the Public Service Commission was set up to recruit and select suitable and competent personnel for effective administration. It is observed that the structure of the civil service in Myanmar

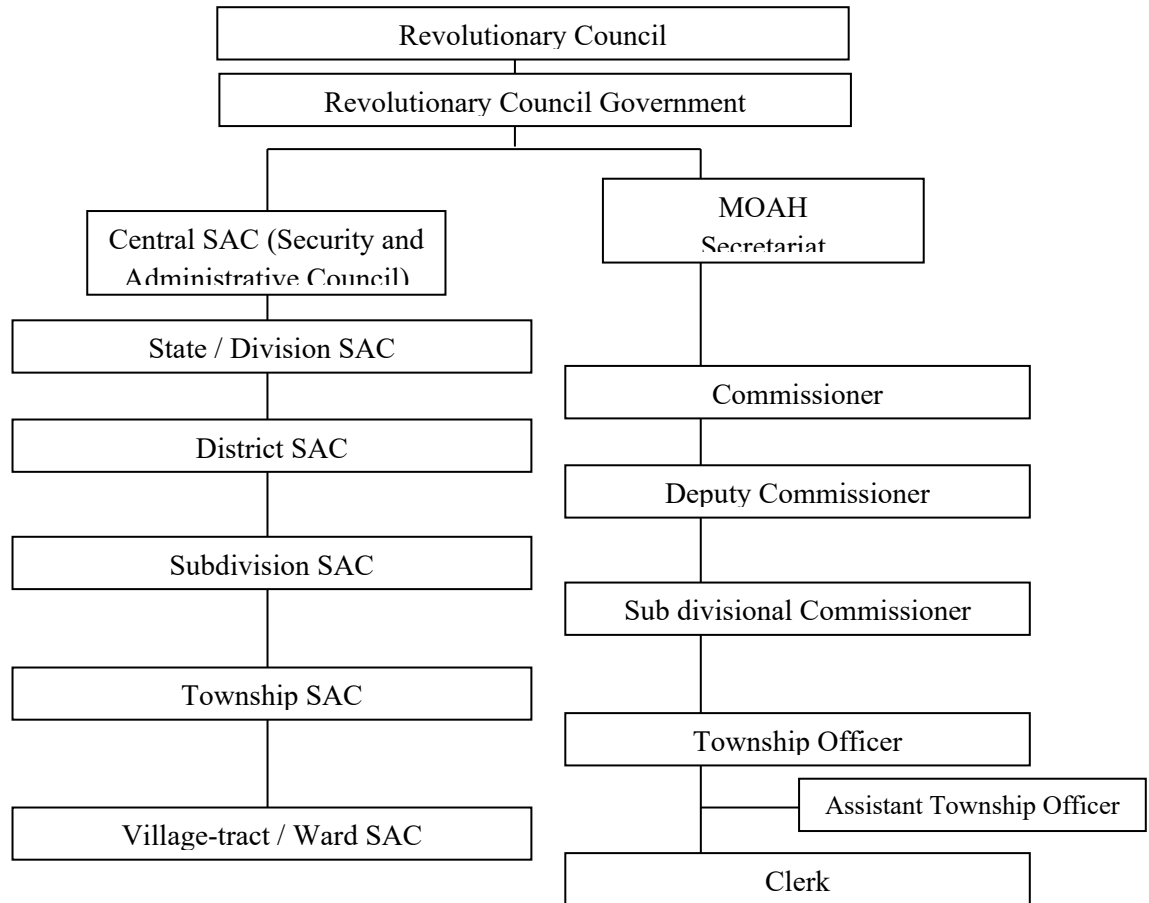
during the Parliamentary period remains substantially the same as it was during the time of British regime. Prior to 1947 the highest level of general administration was the ICS and later as the Burma Civil Service Class I (BCS I). With the attainment of Independence the Class I service was abolished and this service was merged with those of Class II. The Civil Service in these periods attracted the university graduates because of its wider career prospects.

### **3.2.4 Socialist Era**

#### **(a) Administrative System under the Revolutionary Council (1962-1974)**

On March 2 1962, the Revolutionary Council assumed power to set the country on the path to Socialism. The Revolutionary Council consisted of high-ranking military officers headed by General Ne Win. On March 3, 1962, the Revolutionary Council suspended the 1947 Constitution, and abolished the bicameral Parliament made up under the old constitution of the Chamber of Deputies and the Chamber of Nationalities. Consequently, the Election Commission, an adjunct of the former parliament, was abolished by Proclamation No (17) of the Revolutionary Council dated March 8, 1962.

**Figure 3.5 Administrative Structure of the Revolutionary Council**



Source: အုပ်ချုပ်ရေးစနစ်သစ်ဖော်ထုတ်စီစဉ်ရေးအဖွဲ့အစီရင်ခံစာ ၈၁-၁၁၇

The Revolutionary Council also abolished the Supreme Court and the High Court and the Chief Court was established to provide continuity. And, it was announced that the Chief Court shall exercise all the powers and discharge the duties of the two former Courts and act as a final court of appeal in the Union. According to the guidelines of the Chairman of the Revolutionary Council, a new administrative system was being drawn up during 1969 to 1972. An announcement was made that with effect from 15 March, 1972, all bodies in the administrative machinery had been reorganized and that the secretariat had been abolished. In the new system of administration, some ministries were kept intact as before; some related ministries were combined and reconstituted.

According to the proclamations by the Revolutionary Council, it was the highest organ of State Power, exercising Legislative, Executive and Judicial powers. The Chairman of the Revolutionary Council was empowered with the three powers of the State by the Revolutionary Council dated March 9, 1962. On May 9, 1962, the Central Security and Administrative Committee were created and State, Divisional, District, Township, and Village Security and Administrative Committees were simultaneously organized. The Committees at different levels were to co-ordinate, supervise and inspect the works of the government departments in their localities.

Members of the Cabinet were appointed by the Revolutionary Council. The Government composed of the Prime Minister and Ministers who were collectively responsible for the executive functions of the Union of Burma and was to collectively direct the works of all government departments. The organs carrying out the local executive functions according to the Cabinet decision were to be called the local organs.

The organization structure of government was divided into three levels - the Cabinet, the Secretariat and the different government departments. The Secretariat was concerned with the administrative or executive functions. It remained an intermediate body between the Ministers and their subordinate departments operating the respective government works. Thus, the government departments had to communicate with their ministries through the Secretariat. It could be said that the authority of secretaries sustained up to the time of the Revolutionary Government and the red tape system continued to exist.

The Revolutionary Council had viewed the Parliamentary government as resting on bureaucratic administration machinery and was only to safeguard the interests of capitalism and also that it had extra mechanism, less creative and innovative approach and practiced conventional nature. Thus, the Revolutionary Council had declared its policy of Burmese Way to Socialism where the Burmese Socialist Programme Party was established to practice Socialist Democracy Administration Machinery with structure, laws, rules and regulations, and procedure that would strengthen the new socialist society.

**(b) Administrative System in the Socialist Era (1974-1988)**

The Revolutionary Council made in-depth study of the socialist principles propounded by the National leader Bogyoke Aung San and proclaimed the Burmese Way to Socialism on April 30, 1962. The aim of the Revolutionary Government as declared in the Burmese way to socialism is to build a society of socialist justice in a socialist democratic state. The Revolutionary Council government then gave way to the establishment of the Socialist Republic of the Union of Myanmar in 1974.

According to the 1974 constitution where it was stated that the Burma Socialist Programme Party (BSPP) is the sole political party and that it shall lead the state. It means that the BSPP laid down the policies and guidelines for the state and all organs of the state, including the Pyithu Hluttaw which followed the guidelines of the BSPP.

Therefore, the BSPP took the leading role in the country despite the Pyithu Hluttaw being the highest organ of the State power, and exercising the sovereign power of the state on behalf of the people as stated in the Constitution that the legislative power of the State was vested solely in the Pyithu Hluttaw. It may delegate executive and judicial powers of the State to central and local organs at different levels.

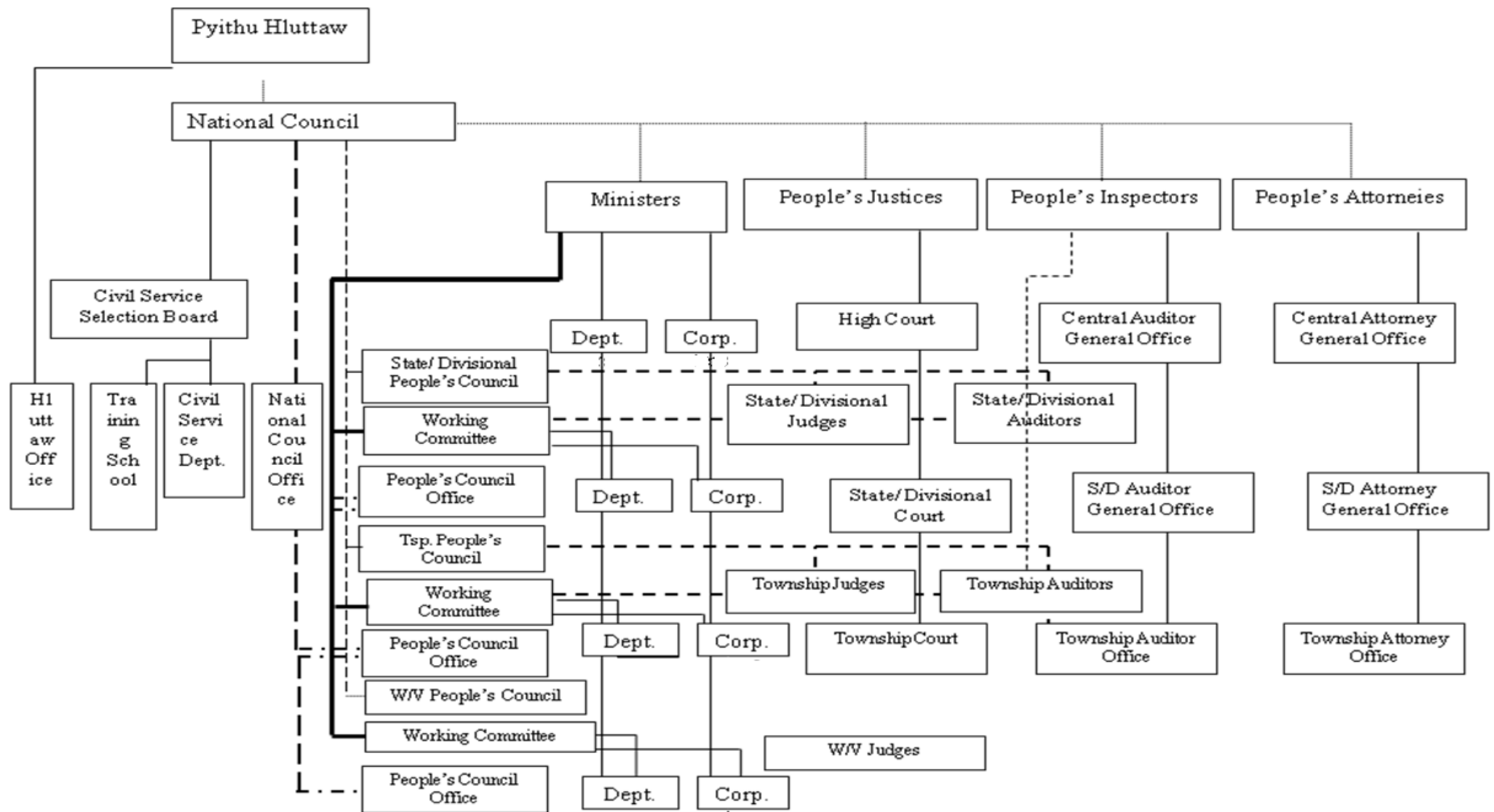
Thus, the People's Councils at different levels, the Council of Ministers, the Council of People's Justices, the Council of People's Attorneys, the Council of People's Inspectors and Commissions and Committees were formed with elected representative in accord with the new constitution may exercise executive and judicial powers delegated by the Pyithu Hluttaw. Therefore, the legislative power resided in the Pyithu Hluttaw formed with people's representatives. And the Central and local organs of State power possessed the executive and judicial powers delegated by the Pyithu Hluttaw in accordance with the constitution.

One of the distinctive features under the Socialist administration was that there were no places for States' Ministers. It may be interpreted that the BSPP could completely control all levels of administration over the periods. The 1974 Constitution stated that 14 States and Divisions in the Union of Myanmar were equal in power and status. Thus, it may be

assumed that it achieved national unity and mutual understanding among the nationalities in some extent.

From 1962-74, the Revolutionary Council was the highest organ of State Power, exercising Legislative, Executive and Judicial powers. In the administration of the Revolutionary Council, members of the Cabinet were appointed by the Revolutionary Council. The Government comprising the Prime Minister and Ministers was collectively responsible for the executive function of the Union of Burma and was to collectively direct the works of all government departments.

Figure 3.6 Administrative Structure of the Socialist Government



Source: ပြည်ထောင်စုမြန်မာနိုင်ငံအုပ်ချုပ်ရေးစနစ်သစ်ဖော်ထုတ်စီစစ်ရေးအဖွဲ့အစီရင်ခံစာ၊ ၁၉၇၀

In the administrative structure of the Revolutionary Council, there were the Central Security and Administrative Committee, State / Divisional Security and Administrative Committee, District Security and Administrative Committee, Township Security and Administrative Committee, Ward / Village-tract Security and Administrative Committee. The committees at different levels composed of representatives of the BSPP, the People's Workers Council and the People's Peasants Council to co-ordinate, supervise and inspect the works of the government departments in their localities.

It was obvious that the people could enjoy the essence of the 1974 Constitution. The Pyithu Hluttaw was authorized to delegate executive and judicial powers to the local organs of the State Power. The Constitution placed emphasis on local solutions to local problems. The constitution charged the People's Councils with a full range of economic, social, legal and administrative tasks.

However, the socialist administration with its emphasis on a centrally planned economic system had not come up to the extent of a sound economic condition in the country. Economic policies were inappropriate, economic performance was weak with downward trends in rice exports, overall export earnings, savings and investments especially during 1962 and 1977 were the main factors down turning the role of this government. Though economic reforms were undertaken as a first attempt which had initial satisfactory results and as these initial improvements could not be sustained, both macroeconomic and structural problems emerged. In the early 1980s, faced with widening internal and external balances, the government did attempt to stabilize the economy by cutting public investment, tightening import controls. But still growth slowed as a result, inflation rose sharply with deficit financing by the government. Thus, to contract money growth to control inflation, demonetization in 1985 and 1987 were instituted resulting in more economic difficulties in the country. These economic difficulties were followed by civil unrest in 1988 and these led the State Law and Order Restoration Council (SLORC) to take control of the nation in September, 1988. Then the SLORC was lately renamed as State Peace and Development Council (SPDC) in 1997.

### **3.3 State Law and Order Restoration Council/State Peace and Development Council Period (1988-2010)**

#### **(a) State Law and Order Restoration Council (1988-1997)**

After the civil unrest in Myanmar in 1988, the State Law and Order Restoration Council (SLORC) government assumed power on 18 September, 1988 and the administrative system changed with the government initially adopting a market oriented economic system and later this administrative system fell into two categories. The first was from 1988 to 1992, where the nation was to restore law and order, and peace and tranquility. The second was from 1992 to 1997, the period for a change in administration leading to a more peaceful and disciplined state.

The SLORC had established Administrative organs as follows.

- (a) State Law and Order Restoration Council with 19 members according to SLORC order (1/88)
- (b) Government with (9) members according to SLORC order (2/88)
- (c) State/Divisional Law and Order Restoration Council with officials from the military, General Administration Department and the Police Force, according to SLORC order (5/88)
- (d) Townships/District Law and Order Restoration Council with officials from the military, General Administration Department and the Police Force, Ward/Village Tract Law and Order Restoration Council with local people.
- (e) Administration Areas formed with Districts, Townships, and Wards/Village Tracts

The SLORC with its administrative power had reorganized the administrative areas and also according to the SLORC Act No. 8/88 which was the legal replacement of phrases, the authority to act by the former various levels of People's Council were transferred back to the concerned departments, corporations and the People's Police Force. During the SLORC era, according to SLORC government order No. 4/88, dated 7 November, 1988, the General Affairs Department under the Ministry of Home and Religious Affairs

was reorganized as General Administration Department (GAD) beginning from 7 November, 1988 with the staff transferred from the State Council. Then with the government's directive No. 1/88, dated 22 September, 1988, 35 items relating to laws, rules, regulations, and manuals were specified for GAD practices.

The national policy during the SLORC period contains three main national causes which are non-disintegration of the union, non-disintegration of national solidarity and perpetuation of sovereignty. Then, the SLORC's three main powers were (1) the legislative power which only SLORC could exercise this power. (2) the administrative power which SLORC could exercise and with decentralization of this power to State/Division, Townships/District, Township, Ward/Village Tract and assigning administrative tasks through collective leadership. (3) the judicial power which SLORC could exercise, but to be in line with the new constitution, ordinary criminal cases and civil cases were to be examined through establishment of different levels of courts.

The Supreme Court was formed according to SLORC enactment of Law No. 2/88, dated 26 September, 1988 and order No. 5/88. The Attorney General's office was formed in place of the Council of People's Attorneys Then, with order No. 6/88, the Attorney General and Deputy Attorney General were appointed and with Law No. 3/88, the law for Attorney General was enacted. According to order No. 31/91, dated 17 July 1991, the Central Board to scrutinize the laws was formed with the Attorney General as Chairman and (6) members. This board's responsibility was to revoke laws that were not in line with the new system and enactment of laws that were required for the country.

Another distinct feature was the enactment of the PyithuHluttaw Election Law. In order that the resolutions concerning the election of the 1947 constitution and 1974 constitution were no longer in line with the present condition, PyithuHluttaw Law No. (14/89) was enacted on 31 May 1989. In this case, the SLORC also enacted the Multi-party Democracy General Election Commission Law (1/88), and Political parties Registration Law (4/88).

Throughout the post 1988 period, the government conducted several negotiations and fostered regional development projects since 1989 in the rural and border areas.

Accordingly, national projects of Border Areas and National Races Development, Rural Development and Development of Special Zones have been initiated and have gained considerable achievement with the collaboration of the Public Sector, NGOs and INGOs.

**(b) Administrative Change for a Disciplined Democratic Transition (1992-1997)**

Beginning from 1997, the SLORC with Constructive Administration and Civil Administration and also with present laws relating to the urban areas and various levels of civil servants had taken responsibility to put effort in fulfilling the aim of appropriate administration in the future.

The SLORC had initially performed various functions through State/Division, district, and township levels of law and order restoration with military officials as chairmen and members of GAD as member (1), members of Police Force as member (2). But in light of future administration, for administrative organizations to be more practical, through notification No. (14/92), dated 28 September 1992, officials from Township GADs were reappointed as Township Chairmen to enable them to lead and function the administrative procedures.

In order to secure a disciplined democratic system in the nation and to establish a more peaceful and modern state, the State Law and order Restoration Council (SLORC) was dissolved on 15 November 1997 with Notification No. (1/97). Then, on 15 November 1997, the State Peace and Development Council (SPDC) was established.

**(c) State Peace and Development Council (SPDC) (1997-2011)**

The SPDC was established and laid down 12 political, economic and social objectives. Efforts have been made especially for the emergence of peaceful, modern and developed nation. In order to achieve balanced growth in all regions of the country, 24 Special Development Zones were designated among the 16 Administrative States and Divisions and treated them with special development programs. These regions comprises two regions from Kachin State, two regions from Southern Shan State, three regions from Ayeyarwaddy Division, two regions each from Magway, Bago and Mandalay Division,

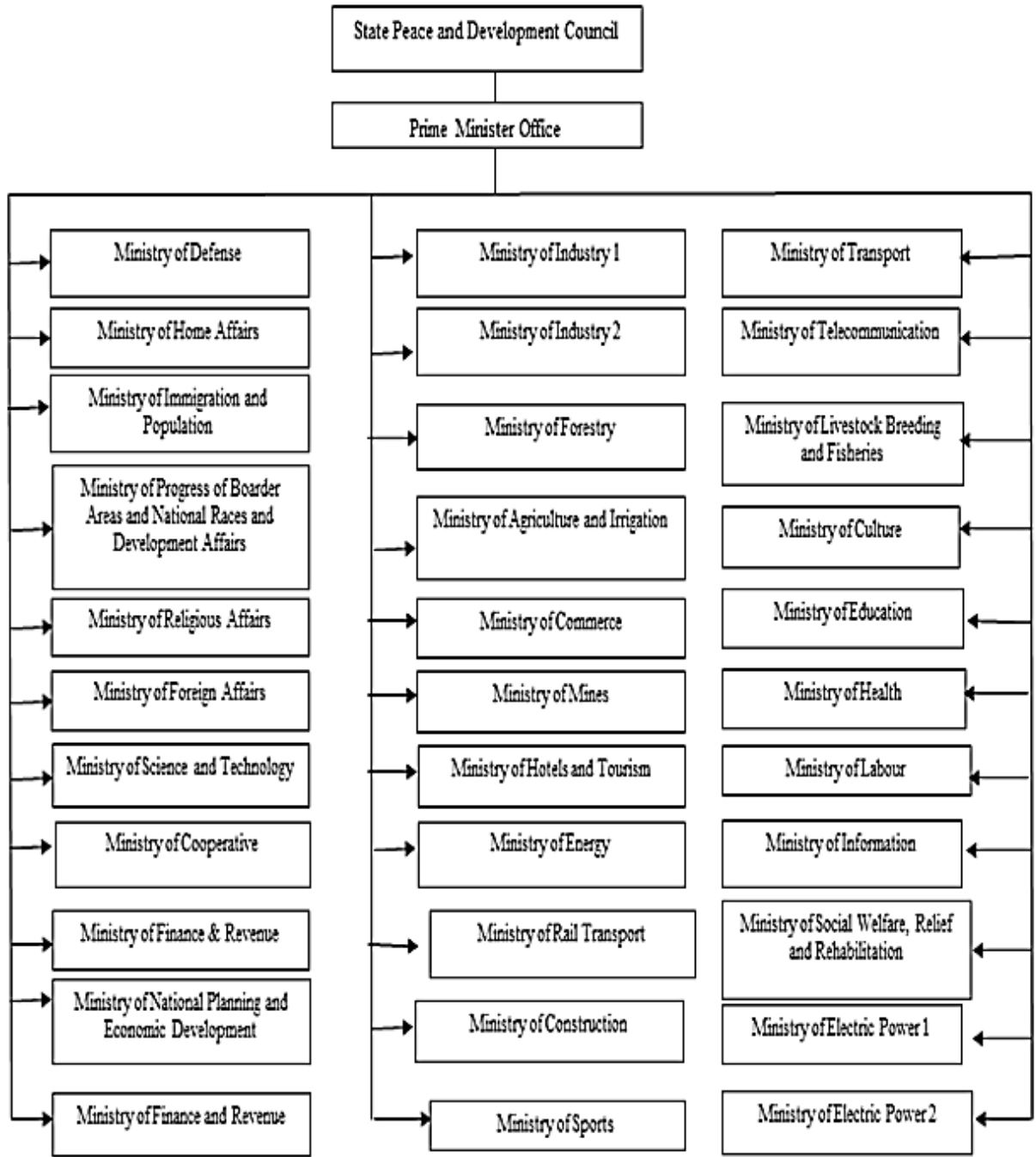
three regions from Thanintharyi Division together with each an every one development region in Kayah State, Kayin State, Chin State, Mon State, Northern Shan State, Eastern Shan State, Sagaing Division and Yangon Division respectively.

