THE REPUBLIC OF THE UNION OF MYANMAR
UNION CIVIL SERVICE BOARD

DATA COLLECTION SURVEY ON CIVIL SERVICE SYSTEM IN MYANMAR

FINAL REPORT

SEPTEMBER 2017

JAPAN INTERNATIONAL COOPERATION AGENCY (JICA)

INTERNATIONAL DEVELOPMENT CENTER OF JAPAN

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Executive Summary

The objectives of the survey are to understand the structure of the public administration and the civil service system in Myanmar and to explore current context and challenges in human resource management and civil servant training. While identifying trends in donor activities for harmonization, the study aims to make recommendations on an effective approach of Japanese assistance to facilitate the civil service reform in the medium and long term in order to respond to the request of the construction of the Nay Pyi Taw Training Center (NPTTC).

<Civil Service System>

The legal framework of the civil service system depends on the "Constitution of the Republic of the Union of Myanmar" (2008), the "Union Civil Service Board Law" (2010), the "Union Civil Service Board Rules" (2011), the "Civil Service Personnel Law" (2013) and the "Civil Service Personnel Rules" (2014). The foundation of the current legal framework has been established during the transition period from the military regime of the State Law and Order Restoration Council (SLORC)/State Peace and Development Council (SPDC) (1988-2011) to civilian rule of the USDP (2011-2016). As there is still room to improve the system, the National League for Democracy (NLD) administration (2016-) has undertaken law amendments to step up efforts towards meeting the international standards on the Union Civil Service Board (UCSB) has faced great challenges on the enforcement of the civil servant system. Since the mandate and authority of the UCSB are not always clear, ministries, agencies and departments have to some extent operationalize their own personnel management systems. As a result, the civil service personnel management system is not administered consistently. In addition, nepotism and bribery are still common practices for recruitment, transfer and promotion in civil service while lack of people-centered public services and culture has remained as another challenge. In this context, the NLD administration launched the "Civil Service Reform Strategic Action Plan (CSRSAP) 2017-2021" in July 2017 in order to enhance merit-based, fairness, efficiency, transparency, and accountability in civil service. It consists of four components: 1) new civil service governance, 2) merit-based and performance-driven culture and systems, 3) people-centered civil service leadership and capacity development, and 4) transparency and accountability in the civil service.

There are the major development partners in civil service system, including United Nation Development Program (UNDP), World Bank and OECD countries. UNDP is a lead donor to

support the UCSB and its civil service reform. They have been actively supporting the formulation of the CSRSAP and have committed to assist some components, such as strengthening the roles, responsibilities and mandate of the UCSB, competency framework, leadership and supporting the CSRSAP secretariat for its implementation and monitoring and evaluation. World Bank has recently conducted a review on pay, compensation and human resources management with the Ministry of Planning and Finance and the UCSB. They have shown their interests in further support in this area. The six OECD countries, including UK, Sweden, Finland, Switzerland, Australia, and Canada, have committed to assisting integrity, transparency and accountability in the CSRSAP through providing delegated support to UNDP.

<Training>

CSRSAP emphasizes the need for a citizen-centered approach for civil servants to effectively serve the state and the citizens. In other words, public service must be based on the needs of the people rather than the structure and institutions of civil servants. In order to expand and disseminate this approach in the future, it is necessary to train competent leaders who understand this approach, develop capacity of civil servants at all levels, and to develop an integrated training program to promote them. Accordingly, in the field of training, an important task for UCSB is to develop and disseminate leadership development programs and to develop and provide training courses for the capacity development of civil servants at all levels.

In this context, UCSB has launched two approaches, the "Competency/Training Approach" and "Education/Academic Approach" as a new training strategy since 2016. Under this new training strategy, the Civil Service Academy (CSA) is in charge of diploma courses and part of the undergraduate courses for executive candidates as well as the traditional public service training courses that CICS has been in charge of thus far. In contrast, NPTTC will provide short-term specific training courses for Permanent Secretary (PS) and Director-General (DG), short-term general training courses for all levels of civil servants, a master's program for director level (one year), and a bachelor's degree course for public servant candidates (3rd year and 4th year).

When considering grant aid, the construction of the facility for NPTTC which is planned to offer the above training courses in the future, it is indispensable to construct an effective and sustainable training system (software) in order to guarantee effective use of training facilities (hardware). However, there are several challenges in UCSB's sponsored training activities. Among them, the

most critical challenges are 1) formulation of training policy guidelines, 2) linkage of training and research/consulting activities, and 3) presence of high motivated and competent trainers. Due to these challenges, major training activities such as curriculum development, resource persons and Training of Trainers (TOT) are excessively dependent on donors and external organizations.

1) Formulation of Training Policy Guidelines

    Currently, clearly written training policies are absent within the UCSB which cover the guideline for training needs assessment, planning of training programs, and for monitoring and evaluation. As a result, it is difficult to form a firm consensus among stakeholders concerning the methodology related to training management. This makes it difficult to ensure the quality of the training courses it offers. In addition, since training activities are conducted ad hoc without the guidance of a policy framework, there is the risk of inefficient use of rare resources and duplication of training activities.

2) Linkage between Training and Research/Constancy

    The main activity of the research department of CICS is to