Regional development in Myanmar can be accorded with the aspects of

- National unity
- Territorial integrity
- Special requirements and needs
- Challenging potentials
- Necessary reallocation/ rehabilitation and
- Special plan of actions

The development programs include tertiary education facilities, health and other social development in building capacity and technical know-how for facing the long term development of the region, aiming for balanced and proportionate development all over the country. Among the initiatives and endeavors made for the development of Special Zones, Model Village Development, Low Cost Housing for Rural Areas, Greening Project, Micro- Credit Programs and Community Development projects are some remarkable achievements.

**Figure 3.7 The Structure of Government of the Union of Myanmar Under SPDC**



Source: Kyaw 2004

The SPDC government was concerned about the insecure situation in the border areas and where normal administration was weak, and also some areas which were still being

governed by the feudalists, wealthy elites, and traditional descendents of leaders, armed groups, and chieftains. In order to accelerating development in the border areas, sub-townships in these areas were established. These 60 sub-townships can be seen in the following table.

**Table 3.2 Establishment of Sub- Townships by States and Divisions**

<b>Sr.</b>	<b>States/ Division</b>	<b>No. of Sub- townships</b>
1	Kachin	6
2	Kayah	1
3	Kayin	5
4	Chin	3
5	Sagaing	3
6	Taninthayi	6
7	Mandalay	2
8	Rakhine	3
9	Shan (East)	7
10	Shan(North)	6
11	Shan (South)	7
12	Mon	2
13	Yangon	1
14	Ayeyarwaddy	7
15	Magway	1
<b>Total</b>		<b>60</b>

Source: Ministry of Information

Apart from the above development measure, the Rural Development Plan has been integrated into the National Development Plan with the principal aim to uplift the socio-

economic life of the rural populace, who makes up the majority of population of Myanmar. The major tasks that the state has been carrying out effectively including:

- (a) ensuring smooth and better transportation in the rural area,
- (b) securing water in the rural area,
- (c) uplift of healthcare system for the rural people,
- (d) uplift of the education standard of the rural people, and
- (e) development of the economy in the rural region.

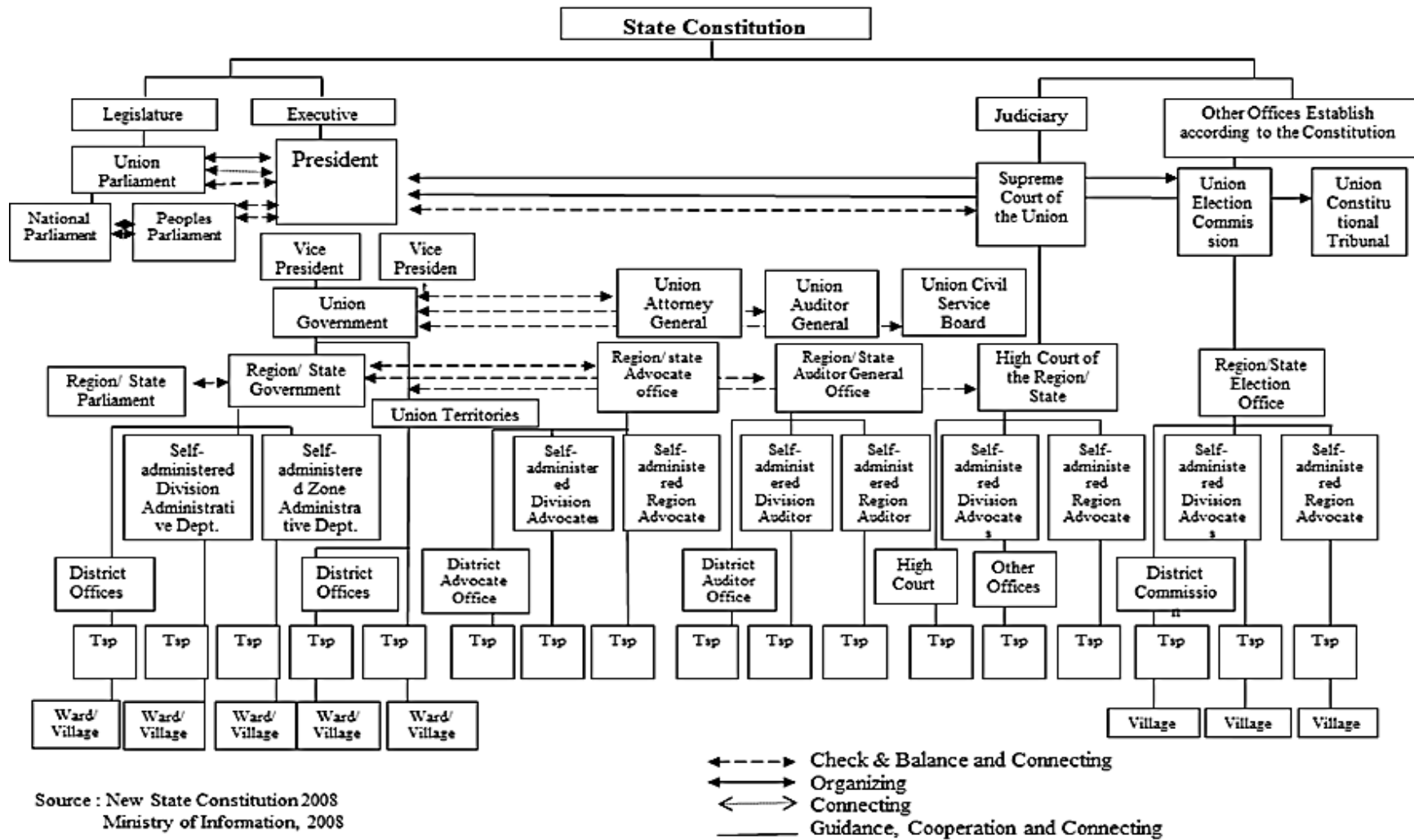
With the intention of achieving a modern, developed and democratic nation, the SPDC announced the milestone, **Seven Step Road Map** in 2003. Accordingly, the National Convention was reconvening in May 2004 under the guidance of the Road Map of

1. Reconvening the National Convention that has been adjourned since 1996
2. After the successful holding of the National Convention, step by step implementation of the process necessary for the emergence of a genuine and disciplined democratic system
3. Drafting of a new constitution in accordance with basic principles and detailed basic principles laid down by the National Convention
4. Adoption of the constitution through national referendum
5. Holding of free and fair elections for PyithuHluttaw (Legislation Bodies) according to the new constitution
6. Convening of Hluttaw attended by Hluttaw members in accordance with the new constitution and
7. Building a modern, developed and democratic nation by the State leader elected by the Hluttaw and the government and other central organs formed by Hluttaw.

On May 17, 2004, the National Convention that was temporarily adjourned was resumed in Yangon. In September 2007, the National Convention was able to adopt the basic principles and detailed basic principles for formulation of a new constitution. On 29 May, 2008, the National Referendum had ratified and promulgated the State Constitution of the Republic of the Union of Myanmar. After that, election of People's

Representatives to the Hluttaw was completed on 7 November 2010. Since March 30, 2011, seventh step has been successfully implemented towards the achievement of a peaceful, modern, developed nation.

Figure 3.8 Structure of New State Constitution



Source : New State Constitution 2008  
Ministry of Information, 2008

### **3.4 Socioeconomic Reforms (1988- 2010)**

#### **3.4.1 Economic Reforms**

The role of the public sector is significant in socio-economic development and also in achieving the targeted socio-economic policies in any nation. During the late 20<sup>th</sup> Century and the early 21<sup>st</sup> Century, partnership between public and private sector became an alternative form of public sector organizations. It implies that public and private partners share the responsibilities in the decisions to provide services in a community, constructing and maintaining the facilities and financing projects are often referred to as privatization.

In Myanmar, adopting the market-oriented system since 1988 was a significant change in terms of overall policy framework. The utmost goal of becoming a peaceful, modern and developed country calls for the shared commitment by the citizens under the concept of *unity in diversity*. The country had laid down political, economic and social objectives. The four economic objectives laid down by the SPDC are mainly emphasized on the development of agriculture followed by other sectors, to encourage the evolution of market-oriented economy, invitation of technical know-how and investments from domestic and abroad, and to initiative to shape the national economy in the hands of the state and Myanmar people.

In order to achieve the economic objectives, the SLORC had announced the economic reforms in post 1988 period to change the policy framework of the former socialist government with such aims as to liberalize the economy, to encourage private participation, and to promote integration into the world economy. From 1988 till 2010, the reforms in the public sector were carried out by the SLORC and SPDC. Major objectives of the economic reforms are intended to adopt a market-oriented system for the allocation of resources and the distribution of goods and services, to encourage private investment and entrepreneurial activity at home and to open the economy to foreign direct investment and to promote export. In economic sector of Myanmar, agriculture plays as mainstay of the economy followed by other primary, services and manufacturing industries.

In primary sector, agriculture reforms were the most crucial one. This is because agriculture contributes a significant share in GDP and total export earnings in

Myanmar. As more than 70 percent of the total population lives in rural areas, agriculture, livestock and fishery play a vital role for their livelihood. Reforms in this sector had taken place before the assumption of state power by the SLORC government. These comprise abolishment of government procurement of major crops, liberalization of domestic marketing, and controls on internal trade in industrial crops were also liberalized.

After 1988, the elimination of government controls on cropping patterns and reform measures in production, trade and marketing, pricing, and institutions were laid down in the agriculture sector. Other measures undertaken for the development of the agriculture sector were provision of research and extension activities, agricultural credit, irrigation water, support for agricultural mechanization and development of new agricultural land. In April 2003, decontrolling of paddy, rice and rice product trade encourage the establishment of a market oriented system in the country.

Privatization measures were also been made and welcoming local and foreign investment were to develop new agricultural land through the utilization of cultivable, fallow, and waste land for plantation, orchard, and seasonal crops. Myanmar Industrial Development Committee (MIDC) was formed in 1995 for the development of farm mechanization. Unlike the previous administration, various types of crops are able to cultivate in Myanmar.

Since 1988, the major reforms in livestock sector were implemented to increase the production of draught animals, to expand dairy production, to increase meat production, and to increase the income of livestock farmers. The Ministry has laid down policy objectives in line with the government's economic objectives. The Livestock sector aims towards achieving self-sufficiency for domestic consumption, export surplus and bringing improvement and progress to the sector. The Fishery Sector has also become important for the economy because of its vast potential for expansion. Increase of Foreign Direct Investment (FDI) is also one of the factors contributing to the development of this sector.

The Forestry sector in Myanmar is crucial for the economy since the period of Myanmar Kings and Colonial era. Up until now, it is important for the socio-economic development of the population in Myanmar. Forestry Sector became a major source of foreign exchange earnings especially in the 1990s, particularly about

30 percent of the total export earnings. Forest management in Myanmar became focused on sustainable management of natural teak bearing forests. The 1995, Myanmar Forest Policy has been formulated to be in line with the forest principles adopted at the United Nations Conference on Environment and Development (UNCED), which emphasized future development process of the forestry sector and sustainability of the forests.

The mining sector rebounded between 1991-92 and 1992-93 after years of stagnation. To exploit underutilized mineral resources, the Ministry of Mines had invited interested foreign investors and also set up joint ventures with foreign companies. Foreign participation was welcomed in production of copper, lead, gold, zinc, iron and steel. Much of the growth came from realization of copper and gold reflecting agreements between the state sector and foreigners and also onshore gas extraction. Investments can be undertaken through production sharing or profit sharing arrangements.<sup>28</sup>

The exploration of oil and gas in energy sector is contributed as the highest among foreign investment in Myanmar. New discovery of offshore gas fields developed by foreign investors are operating under the production sharing contracts. Public sector in Myanmar is mainly responsible to carry out the fulfillment of domestic energy requirements as well as energy conservation measures.

The share of Myanmar's manufacturing sector accounted for 16.8 % of GDP in year 2008-2009. In accordance with the adoption of a market-oriented economic system, restrictions on private sector involvement in the industrial sector had been reduced. Efforts have been made to encourage the advancement of industrial sector, mainly for the initiation of these laws were to regulate the systematic development of industries, restitution of small and medium-sized establishments, more private sector participation through relaxation on private investment and promotion of cottage industries. Reforms in these various economic sector include building legal framework and allowing private sector participation.

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<sup>28</sup>[www.freeweb.com/popamines](http://www.freeweb.com/popamines)

### **3.4.2 Social Sector Reform**

#### **(a) Education Sector**

Education in Myanmar enjoys a favorable environment as the people have traditionally given education the highest priority in their lives. In Myanmar, formal education system is carried out by the Ministry of Education. In education sector, the administration and education decision making processes are centralized. Policy formulation, co-ordination and funding of the Ministry is implementing through various councils formed under the Ministry. Since 1998 nationwide seminars have been held in both basic and higher education annually to prepare education promotion programs and assess progress.

Although the primary education alone cannot upgrade the human resource of the whole country, it can help fulfilling the initial stage of the educational goals of the country. Since 1988, new universities, degree colleges, and colleges were emerged all over the country, all of which are financed by state. Vocational and technical education is usually provided for young persons, before or after completion of higher-level basic education. There are two types of vocational training institution- technical institutes and technical schools. Monastic education still exists together with the formal primary education and the school structure is part of the basic education sector.

The monastic education schools are opened in various parts of the country and now promoting in boarder area and hilly regions. In some Regions or States, the monastic education provides middle and high school level education. In financing these schools, the government and local well wishers supported and presented donations.

Higher education institutions under the Ministry of Education have established Centers for Human Resource Development that offer reeducation and retraining human resource development programs ranging from short-term certificate programs to master's degree programs. The National Centre for Human Resource Development (NCHRD) was established by the Ministry of Education to diversify education opportunities in order to produce highly qualified human resources needed by a modernizing economy.

**Within the study period, improvement in education sector was within the realm of quantitative aspect. Physical expansion of building new schools and**

**universities in all over the country together with increase in number of teaching staffs and students intake were the significant changes in education sector of Myanmar. Yet, qualitative development of teaching staffs, provision of teaching facilities, upgrading curriculum and syllabus and collaborative efforts with the international community was lagged during the period.**

### **(b) Health Sector**

Health is considered to be the result of many interactions of various factors such as: heredity, environment, life-style, socioeconomic conditions, family welfare services and other factors. Health is not only the well-being of an individual, but also the overall well being of the whole communities and nations. Myanmar has also adopted the health for all people of the country by the year 2000 (HFA/2000) (Myat Thein, 2004).

The health sector includes health services, hospitals, social welfare institutions, education and training, pure medical research, medical social work, social work, formally trained medical practitioners and traditional medical practitioners. Health economics helps to avoid waste and increase efficiency in the health sector. Every country has limited financial resources to expend on health. Poor health may lead to low productivity and unemployment which results in less income. This low level of income may in turn lead to get lower food and nutrition and education.

Myanmar has over 58 millions of population with a growth rate of 2.02 %. Like other developing countries, health is assigned priority in the national agenda. The National Health Plan (2001-2006) was laid down to put into practice the national objective of uplifting of health, fitness and educational standards of the entire nation, to implement the National Health Policy, to develop a new health system in keeping with the political, economic and social conditions, and to strengthen rural health services.<sup>29</sup>

The Myanmar government formed a National Health Committee (NHC) which formulated a new National Health Policy in 1993. Ministry of Health is collaborated with other related ministries and social welfare organizations such as Maternal and Child Welfare Association, Red Cross, Myanmar Medical, Nurses Association, Non

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<sup>29</sup>Ministry of Health, 2008

Government Organizations (NGOs) and International Non Government Organizations (INGOs) to carry out national health care functions all over the country. Due to various supports from the government, responsible personnel of the Ministry of Health, participation of the general public and cooperation of local and international social organizations, the development of national health care in Myanmar has been achieved.

The Department of Traditional Medicine is also upgraded with well-qualified traditional medical practitioners. Health care delivery system comprises 871 hospitals in 2009. In addition, 2019 health centers, 14 traditional medicine hospitals and 237 traditional medicine clinics support the health of the community by traditional ways. Upgrading of hospitals at all levels is an integral part of the national health policy. According to the policy, expansion and upgrading of hospitals are done as and when necessary, with government support as well as with public contributions.

**Analogous to the education sector, health sector also have physical reforms including expansion of hospitals, universities and specializations of degree programs. Accordingly, the number of students became higher than previous periods. However, qualifications still in need as inadequate facilities and equipments, and shortage of qualified human resources. In addition, few doctors can go to work in assigned rural or remote areas. Accordingly, illegal medication is still popular in rural areas and led to increase maternal and child mortality. Even in urban public hospitals, shortage of doctors, medicines and facilities generate difficulties in access to health care services by citizens. Another drawback in health sector is the lack of health insurance programs. Hence, it can be concluded that without increasing qualitative aspect of health sector, quantitative expansion could not fulfill the needs of the people in providing health care services for majority of the population.**

### **3.5 Recapitulate**

Early period of Myanmar dynasties were mainly the absolute monarchism. Dual government system was practiced by the Konbound dynasty. During the colonial era, three administrative systems, ruled as part of British India, diarchy, and 91 department administration had implemented yet the basis were the same. When the war broke out in 1942, Japanese military and civil administrations generated devastations in whole country. After independence, different forms of administration;

parliamentary democracy system, military rules, and socialist regime changed the development status of Myanmar.

By looking at the changes in administrative systems, each administrative system is diverse to others in most cases. After long-lasting Monarchism, administration in Myanmar was totally transformed to Bureaucratic system governed by British and Indian people at the top positions. The consequences of the British colonial period generated disintegration of union solidarity among ethnic groups, educated group, disproportionate expenditure on the maintenance of law and order in comparison with the expenditure on welfare and widening the gap between rich and poor.

After independence, administrative system under the post independence era had planned towards achievement of welfare state. However, conflicting sub-groups from different parties and groups of nationalities led the social unrest within the nation. With the efforts of Caretaker Government, stability was regained within the nation. After the 1960 election, though the elected Pa-Hta-Sa Government strived to achieve wellbeing of the people, deterioration in every aspect within the nation generated the Revolutionary Council to assume state power in March 1962. Since that time, military administration has started for upcoming half century.

The implementation of the Myanmar way to socialism during the Revolutionary Council and the BSPP government could not sustain the economic growth and welfare of the nation and the economic instability in the late 1980s brought about social turmoil in 1988 and transformed towards the market oriented economic system. The attempts towards the peaceful, modern, developed nation since the post 1988 period have achieved obviously in maintenance of law and order, development of infrastructure, reunification among ethnic groups, narrowing development gaps among regions, nurturing human resources and upgrading regional integration.

After twenty three years of rebuilding national peace and tranquility, the achievement of community welfare becomes an important role for Myanmar. Unlike others, Myanmar is home to over 100 national races. Without national unity, political instability would hamper the achievement of other goals. According to the geographic situation, Myanmar is situated in the strategic location of the Southeast Asia and abundant with various natural resources. In order to achieve a modern democratic

nation, development, and maintenance of human resources is vital in each and every sector of the economy as well.

## **CHAPTER IV**

### **CIVIL SERVICE SYSTEM AND REFORMS IN MYANMAR**

Myanmar is a country which had passed through many successive governments since it fell under the rule of the British Empire in 1885. Before this, Myanmar was a sovereign state with a monarchic system where the Myanmar kings had ruled throughout successive dynasties till the Kongboun dynasty. The civil administration of Myanmar experienced changes according to the change of governments and the civil service system of successive governments had also been reformed in line with the administrative system. The civil service systems and reforms are illustrated in this section through successive eras.

#### **4.1 Civil Service System in Pre Independence Period**

##### **4.1.1 Myanmar Kings Era**

Myanmar kings had ruled the nation since AD 1<sup>st</sup> century but the Pyus founded city states in Beikthano, Hanlin, Tagaung, and Tharekhittaya regions during the reign of King Alaungmintaya (AD 1752-1760) who founded the third Myanmar Empire of Kongboun dynasty in Mandalay. During the rule of Myanmar kings, the king was the Head of the State. The Win-hmus, Atwinwuns, Atwinthas, Wungyis, Wundauks, Myowuns, Myosars and Thugyis were respectively appointed at royal, central and local levels. They were mostly hereditary and from the royal family. The duties and functions were generally maintenance of the army, rule of laws and revenue collection.

#### **4.1.2 British Rule in the Colonial Period (Before World War II) 1885-1942**

The colonial administrative system practiced in Myanmar differed from one region to another. In 1826, Rakhine and Tanintharyi regions were kept under direct control of the Governor-General of India. In 1852, the British annexed Bago and Mottama regions in Lower Myanmar, and three commissioners administered Myanmar territory. In 1862, the present administration system was changed and Rakhine, Tanintharyi and Bago regions were united and Myanmar was called British Burma. Under the Chief Commissioner, there are three commissioners who administered these regions. The commissioners were responsible to Governor-General. The Chief Commissioner had to take charge of maintenance of law and order, revenue and judicial affairs. He had no legislative power. Only the Governor-General and the legislative council of India promulgated the manual for passing decisions.

As in India, the British also organized administrative districts in Myanmar and kept them under deputy commissioners. Before 1862, they were called Wundauks or assistant commissioners, and later as deputy commissioners. These officials took charge of maintenance of law and order, revenue and judicial. In 1897, Lower Myanmar including Rakhine, Tanintharyi and Bago regions were united again with central Myanmar, and thus, a state was formed. According to the 1861 India Council Act, the consultant legislative council of the Vice-Governor-General was set up with nine members, selected and appointed them of his own free will.

The British administration system was organized on the territorial lines such as Divisions, Districts, Sub-Divisions, Townships and Circles or village-tracts. It established a Secretariat under the Governor and the Chief Secretary and Secretaries carried out, on behalf of the Government, the work of the general administration at the central level. In each Division, there was a Commissioner, and in each District, there was a Deputy Commissioner, Subordinate to them, there were Assistant and Extra-Assistant Commissioner and Myo-oks at the local level. The functions of general administration were generally pacification, judiciary, and revenue collection.

## **Indian Civil Service**

The General Administrative services were performed by the Indian Civil Service (ICS). The goal is to set up a strong and effective machinery of administration often referred to as "the steel frame of administration". The general administration of Burma is performed by officials of the Indian Civil Service, The Provincial Civil Service of Burma, and The Subordinate Civil Service of Burma. At first, recruits to this service were only British. Later, personnel from India and Burma were also taken in. The early recruitments were nominated by the authorities concerned but later by competitive examinations.

The higher administrative officers of the Province form a body which is known as the Burma Commission and with very exceptions, members of the Commission are members of the Indian Civil Service or officers of the Indian Army.

Later, the recruitment to the Indian Civil Service is based on the principle of equal opportunity for all. Recruitment at all levels is made through competitive examinations open to all graduates from any discipline (arts, science, medicine, engineering, commerce and law). The entrance examination to the Indian Administration Service is meant to attract the very best talent of the country irrespective of sex, caste or creed. Candidates are recruited at an early age from 21 to 26 years and are given extensive in-service training to administrative thought and practice to equip them for their tasks. Promotions are based on the merit-cum-seniority principle and the pay scales are revised to keep pace with the rising price index. Pension schemes are fairly attractive.

The examinations for ICS were held in U.K. and India. In Myanmar, the ICS competitive examinations started only in 1929. The board of viva voce examination held in Myanmar, included the Chairman of Public Service Committee of India, since Burma was a province of India. Those who passed the ICS examination both in India and Myanmar were chosen as ICS probationers. Then these probationers were sent to United Kingdom for two-year training. In the United Kingdom they had the option of choosing the universities in London, Oxford and Cambridge. At the end of two years they had to sign the covenant with the Secretary of State for India and were appointed as officers in the Indian Civil Service. Then, they came back to Myanmar and India for service in their own countries.

From 1937 onwards the Government held separate examinations and appointed new recruits to the Burma Civil Service Class one. (BCS-1). The members of the ICS who were already in the service of the country were permanently seconded for service in Myanmar.

Members of the ICS may be posted in one of the two main streams of administration, the Judicial and the Executive. Most of the ICS joined the executive main stream and very few joined the judicial line.

The superior general administrative officers were mostly members of the India Civil Service (ICS). When Myanmar was separated from the India, not only India Civil Service but also Burma Civil Service (BCS) were also appointed as general administrative officers.

#### **4.1.3 Japanese Occupation Period 1942-1945 and British Reoccupation Period 1945-1948**

During World War II, the Japanese government reorganized a Burmese-staffed central administrative body and local administrative bodies. But the central administrative body had only considerable amount of autonomy and greatly under control of Japanese army called "Gunsei Kanbu:". In 1942, the State Services Reorganization Board was formed to recruit government staffs to build up a functioning government body. But for posts at the central level, a general in charge of the Japanese Army took full control for the recruitment of staff.

Along with the release of new State Constitution of 1943, the Central administrative body was reorganized with four components, namely

- (1) Privy Council,
- (2) Supreme Court,
- (3) Auditor General's Office and
- (4) The Public Service Commission (as in 1935).

The local administration was divided into four divisions. The State Service Commission was responsible for staffing up to Junior and Senior Branch level but the key administrative posts were occupied by Japanese officers. For the central level administrative body, the head of the state and Cabinet of Ministers selected for the

posts. In 1944, compensation cost was permitted for three levels of locality based on average difference in rice and fish paste prices of each locality. There were also other efforts to strengthen civil services, which include

- The State Salaries Committee 1944,
- The State Services Rule Committee 1944,
- Service Reform Bureau 1944,
- Anti-corruption act: 1944 Law no. 5
- Ranking of officials of Burmese Government 1944 and
- Taking of oath (1944).

In 1945, British took control of Myanmar from Japanese Military Administration. The Civil Administration system called "CASB" came up for a year but there was not much difference from the British Colonial Administration.

## **4.2 Parliamentary Government Era**

After gaining independence, the general administrative system was mostly the same as before. In the Parliament Government Era, the functions were rule of law, criminal administration, revenue collection, rural development and welfare services of the State and people. And, India Civil Services were replaced by Burma Civil Services.

### **Burma Civil Service (BCS)**

Burma Civil Service (BCS) is considered to be bureaucratic but have many responsibilities in various kinds of administration and did not specialize in any specific subject. The Burma Civil Service is grouped into three broad types — administrative, technical and manipulative. The administrative officers help in policy formulation and execution. The major requirement of the civil service is that it shall be impartially selected, administratively competent, politically neutral and imbued with the spirit of service to the community.

The Parliament Government revised the ranks and pay scales of the civil service. There were 13marks including clerical posts according to the letter No.35/HK-48/ (1589) dated on 16 November 1948 of the Notification of the MOHRA. It divided

into five classes of officers\_ Senior Administrative Grade, Junior Administrative Grade, Selection grade, Senior Branch and Junior Branch. The Classification of position and ranks and pay scales of the officers were as follows;

**Table 4.1 Position and Pay Scales of Civil Service Personnel (1948)**

Sr. No.	Position	Pay Scales (Kyat)
1	Financial Commissioner	1800
2	Senior Administrative Grade	1600
3	Junior Administrative Grade	1400
4	Selection Grade	1000-50-1400
5	Senior Branch EAC	800-50-1200
6	Junior Branch	600-40-800
7	Superintendent	350-25-700Ks
8	Branch Clerk	200-10-300
9	Upper Division Clerk	110-10-200
10	Lower Division Clerk	70-5-110
11	Helper/Peon	40-50

Source: မြန်မာနိုင်ငံတော်အစိုးရဝန်ထမ်းချုပ်သမိုင်း၊ မြန်မာနိုင်ငံတော်အစိုးရဝန်ထမ်းချုပ်လေ့ကျင့်ရေးအဖွဲ့၊ ၂၀၀၈  
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After independence, members of ICS and BCS joined the Ministries as Secretaries and Deputy Secretaries and later became BCS (Junior Branch) and BCS (Senior Branch). A BCS officer starts his administrative duty as a Sub-divisional Officer (SDO). Then, he could continue as Deputy Commissioner (DC) and Commissioner and eventually gained the post of Financial Commissioner. In this line were the Under-Secretary, Deputy Secretary, Secretary and Chief Secretary.

Afterward, the general administrative officers had to sit for qualifying examination held by the Public Service Commission (PSC) (now Civil Service Selection and Training Board-BSSTB) every six months. Only they were appointed substantively, permitted increments and promoted to higher posts.

### 4.3 Revolutionary Council and Socialist Era

On 2 March 1962, the Revolutionary Council took over the State responsibility and formed Revolutionary Council Government. It abolished the Parliament Hluttaw on 3

March 1962. The Revolutionary Council exercised all the Legislative, Executive and Judicial Powers of the Sovereignty and these were vested to the Chairman of the Revolutionary Council on 9 March 1962. On 3 March 1962, the Revolutionary Council also abolished the respective State Councils and State governments, and Chin Affairs Council and it reformed the State Leading Bodies of Kachin, Kayah, Kayin (Kawthulay) and Shan and Chin Affairs Leading Bodies. On 28 April 1962, it abolished the Ministries for Rakhine and Mon respectively.

The responsibility of Chairmen of Council of the States and Chin Affairs was vested to the Chairman of the State Leading Bodies concerned and Chin Affairs Leading Body respectively. On 9 May 1962, the Commanders of the Military Commands were appointed as members of Leading Bodies of States and Chin Affairs concerned. On 9 May 1962, the Ministry of Home Affairs formed the Central Security and Administration Committee to implement the State Security and Administration plan.<sup>30</sup> The Central Security and Administration Committee under Home Affairs Department were transferred to the Office of the Chairman of Revolutionary Council Government from 12 June 1963.

For local level administration, it also formed the State and Division, District and Township Security and Administration Committees (SACs) at the local levels. The Chairmen of those Committees were military officers, and members were the general administrative officers and police officers. The offices of respective general administration became the offices of SAC concerned. Ward and Village-tract SACs were formed with members proper.

Frontier Areas Administration was abolished on 26<sup>th</sup> August 1965 and frontier districts were reformed with vicinity districts. At that time, the general administration officials had to carry out both the staff work of the SACs and works of the general administration under the supervision of the SACs concerned. According to the former administration system, although Ministers were Heads of the Ministries, the Secretaries administered the Ministries concerned. Budgetary control and personnel administration of appointing, transferring and promotion were in the hand of the Secretaries concerned. The Revolutionary Council withdrew the budget controlling

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<sup>30</sup> တော်လှန်ရေးကောင်စီ၏ လုပ်ဆောင်ချက် သမိုင်းအကျဉ်းချုပ် (၁၉၇၄) စာမျက်နှာ ၂၅၀-၂၅၁ (နိုင်ငံတော်အေးချမ်းသာယာရေးနှင့် ဖွံ့ဖြိုးရေးကောင်စီ၏ အုပ်ချုပ်ရေးစနစ်ပြောင်းလဲမှု စာ-၂၂)

authority of personnel administration of not only the Union Civil Service but also States and Chin Affairs Special Division Civil Services to the Ministry of Home Affairs (MOHA).

On April 30, 1962, the Revolutionary Council declared that its policy of Burmese (Myanmar) Way to Socialism was to establish the Burma (Myanmar) Socialist Programme Party. The Burma (Myanmar) Socialist Programme Party (BSPP) Structure was adopted and established on 4<sup>th</sup> July 1962.

Bureaucracy Administration Machinery was to be replaced by the enduring Socialist Democracy Administration Machinery with structure, laws, rules and regulations, and procedure that would strengthen the new Socialist Society. Since farmers and workers were 85 percent of the total population, Revolutionary Council made earnest effort to achieve unity of these two classes by forming the various People Workers' and Farmers' Councils.

The various SACs were reformed with the members of the representatives from Burma (Myanmar) Socialist Programme Party, People's Farmers Council, People's Workers Council and Government officials in 1972. The Chairmen of leading Bodies of the States and Chin Affairs were appointed as members of the new reformed Central SAC and members of those were members of the state SAC concerned. These SACs were vested the Executive and Judicial powers by the Court. On 1<sup>st</sup> July 1972, the SACs were reformed with eight committees - Security and Administration, Executive, Judicial, Security, Administrative, Economics, Social and Land Committees.

### **General Affairs Department (GAD)**

In 1972, the Revolutionary Council declared a new administration system of Myanmar, and accordingly, the Secretariat and District, Sub-division, and Sub-township levels were abolished and Secretaries to Ministers were replaced by Deputy Ministers. Since District level was abolished, District Council was also abolished and reorganized as Local Boards based on Townships.

According to the new administration system, rank classification of the GAD officers are shown in the following Table 4.2.

**Table 4.2 Rank Classification and Pay Scales of General Affairs Department (1972)**

Sr. No.	Rank	Pay Scales (Kyat)
1	Director General	3500
2	Deputy Director General	2375
3	Head of State and Division Office/Director	2250
4	Deputy Head of State and Division Office	2150
5	Assistant Head of State and Division Office	1750-50-1850
6	Head of Township Office/Staff Officer	1575-25-1675
7	Deputy Head of Township office	1250-25-1350

Source: မြန်မာနိုင်ငံဝန်ထမ်းရွေးချယ်ပုံသမိုင်း၊ မြန်မာနိုင်ငံဝန်ထမ်းရွေးချယ်လေ့ကျင့်ရေးအဖွဲ့၊ ၂၀၀၈  
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In this period, the Head of Township Office or Staff Officer Level was selected by the Civil Service Selection and Training Board. But, Assistant Township Officers or Deputy Staff Officers or Officers Grade I were recruited from the graduates by the State Council. The candidates had to sit for the entrance examination.

In March 1974, the Revolutionary Council reformed the MOHA as Ministry of Home and Religious Affairs (MOHRA) comprising the MOHA, Ministry for Immigration and National Registration Affairs and Ministry for Religious Affairs. The GAD was also reorganized under the MOHRA. The GAD was formed with Head office, and State and Division, and Township General Administration Departments offices. During the Revolutionary Council era, the State and Division Level Offices were reformed and the number of personnel also increased.

Until 1984, the Deputy Head of Township or Deputy Staff Officers or Officers Grade 1 had to attend Aung San Training Courses conducted by the CICS (Phaunggyi) for one year or eight month term. The aims of the course were to know the policy, principal and procedure of the socialist economic system; to be able implement effectively for achievement of these goals; and to train socialist democracy practices. They were permitted to perform their duties only after they had completed the course.

The officers had to sit the promotion examination for every next rank up to director levels. The promotion was conducted by organizing the Promotion Examination Board. It was based on writing examination marks, the performance assessment marks, seniority or service marks and interview marks.

Then, in later years, the duties and functions of respective Security and Administrative Committees were transferred to those of People's Councils and Executive Committees. The GAD Offices were assigned as offices of respective People's Councils and Executive Committees. Thus, the GAD officials had to carry out not only the work of the GAD but also as the staff work of those Committees.

The GAD was also transferred from Ministry of Home and Religious Affairs to the State Council. And, the GAD officers became Heads of those Offices. The State Council prescribed a new procedure for offices to be able to implement effective policies and to meet the changing situations instead of former District Office Manual and Sub-divisional and Township Manuals on 10 February 1983.

Responsibilities and jurisdictions for administrative system of People's Councils of different levels were prescribed since the District Level was abolished from the hierarchy of the administrative units, some of the responsibilities and jurisdictions of Heads of the District and Township levels were vested to the Executive Committee of the Township People's Council and some were vested to the Executive Committee of the State and Division People's Council. Similarly, some of the responsibility and jurisdiction of Heads of the Division level were vested to the Executive Committee of the State and Division People's Council and some were vested to the Executive Committee of the Township People's Council.

According to these, the Heads of departments or offices or corporations concerned, had to carry out staff duties from the beginning to the accomplishment of the related matter in order to be provided decision or approval or report to the higher level People's Councils. If there is no township level office, the State and Division level officials must perform this duty. Similarly, if there was no State and Division level office, the Township level officials were responsible to do so, too.

#### **4.4 State Law and Order Restoration Council (SLORC) Government / State Peace and Development Council (SPDC) Era**

The State Law and Order Restoration Council took over the state power on 18 September 1988 and the Cabinet exercised the executions power at the central level and at other levels; various LORCs exercised it at the local level. The Government, the highest executive organ of the nation, implemented the policy guidelines of the SLORC supervising the Ministries. Then, the State Organs; the Pyithu Hluttaw, the Council of State, the Council of Ministers, the Council of People's Justices, the Council of People's Attorneys, the Council of Inspectors, Executive Councils of each State, Division, Township, Ward, and Village-tract People's Council are dissolved with effect from 18th September 1988.

Then, on 20<sup>th</sup> September 1988, the formation of the Administration Government constituted with 18 Ministries by 9 Ministers was announced. Since the SLORC has assumed the power of the State, it has formed the following State, Division and Township Law and Order Restoration Committees in order to ensure the rule of law, peace and tranquility, safe and smooth rounding of the transportation services and help meet the food, clothing and shelter needs of the people in the States, Divisions and Townships. So as to carry out state law and order restoration tasks more smoothly and efficiently than ever before and to strengthen the administration system ever more, Townships, Wards and Village Tracts Law and Order Restoration Committees were reformed. The SLORC also transferred back 174 employees from the State Council Head-office and 25922 from the respective former State and Division, Township, Ward and Village-tract Law and Order Restoration Council offices to the GAD under the MOHRA at end of October, 1988.

The Government also reorganized the General Affairs Department under the MOHRA as the General Administration Department (GAD) in November 1988. The GAD was formed with the staff that was transferred from the SLORC office and staff from General Affairs Department. The Cabinet assigned acts, rules and regulation, procedures and directives to the GAD. In September 1992, the Township - Level Administration System was then reformed.

The GAD formed the Head-office, State or Division offices, Sub-state or sub-division offices, District offices and Township offices. The Sub-township offices are also

established in some regions in order to effectively implement the administrative, economic and social policies of the government.

According to the no. 184/2009, rank classification of civil servants were reestablished and pay scales were also increased. The following table shows the rank classification and pay scale of civil servants.

**Table 4.3 Rank Classification and Pay Scales of Civil Servants in Public Sectors**

Sr. No.	Rank	Pay Scales(Kyat)
1	Selection Grade (DG or MD)	200000 -2000-220000
2	Selection Grade (DDG)	180000 -2000-190000
3	Selection Grade (Director)	160000 -2000-170000
4	Selection Grade (DD)	140000 -2000-150000
5	Selection Grade (AD)	120000- 2000-130000
6	Senior Executive(Officer)	100000-2000-110000
7	Promotion - Supervisor	650000 -1000-70000
8	Junior Executive(Assistant Supervisor)	59000 -1000-64000
9	Promotion - Clerical(Upper)	53000-1000-58000
10	Clerical (Lower)	47000-1000-52000
11	Promotion -Senior	41000-1000-46000
12	Messenger/ Helper	35000-1000-40000

Source: Central Bank of Myanmar

The GAD officers are mostly recruited from graduates. The gazetted post is selected by the Civil Service Selection and Training Board. And the non-gazetted officers are directly selected by the Ministry or Department concerned. The candidates have to take written examination. The successful candidates in the written examination are conducted, the verbal interview. The age limit is mostly under thirty years. It is flexible for in-service candidates.

However, after 1988, the general administrative officers could not be provided the Aung San Training Course up to 1998. But, one month training courses were provided for officer grade 1, at the Department and two months refresher course No.1 to 5 for all officials at the Central Institute of Civil Service (CICS Phaunggyi) from 1993 to 1996. And the capacity development courses for township officers and district officers were also conducted. And then, the GAD officers who had not undergone courses at

CICS (Phaunggyi) were provided the Aung San Training Courses for fourteen weeks from 1999 to 2005.

The Special Refreshment Courses were also provided for Deputy Commissioners and Township Officers. In These Courses, lectures were political science, administration and management, economics, social science, law and national security and defense. The Scope and limitation of lectures were depended on level of the officials.

In September 1995, senior servicemen were appointed as the Chairmen of the relevant Township Law and Order Restoration Councils and the Township Administrators from certain General Administration Departments were assigned as the Secretaries in (9) border townships which are Namyun, Namkhan, Muse, Laukkaing, Tachileik, Myawaddy, Kawthoung, Maungdaw, and Tamu. Besides, Ho Mein Region Administration Committee was also reestablished so that law and order restoration measures and regional development tasks would be undertaken in Ho Mein-Mon Htaw Region of Mong Pan Township in Loilem District, Shan State.

The organization structure of GAD at local level offices is generally based on the functions. It is consisted of five sectors. Sector one contains the functions of personal affairs, budget and account and administration of the inter-office affairs. Sector two contains meeting affairs, reports, election commission affairs, and letter reporting for the misconducts and petition. The legal affairs, administration, security, rural development activities, urban rent control case, are functions of Sector three.

Sector four serves the work of the land and excise administration, revenue collection and agency works delegated by other ministries. The sector five contains economic, social and PDCs affairs. And sectors are also grouped into divisions.

The local GAD offices are graded basing on the population and the magnitude of the work. There are three grades such as Grade A, Grade B and Grade C, at the state and division, and township level GAD offices. But the district GAD offices are divided into only two grades- Grade A and Grade B.

The State and Division GAD offices are respectively constituted four divisions at the grade 'A' level, three divisions at the grade 'B' level, and 2 divisions at the grade 'C' level. Such each division has a staff officer to supervise the division-wise functions as Head of division. Commissioner is Head of the state and division GAD in rank of

director level. An assistant director is appointed to assist the commissioner and to supervise the entire work of the Office.

The Head of sub-states and sub-division offices are the same as the grade "C" level state and division GAD office. The Head of Sub-state and Sub-division GAD are additional commissioners in rank of deputy director.

District GAD Office has two divisions. A staff officer supervises each division of grade "A" level office, but both two divisions are supervised by only one staff officer at the grade "B" level office. The Head of the district GAD office is deputy commissioner in rank of deputy director or assistant director.

At the township level, GAD offices are divided into three divisions at grade "A" level and two divisions at grade "B" level. Each division has an assistant township officer to supervise the work at each division. But at the grade "C" level offices, an assistant township officer supervises all divisions. The Head of the township GAD is township officer in rank of staff officer. A GAD clerk is appointed every ward and village-tract to serve the staff work of that office.

At the time of SLORC and SPDC, district and sub-State and Sub-township levels are constituted in the administrative units. Thus, they became different units of the state and division, district and township Law and Order Restoration Councils. The SLORC formed these Law and Order Restoration Councils. In the State and Division LORCs, chairmen were commander of military command concerned and members were commissioners of the GAD and police officers concerned. A military officer in rank of Lieutenant colonel served as secretary. In District level, a military officer in rank of lieutenant colonel served as chairman. Members were DC of the GAD and police officer concerned. Secretary was a military officer in rank of major. A military officer in rank of major or captain was appointed at the Township LORC. Members were township officers of the GAD and police officer concerned. The township planning officer served as secretary.

And the township officers of the GAD are practiced as Chairman of township LORC, in its Notification No. 14/92 dated on 20 September 1992, with the view of the establishment of the future civil administration. At that time, Township Immigration officer was appointed as member of this Council. According to the Notification

No.29/95 dated (5.9.95) of the SLORC, Military officer was reappointed as Chairman at the Township LORC at nine townships along the border areas and township officer of the GAD served as Secretary of the Council.

Ward and village-tract LORCs were formed with one chairman and two members. The Chairman and one of two members were elected from people proper. Another one was GAD clerk. The GAD clerk is permanent member.

In September 1995, senior servicemen were appointed as the Chairmen of the relevant Township Law and Order Restoration Councils and the Township Administrators from certain General Administration Departments were assigned as the Secretaries in (9) border townships which are Namyun, Namkhan, Muse, Laukkaing, Tachileik, Myawaddy, Kawthoung, Maungdaw, and Tamu. Besides, Ho Mein Region Administration Committee was also reestablished so that law and order restoration measures and regional development tasks would be undertaken in Ho Mein-Mon Htaw Region of Mong Pan Township in Loilem District, Shan State.

The SPDC reformed the state and division, district and township PDCs again on 18 August 2006. Accordingly, the commander of military command concerned is chairman at the state and division level and members were police officer and planning officer concerned. The commissioners of the GAD are practiced as secretaries. And, similarity officer served as chairman of district PDCs and members are district police officer and planning officers concerned. All deputy commissioners were practiced as Secretaries. All townships officers of the GAD are practiced the responsibility of the chairmen of the respective PDCs including border area townships and township police officer are members and township planning officers serve as secretaries. And then, the district PDC is reformed again on 16<sup>th</sup> November 2006. At that time, the deputy commissioners are practiced as chairmen and members are police officers concerned. The district planning officers serve as secretaries.<sup>31</sup> The ward and village-tract level is unchanged. The aim is to practice the constructive civil administration for future.

The main objectives of the GAD are to maintain law and order; to preserve community peace and tranquility; to conduct for regional development; and to strive for public interest. And the GAD has four types of duties - the duties assigned by the

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<sup>31</sup> နိုင်ငံတော်အေးချမ်းသာယာရေးနှင့်ဖွံ့ဖြိုးရေးကောင်စီ၏ အမိန့်ကြော်ငြာစာအမှတ်၊ ၃/၂၀၀၆

SPDC, the duties entrusted by the MOHA, the duties of GAD and the agency works delegated by other Ministers.<sup>32</sup>The duties assigned by the SPDC are generally to accomplish policies laid down by it, and to supervise, inspect, direct, coordinate and cooperate regional development activities with the departmental officials. The MOHA vested the duty and authority of prevention of the crime to the GAD officials concerned.

#### **4.5 Civil Service Selection and Training Board**

The new Civil Service Selection and Training Board (CSSTB) Law of 1977 was promulgated, defining its objectives formation and functions. There are three control service departments under the Board. They are the Civil Service Selection and Training Department, (CSSTD) the Civil Service Affairs Department (CSAD) and the Central Institute of Civil Service (CICS); upper & lower Myanmar. All these agencies support for productivity and quality improvement to civil services.

The functions of Civil Service Selection and Training Board are recruitment, selection, Appointment, Promotion, Leave and Working Hours, Human Resource Development, Reward, Welfare Benefits and Discipline.

##### **(i).Recruitment**

Civil service recruitment and selection is a process through with candidates of general ability and capacity are induced to complete for appointments to the civil services.

Although the Civil Service Selection and Training Board (CSSTB) is responsible for recruitment of personnel to all grades, two different systems for Gazetted posts and non-Gazetted posts are appointed. The Civil Service Selection and Training Department is responsible for the recruitment of Staff officers or equivalent grade, 1575-25-1675 Kyat pay scale (100,000-2000-110,000 Kyat in 2010), which is the lowest grade among the Gazetted posts. Before recruiting staffs, the Board has to negotiate with the respective ministries or departments for vacant posts. After the numbers has been justified, the Board has to announce vacancies and receive

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<sup>32</sup> General Administration Department Panorama, 1997, p.19

application forms. Recruitment and promotion assumes a job vacancy in the administrative structure.

**(ii).Selection**

The selection is conducted through open competition. The competition comprises three components for the selection and promotion of the civil servants, a small Recruitment and Promotion Board is formed for the public sector, headed by Director General or Managing director. The board has authority to recruit and appoint from the lowest level up to junior executives.

In the field of local administration, every head of office has the authority to recruit and appoint from the lowest level up to the clerk level. For specific posts, skill assessments are part of exam. Any government member must not be a member of political parties.

**(iii).Appointment**

The posts, which need to outsource from abroad, the respective ministry or department has to take responsible for all recruitment and selection process. After accepted by respective ministry or department, CSSTB has to screen and report for permission of appointment from the Cabinet. For non-Gazetted posts, the recruitment, selection and appointment processes are done by respective ministry or department.

**(iv).Promotion**

Promotion is an important process in the civil service. The moral of the civil servant will be considerably enhanced only when career prospect afford fair and reasonable opportunity for promotion.

In the existing position system, government employee needs to be promoted, a job vacancy of a higher level in the line position. Promotion is an equally important factor of Personnel management to recruit and is the spine of the human resources development system.

A minimum number of years of service is needed before being promoted but the length of service varies from one department to another. A government employee who is qualified to get a promotion, has to take part in a practical work examination or a personnel interview if the nature or the status of the post so

required. Most of the promotion cases of senior officer are organized only by interview. For every level of promotion, the personnel assessment record plays an important role.

**(v).Leave and Working Hours**

Civil servants may enjoy leave on the basis of his or her performance of duty. There are various kinds of leaves to be enjoyed such as casual leave, earned leave, leave on medical certificate, extraordinary leave, etc...

Civil servants in Myanmar work eight hours a day from Monday through Friday so total working hours per week is normally 40.

**(vi).Human Resource Development**

They were given different training for successful implementation of government policies and to fulfill the aspirations of the people, that is customer service oriented. They are trained to succeed what the major strategies to engage our customers, clients, and citizens. Therefore, they are learning and innovating to achieve our vision. For human resource development all the civil service personals have to attend the training courses of CICS.

The main objectives of CICS are:

- (1) To provide basic training to officers and clerical staff in civil employment, and advanced training to middle and senior-management personnel.
- (2) To conduct seminars on topical subjects.
- (3) To conduct research on training services and make appropriate recommendation for deliberation by the CSSTB.

In addition to the five Regular training courses, CICS also conducted the Special training courses for necessities. Besides, it often caters the workshop for capacity building of the civil services. Up-holding its mission of “Excellence in civil service is essential for the nation’s prosperity”, CSSTB is taking necessary measures for capacity enhancement of Myanmar civil service.

Government employees are also sent to attend local and overseas training courses, seminars, workshops and study tour. There are also many training institutions at respective ministries and departments to train their staffs.

For promotion of Gazetted posts and above or promotion to Gazetted posts, the Civil Service Affairs Department under CCSTB has to handle.

**(vii).Reward**

Employee morale is an important factor of production and efficiency. This is so because morale is composed of two elements namely, the state of mind of the individual and the environment. The latter is an outside conditioning force. Since 1977, the government has awarded to civil service personnel for productivity and quality improvement, they are:

- Medal for excellent performance in agricultural field of economy (First Class, Second Class, Third Class)
- Medal for excellent performance in industrial field of economy (First Class, Second Class, Third Class)
- Medal for excellent performance in administrative field (First Class, Second Class, Third Class)
- Medal for excellent performance in social field (First Class, Second Class, Third Class)
- Good Public Service Medal
- Public Service Medal
- Law and Order, and Rule of Law Medal
- State Peace and Tranquility Medal

**(viii).Welfare Benefits**

- Civil servants in Myanmar receive free medical attention and the actual medicines expenses incurred by civil servants repaid by government.
- Housing is a chronic problem in major towns and cities when most of the economic activities of the country are concentrated. Housing difficulties are felt particularly in the Yangon and major towns in the form of rising house rent and advance payment. To solve the problem the Department concerned provides Residential quarters to civil servants with rental fees 10%on their emoluments.
- In addition civil servants without residential accommodation have been allotted lands, in new settle towns, by Human settlement and Housing

Development department and issued long term house building loans, without interest by the government.

- Government employees' co-operatives (G.E.C) established by government since 1990, for food, clothes and other essential commodities for civil servants and sold goods at discount rate etc.
- In addition, welfare benefits has been implementing with new form, to civil servants, according to the notification No.5/96 of government's office, department and Ministry concerned.

The civil servants must strictly abide by the orders and directions issued by SLORC (SPDC) and the government. The existing laws are being revised so that they will be in accordance with the conditions that have been changed with great momentum.

**(ix).Discipline**

Subject to the provisions of Section 97 of the Government of Burma Act 1935, Government Servants can be imposed such penalties as Dismissal, Removal & Reduction to a lower post. Regarding the order "G Circular 15, 1940" issued by the Ministry of Home Affairs, for above mentioned penalties, Departmental Action should be taken. "G Circular 15" was issued for proceeding departmental action systematically.

When there is a cause to take action against Government Servant, the Service personnel should be taken action according to "G Circular 15 section 10 " and he (or) she should be imposed the suitable one out of seven penalties stated in 1941 discipline and Appeal Rules Section 2.

In 1985, during the State Council's regime, concerning with the Government employees, compilation of all rules and regulations were issued in new edition as "Government Servant's Discipline Manual" The Compiled Rules and Regulations are the Government Servant's Conduct Rules, Discipline and Appeal Rules 1941 and G Circular 15, 1940. After 1985, Departmental Enquiry proceeding has done according to the above mentioned Government Servant's Discipline Manual.

**Civil Service Selection and Training Board (CSSTB) has carried out the processes of human resource management, according to its laws and regulatory framework. However, changes and transformations in nurturing human resources, providing reward, welfare, and benefit were required in accordance with the changing socioeconomic conditions throughout the period. Hence, unlike private sector employees, civil servants usually faced obscurities and difficulties which generate inactivity, moonlighting,<sup>33</sup> lack of motivation at work, corruption, and bribery.**

#### **4.6 Civil Service Training in Myanmar**

The efficiency and skill of civil servants are essential in accelerating the development of the nation. As such, a highly efficient and capable body of civil service personnel is needed in this development process of the nation. It can also be seen that countries all over the world are trying to enhance the skills and capabilities of civil service personnel through intensive training programmes. In Myanmar, various training programmes had been undertaken in each successive government beginning from the British rule.

During the British colonial rule the civil administration of the kings of Myanmar was abolished and the civil service system of the colonial British, firstly introduced in India, was substituted and practiced in Myanmar.

Most of the civil service officers were British or Indian nationals and formed part of the Indian Civil Service (ICS). They were recruited and appointed as administrative officials widely known as officials of Indian Civil Service (ICS) officers. In 1800 the first training programmes for these officials were held at the Fort William College in Calcutta. The training programmes were conducted there for three years. Afterwards, in 1806, training programmes were conducted at the Haileybury College for two years. And starting from 1854, the Oxford and Cambridge Universities held training programmes for ICS officers. Prescribed subjects for the course were General Administration, subjects related to career, Dialects of ethnic nationals, Law and History.

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<sup>33</sup> Having a second job, typically secretly and at night, in addition to one's regular employment from [www.thefreedictionary.com/moonlighting](http://www.thefreedictionary.com/moonlighting)

As a first step for training civil service staff in Myanmar and also to back up the Colonial administration, in 1898, the Forestry Training School was established in Tharyawady, Bago Division. It was moved to Pyinmana in 1910. Then, the Police Training School was also set up in Taungoo, in April 1906, it was widely known as "SubKyaung" in Myanmar language for it conducted training for Sub-Inspectors of Police (now, Police Second Lieutenant). Assistant Police Inspectors (now, Second Police Commanders) also had to undergo training at this school. Due to the regional climate and inadequate accommodation the Police Training School was again moved to Mandalay on 1<sup>st</sup> July 1909 and the inauguration ceremony was held on 17<sup>th</sup> November of the same year. From that time on, it conducted training for Excise officers.

On July 10, 1934, the school was suspended because there was no need to increase the strength of Police Inspectors for the time being, but it reopened on January 1, 1937. In that year the school was renamed Police Academy of Burma on account of the separation of Myanmar from India. The school had to be closed down after the graduation ceremony held in December 1940, because of foreseeing the breakout of Second World War. At the end of Second World War, the school was reopened in Insein on June 16, 1947.

Even in 1943, during the Japanese occupation, a police training school was set up in Kyimyindine, Yangon and it conducted training up to the end of 1944. During the Japanese occupation in 1943, civil service training programmes were conducted at the Teachers Training School in Kanbe, Yangon. The training of civil service personnel was continued after Myanmar regained her independence.

Then, in July 1948 it was moved to Mandalay and it conducted training programmes, under the name of Police Academy of Burma. It conducted training for the officers from the Bureau of Special Investigation (BSI) and Division-Level Police officers in 1951. The organization of the school was reformed in 1953 and it was upgraded as Central Police Academy, also called Police Academy.

To strengthen the machinery of colonial administration, a training school, with the objective of assisting the civil administration, was opened in Meiktila in 1926. However, because of the war and political situations, the school could only carry out its activities temporarily. During the British colonial administration, some Myanmar

nationals were given opportunity to serve as civil servants, but only at the low level. Under the Government of Burma Act 1937, an organization called Burma Civil Service (BCS) was formed.

The Public Administrative Department was established under the Ministry of Home Affairs in 1956, and a Civil Service College was also formed as one of its divisions. Pre-service training for civil administrative officials and in-service training for clerical staff from the Secretariat and refresher courses was conducted at the college.

After abolishing the Public Administrative Department and Civil Service College of the Parliamentary era, a civil service training center, the Central People's Public Service Training School was established at Phaunggyi in Hlegu Township, Yangon Region and it started to function on January 1, 1965. It was formed under the direct administrative control of the Ministry of Home Affairs (MOHA).

The Central People's Public Service Training School was implemented under the guidance of Ministry of Home Affairs to train the civil services during the period of Revolutionary Council. Five main fields namely, Public Management, Basic Military Training, Economics, Social Science and Political Science which based upon the five main public maneuvers are trained effectively. The training school started with the training courses for public management officers and police services. Later, beside these training courses, special training courses were opened and conducted with the requests of other departments. These special training courses included:

- (a) Course for Public Administrative Officers
- (b) Refresher Course for Public Administrative Officers
- (c) Basic Course for Senior Civil Officers
- (d) Course for Supervisors
- (e) Basic Course for Clerical Staff
- (f) Course for Junior Police Officer (Cadet)
- (g) Refresher Course for Junior Police Officer (Cadet)
- (h) Special Course Public Trade
- (i) Course for Junior Police Officer (other rank)
- (j) Security and Administration Committee Course
- (k) The first instructor's Course for Clerical Staff of the Ward and Village and Security and Administrative Committees.

The New Administrative System was introduced in 1972 and the Central People's Public Service Training School was originally under the Ministry of Home Affairs was placed under the administrative control of the Civil Service Selection and Training Board. In accordance with the Civil Service Selection and Training Board Law promulgated in May 1977, which also was the Pyithu Hluttaw law No.4/77, the Central People's Public Service Training School was upgraded to a University status, as the Central Institute of Civil Service (CICS). The Institute conducted the training courses not only for the administrative officials but also for the officials and clerical staff of various ministries and civil departments. Thus, also for the effective performance of the GAD personnel, a training course was conducted for them at Central Institute of Civil Service (CICS) at Phaunggyi.

In order to expertise training activities in Myanmar, Central Institute of Civil Service (Upper Myanmar) was also established in 1999 at Pyin Oo Lwin Township of Mandalay Region. Each of these institutes (CICS) is headed by a rector. There are two main divisions, the Training Division and the Administrative Division. The Training Division is organized into six teaching faculties which are Faculty of Management Studies, Faculty of Economics, Faculty of Political Science, Faculty of Law, Faculty of Social Affairs, and Faculty of Basic Military Science.

The regular, refresher and planned courses of CICS are as follows:

**(a) Regular Courses -**

- (1) Basic Course for Senior Civil officers.
- (2) Basic Course for Junior Civil officers. (The Basic Course for Junior Civil officers meant primarily for new entrants to Junior Officer Grade in the police, fire, customs and immigration services.)
- (3) Basic Course for Junior Clerical Staff.
- (4) Basic Course for Office Supervisors.

**(b) Special Refresher Courses -**

- (1) Special refresher courses for faculty members.
- (2) Special refresher courses for doctors.

- (3) In-service courses for State / Division, District and Township Law and Order Restoration Council Members.
- (4) Special refresher courses for General Administration Department officers.
- (5) Special refresher courses for Police Officers.
- (6) Special refresher courses for Teaching Staff of Basic Education Department.
- (7) Special refresher courses for Red Cross executives.
- (8) Special refresher courses for Development Affairs Department officers.

**(c) Planned Courses.**

- (1) Middle Management Courses.
- (2) Seminars for Senior Administrative and Management Staff.

**(d) Other Courses.**

In addition to regular courses, the CICS also caters to specific needs of the client departments by arranging special ad hoc courses tailored to suit their specific training requirements. The duration of the induction training varies from four to six months. Training Courses conducted in the CICS are primarily intended for regular government service personnel from a cross section of managerial, technical, professional, executive and academic echelons.

Subjects offered by the Institute include General Management, Office management, Supervision, Economics, Financial Management, Personnel Management, Law, Human Relations, Office Mechanics including Typing, Computer use, Animal Husbandry and Agriculture. Needless to say, these major subjects are dovetailed to suit the objectives of individual courses. Attention is given as much as feasible to the practical aspects of the subjects. Whenever possible, case-studies, syndicate discussions, field survey and practical demonstrations are utilized to assimilate these in-service trainees with actual work environment.

It has built a reference library with management, economics and literatures as its core to aid further research and development work. From the date of establishment up to March 2010, the number of personnel trained by CICS (Phaunggyi) and CICS (Upper

Myanmar) are 92892 (regular courses) and 167643 (special refresher courses) so that total number of personnel trained are 260535.

The Special Refreshment Courses were also provided for Deputy Commissioners and Township Officers. In these courses, lectures were political science, administration and management, economics, social science, law and national security and defense. The Scope and limitation of lectures were depended on level of the officials.

On 7 July 2003, the GAD established an Institute of Development Administration (IDA) with the guideline of the Minister for Home Affairs with a view to train and nurture theoretically and practically to promote skill, efficiency and morale of administrative personnel who play a vital role in reforming the administrative machinery of the State. Its objectives are to train to become good, administrative personnel who are efficient and effective functioning of the administrative machinery of the State in building the peaceful, modern and developed nation and qualified with five norms; morale, good discipline, loyalty, unity and capability; to train and upgrade the capacity of the leadership, administration and management of the GAD officials to international level; to train and research for achievement of the objectives and tasks of GAD. The aims of IDA are to produce faithful and efficient administrator, to provide the trainees, advanced courses on leadership qualities, administration and management skills by international standard, and to provide training towards successful implementation of the objectives of the GAD.

The IDA provided the following courses;

- (a) Officers grade 1<sup>st</sup> courses;
- (b) Officers grade 2<sup>nd</sup> courses;
- (c) Officers grade 4/5<sup>th</sup> courses;
- (d) Capacity development training for township officers;
- (e) Capacity development training for district officers;
- (f) Training for Trainers Courses;
- (g) Sub-township Officers Judicial Training Course;
- (h) Clerical Judicial Training Courses;
- (i) Capacity development of clerical staffs Course;

It can be seen that, in Myanmar, the government is placing great emphasis on training programmes for human resources development of Civil Service personnel. Systematic

training programmes undertaken for talented Civil Service personnel will bring about an all-round development of Civil Service activities. The Training of Civil Service personnel is one of the important functions of Myanmar Civil Service and the Civil Service Selection and Training Board had undertaken various training programmes at the Central Institute of Civil Service (Phaunggyi), Central Institute of Civil Service (Upper Myanmar) and the University for the Development of National Races of the Union (Sagaing). The two Civil Service Training Institutes is conducting basic training courses for officials and clerical staff, and special refresher courses for service personnel from respective ministries.

Apart from the above trainings for civil service personnel, other ministries are conducting training courses to make their staff to become efficient and highly qualified service personnel, discharging their duties, conforming to international standard, for the all-round development of the nation. **In Myanmar civil service sector, assessment on impact of civil service training programs and their usefulness very few. Although some training programs are indispensable, they only emphasized on process and output, rather than outcome. Especially in Socialist era, establishments and operating processes were totally under the traditional form.**

#### **4.7 Civil Service Reforms**

In 1942, the State Services Reorganization Board was organized to restore the Government after Japanese occupation. In 1944, Service reform bureau was organized to obtain loyal, clean and efficient state service. In 1944, compensation cost was permitted for three levels of locality based on average difference in rice and minced fish - paste prices of each locality. As an effort to initiate the local participation in administration, the first report of 'Administrative Reorganization Committee' was submitted in 1951. But due to the unstable political situation and uncontrollable armed conflict, it was not effectively applied.

In 1961, 'The Public Services Enquiry Commission' submitted a report to promote Government's participation in State's economy and to establish a Management Service for the Government-owned industries and commercial enterprises. With the

military coup in 1962, the reports could not be implemented. The existing practice in Myanmar for co-ordination in the civil service personnel administration was far from satisfactory. The Public Service Commission handled recruitment to certain levels. Appointments, postings and transfers were confined to the purview of respective Ministries. Conditions of service were prescribed by the Ministry of Finance and Revenue. In addition, the Public Administration Division in the Prime Minister's Office which was created in 1955 tendered advice on various matters relating to the civil service. It's remoteness from the main stream of Government activity pointed to the necessity for a central authority for supervision and control of affairs of the services and in promotion of their efficiency. Also the report of ad hoc Committee set up by the Minister for Industry said that recruitment to such separate managerial services should be made from a centralized recruiting agency such as the Public Service Commission rather than by a separate recruiting Committee within the industry. But during this period, the country was under a serious problem with armed conflict and unstable political situations.

A new administrative system was announced in 1972 by the Revolutionary Council. In 1975 the "Commission for policy affairs of civil servants" suggested the legislations regarding government servants, government owned enterprises, civil service selection and training board, social security system and human resource planning.

In 1979, Council of State selected and divided two groups of socially difficult townships. Twenty-two most difficult townships in social affairs and twenty-six fairly difficult townships were announced to entitle for compensation policies including:

(1) Compensation cost for locality (Notification No. 22/79)

(2) Transfer with Time limit (Notification No. 1/82)

The former grading system was existed until 1989, which was established according to the Ministry of Finance and Revenue Notification No.142 of 1972, adopting a standard of twenty level grading system with equivalence across the different classes. Later, the Notification No.14/89 reduced the job classes to one standard reference class and also reduced the number of grades and salary level from twenty to twelve. Besides, the Notification No.15/93 in 1993, 57/2000, 60/2006 and also 184/2009 of

December 2009 pay scales of civil servants were increased. After marvelous change for reteried person, new government provide subsidies 30,000 kyats add in salary for each civil servant according to the notification No.100/2012 in March 2012.

The basic requirement is essential to the preservation of efficient and honest civil service who are impartially selected, competent, politically neutral and imbued with spirit of service to the community. To obtain this requirement, different countries employ different devices to suit the particular situation prevailing in each country, depending on its own historical and cultural back ground. One feature common to the majority of countries is the establishment of a central personnel agency usually called Public Service Commission or Board, which is an independent body free from political interference or bureaucratic control.

**Table 4.4 Change of Salary and Grade Level in Public Sector in Myanmar (Kyats)**

Before 1989		Notification						Position
G	Pay Scale	G	14/89	15/93	57/2000	60/2006	184/2009	
			Pay Scale	Pay Scale	Pay Scale	Pay Scale	Pay Scale	
1	100-2-110	1	450-25-600	600-25-700	3000-100-3500	15000-1000-20000	35000-1000-40000	Messenger/Helper
2	110-3-125	2	625-25-725	800-25-900	3600-100-4100	21000-1000-26000	41000-1000-46000	Promotion - Senior
3	125-5-150							
4	130-10-200	3	750-25-850	950-25-1100	4200-100-700	27000-1000-32000	47000-1000-52000	Clerical (Lower)
5	150-10-220							
6	160-10-230							
7	185-15-305	4	875-25-975	1100-25-1200	4800-100-5300	33000-1000-38000	53000-1000-58000	Promotion - Clerical(Upper)
8	210-15-330							
9	260-15-380							
10	300-15-420	5	1000-25-1100	1250-25-1350	5400-100-5900	39000-1000-44000	59000 -1000-64000	Junior Executive (A/Supervisor)
11	320-15-440							
12	360-20-480							
13	400-28-520	6	1125-25-1225	1425-25-1525	6000-100-6500	45000-1000-50000	650000 - 1000-70000	Promotion - Supervisor
14	450-25-700	7	1250-25-1350	1575-25-3675	7500-200-8500	80000-2000-90000	100000-2000-110000	Senior Executive (Officer)
15	500-30-800							
16	800-40-1000	8	1400-50-1500	1750-30-1850	8700-200-9700	100000-2000-110000	120000-2000-130000	Selection Grade (AD)
17	1000-50-1200	9	1700	2125	10000-200-11000	120000-2000-130000	140000-2000-150000	Selection Grade (DD)
18	1300	10	1800	2350	11500-200-12500	140000-2000-150000	160000-2000-170000	Selection Grade (Director)
19	1400	11	1900	2375	13000-200-14000	160000-2000-170000	180000-2000-190000	Selection Grade (DDG)
20	1500	12	2000	2500	15000-200-16000	190000-2000-200000	210000-2000-220000	Selection Grade (DG or MD)

Source: Central Bank of Myanmar

Civil servants perform as crucial role in streamlining the operations of the Government and welfare of people.

Apart from the existing civil servants, efforts have been made to uplift the pension benefits of the retired civil servants. New pension benefits compose of current pension salary plus extra benefit Kyats 20,000 per month. As for daily (8 hour) wages of unskilled labourers, wages were raised from Kyats 1100 to Kyats 1700 together with extra benefit of Kyat 1000 per day. In addition to the above benefits, government provides extra benefit of Kyats 60,000 per month for those retired civil servants who are officially appointed as experts.

The Union Civil Service Commission was formally established in 1953. It was reconstituted in 1972 under the control of the Ministry of Home Affairs. Then the Board was reorganized according to the Civil Services Selection and Training Board Law, promulgated in 1977. It was placed at a supra-ministerial level under the control of the Council of State. Since September 1988, it has been under the direct control of the chairman of the SLORC, now SPDC. A chairman and seven full-time members are appointed by the government for a stipulated term.

#### **4.8 Recapitulate**

Nowadays with rapid changes in political, economics and social situation among world nations, and adding technology and climate changes every government of each country is facing challenges of development. It is obvious that the government alone could not be able to cope with these changes. The public administration style must seek to create new relationship between citizens, government and civil service itself. The Myanmar government has undertaken measures to ensure wide participation of people, to realize government polices and to create an efficient civil service which can deliver quality public services to the people. The civil service discharges this duty in the modes of direct participation, regulation and advocacy.

Myanmar attaches great importance to the improvement of civil service aimed at empowering the country with Good Governance, Transparency, Efficiency and Effectiveness. Besides, the civil service must be forward looking, innovative with values such as courage, honesty, result oriented mind and people that facilitate high performance in government activities.

Late 1980s is the period of global political and administrative transformation around the world. Like other developing socialist countries, Myanmar transformed towards market oriented system under military regime. SLORC aimed to stabilize the country while SPDC role is to improve the socioeconomic progress. Efforts have been made to improve the various aspect of development. Civil service system was also transformed in line with the current administrative system. Changes were made in organization structure, training, capacity building, and remuneration. GAD becomes crucial in administrative role of the civil service. Civil service system under post 1988 administration was differed from previous socialist regime yet, nearly the same for SLORC and SPDC.

With the rapid development of 21<sup>st</sup> century, the civil service personnels are being selected trained and nurtured in order that they will become highly qualified human resources. To be more effective and efficient civil service personnels, Civil Service Selection and Training Board (CSSTB) is taking the responsibilities of selecting Government officials and laying down the policy to conduct training programmes for all levels of civil servants.

A good civil service is very important in areas of governance, production of public goods and services, economic and social policy, expenditure/revenue and project administration, fiscal sustainability and institutional development. The government has paid much attention to the improvement of the State structure step by step aiming at simplifying organization to become more effective and reasonable. The government implemented the regulations and policies to facilitate civil servants to upgrade their capacity by different means which would create the favorable conditions for them to fulfill their duty. **In fact, capacity building programs for civil servants should intended for creating and enhancing job related skills as well as providing the positive attitude in serving the best services to general public within the country. In the case of Myanmar, there were lack of evaluation on efficiency and effectiveness of these training programs and these were carried out as routine practices rather than targeted to enhance skills and service quality.**

## **CHAPTER V**

### **ANALYSES ON ROLE OF CIVIL SERVICE SYSTEM IN PUBLIC ADMINISTRATION OF MYANMAR**

Civil Service is a sub-system within a broader administrative system of each country. Realization of efficient administrative arrangement requires competent and professional civil service system. Even the government in most developed countries depends largely on the work of the national civil services. Competent civil service system is characterized by well paid, recruited, and promoted according to merit, trained according to the idea of the public interest, and highly motivated which make civil servants more service-oriented, citizen centric and help achieving development outcomes. Yet, these characteristics are accomplished incompletely in most developing countries.

In Myanmar, Civil Service system is characterized by various administrative regimes. Accordingly, the effect of civil service on public administration and the national economy are differed under different regimes. In reviewing each administrative structure, major factors take into consideration are

- organizational arrangement,
- operational improvement and changes,
- citizen participation and
- commitment to development planning and financing.

Assessment on Civil Service System of each administration are carried out through

- civil service management arrangements,
- training programs,
- career, and position system,
- pay and compensation and
- Performance management including merit, promotion, and term.

In addition, detailed assessments are made based on chronology of administrative systems and their civil services before independence, after independence and the post 1988 administration respectively.

## **5.1 Civil Service System under Various Administrations in Myanmar before Independence**

Civil Service is the permanent professional branch of government administration, excluding military and judicial branches and elected politicians. Civil Service system composes of public sector employment with positions filled on merit as a result of competitive examinations or screening. In Myanmar, Civil Service system in government public administration can be categorized into Pre Independent and Post Independent Civil Service Systems. Myanmar is a country that has a long history of administrative changes since the Myanmar King Era.

After British took over whole Myanmar in 1886, administrative system has totally transformed towards bureaucratic structure. After British Colonial Rule, administrative system in Myanmar has changed during Japanese Invasion again. In each set of public administration, civil service system and their performance differ significantly. Together with these changes in administration, the successive governments had put effort to secure a sound civil service system. Under this pre independence administration, civil service systems under monarchism, colonial era, and during the period of Japanese invasion are presented and analyzed.

### **5.1.1 Reviewing Public Administration and Civil Service under Monarchism**

Historically, dynasties ruled Myanmar with absolute monarchism. During the Monarchism era, the king was the sole authority in administrative affairs. The nation's administration was mostly conducted by the king's descendents and those that the king had chosen as his subordinates to take responsibility at the local level administration.

During the last Myanmar kings' administration, in the Konbaung Dynasty, the administrative structure was a Dual Government System, Nay Pyi Daw (Central Administration) and Local Administration. The King was the national leader as well as head of government. As the administration is absolute monarchism, in order that the king used administrative, legislative, and executive power and formed five offices of the council of ministers to monitor the state of affairs.

**Table 5.1 Public Administration and Civil Service under Monarchism**

**(a) Administration under Monarchism**

<b>Level of Administration</b>	<b>Absolute Monarchism (Before 1885)</b>
Higher Level Authority	Monarch
Ministerial Level Authority	1. Hluttaw 2. ByeDike 3. ANautYoneTaw 4. AShayYoneTaw 5. TayarYone
Local Level Authority	-MyoWun -MyothuGyi/ Tike Thugyi -YwaThugyi Tine Khaung/ Hse Ein Khaung/ Tan Khaung

Source: Own Compilation based on information from Chapter III

**(b) Civil Service under Monarchism**

<b>Era</b>	<b>Absolute Monarchism (Before 1885)</b>
<b>Civil Service Hierarchies</b>	<ul style="list-style-type: none"> <li>• The Win-hmus,</li> <li>• Atwinwuns,</li> <li>• Atwinthas,</li> <li>• Wungyis,</li> <li>• Wundauks,</li> <li>• Myowuns,</li> <li>• Myosars</li> <li>• Thugyis</li> </ul> <p>At royal, central and local levels (Mostly hereditary and from the royal family)</p>

Source: Own Compilation based on information from Chapter III

For every country, Civil Service is the permanent professional branches of a government's administration, excluding military, judicial branches and elected politicians. The Civil Service system is indispensable for providing public goods of law and order, economic prosperity, welfare, education, health care, basic infrastructure, public transport, communications, and so on.

During the Myanmar Kings' administration, Civil Service system was organized with Wuns (governors) who dealt directly with the Hluttaw for district administration, followed by officers such as Myo-thugyi, Taik-thugyi, Ywa-thugyi, etc. who were not given the power to issue extreme penalty. Civil Service positions were appointed at royal, central, and local levels. Their main duties and functions were generally the maintenance of defense force, rule of laws and revenue collection. There were no other separate persons appointed for the functioning of the government. Only those who were in kinship with the king were appointed.

Every appointment down to the village headmanship was considered to be the gift of the King. In point of fact, lower territorial offices were hereditary and many of them remained in one family for centuries. Prior to the King Botaw Phaya era, power seizing was frequent among traditional civil servants although recruitment is ruled by rational and transparent criteria. Hence, the King took authority in the selection of traditional civil servants in 1809. During the King Mindon administration, chastisements for civil servants were set for those who break the laws and regulation. In addition, under the rule of King Mindon in 1853 and King Thibaw in 1886, changes were made to administrative system with (10) offices in King Mindon's rule and (14) in King Thibaw's rule. In addition, transformation to constitutional monarchism was carried out during this period of Konbaung Dynasty.

### **Assessment on Monarchism**

#### *Organizational Arrangement*

Usually, administrative system under monarchism is based mainly on dependency and consecutiveness with the monarch. Kings give authority and influential power to those who he can trust. Accordingly, ability of a person to carry out his duties will be of secondary importance which leads to inefficiency in administration and national development. Throughout the monarchism in Myanmar, socioeconomic condition of the country was depended on the competence of ruling Kings. Central administration is highly hierarchical. Monarchs mostly allow those who are given power to exercise it for their own gain. Therefore corruption is more likely to occur.

#### *Civil service management arrangements*

There are two major types of recruitment for civil servants throughout the era; recruitment based on tradition and recruitment based on qualifications. In both types of recruitment, individual qualifications and obedience of laws and regulations are essential for potential civil servants. The recruitment based on the qualifications of civil servants composed of personnel from Ministerial level to Local levels. Under the monarchism, strengthening national power is the major objectives of Kings. Most of the civil servants under monarchism accomplished their tasks and responsibilities according to the command of the King, and loyalty and national spirit of these staffs.

### *Pay, compensation and rewards*

Their remunerations were supported directly by the King, or from taxation in respective administrative areas. Before implementation of tax reform by King Mindone, Kings mostly allow to tax regionally and locally by respective head of civil servants. At these levels, corruption was more likely to occur.

### *Citizens' participation*

In terms of citizens' participation, citizens were excluded from involvement in political decision making or achievement of individual rights. Distinctions between public and private entities are large.

### *Training programs and weaknesses*

Training programs were given especially for defense purposes. Weaknesses in civil service during the monarchism compose of misuse of authority and rivals among successors. These were predominant and seem to be part of the history especially under the fragile sovereigns. Later, the flaws of monarchic administration led the country to fall under the British rule. Proper development of professionalism, representativeness, democratic character, promoting better delivery of public goods and enhancement of accountability were deficient under monarchism.

## **5.1.2 Reviewing Public Administration and Civil Service under Colonial Era**

After whole country has taken over by the British, administrative structure in Myanmar changed absolutely. Myanmar was being ruled as a state of India which already being a colony of the British. Under this administrative system, British government was the highest level authority.

Between 1885 and 1937, Myanmar was regarded as a state of India. Administrative hierarchy during that period was led by the British Government followed by India Chief Governor. At the ministerial and local level, Secretariat with Frontier Administration, Commissioner, and Local civil servants were appointed. The local level authority consisted of deputy commissioners, district commissioner, Myo Oak to the lowest Ywa Khaung. The British had kept the administration for frontier areas

separately in order that there would be effective administration in these areas of ethnic minorities. Many nationalist movements had led to the achievement of the diarchy administration in 1923 though all the departments were kept under the control of the Indian government. Myanmar had been separated from India in 1937 in accordance with the Report of Simon commission. Changes in administrative structures under British rule are shown in table 5.2.

**Table 5.2 Public Administration under British Rule**

<b>Level of Administration</b>	<b>British Colonial Period (1885 - 1937)</b>	<b>British Colonial Period (Post 1937)</b>
Higher Level Authority	-British Government - India Chief Governor	British Government
Ministerial Level Authority	- Secretariat -Frontier admin/7Commissioner/Local Bodies	-Myanmar Governor -Secretariat
Local Level Authority	-Deputy Commissioner -District Commissioner -Myo Oak -Thugyi -Ywa Khaung	-Commissioner -Deputy Commissioner -District Commissioner -Myo Oak -Thugyi -Ywa Khaung

Source: Own Compilation based on information from Chapter III

After separation from India, new administrative system was introduced in Myanmar in accordance with the 1935 Act., named 91 Departments Administration System. The new system was practiced in Myanmar from April 1937 to December 1942. Under the new administrative system, Myanmar Governor was the highest responsible ministerial level authority under the British control and has discretionary and special power. In the local areas, this administrative power was practiced by the general administration staff on behalf of the governor of the central government. Commissioner was assigned at the local level as well.

As for the civil service system, it was completely changed after abolishment of Myanmar's long-established Civil Service system. Even before the 1886, Rakhine and Tanintharyi regions were under direct control of Governor-General of India in 1826, i.e. after the first Anglo Burmese War. In 1852, Bago and Mottama regions were annexed and assigned 3 commissioners to administered these regions. Then, again in 1862, Rakhine, Tanintharyi and Bago Regions were administered by the British Burma Company through Chief Commissioner and 3 commissioners.

After annexation of the whole country in 1886, most of the civil service officers were Indian Civil Service (ICS). In post 91 Department Administration, they were replaced by Burma Civil Service Class one (BCS1). However, Civil Service structures under pre and post 91 Departments Administration System was not quite different, which is illustrated in table 5.3.

**Table 5.3 Civil Service in Myanmar (1885-1947)**

<b>Era</b> <b>Level of Administration</b>	<b>British Colonial Period (1885 - 1937)</b>	<b>British Colonial Period (Post 1937)</b>
<b>Civil Service Hierarchies</b>	<ul style="list-style-type: none"> <li>- India Civil Service (ICS)</li> <li>• Secretariat</li> <li>• Chief Secretary</li> <li>• Secretaries</li> </ul> <p>Each Division</p> <ul style="list-style-type: none"> <li>• Commissioner</li> </ul> <p>Each District</p> <ul style="list-style-type: none"> <li>• Deputy Commissioner</li> <li>• Assistant Commissioner</li> <li>• Extra-Assistant Commissioner</li> <li>• Myo-oks at the local level</li> </ul>	<ul style="list-style-type: none"> <li>- Burma Civil Service Class one (BCS1)</li> <li>• Secretariat</li> <li>• Chief Secretary</li> <li>• Secretaries</li> </ul> <p>Each Division</p> <ul style="list-style-type: none"> <li>• Commissioner,</li> </ul> <p>Each District</p> <ul style="list-style-type: none"> <li>• Deputy Commissioner</li> <li>• Assistant Commissioner</li> <li>• Extra-Assistant Commissioner</li> <li>• Myo-oks at the local level</li> </ul>

Source: Own Compilation based on information from Chapter III

The British administrative system was established with a Secretariat under the Governor and the Chief Secretary and Secretaries carried out, on behalf of the

Government, the work of the general administration at the central level. But for Divisions, Districts, Sub-Divisions, Township and Circle or village-tracts, a Commissioner was assigned in each Division, and a Deputy Commissioner in each District, and subordinate to them, there were Assistant and Extra-Assistant Commissioner and Myo-oks at the local level. The functions of general administration were generally pacification, judiciary, and revenue collection. The superior general administrative officers were mostly members of the India Civil Service (ICS).

### **Assessment on British Colonial Era**

#### *Organizational arrangement*

Although systematic reforms were carried in administrative and economic field, British Colonial Administration is mainly intended to support their bureaucratic mechanism and finance their Colonial System. Their administration was separated to Frontier Areas, which caused dissension between major ethnic group of Bamar and minority Chin, the Shan, Kachin and Karenni. The effect is lasted until the 21<sup>st</sup> Century administration in Myanmar.

#### *Training programs, career, and position system*

Under the British Colonial Administration, training, career and position system, civil service management arrangements, pay and compensation, and politicization became more systematic. In earlier period of the colonial era, Colonial Government assigned British administrators and Indians as high level positions while local people were only recruited as lower rank staffs to become cost effectiveness in administration. During the early colonial era, majority of the civil servants were only those who have got link with the higher level authorities.

#### *Civil service management arrangements*

In early 1890s, Educational Syndicate held examinations for recruiting civil servants. It can be regarded as the *very first Civil Service Selection Board* in Myanmar. The second selection board was established in 1923 according to the 1919 India Government Act. A training school with the objectives of assisting the civil

administration was opened at Meiktila in 1926. However, the aim was to establish colonial administration machinery to be firm and comprehensive. The school could not carry out its activities temporarily during the war. Under the Government Act 1937, Burma (Myanmar) Civil Service was formed. Consequently, some Myanmar nationals were given opportunity to serve as civil servants, but only at lower level.

Under the Rule of British Colonial Power, earlier recruitment was based mainly on administrative ability and influential power of a person, not on the skill, knowledge and education. During the earlier part of British administration, prior to 1937, most the civil servants in Myanmar are Indians. To fulfill the main aim of restoring law and order and receiving tax revenue, the British Rulers mainly emphasized on the selection and training of civil service personnel. Yet after Myanmar was separated from India in 1937, not only India Civil Services but also Burma Civil Services (BCS) were appointed as general administrative officers.

Under the British Rule, civil service system in Myanmar is mainly intended to achieve the aims to smooth out the British Administration and to support uplifting their national power. According to 1935 Act, Myanmar Public Service Commission was set up in 1937 in line with the British Public Service Commission. Main aim is to prevent political interference in recruiting civil servants. However clash between the Commission and Authorities occurred in the latter part of the colonial era.

#### *Career, and position system and Performance management*

Recruiting civil servants during the period is mainly based on numerous criteria including physical and intellectual skills. Only the basic requirement of professionalism was fulfilled in civil service system during the colonial period. However, representativeness, better delivery of public goods and accountability among public servants still lagged behind. This is due mainly to the great emphasis on maintaining good relationship with the high level ranking officials, i.e. the practicing of nepotism.

#### *Commitment to development planning and financing*

In economic sector, British Government carried out several reforms including rice production, trading, oil production, forestry, and so on. New lands were allowed to

cultivate, and brought immigrant laborers from India and China. Hence, GDP of Myanmar has increased than those under monarchism. However, all the intensive reform measures were only intended for strengthening the British Government.

#### *Citizen participation*

Most of the people lost their civil liberties, individual rights and faced hopelessness in socioeconomic conditions. Hence, nationalist movements became stronger and carried out revolutionary plans jointly with outside world.

### **5.1.3 Reviewing Public Administration and Civil Service under Japanese Occupation**

Administrative structure during the Japanese occupation was changed completely. Between 1942 and 1945, administration was divided into military and civil administration, while the whole of Shan State, Karenni and Wa States were to be amalgamated and placed under the direct control of Japanese military. However, after the anti-fascist revolution in 1945, Myanmar became under British control again where the British performed civil administration from 1945 to 1947. National consolidation through the Panglong Agreement on February 12<sup>th</sup> 1947 had led to the regaining of independence in Myanmar in January, 1948.

Under the Japanese Occupation period, there were three phases of public administration in Myanmar; administration under BIA and Japanese Army, pre independence Central Administrative Body and administration of Myanmar Government in post 1943 period. Administrative policy during that period was mainly based on utilizing useful resources for war and restoration of law and order, less interference in tradition and customs of the local people, controlling transport, communication and financial sectors, to make people rely more on the government and restoring appropriate administrative system in the future. Public administration under the Japanese Invasion can be organized as follows.

**Table 5.4 Public Administration under Japanese Occupation**

<b>Level of Administration</b> \ <b>Era</b>	<b>Japanese Occupation (1942-1947)</b>
Higher Level Authority	Japanese Central Government
Ministerial Level Authority	Military Administration and Civil Administration <ul style="list-style-type: none"> <li>- Prime Minister</li> <li>- Deputy Prime Minister</li> <li>- President of Civil Service Selection Board</li> <li>- Member of Civil Service Selection Board</li> <li>- Ministers</li> <li>- Advisory Board</li> <li>- Civil Service Board</li> </ul>
Local Level Authority	<ul style="list-style-type: none"> <li>- Regional Administration - Detkhina Tine (Yangon), Pyitsima Tine (Pathein) and Oattara Tine(Mandalay)</li> <li>- District Township Level Administrations</li> </ul>

Source: Own Compilation based on information from Chapter III

Under the Japanese administration, new departments such as general administration department, production department, financial department, transport department, and religion department were set up. For the local administration, subsidiary branches were established in Yangon and Mawlamyaing. There existed clash between military government and Minami Administration during the period. Moreover, Central Administrative body could not control properly to those local level problems due to the outbreak of war and instability throughout the country. Accordingly, the Central Government and Minami Administration were abolished in 1942 and initiated new administrative body in 1942 July with Ministerial Bodies and new departments. After a year, new administration was formed with 13 ministries.

At the beginning of 1942, civil service selection processes were out of order as a result of political situation and war. Majority of the previous administrators from the British Colonial Administration, including BCS and ICS were participated in reconstruction of New Administration in Myanmar.

**Table 5.5 Civil Service in Myanmar (1942-1947)**

<b>Era</b>	
<b>Level of Administration</b>	<b>Japanese Occupation (1942-1947)</b>
<b>Civil Service Hierarchies</b>	<ul style="list-style-type: none"> <li>- Regional Administration</li> <li style="padding-left: 20px;">- Detkhina Tine (Yangon),</li> <li style="padding-left: 20px;">- Pyitsima Tine (Pathein) and</li> <li style="padding-left: 20px;">- Oattara Tine(Mandalay)</li> <li>- Junior Branch and Senior Branch</li> <li>- District Township Level Administrations</li> </ul>

Source: Own Compilation based on information from Chapter III

After establishing the Central Government Administration in August 1942, Myanmar Civil Service Restructuring Board was set up but it brings to an end in October 1942. During the period, Civil Servants were classified as Junior Branch and Senior Branch, both of which were recruited based on several selection criteria. After the Second World War, civil service personnel training programmes were conducted at the Teachers Training School in Kambe, Yangon in 1943.

### **Assessment on Japanese Administration Period**

#### *Organizational arrangement*

Japanese Administration in Myanmar between 1942 and 1945 was mainly the military dictatorship and territorial expansionism which exploit natural and economic resources within it short lifespan. There was no economic development planning, operational improvement, leadership support, and integrated process. In addition, decentralization and citizen participation in the administration were far reaching.

#### *Operational improvement and changes*

Organizational rearrangement has conducted only explicitly, yet almost all the civil service employees were transformed from British Administration. As there were no selection exams and interviews for recruiting prior to the Central Government Administration, previous administrators and staffs were appointed. In some area, suitable persons were appointed directly not only at the district township levels, also at higher levels. Hence, administrative failures occurred due to the lack of experience of newly appointed administrative personnel.

### *Civil service management arrangements*

In order to carry out the recruiting process, the Secretary of the Board was transferred to Prime Minister Office with the post of Secretary for Civil Service Recruitment. In August 1943, Civil Service Board was set up again with the main responsibility of recruiting civil servants. Although various civil service systems and reforms were performed under the Japanese administration, their efficiency and effectiveness is not significant due to the outbreak of World War II and its immediate effects.

### *Pay and compensation*

During the Japanese Occupation era, pay and compensation only depend on the connectivity of civil servants with Japanese military administrators, not on performance, merit, and efficiency.

### *Commitment to development planning and financing*

Socioeconomic condition under the administration was said to be severe. As a result, nationalist leaders formed the Anti-Fascist Organization (later renamed Anti-Fascist People's Freedom League) and asked the United Kingdom to form an alliance with other Allies against the Japanese. By April 1945, the Allies had driven out the Japanese from Myanmar. Then, British planned to administer Myanmar through new set of plan. Accordingly, negotiations began between Myanmar and the British between 1945 and 1947. Finally, Myanmar regained independence in January, 1948.

## **5.2 Civil Service System under Post Independence Administrations in Myanmar**

Since the independence in 1948, 1935 Government of Myanmar Act was invalidated and effected the new 1948 Constitution. The training of civil service personnel was continued after Myanmar regained her independence.

### 5.2.1 Public Administration and Civil Service in Post Independence Period (1948-1962)

The administrative structure showed three successive changes within 14 years. During this period, a new constitution of the Union of Myanmar was introduced in 1947. With this, the government administrative system was legitimized where the cabinet was responsible to a bi-cameral legislature made up of the Chamber of Deputies and Chamber of Nationalities. Table 5.6 shows the administrative structure after independence up to 1962 where the parliamentary government was replaced by the revolutionary council government.

**Table 5.6 Chronology on Administration in Myanmar (1948-1962)**

<b>Era</b> <b>Level of Administration</b>	<b>Parliament Democracy Period (1948- 1958)</b>	<b>Care Taker Government (1958-1960)</b>	<b>Pa Hta Sa Government (1960-1962)</b>
Higher Level Authority	- The Parliament -The President (both Chambers) -Prime Minister (Chamber of Deputies)	• 14 numbers of Military and Civilian executive members	• Prime Minister
Ministerial Level Authority	-Ministers(by the Prime Minister) -State Governments -State Councils	•Ministers (different ministries and states, Attorney General)	• The Pa Hta Sa (Union) Party with two factions ‘Thant Shin’ and ‘Ti-Myae’
Local Level Authority	Division/district/ township administration	Division/district / township administration	Division/district /township administration

Source: Own Compilation based on information from Chapter III

Though the AFPFL government took charge of the country between 1948 and 1958, it had to hand over its power to the Caretaker government because of its incapability in managing the country. This period of parliamentary administration shows that Myanmar had difficulties to secure national consolidation among the ethnic minorities to form a strong administrative structure.

Ethnic unrests and the split of the parliament into two sections also overburdened the government. Main reason is the prolonged colonial administration and its negative impacts. This led the caretaker government to take responsibilities of the country for

two years. The military administration intervened with two objectives of restoring law and order and holding a free and fair election. In 1960, general election was held and the Pa- Hta- Sa Party won. The party ruled the country for two years. However, the head of the caretaker government took hold of the state power again in 1962 through a military coup due to political unrests and Myanmar went under a military rule.

Burma (Myanmar) Civil Service (BCS) took responsibility of the India Civil Service after Independence. Administrative officials were divided into five classes of officers - Senior Administrative Grade, Junior Administrative Grade, Selection Grade, Senior Branch and Junior Branch. The superior administrative officials were mostly members of the Burma Civil Service. Table 5.7 shows the civil service of Myanmar after independence until the period of Pa-Hta-Sa government.

**Table 5.7 Civil Service in Myanmar (1948-1962)**

<b>Era</b> <b>Level of Administration</b>	<b>Parliament Democracy Period (1948- 1958)</b>	<b>Care Taker Government (1958-1960)</b>	<b>Pa Hta Sa Government (1960-1962)</b>
<b>Civil Service Hierarchies</b>	<ul style="list-style-type: none"> <li>• Commissioner</li> <li>• Deputy Commissioner (DC)</li> <li>• Sub-divisional Officer (SDO)</li> </ul>	<ul style="list-style-type: none"> <li>• Commissioner</li> <li>• Deputy Commissioner (DC)</li> <li>• Sub-divisional Officer (SDO)</li> </ul>	<ul style="list-style-type: none"> <li>• Commissioner</li> <li>• Deputy Commissioner (DC)</li> <li>• Sub-divisional Officer (SDO)</li> </ul>
	• Division/district/ township administration	• Division/district/ township administration	• Division/district/ township administration

Source: Own Compilation based on information from Chapter III

The training of civil service personnel was continued after Myanmar regained her independence yet with slow pace. The Public Administration Department established under the MOHA in 1956, and Civil Service College was also formed as one of its divisions. Pre-service training for civil administrative officials and in-service training for clerical staffs from the Secretariat and refresher course were conducted at the college.

## **Assessment of Public Administration and Civil Service in Post Independence Period**

### *Organizational arrangement*

Within 14 year period of post Independence from 1948 to 1962, three forms of administrative systems were changed. During that period, Myanmar attempted to transform towards long-term development through various development plans yet most of them were unable to accomplish. The first national government drew up economic reconstruction scheme for the country in 1947 which mainly encourage the diversification of agricultural production. The Land Nationalization program was enacted in 1948, but implemented slowly and generated landlessness. Moreover, state organized export of rice, timber, rubber and major industrial sectors as well.

### *Commitment to development planning and financing*

In 1948, Two Year Economic Development Plan was initiated. Then, Eight Year KTA Plan or Pyi Daw Thar Plan was adopted in 1952 and Four Year Economic Plan in 1955 respectively. All the Governing bodies in post independence period attempted to accomplish development plans yet failed due to outbreak of insurrection, indecision of Government, insufficient technical, managerial, and administrative skills, poor sector wise economic policies, and targets, etc.

### *Citizen participation*

Citizen participation in the administration was greater than the Colonial and Japanese Administrations. As an effort to initiate local participation in administration, the first report of 'Administrative Reorganization Committee' was submitted in 1951. But due to the unstable political situation and uncontrollable armed conflict, it was not effectively applied. In terms of organizational arrangement, most of the administrative structures were inherited from the Colonial Administration. During the early post independent period, civil service system in Myanmar is mainly followed the British System.

### *Civil service management arrangements*

Major drawbacks of civil service system during the post independent periods were shortage of skilled human resources, civil unrest, sound financial supervision, efficient administrative policy, fair collection of taxes and transparent operations within the public sector.

### *Training programs*

Due to the political and economic instabilities, lack of proper training and capacity building programs, appropriate civil service management arrangements, and monitoring of civil servants' performance were deficient in that era. Excessive centralization, internal conflict, and inconsistency within ministries and departments, inordinate departmental attachment among personnel became intense among the public sector.

## **5.2.2 Reviewing Public Administration and Civil Service between 1962 and 1988**

After 1962, Myanmar's administration had been managed by the military. During the Revolutionary Council era, the 1947 constitution was suspended and the bicameral parliament as well as the Supreme Court and the High Court were abolished. The Chief Court was established to provide continuity and that the Chief Court shall exercise all the powers and discharge the duties of the two former Courts and act as a final court of appeal in the Union.

In May, 1962, the Central Security and Administrative Committee were created and State, Divisional, District, Township, and Village Security and Administrative Committees were simultaneously organized. The Committees at different levels were to co-ordinate, supervise, and inspect the works of the government departments in their localities. Between 1962 and 1988, there were two segments of administrative structures, Revolutionary Council and Socialist Administration, illustrated in table 5.8.

**Table 5.8 Public Administration between 1962 and 1988**

<b>Era</b> <b>Level of Administration</b>	<b>Revolutionary Council (1962-1974)</b>	<b>Socialist Era (1974 -1988)</b>
Higher Level Authority	<ul style="list-style-type: none"> <li>• Chairman of Revolutionary Council</li> <li>• Prime Minister</li> </ul>	<ul style="list-style-type: none"> <li>• Burma Socialist Programme Party(BSPP)</li> </ul>
Ministerial Level Authority	<ul style="list-style-type: none"> <li>-Ministers(High Ranking Military Officers)</li> <li>-State/Divisional Security and Administrative Committees</li> </ul>	<ul style="list-style-type: none"> <li>-Pyithu Hluttaw</li> <li>-State Council</li> <li>-Councils of Ministries, People's Justice, People's Attorney, People's Inspectors</li> <li>- State/Divisional People's Councils</li> </ul>
Local Level Authority	District/Township/ Ward/ Village Security and Administrative Committees	Township/ Ward/ Village Tract People's Council

Source: Own Compilation based on information from Chapter III

As shown in above Table, the administrative organs were formed to co-ordinate, supervise and inspect the works of the government departments. In 1974, sole political party was the Burma Socialist Programme Party (BSPP) that was to lead the state. The 1974 Constitution stated that 14 States and Divisions in the Union of Myanmar were equal in power and status where it aimed to achieve national unity and mutual understanding among the nationalities to some extent.

In this socialist era, it was found that there was no level of administration for states' ministers. The BSPP controlled all levels of administration and this was the distinctive feature of administration during the period after 1962 where it had a complete change of administrative structure in Myanmar again. It was seen that there was a centralized authority during this era which lasted till 1988. When the Revolutionary Council took over the State responsibility in 1962, the Ministry of Home Affairs formed the Central Security and Administration Committee to implement the State Security and Administration plan. For local level administration, it also formed the State and Division, District and Township Security and Administration Committees (SACs) at the local levels. Ward and Village-tract SACs were formed with members proper. Differences in Civil Service System during the two regimes are shown in table below.

**Table 5.9 Civil Service between 1962 and 1988**

<b>Era</b> <b>Level of Administration</b>	<b>Revolutionary Council</b> <b>(1962-1974)</b>	<b>Socialist Era</b> <b>(1974 -1988)</b>
<b>Civil Service Hierarchies</b>	Local level administration <ul style="list-style-type: none"> <li>• State and Division,</li> <li>• District and Township Security and Administration Committees (SACs)</li> <li>• The Chairmen of those Committees - military officers</li> <li>• Members were the general administrative officers and police officers.</li> <li>• Ward and Village-tract SACs</li> </ul> General Affairs Department (GAD) 1972	Reorganized GAD <ul style="list-style-type: none"> <li>- Director General</li> <li>- Deputy Director General</li> <li>- Head of State and Division Office/Director</li> <li>- Deputy Head of State and Division Office</li> <li>- Assistant Head of State and Division Office</li> <li>- Head of Township Office/Staff Officer</li> <li>- Deputy Head of Township office</li> </ul>

Source: Own Compilation based on information from Chapter III

The general administration officials had to carry out both the staff work of the SACs and works of the general administration under the supervision of the SACs concerned. Various SACs were reformed with the members of the representatives from Burma (Myanmar) Socialist Programme Party, People's Farmers Council, People's Workers Council, and Government officials in 1972. The Chairmen of leading Bodies of the States and Chin Affairs were appointed as members of the new reformed Central SAC and members of those were member of the state SAC concerned.

In July, 1972, the SACs were reformed with eight committees - Security and Administration, Executive, Judicial, Security, Administrative, Economics, Social and Land Committees. But, Ward and Village-tract Committees had six committees except security and social committees. There also formed the related different sub-committees under the respective Committees from the Central to Township levels.

In March 1974, the Revolutionary Council reformed the MOHA as Ministry of Home and Religious Affairs (MOHRA). The General Affairs Department (GAD) was also reorganized under the MOHRA, with Head office, and State and Division, and Township General Administration offices. The GAD offices were assigned as offices of respective People's Councils and Executive Committees.

## **Assessment for the Period between 1962 and 1988**

### *Organizational arrangement of Revolutionary Council*

A new administrative system was being drawn up during 1969 to 1972 and all bodies in the administrative machinery had been reorganized while the secretariat had been abolished. Organizational arrangements have been transformed under Revolutionary Council. During the Revolutionary Council Administration, some ministries were kept intact as before while some related ministries were combined and reconstituted.

The organization structure of the cabinet, the secretariat and different government departments were kept intact while the secretariat was concerned with the administrative or executive functions. However, the operational improvement has not achieved due to its inward looking, self reliance policy.

### *Commitment to development planning and financing*

Nationalization movement in mid 1960s hampered the economic progress of the country during the period. Under the Burmese Way to Socialism, only the state and cooperative sectors were the major players. According to the Tenancy Law of 1963, the right of tenancy was vested solely in the Agrarian Committees set up in all rural areas. These Agrarian Committees in turn allocated the land to individual farmers, the poorest given the first priority, without taking into consideration of farmers' skills or resource possession which had serious adverse effects on the productivity of the land. The Enterprise Nationalization Law, passed by the Revolutionary Council in 1963, nationalized all major industries with introduction of price control boards. Citizens' participation in administration was not much familiar under this centralized administrative system.

### *Civil service management arrangements*

Being a period of maintaining national security, and law and order in all over the country, Security and Administration Committees (SACs) were established. Various SACs were rearranged with the members of the representatives from Burma (Myanmar) Socialist Programme Party, People's Farmers Council, People's Workers Council, and Government officials in 1972. Civil Service System during the Revolutionary Council was only a centralized body.

### *Training programs*

Trainings for civil servants were offered at Central People's Public Service Training School at Phaunggyi in Hlegu Township, Yangon Region. The training school was formed under the direct administrative control of the Ministry of Home Affairs (MOHA) in January, 1965. During the Revolutionary Council Administration, merit based performance measurement did not exist.

### *Pay and compensation and Performance management*

Promotions and remunerations are based only on the year of service, not on efficiency and inspiration of employees. All the economic enterprises were stated-owned due to nationalization process. Consequently, inventiveness, creativity and efficiency become reduced. Although economic reforms were carried out during the Revolutionary Council period, the market system collapsed and experienced downturn in production, employment, incomes, and standard of living.

### *Organizational arrangement and Development Planning of the BSPP*

The situation continued in Socialist Administration. The new BSPP Government wished to implement long term development goals and set 20 year Development Plan in 1974. The plan was almost failed due to the long standing inward looking strategy, inflationary pressure and other hindrances. Unlike military led Revolutionary Council, administrative structure was rearranged during the BSPP government. However, inefficiencies, idleness, biasness, and centralization slowed down operational improvement of the BSPP administration.

### *Civil service management arrangements*

Civil Services for administration were mainly carried out by GAD. GAD officials had to carry out not only the work of the GAD but also the staff work of those Committees. Efforts have been made to improve the performance of civil servants in socialist era. In provision of public goods, successes have been gained in country wise literacy campaign, establishment of basic infrastructures and new satellite towns, etc. Regarding to socialist ideology, civil service system was mainly prioritized equity.

### *Pay and compensation and performance management*

Yet, efficiency and motivation among civil servants became decline with centralized administrative system. As a result, poor financial administration, human resource development, public service delivery and ethics became prominent. The impact of the inward oriented policies was huge throughout the period. The poor performance of the Myanmar economy was initiated in 1970s and became severe in 1980s. With the administrative and economic failures, nation wise demonstration occurred in late 1988. It was eliminated with the military coup in September 1988.

### **5.3 Analyzing Civil Service System under SLORC Administration**

Post 1988 era is the important part in Myanmar history as it is the transition period for market oriented economic system through open door policy. Although SLORC and SPDC are military rules, their administrations remodeled the economy through various reform measures in 1988 and 1994 respectively. Assessing State intervention during the SLORC and SPDC administrations include development planning and financing, organizational rearrangement, operational improvement, practicing integrated processes among sectors, decentralization, citizen participation in administration and linkage between performance and outcome.

Civil service system has also been reformed in line with the new economic system. In reviewing Civil Service System, training and capacity building, career and position system, civil service management arrangements, pay and compensation, performance management, and politicization are studied. By doing so, strengths and limitations from the recent administrative systems are found out and learned as lessons

#### **5.3.1 Reviewing SLORC Administration**

The administrative organs from 1988 to 1997 were the SLORC with 19 members, the government with 9 members, State/Divisional LORC, District / Township LORC with officials from the military, General Administration Department and the Police Force, and Ward/Village Tract LORC with local people. Most ministers were also military

officers to take care of law and order restoration all over the country. The structure is illustrated in table 5.10.

**Table 5.10 Public Administration in Myanmar (1988- 1997)**

<b>Era</b>	<b>State Law and Order Restoration Council (SLORC)</b>
<b>Level of Administration</b>	
Higher Level Authority	• Chairman of SLORC
Ministerial Level Authority	-Chairmen of State/Divisional Law and Order Restoration Councils
Local Level Authority	Chairmen of District/Township/Ward/Village Law and Order Restoration Councils

Source: Own Compilation based on information from Chapter III

### *Administrative Transformation*

Under the SLORC administration, responsibilities of government departments, which were previously controlled by various councils, were restored under respective departments. Concerning the three branches of government, the SLORC have an absolute power over the legislation. For accomplishing the executive functions, authority and responsibility have been given to each level of Law and Order Restoration Council. Similarly, the SLORC has judicial power while typical civil and criminal cases were judged at court of laws. The SLORC had initially performed various functions through State/ Division, district, and township levels law and order restoration with military officials as chairmen and members from GAD and the Police Force. In addition, Districts have been specified in all States and Divisions and set up 4 special districts in border areas and 9 special townships.

During the post 1992 period, efforts have been made to achieve peaceful and modern developed nation through constructive administration. Ministries were restructured and expanded under the SLORC administration. The prominent efforts of the SLORC are the establishment of National Convention Convening Committee in October 1992, development of border areas and integration among ethnic groups. For the

development of urban areas, cities development committees were established by specific laws and regulations.

### ***Legal Reform***

To carry out administrative, economic, and social reforms effectively, the SLORC has promulgated several Laws. Between 1988 and 1997, some legislative reforms promulgated by the SLORC are in the realm of economic, environment and technology. The very first legal reforms was initiated with the encouragement of FDI in Myanmar, i.e. the Myanmar Foreign Investment Law (1988). Then series of laws relating to economic reforms were taken place. In 1989, revocation of 1965 law of establishment of socialist economic system was announced. Then, SLORC Government has encouraged the participation of private sector in Myanmar through State-owned Economic Enterprises Law (1989), The Private Enterprise Law (1990), 100 % Retention of Export Earning Law (1990), The Promotion of Cottage Industries Law (1991), and Myanmar Citizens Investment Law (1994).

In addition, specific sector wise laws are promulgated to promote investment and economic activities. These laws are Fishing Rights of Foreign Fishing Vessels (1989), Myanmar Aquaculture Law (1989), Myanmar Marine Fisheries Law (1990), Myanmar Tourism Law (1990), Agriculture and Rural Development Law (1990), Freshwater Fisheries Law (1991), and Law amending the Myanmar Marine Fisheries Law (1993). Laws for fiscal and financial development include The Central Bank of Myanmar Law (1989), Financial Institution of Myanmar Law (1990), Myanmar Agricultural and Rural Development Bank Law (1990) and Promulgation of Commercial Tax Law (1990).

In 1990, Yangon City Development Law was promulgated. The Development Committees Law was also enacted in 1993. Laws enacted for environmental concern during the SLORC administration were Forest Law (1992), Myanmar Mines Law (1994), and The Protection of Wildlife and Wild Plant and Conservation of Natural Areas Law (1994). For upgrading Science and Technological Development, Science and Technology Development Law were enacted in 1994.

### *Development Plan and Achievement*

Along with the promulgation of new laws and regulations, Development Plans were laid down to achieve economic progress all over the country. The government had planned to boost the economy and Short-term Plans were laid down beginning with the Short-term Four Year Plan starting from 1992/93 to 1995/ 96 followed by three short-term five-year plans; Second Short-term Five-year Plan (1996/97 - 2000/01), Third Short-term Five-year Plan (2001/02 - 2005/06), Fourth Short-term Five-year Plan (2006/07 - 2010/11).

Under the administration of SLORC, Short-term Four-Year Plan was implemented. This plan was formulated to speed up economic and social development and implemented with harmonious efforts, thereby creating favorable economic conditions for further development. Reforms were carried out in almost all sectors of the economy. Private sector participation was encouraged significantly through relaxation of restrictions, leasing SEEs to perform PPP, provision of tax incentives, establishment of private banks, allowance of foreign banks representative offices, decontrolling prices, encouraging services sectors, etc. In addition, service sector such as tourism sector was also encouraged extensively with implementation of Visit Myanmar Year 1996.

In view of that rate of growth of GDP has increased from 2.8% in 1990- 1991 to 6.9 %, 6.4 % and 5.7 % respectively in 1995 -96, 1996-97 and 1997-98 respectively.<sup>34</sup> However, rate of inflation (consumer prices) in Myanmar<sup>35</sup> has risen from 16% in 1988 to 30% in 1997.<sup>36</sup> Unemployment rate is unenviable for most of the period. Based on World Development Indicator, unemployment is 6% in 1990.<sup>37</sup>

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<sup>34</sup> CSO, Various Issues, MNPED, Myanmar

<sup>35</sup> Rate of growth of Inflation in Myanmar for pre 1997 period is taken from the World Development Indicators

<sup>36</sup> World Bank, World Development Indicators, Various Issues

<sup>37</sup> Official data for unemployment in Myanmar is only available for 1973 and 1983 (Population Census), i.e. 1.81% and 1.64% respectively

Socioeconomic development can be assessed in terms of the Human Development Index by UNDP.<sup>38</sup> Average HDI of Myanmar has increased slightly from 0.281 in 1980 to 0.305 in 1990 respectively. However, sectoral contribution of GDP in economy and export structure during the SLORC administration shows the sketch of economic condition during the period.

**Table 5.11 Sectoral Share of GDP in Myanmar Between 1988 and 1997**

<b>Indicator Name (% of GDP)</b>	<b>1988</b>	<b>1989</b>	<b>1990</b>	<b>1991</b>	<b>1992</b>	<b>1993</b>	<b>1994</b>	<b>1995</b>	<b>1996</b>	<b>1997</b>
Agriculture, value added	57	57	57	59	61	63	63	60	60	59
Industry, value added	10	11	11	10	9	9	9	10	10	10
Services, etc., value added	33	32	32	31	30	28	28	30	29	31
<b>Total</b>	<b>100</b>	<b>100</b>	<b>100</b>	<b>100</b>	<b>100</b>	<b>100</b>	<b>100</b>	<b>100</b>	<b>100</b>	<b>100</b>

Source: World Development Indicators, Various Years

By looking at the sectoral contribution of GDP throughout the study period, Value Added from Agriculture contributes the largest share followed by industrial and services sectors. Within the period, percentage share of all three sectors is nearly the same. Hence, this cannot fulfill the basic feature of economic development.

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<sup>38</sup> HDI combines three dimensions, life expectancy at birth, (an index of population health and longevity), knowledge and education (measured by the adult literacy rate (with two-thirds weighting) and the combined primary, secondary, and tertiary gross enrollment ratio (with one-third weighting)) and standard of living (indicated by the natural logarithm of gross domestic product per capita at purchasing power parity) and used until 2010 by the UNDP

**Table 5.12 Changes in Share of Exported Commodities In 1990-91 and 1997-98**

Commodity	1990-91		1997-98	
	Value (Ks. Millions)	%	Value (Ks. Millions)	%
Agricultural Products	942	31.8	1981	36.1
Animal Products	5	0.2	9	0.2
Marine Products	165	5.6	887	16.2
Timber	999	33.7	985	17.9
Base Metal And Ores	72	2.4	33	0.6
Precious And Semi-Precious Minerals	86	2.9	159	2.9
Garment	8	0.3	402	7.3
Other Commodities	685	23.1	1032	18.8
<b>Total</b>	<b>2962</b>	<b>100.0</b>	<b>5488</b>	<b>100.0</b>

Source: CSO, Statistical Yearbook, Various Issues

Between 1990-91 and 1997-98, share of exported goods are led by Timber and Agricultural Products. These two commodity types contributed the largest share of export yet, export of timber declined significantly during the study period while share of Agricultural good up from 31.8% to 36.1%. During the period, Natural Gas was not included as leading exported product. One important development was the growth of garment exports, from 0.3% to 7.3% in these years. This was due mainly to the effect of successive economic reforms since post 1988. In July, 1997, Myanmar was admitted to ASEAN. From the above data, it can be concluded that economic structure of Myanmar was still an agro based low income country with several prerequisites for further economic development.

### 5.3.2 Civil Service System under the SLORC

Under the SLORC Administration, significant changes in civil service system are reorganization of General Affairs Department as General Administration Department (GAD) in November 1988 with the order number 4/ 88. The GAD was formed with the staffs who were transferred by the SLORC and staffs from General Affairs Department. Table 5.13 shows the Civil Service in Myanmar form post 1988 to 1997.

**Table 5.13 Civil Service System in Myanmar (1988 - 1997)**

Era Level of Administration	SLORC (1988-1997)
<b>Civil Service Hierarchies</b>	<ul style="list-style-type: none"> <li>• GAD (State/ Divisional Level)</li> <li>• GAD (Districts, Townships, Ward, Village Level)</li> <li>• Assigned GAD as the Secretaries in (9) border townships: Namyun, Namkhan, Muse, Laukkaing, Tachileik, Myawaddy, Kawthoung, Maungdaw, and Tamu.</li> <li>• Ho Mein Region Administration Committee was also reestablished</li> </ul>

Source: Own Compilation based on information from Chapter III

In 1992, township level administration system was reformed with including members from the police force, immigration, and planning departments. Accordingly, the GAD carries out the town and village administration, development affairs, press scrutiny and registration, land and excise administration, revenue collection etc. The organization structure of GAD at local level offices is generally based on the functions assigned to them.

The main functions of the GAD are to accomplish the tasks entrusted by the SLORC, general administration duties and functions entrusted by the Ministry of Home Affairs and functions delegated by other Ministries. As mentioned in the above table, new administrative regions were extended with 8 districts and 10 townships under the SLORC administration. In addition, military personnel were assigned as Township Law and Order Restoration Council Officials in above mentioned 9 townships. Their main responsibilities were the development of socioeconomic condition and infrastructure and accomplishing anti- narcotic activities.

Specifically, major functions of GAD at various levels compose of Land Administration, Excise Administration, Collection of Revenue from Land and Excise, Irrigation and Mineral Extraction, Rural Development and Press Scrutiny and Registration. In order to nurture skill and knowledge of GAD staffs, 20 types of training courses were arranged between 1988 and 1997. These courses are

1. Nyan Thit Laung / Refresher Courses (2 sections, 1989)
2. Treasury Training Course (1989)

3. Treasury Training Course (2 sections, 1990)
4. Managerial Training Course Level I (2 sections, 1991)
5. Treasury Training Course (1991)
6. Managerial Training Course Level I (1992)
7. Upgrading Course I for Official Level (1993)
8. Managerial Training Course Level I (2 sections, 1994)
9. Training for Officials transferred from Military (1994)
10. Upgrading Course II for Official Level (1994)
11. Upgrading Course III for Official Level (1994)
12. Upgrading Course IV for Official Level (1994- 95)
13. Upgrading Course V for Official Level (1995)
14. Workshop for Head of District Law and Order Restoration Council (1995)
15. Workshop for DYGM (1996)
16. Managerial Training Course Level I (1996)
17. Managerial Training Course Level II (1996)
18. Workshop for Divisional Head (1996)
19. Head Quarter Managerial Training Course Level I (3 sections, 1997)
20. Workshops for Administration 4/5 (3 Sections, 1997)

The above courses are carried out by the Training and Research Division of the GAD with main duties of

- Training the personnel for capacity development
- Conducting seminars and workshops
- Provision of necessary guidelines, arrangements and supervise examination of the personnel
- Developing curriculum of the courses
- Computerization of data and information
- Conducting research for development of the institutional capacity
- Maintaining and developing the library
- Selecting scholars abroad
- Conducting necessary arrangement to be able to inspect and direct subordinate offices and

- Collecting data and information regarding administration, economic and social sectors.

Although civil service employees are assigned in various sectors of the economy from primary to secondary and tertiary sector of Myanmar under respective Ministries, this study stressed only on functions and responsibilities of GAD as the department is mainly concerned with the administrative tasks of the Government in both SLORC and SPDC under military based administration.

### **5.3.3 Assessment of SLORC Administration and Civil Service Changes**

#### *Organizational arrangement*

During the SLORC administration, socioeconomic development was upgrading through spiritual innovation of the civil servants within the country. Yet, the administrative system was clearly seen as it was being controlled by the military. This is because most of the officials in administration were those of the military. The optimistic feature was that the market oriented economic system was adopted by the SLORC which was expected to recover and maintain its economic conditions in future.

#### *Commitment to development planning and financing*

Like other developing country, survival of the State and strengthening of national political and economic independence, modernization through industrialization, and enhancing social development are the main goals of the SLORC Government. However, unlike other transition economies, participation of people in administration to bring about representative institutions, political equality, participative governance and the guarantee of collective and individual rights were still deficient in Myanmar. In the economic sector, setting up and implementation of development policies were taken placed yet, support for research and development, operational improvement when dealing with private sectors (such as export import procedures, etc), and development financing were underprivileged.

Developmental public service and administration means an efficient and effective state administration or apparatus; one that is committed to clearly outline and

systematically implemented development plans and programmes that consciously seek to address poverty and underdevelopment.<sup>39</sup> However, the administrative functions were still overshadowed by the military government and Myanmar's economy reached a pure market system. The administrative structure was still as being one centralized system as before.

#### *Operational improvement and changes*

Administrative system in Myanmar during the SLORC government is change oriented, commitment to development and stress on planning, emphasis on economy and efficiency, hierarchical, centralized and rigid, concerned with routine operations, and stress mainly on directions from authority. Hence all of these natures are more or less related with traditional administrative system rather than development administration which are goal result oriented, citizen participation in the administration, and decentralization. By looking at the impact, socioeconomic development of the population has changed slowly with rapid rate of inflation within the agro based economy. During the period, there is deficient in poverty and income inequality data and information.

In civil system, recruitment, promotion, performance appraisal, disciplinary control, and training are not much different to that of previous system although titles and positions of the staffs have changed. Fostering professionalism is important for civil servants especially as they are the main drivers to function the administrative system at basic and intermediate stages. Their efforts and performances are vital for decision makers to operate the whole administrative system smoothly.

#### *Training programs*

All trainings offered for GAD staffs are activity related and career related trainings. Former one is more related with skill formation while latter one is more concerned with different stages of careers, namely pre entry, in service, project related and personal effective. Courses offered for GAD staffs are relevant for their jobs yet insufficient due to the duration and the number of courses offered. Strengthening intellectual knowledge is the most important factor affecting the skill upgrading of civil servants. Hence, apart from the above mentioned courses, GAD staffs are

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<sup>39</sup> [cps.org.za/cps%20pdf/RR114.pdf](http://cps.org.za/cps%20pdf/RR114.pdf)

allowed to continue their post graduate studies in various specializations or Master Program in Public Administration.

Both formal and informal trainings are offered for GAD staffs. Yet, measuring performance is also an integral part of an administrative system. Theoretically, measuring the performance of civil service system is based on the nature of the public sector (e.g. general administration, education, health, judicial system, police, social welfare, and corrections). For the civil servants for general administration, input is measured as number of staffs, while output is regarded as number of policy papers, followed by outcome measure of better decision.

#### *Civil service management arrangements*

Unlike civil service system in other countries, downsizing is uncommon in Myanmar public sector. Hence, inputs of the number of GAD staffs were increasing during the period. For the output and outcome, they were different from those mentioned in theory. Only the number of tasks accomplished were the output of the GAD in Myanmar. Policy papers and better decisions are only conducted by the central authority concerned, i.e. SLORC.

#### *Pay and compensation*

Pay, compensation, and promotion are based on rank and year of service in Government departments, not on merit and efficiency. Civil service system in Myanmar is politically neutral as it is strictly prohibited. All civil servants are complied with in rules and regulations of the state. Another aspect to take into account is the issue of corruption. Between 1988 and 1997, there was no report on corruption, domestically and internationally. Corruption Perceptions Index (CPI) for Myanmar is unavailable until 2002. However, corruption and bribery is still a prolonged and widespread problem in Myanmar.

#### *Performance management*

Monitoring and assessment of skill and performance of the GAD staffs are unclear. Although merit and competition should be basic for recruitment, cases in nepotism and biasness are still found in recruitment, such as posting to remote and underdeveloped areas, or disfavored departments, etc. After 9 years of maintaining law and order within the country, SLORC was transformed to SPDC in 1997. Efforts

have been made by the SPDC especially for the emergence of peaceful, modern, and developed nation.

#### 5.4 Analyzing Civil Service System under SPDC Administration

Post 1988 revealed the administrative systems of State Law and Order Restoration Council (SLORC) and thence of the State Peace and Development Council (SPDC) in Myanmar. The administrative system came in two parts and this was to the needs of the nation, i.e. to restore law and order in the early phase from 1988 to 1992 and the need of and peace and tranquility from 1992 to 1997. Changes in administrative systems aiming to lead a more peaceful and disciplined state.

##### 5.4.1 Reviewing Public Administration during SPDC Era

On November 15, 1997, SLORC was as reorganized as State Peace and Development Council (SPDC). The SPDC consisted of eleven senior military officers. The administrative structure of the SPDC at the various levels is shown in table 5.14.

**Table 5.14 Public Administration During SPDC Period (1997- 2010)**

<b>Era</b> <b>Level of Administration</b>	<b>State Peace and Development Council</b> <b>(SPDC)</b>
Higher Level Authority	Chairman of SPDC
Ministerial Level Authority	-Prime Minister - Chairmen of State/Divisional Peace and Development Councils
Local Level Authority	Chairmen of District/ Township/ Ward/Village Peace and Development Councils(GAD)

Source: Own Compilation based on information from Chapter III

#### *Changes in Administration*

After 9 years of restoring law and order, SLORC, SPDC administration mainly aimed to peaceful, modern and develop-discipline flourishing democratic State. To achieve

these goals, 32 ministries were reorganized initially. Then, initiatives for achieving and maintaining peace and socioeconomic development have been started. Administrative system transformed through various hierarchies of Peace and Development Council. In 2003, the SPDC laid down seven-step road map to reach modern, developed and democracy country. The road map included the already-underway National Convention, which eventually produced the 2008 constitution.

At the time of SPDC, district and sub-State and Sub-township levels are constituted in administrative units. The State Peace and Development Council (SPDC) exercised executive and legislative powers and controlled the courts. The SPDC reorganized state and division, district and township PDCs again in August 2006. Accordingly, the commander of military command performed as chairman at the state and divisional level. Members of the PDCs were from the police force and planning office. District Administrators take responsibility of the Secretary of District Peace and Development Council. At the local level, GAD is still an authoritative cluster.

### ***Legal Reform***

Under the SPDC, new laws are amended and most of them are significant for further reforms. Laws concerning administration include Laws relating to National Defense, pre election Laws, and Laws concerning restructuring of Government and administrative structure. Defense Laws are The Buildings and Works of Defence of the Union Law 31/2010, The Cantonment Development Law 32/2010, The Prohibition of Naval Armament Law 29/2010, The Use of Transport Relating to the Defence Services Law 30/2010, The Law Amending the Multi – Armed Forces (Transfer) Act 26/2010, The Public Military Service Law 27/2010, and The Reserve Forces Law 28/2010.

The second group includes Referendum Law for the Approval of the Draft Constitution of the Republic of the Union of Myanmar 2008 - SPDC Law No. 1/2008, The Union Election Commission Law 1/2010, The Political Parties Registration Law 2/2010, The Union Flag Law 8/2010, The Law Relating to the Election of the President of the Union and Vice Presidents 19/2010, The Law Amending the Limitation Act, 2008 – Law No. 2/ 2008, The State Supplementary Appropriation

Law, 2008 Law No. 3/ 2008, The Law Amending Code of Civil Procedures 6/2008, The Pyithu Hluttaw Election Law 3/2010, The Amyotha Hluttaw Election Law 4/2010,

Laws concerning restructuring of Government and administrative structure are The Law Amending the Territorial Sea and Maritime Zone Law 8/2008, The Nay Pyi Daw Development Law 4/2009, The Region Hluttaw or the State Hluttaw Election Law 5/2010, The State Supplementary Appropriation Law 6/2010, , The Union Seal Law 9/2010, The National Anthem Law 10/2010, The Law Relating to Pyidaungsu Hluttaw 11/2010, The Law Relating to Pyithu Hluttaw 12/2010, The Law Relating to Amyotha Hluttaw 13/2010, The Law Relating to Region or State Hluttaw 14/2010, The Union Government Law 15/2010, The Union Judiciary Law 20/2010, The Constitutional Tribunal of the Union Law 21/2010, The Attorney General of the Union Law 22/2010, The Auditor General of the Union Law 23/2010, The Union Civil Service Board Law 24/2010, The Law Amending the Defence Services Act 1959 25/2010, The Region or State Government Law 16/2010, The Self-Administered Division or Self- Administered Zone Leading Body Law 17/2010, and The Nay Pyi Daw Council Law 18/2010.

Laws relating to social reforms include Law Amending the Myanmar Historical Commission Law 7/2008, The Law Amend in the Protection and Preservation of Cultural Heritage Regions Law 1/2009, The Law Amending the Myanmar Maternal and Child Welfare Association Law 35/2010, The Law Amending the Animal Health and Development Law 36/2010 and The Tipitakakovida Selection Board Law 37/2010. Laws concerning economic reforms are State Budget Law, 2008 4/ 2008, The Law Amending the Posts Act 5/ 2008, The State Supplementary Appropriation Law 2/2009, The State Budget Law, 2009 3/ 2009, The State Budget Law 7/2010, The Law Amending the Petroleum Act, 1934 33/2010, and The Law Amending the Oil Field Act 1918 34/2010. All those laws are mainly intended for new civilian government after 2010 General Election.

### ***Development Plan and Achievement***

After successful implementation of the Short-term Four-Year Plan, SPDC government continue implementing Second Short-term Five-year Plan (1996-97 – 2000-01), Third

Short-term Five-year Plan (2001-02 – 2005-06), and Fourth Short-term Five-year Plan (2006-07 – 2010-11). Each plan was to further consolidate the gains achieved in previous years and to lay firm and stable foundation for building a peaceful and modern state. With sustained efforts, the government was able to provide the necessary economic conditions and policy environment for the realization of a modern, peaceful, and market-oriented economy. Strategies are mainly intended to

1. Strive for the realization of the Four Economic Objectives
2. Strive for the sustained and stable growth of the economy
3. Strive for the provision of basic infrastructural facilities both social and economic
4. Ensure harmonious intersectoral consistency among the productive sector and between productive, services, and trade sectors of the economy.

Rural development programs were given priority among development plans yet poverty reduction was still restricted among development plans. In year 2000s, rate of growth of GDP is reached double digit according to official data of Myanmar, ranging between 13.6% and 10.2%. Globally, rate of growth of GDP under this category can be seen in emerging economies like China. Hence, critics have been at large due to low Gross Domestic Investment (GDI) although rapidly increasing GDP growth rate.

With undeveloped money market and banking system, rate of inflation was also fluctuated between 2000 and 2010. Myanmar experienced double digit inflation for most years. The average annual rate of inflation in Myanmar during this period was five times higher than the average of other Asian countries.<sup>40</sup>

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<sup>40</sup>U Myint, (2010), "Myanmar Economy: A Comparative View," *Asia Paper*, Institute for Security and Development Policy

**Table 5.15 Selected Economic Indicators During SPDC Government**

<b>Indicators</b>	<b>1998</b>	<b>1999</b>	<b>2000</b>	<b>2001</b>	<b>2002</b>	<b>2003</b>	<b>2004</b>	<b>2005</b>	<b>2006</b>	<b>2007</b>	<b>2008</b>	<b>2009</b>	<b>2010</b>
Rate of Growth of GDP (%)	-	-	13.7	11.3	12.0	13.8	13.6	13.6	13.1	12.0	10.3	10.6	10.2
Inflation (%)*	51.5	18.4	-0.1	21.1	57.1	36.6	4.5	9.4	20.0	35.0	26.8	1.5	7.7
Agriculture, value added (% of GDP)*	59	60	57	57	55	51	48	-	-	-	-	-	-
Industry, value added (% of GDP)*	10	9	10	11	13	14	16	-	-	-	-	-	-
Services, etc., value added (% of GDP)*	31	31	33	32	32	35	35	-	-	-	-	-	-
Exports Share of Agricultural Products (%)	-	-	18.2	-	-	-	10.9	12.2	13.3	13.3	15.4	17.4	13.9
Exports Share of Animal Products (%)	-	-	0.3	-	-	-	0.1	0.1	0.1	0.1	0.1	0.1	0.1
Exports Share of Marine Products (%)	-	-	7.3	-	-	-	6.2	5.5	4.5	4.7	4.1	3.7	3.2
Exports Share of Timber (%)	-	-	6.3	-	-	-	13.4	13.3	9.8	8.4	6.1	6.5	6.7
Exports Share of Base Metal And Ores(%)	-	-	2.5	-	-	-	3.3	3.1	2.1	1.3	0.5	0.4	0.5
Exports Share of Precious & Semi-Precious Minerals (%)	-	-	2.9	-	-	-	3.7	6.5	7.4	10.1	9.9	12.5	22.9
Exports Share of Natural Gas (%)	-	-	8.7	-	-	-	35.0	30.4	39.0	39.4	35.2	38.6	28.5
Exports Share of Garment (%)	-	-	29.7	-	-	-	7.4	7.6	5.3	4.4	4.3	3.7	4.3
Exports Share of Other Commodities (%) **	-	-	24.1	-	-	-	20.1	21.1	18.6	18.3	24.5	17.1	19.9

Source: CSO, Myanmar Statistical Yearbook, Various Issues, MNPED,

\* The World Bank, World Development Indicators, Various Issues

\*\*Note Other Commodities Group includes Commodities from Border Trade

According to the World Bank, share of agriculture in GDP was still the largest among all sectors, followed by services and industry. Major export items are Natural Gas and Precious and Semi-Precious Minerals, which were still mainly the primary products. In Major exports items, manufacturing products mainly composed of garments and its share has declined due to sanctions. Data shortage was a still a problem and there was no precise data available for unemployment.

In 1997, US started to prohibit new investment in Myanmar by citizens and businesses from the United States. Due to the sanctions and boycotts in consequence of political and other reasons by Western Developed countries, garment markets have been interrupted since 2003. Again in 2007, all property and interests in property of major persons listed by the US Secretary of the Treasury were blocked. Efforts became more intense in 2008. Hence, economic relations of Myanmar were carried out with most of the Asian countries, especially China and ASEAN.

Although data shows double digit growth, it was unmatched with other socioeconomic development. To view this, table 5.16 shows the Human Development Index of Myanmar in 2000s.

**Table 5.16 Human Development Index in Myanmar from 2000 to 2010**

<b>Year</b>	<b>HDI</b>	<b>HDI - Health</b>	<b>HDI - Education</b>	<b>HDI - Income</b>
2000	0.382	0.661	0.331	0.259
2005	0.435	0.677	0.370	0.344
2006	0.445	0.681	0.379	0.362
2007	0.464	0.685	0.388	0.377
2008	0.472	0.691	0.393	0.391
2009	0.481	0.698	0.399	0.403
2010	0.490	0.705	0.404	0.417

Source: [countryeconomy.com/hdi/burma](http://countryeconomy.com/hdi/burma)

HDI was increased from 0.382 in 2000 to 0.49 in 2010, Myanmar is still under the group of low income country, both in global and Asian level. Among all three indicators – education, health and income, the last one is lower than education and

health. Hence, this shows the unmatched data which reveal the socioeconomic development of Myanmar.

#### 5.4.2 Civil Service under SPDC Era

Civil service include three main categories, professional services, economic service and administrative service. This section discloses the administrative services of civil service based on the system and structure of GAD. The commissioners of the GAD are practiced as secretaries. Similarly, this set up also implied to the district and township levels, and for the district level, the deputy commissioners served as secretaries and for township level, planning officers served as secretaries. And then, the district PDC is reformed again in November 2006, the deputy commissioners are chairmen and members are police officers concerned. The district planning officers serve as secretaries. The ward and village-tract level is unchanged.

Main concern of the SPDC governments is to provide public goods of defense and security, education at all three levels, health care, physical infrastructure, public transport, and communications. Table 5.17 shows the Civil Service in Myanmar from 1998 to 2010.

**Table 5.17 Civil Service in Myanmar (1998 - 2010)**

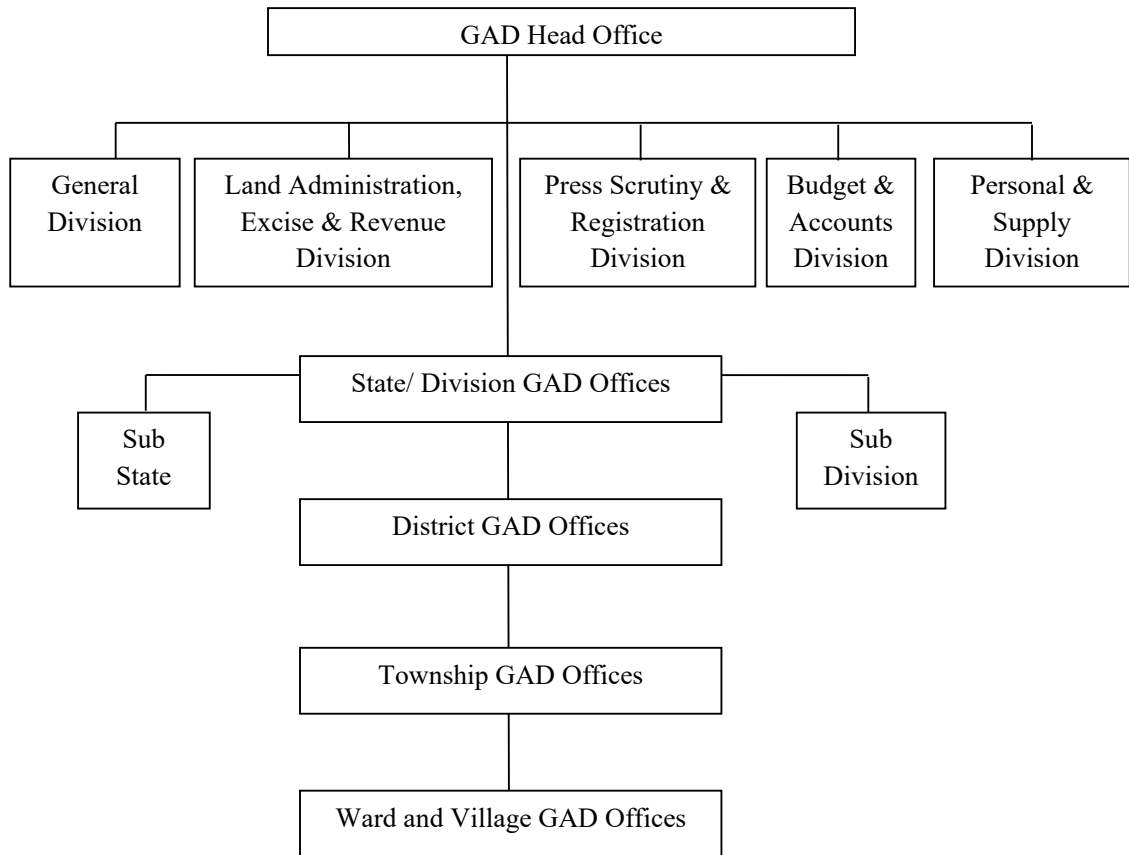
Level of Administration	Rank
<b>Civil Service Hierarchies</b>	<ul style="list-style-type: none"> <li>• GAD (State/ Divisional Level)</li> <li>• GAD (Districts)</li> <li>• GAD (Townships)</li> <li>• GAD (Ward, Village Level)</li> </ul>

Source: Own Compilation based on information from Chapter III

Managing the personnel in administrative role is important and personnel management of Government sectors can be accessed through possession of well equipped human resources, situation towards clean government and administrative efficiency. Similar to that during SLORC period, training courses were offered by the GAD for its personnel

during the SPDC administration. The organizational structure of the GAD can be seen as follow.

**Figure 5.1 Organizational Structure of the GAD, 2010**



Source: GAD Panorama, 2010

In all over the country, there are 14 State and Divisional offices, 2 sub states offices and 1 sub divisional office, 64 districts offices, 324 township offices and 16236 offices at ward and village level. The total number of staffs at officers and other ranks can be seen in following table.

**Table 5.18 Staff Strength of the GAD, 2010**

Offices	Strength/ Number of Staffs		
	Officers	Other Ranks	Total
Head Office	85	260	345
State/ Division GAD office	64	817	881
Sub State	6	38	44
Sub Division	3	22	25
District GAD Offices	164	1422	1586
Township GAD Offices	324	7837	8161
Homein Special Region GAD	1	28	29
Wards and Village Tracts	-	16236	16236
<b>Total</b>	<b>647</b>	<b>26660</b>	<b>27307</b>

Source: GAD Panorama, 2010

Apart from internal training courses by GAD, officials and junior official level staffs attend master degree course in public administration. The number of administrative staff with MPA degrees, and other Master degrees reached 18 and 19 respectively. Though, by comparing with the total GAD staffs, these numbers are very low.

As the GAD is an important part in public administration and civil service in Myanmar, capacity building is the most significant part for its staffs, both officials and clericals. Upgrading the level of GAD training courses from current short courses to master level and other advanced courses are necessary. In addition, transferring and utilization of knowledge at work is important rather than using as a tool for promotion. Provision of foreign exposures for the GAD staffs is also crucial as this can broadened their outlook and experience.

After the 2010 election, new civilian government has transformed the civil service system corresponding to the achievement of good governance and clean government. The new government also upgrades the values of the civil service i.e. impartiality, objectivity, integrity, and honesty to create effective, trustworthy institutions in Myanmar.

*Corruption due to low pay and poor performance management*

The scope for corruption usually increases when control on the public administrators is fragile and the division of power between political, executive and bureaucracy is ambiguous. In Myanmar, corruption and bribery cannot assess domestically although they are chronic in nature. Hence, Corruption Perception Index (CPI) is used to look at.<sup>41</sup> CPI score for Myanmar was firstly calculated in 2003. Table below shows the CPI score<sup>42</sup> of Myanmar from the year 2003 to 2010.

**Table 5.19 CPI Score for Myanmar from 2003 to 2010**

<b>Year</b>	<b>Country Ranking</b>	<b>CPI Score</b>
<b>2003</b>	129 out of 133	1.6
<b>2004</b>	142 out of 145	1.7
<b>2005</b>	155 out of 158	1.8
<b>2006</b>	160 out of 163	1.9
<b>2007</b>	179 out of 179	1.4
<b>2008</b>	178 out of 180	1.3
<b>2009</b>	178 out of 180	1.4
<b>2010</b>	177 out of 178	1.4

Source: <http://www.transparency.org/cpi/index.html#dpi>

Corruption in Myanmar is among the most severe one because CPI scores for Myanmar showed the lowest in almost every year. Although this study covers only GAD under civil service, all civil services are responsible for corruption problem.

In Myanmar, corruption can be found in various fields of work, various industries, and from different levels. Majority of the citizens streamline the operation process through bribery. Several cases are found from the level of lowest level staffs from security staffs from hospitals collecting illegal entrance fees from patients' families, to lowest

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<sup>41</sup> Transparency International launched the Corruption Perceptions Index in 1995, has been widely credited with putting the issue of corruption on the international policy agenda

<sup>42</sup> CPI Score relates to perceptions of the degree of corruption as seen by business people and country analysts and ranges between 10 (highly clean) and 0 (highly corrupt)

rank staffs from police force asking extortion money from bus drivers and providing money to accomplish tasks at the government ministries, tax administration, debt management, customs, civil servants recruitments, deciding posting orders, tenders in large procurements and major public work projects, ill designed privatization, etc.

As remunerations cannot meet the needs, some civil servants do moonlighting in various forms too. However, until 2010, regulatory framework for combating corruption and bribery are still deficient. Every average citizen felt and faced these issues. There were some cases which were taken action yet, many people still practicing. Monitoring, controlling are still also low in this area.

Redtapism is also considerable in most public sectors of Myanmar. Following excessive formality, sticking to job specialization, and sky-scraping administrative hierarchies generate delays, inefficiencies, backwardness, unqualified output, and undesirable outcomes. Although there is no specific cases for red tape and corruption, outcomes of comparatively low productivity, income, and living standard prove the real picture of the economy of Myanmar. Consequently, redistribution of income turns into imbalanced. That is the reason why Myanmar is still in the group of lowest income countries set by the World Bank.

#### *Training programs*

Trainings programs for GAD are similar to those under SPDC Period. Administrative personnel should understand and aware of the principles of public administration than any other government staffs. In addition, achieving the goal of good governance and clean government and achieving economic development throughout the country, well trained and well educated GAD personnel are indispensable. Nurturing these personnel with necessary skills and knowledge can enhance governance which in turn affects the development goals of the country. For the post graduate courses, number of graduates from MPA program and other specializations are shown in following table.

**Table 5.20 Assessing Education Improvement GAD from 2000 to 2010**

Measurement	2000-01	2003-04	2004-05	2005-06	2006-07	2007-08	2008-09	2009-10
Number of administrative staff with MPA degrees	-	1	1	3	-	-	3	18
Number of administrative staff with Other Master degrees	6	2	6	6	4	9	2	19

Source: Annual Report, GAD, Various Issues

From the above table, number of GAD staffs getting master degrees from higher education institutions has raised though those who got MPA degree declined due to the changing work place from Yangon to other areas. To enhance the functions and tasks of the civil services, both the ratio of Public Administration to fiscal expenditure in terms of current and capital are increasing throughout the study period. It is shown in table 5.21.

**Table 5.21 Current and Capital Expenditure for Public Administration**

Measurement	2000-01	2003-04	2004-05	2005-06	2006-07	2007-08	2008-09	2009-10
Ratio of Public Administration to fiscal expenditure (Current)	29.6	33.4	32.1	35.3	27.7	31.8	31.5	33.9
Ratio of Public Administration to fiscal expenditure (Capital)	3.9	8.5	21.7	34.2	56.1	60.7	49.9	56.3

Source: CSO, Statistical Yearbook, Various Issues

### 5.4.3 Assessment on Administrative and Civil Service Reforms During the SPDC

#### *Organizational arrangement*

Administrative changes during the SPDC Government are mainly aimed for achieving development goals. It achieved almost some successful state intervention criteria,

economic development planning, organizational rearrangement, economic development financing, and leadership support yet still lagged operational improvement. Operational improvement among public sectors was still go through high and complicated bureaucratic procedures. These affect efficiency and effectiveness of the operations of private sectors, and also waste time and other resources and reduce competitiveness.

*Commitment to development planning and financing*

Comparing to SLORC, different types of government agencies production organizations, procedural organizations, craft organizations, and coping organizations were established during SPDC administration through reorganization of government ministries.<sup>43</sup> Continuation of short terms development plans with emphasis on rural socioeconomic development programs are carried out all over the country. Although implementations of these plans were carried out with the aim of change oriented, changes were still limited. Changes were only made in economic and social sectors yet political and administrative approaches were remained untouched. However, 7 steps road map pave the way to future transformation in Myanmar.

Although development planning were encouraged throughout the period, with high and rising GDP growth rate, sectoral contribution of GDP was remained the same as before. In export sector, Natural Gas became major export commodity for Myanmar. Export sector in Myanmar is still depended on primary products, especially nonrenewable natural resources. However, preservation measures for the long term are still deficient. Myanmar is still at a low human development country level. By looking at the HDI for SPDC period, it increased slightly with very low index for income.

Like SLORC, citizens' participation in administration is also imperfect. All decisions were made from the central level and carried out in accordance with the instructions. Hence, it can be said that decentralization is also a rare phenomena under SPDC administration. However, regulatory reforms during the period are an initial step for encouraging decentralization and citizens' participation. Integrated process with the rest of the world is still inadequate due to sanctions and other restrictions from Western World. This also affected economic and social conditions at the macro level. However,

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<sup>43</sup> Campo.S.S and Pachampet.S.(2000), *To Serve and To Preserve*, Improving Public Administration in A Competitive World, vol. 1, Asian Development Bank

Myanmar faced domestic and international challenges during the period. Domestically, oil price hike and Saffron Revolution in 2006 and 2007 impeded domestic economic activities as well as intensified political pressures internationally. In short, administrative system under SPDC Government is still under the realm of traditional public administration.

#### *Training programs*

In civil service system, trainings are still inadequate although training policy of GAD is in line with the personnel policies of the GAD. As trainings are mainly provided at the large cities, those posted in other areas could not access them. Sometimes, staffs from other areas can attend short courses at the cities. There is very low level of assessment for training needs and training outcomes. Although outcome is difficult to assess due to its uncontrollable nature, training needs are necessary to carry out through consideration of stakeholders' views, observed discrepancies in routine and skill gaps among staffs. GAD provides trainings yet evaluation of training needs is still needed.

#### *Career and position system*

Career and position system and civil service management arrangements did not change significantly to that of SLORC administration. However, minimum level of educational qualification for GAD staffs at the local level was raised to Bachelor degree holder. Pay, compensation, and promotion are similar to all other civil services in Myanmar and mainly based on rank and service of work, not on efficiency and skill. New organization structure of GAD in 2010 added sub State and Sub Regional level GAD. Hence, unlike other countries' civil service reforms, downsizing approach is not utilized in Myanmar. Master Degree holders among GAD staffs are increasing yet still low comparing to total number of staffs. There is no significant transformation in civil service, especially GAD. Yet, CPI for Myanmar was sustaining at the top level among corrupted countries of the world. Although no research evident has been recorded, Cronyism is included under SPDC administration together with Nepotism and Biasness.

## 5.5 Recapitulate

Throughout the monarchism in Myanmar, socioeconomic condition of the country was depended on the competence of ruling Kings. Central administration is highly hierarchical. Citizens' participation was excluded. Civil Service positions were appointed at royal, central, and local levels. There are two major types of recruitment for civil servants throughout the era; recruitment based on tradition and recruitment based on qualifications. Every appointment down to the village headmanship was considered to be the gift of the King. Hence, remunerations were supported directly by the King, or from taxation.

Since, 1886, administrative system has totally transformed towards bureaucratic structure. Their administration was separated to Frontier Areas, which caused dissension between major ethnic group. British administrators and Indians have high level positions while local people were only recruited as lower rank staffs. Majority of the civil servants were only those who have got link with the higher level authorities. *Civil Service Selection Board* was established in 1890s. After separated from India in 1937, Burma Civil Services (BCS) were appointed as general administrative officers. Basic requirement of professionalism was fulfilled in civil service system during the colonial period. However, representativeness, better delivery of public goods and accountability among public servants still lagged behind. GDP of Myanmar has increased yet all the intensive reform measures had intended for strengthening the British Government. Citizen participation is also low during the period.

Japanese Administration in Myanmar was mainly the military dictatorship and territorial expansionism which exploit natural and economic resources within its short lifespan. Almost all the civil service employees were transformed from British Administration. Administrative failures occurred due to the lack of experience of newly appointed administrative personnel. Pay and compensation only depend on the connectivity of civil servants with Japanese military administrators.

Myanmar attempted to transform towards long-term development through various development plans were set, but most of them were unable to accomplish due to outbreak of insurrection, indecision of Government, insufficient technical, managerial, and administrative skills, poor sector wise economic policies, and targets, etc. Like previous administration, citizens' participation is still low. Shortage of skilled human

resources, civil unrest, sound financial supervision, efficient administrative policy, fair collection of taxes and transparent operations within the public sector become the major challenges in civil service.

Under SLORC and SPDC administrations, organizational arrangement was changed. Operational improvement could be seen together with initiation and implementation of development planning. However, citizen participation is still low. In the field of civil service, there is no significant management arrangement. New and upgraded training programs for civil servants were implemented. There were transformation in career, and position system. Pay and compensation were changed but unable to keep in line with the changing prices. Performance management including merit, promotion, and term were still emphasized on traditional arrangements.

## **CHAPTER VI**

### **CONCLUSION**

#### **6.1 Findings and Discussions**

From this study, practices and changes in civil service system under different administrative systems are studied. In absolute monarchism, the king was the sole authority. Constitutional monarchism has been practiced only in the last kingdoms of the Konbaung Dynasty. Descendants of the king and those people chosen by the king as his subordinates take responsibility at the local level administration. Civil Service system during the Myanmar King administration was mostly heredity based yet recruiting process was existed. Civil servants at various levels serve their respective regions yet absolute power was controlled by the Monarch. Although criteria were set for selecting civil servants, decision is mostly based on the Monarch.

Under the British Rule, ICS performed General Administrative services in Myanmar from 1885 to 1937. During the period, most of the civil servants in Myanmar are Indians. Then from 1937 to 1942, it was transformed as BCS according to the 1935 Act. Although early recruitments were nominated by the authorities concerned, Myanmar Public Service Commission was set up in 1937 in line with the British Public Service Commission. It aimed to prevent political interference in recruiting civil servants. In addition, the Commissioners played as crucial role in monitoring local level civil servants in each Division. Civil service system in Myanmar during the British colonial rule was systematic, and well- planned though, they mainly intended to smooth out the British Administration and to help uplifting their national power. Consideration for Myanmar people was uncommon under British rule.

Throughout the Japanese invasion period, administrative structure had changed frequently and aimed to exploit resources from Myanmar. Public

administration under the Japanese rule was similar to the British administration, with less people oriented and benefit oriented for rulers. Myanmar Civil Service Restructuring Board was set up but it brings to an end in October 1942. Then, Civil Service Board was set up again in August 1943 with the main responsibility of recruiting civil servants. During the Japanese occupation, civil service personnel training programmes were conducted yet effectiveness was not significant.

Post Independence administrative structure and civil service system was more or less the same with British system. General administration for each State and Division was carried out by the Chief Secretary and Secretaries. For the frontier areas, Frontier Areas Administration Department took main responsibility. Internal instabilities impeded economic reconstruction. Efforts had been made to initiate local participation in administration. The training program for civil service personnel was continued during that period, offering pre service and refresher courses. The Public Administration Department was established under the MOHA in 1956.

Administrative system during the parliamentary democracy period in post independence era initiated towards people though deficient in restoration of law and order. In addition, due to insufficient qualified human resources, setting and implementation of national development plans were weak. Consequently, insurgencies and instabilities become threatened the whole nation and Care Taker Government thwarted the condition. Between 1960 and 1962, Pa Hta Sa Government was elected. Due to the instability and social unrest, Revolutionary Council reunited the nation again.

During the Care Taker Government and Pa Hta Sa era, Civil Service system was still more or less followed by the former British system. For the capacity building of civil servants, Civil Service College was also formed as one of its divisions. Yet, disproportionate centralization, internal conflicts within departments and ministries became intense.

During the revolutionary council era, Security and Administration Committees (SACs) at the local levels are formed and the general administration officials carried out staff work and general administration. In addition, collective leadership system was formed. In contrast to the previous administrations, frontier areas administration was eliminated.

Under the BSPP government, socialist ideology was accepted nevertheless authoritative regime still existed. In addition, inward oriented policies impeded socioeconomic development. For the period of the People's Council administration, the MOHA was transformed as Ministry of Home and Religious Affairs (MOHRA) and reorganized the General Affairs Department (GAD). During the period, Secretariats were removed and Director- General was necessary to coordinate both the Central level and subsidiary Offices.

Although there were huge efforts to upgrade the civil servants, efficiency and motivation declined among them. Accordingly, poor performance was initiated in 1970s and became severe in 1980s.

Under the SLORC and SPDC administration, the Government has absolute power. Realization of policies, directing, and supervision of development at regional and national levels are accomplished by various levels of LORCs and PDCs. Throughout the SLORC era, administrative regime was still an authoritative one led by military personnel. Yet it realized open door policy since the late 1988. Even though the SLORC administration was development oriented, it was far from development administration. Research and development, operational improvement and development financing were underprivileged. Socioeconomic development of the population has increased slowly and unable to sustain. During the period, there is deficient in poverty reduction programs. Participation of people and decentralization in administration was deficient in Myanmar. The system was still influenced by traditional approaches of public administration.

In performance measurement of civil service system, standardized output of number of policy papers and outcome of making better decision are still lagged behind in centralized Myanmar administrative system. During the period, GAD staffs are allowed to continue their post graduate studies in various specializations or Master Program in Public Administration apart from internal trainings. In addition, downsizing did not carry out.

Pay, compensation, and promotion are based on rank and year of service in Government departments, not on merit, knowledge, and efficiency. Monitoring and assessment of skill and performance of the GAD staffs are unclear. Civil service system

is Myanmar is politically neutral as it is strictly prohibited. Corruption and bribery was a prolonged and widespread problem in Myanmar. Nepotism and biasness were also found.

Under SPDC era, some ministerial positions were transformed yet there have been no significant change in overall administrative system. Unlike SLORC, collaboration with outside world became slowed. Development planning, organizational rearrangement and leadership support were increased yet still need operational improvement. Operational improvement in public sectors was still go through high and complicated bureaucratic procedures.

Although changes have been made in economic and social sectors yet political and administrative approaches were stayed unaffected. Inconsistencies in socioeconomic indicators show the inability to get out of low income level stage. Legal reforms during the period are mostly for new administration. Administrative system under SPDC Government is still under the realm of traditional public administration.

For the Civil Service, GAD has become significant role in accomplishing its tasks and the Director General has the responsibility. GAD has major responsibilities of accomplishing general administration tasks, prevention of crime, collection of revenue, and other miscellaneous jobs. However, harmonization between the functions of the GAD and the function of the Government was low.

Access to training by all GAD staffs was still in need. Assessment for training needs and training outcomes were low. Training needs are necessary to carry out through consideration of stakeholders' views, observed discrepancies in routine and skill gaps among staffs. Pay, compensation, and promotion system are similar to SLORC and did not based on efficiency and skill. Downsizing approach is not utilized in Myanmar. Finally, corruption was consecutively at top among countries of the world. Cronyism appeared under SPDC administration together with Nepotism and Biasness.

Above findings shows that effectiveness of administrative systems in Myanmar between 1988 and 2010 was high in the realm of nation building, political control, and sustaining authority. Both SLORC and SPDC formulated and implemented economic and social plans. Official data and statistics showed successive progress in GDP and physical infrastructural development for the country as a whole. However, public

administration in Myanmar is a regulatory administration which oriented towards efficiency and economy. In addition, it can be said that it is task orientated with elaborate hierarchical structure. Decision making processes are centralized and greatly emphasizes on maintaining status quo other than organizational changes.

According to data, highest CPI rankings, low level of human development and heavily depended on agricultural production and export of natural resources proved that results did not reached fully and effectively. Hence, previous administrative structures led process oriented rather than result oriented within the 20 year period. Similarly, output and outcome of the civil service system was incomplete and unmatched with the international standard.

According to the 2008 New Constitution, all three branches of the public administration were transformed in line with the new government setting. In 2010 election, 40 parties were approved to contest the elections by the Electoral Commission. The SPDC Government turned over the administrative authority to the new union government in May, 2011. The Union Government is constituted with a president, two vice presidents, and 34 ministries. The legislative power of the Union is shared among the *Pyidaungsu Hluttaw*, and *State and Region Hluttaw*. The *Pyidaungsu Hluttaw* consists of the People's Assembly (*Pyithu Hluttaw*) with 440 members, elected on the basis of townships as well as population, and the House of Nationalities (*Amyotha Hluttaw*) consists of 224 members with an equal number of representatives elected from Regions and States.

The administrative structure of the Republic of the Union of Myanmar comprises Nay Pyi Taw Union Territory, States (Pyi-nae), Regions (Tine Day-tha-gyi) and Self-administered Zones or Divisions. The capital of the Union, Nay Pyi Taw is prescribed as Union territory, under the direct administration of the President. Nay Pyi Taw Council is led by a Chairperson with nine members. The Chairperson is responsible for carrying out functions on behalf of the President. A Regional (Tine Day-tha-gyi) Government and State (Pyi-nae) Government is made up of a Chief Minister and separate members as Ministers, Chief Justice of High Court, Chief Attorney General, and Chief Advocate General. Apart from appointing a Chief Minister for respective Regions or States, *Regions or States Ministers for National Races Affairs* are appointed

as well except in Chin State and Sagaing Region. Six Self-Administrative Zones or Divisions were established as well. Hence, it is essential for Myanmar to take lessons from the previous administrative systems and achieving the development goals through apposite transformations and implementation of new administration.

## **6.2 Recommendations**

From the study, administrative system in Myanmar is said to be mostly traditional although development efforts have been made. One of the drawbacks of Myanmar public administration is the frequent political transition. Due to this fluctuated nature, accomplishing goals as well as other improvements were delayed. In addition, plans established in one administrative system could not carry forward to next government. Hence, there is lack of sustainability in achievement of long term plans especially in post independence administrations.

The consequences were mainly affected on socioeconomic conditions of the population. Important agenda to resolve discontinuousness of implementing development plans is indispensable for every new administrative regime. To achieve socioeconomic progress of the country, plans should be revised and develop better schemes in implementation process. For the post independence period as a whole, problem of discontinuous development plans was the most frequent phenomena in Myanmar. In post 1988 era, SLORC and SPDC administrations sustained the plans for achieving economic and social development. Yet, enhancing efficiency and effectiveness of the plans' outputs and outcomes are still needed. This is due mainly to the weaknesses in implementation of public development plans.

Attitudes and mind-sets of the majority of civil servants in Myanmar are still influenced by those from socialist era. Some people mentioned the attitudes of socialist administration as "If you do not work, there will be no burdensome and no more throw out at all". This practice conceived mainly from poor incentive and low motivation practices of socialist regime. In Myanmar, innovation and hard works can be found mostly in private sector. This affects the efficiency and effective in carrying out public services in every sectors of the economy for several decades.

To achieve developmental public service and administration, efficient and effective apparatus are needed to be outlined. In addition, systematic implementation of development plans and programs are indispensable to address poverty and underdevelopment. Support for Research and Development, and initiations for operational improvement and development financing are crucial for developing country. To nurture valuable human resources of Myanmar public sector, enhancement of education and health sector is important.

Increase in health and education spending as well as giving incentives and motivations may result greater efficiency and effectiveness of civil service in Myanmar. High and complicated bureaucratic procedures of the most public departments should be solved. Nurturing political and administrative reforms to achieve decentralization and citizen participation are indispensable in achieving development administration schemes. Maintenance of law and order is also crucial for national sovereignty, peace, and stability, which is crucial for achieving

Lack of professionalism is a crucial issue that affects performance of civil service. Being an administrative agency of the public sector, capacity building through training is crucial for GAD staffs. Hence, assessment for training needs and training outcomes are prerequisite. Designing and preparation of training needs assessment is necessary. In addition, monitoring of staffs development is important for identify pay, compensation, and promotion (i.e. based on merit, knowledge, and efficiency).

Government should be political while civil servants need to serve the government leaders to achieve goals, to accomplish tasks and to execute various actions. Coordination of the functions of the GAD and the function of the Government can be improved through internal modification of upgrading efficiencies in each and every sector of the Government including GAD. These can be achieved through effective recruitment, promotion, and training schemes as well as promotion of the link between higher level administrators and civil servants. To achieve development administration, the challenge of corruption is the top most issue to be solved. Prudent and stringent rules and regulations are in need to remove this misconduct effectively.

To summarize, it can be said that the type of reform in public sector of Myanmar in post 1988 is not a gradualism, nor comprehensive. Up till now, it is not a pure transformation process and only based on mixed of all forms in administrative system

of Myanmar. Until 2010, public administration in Myanmar is just a traditional administration and only initiated towards development administration. However, it takes time to transform changes in mindset, and attitudes of administrative as well as population to become efficient.

In implementing proper development administration system, it is necessary to cope with rapidly changing environment both internally and externally. Upgrading the performance, collaboration within administrative body and sharing decision making are still in needed. After assessing the reality of the internal weaknesses and challenges, adapting the best practices of public administration and civil service reforms in other developing countries in line with the current situation of Myanmar is also important.

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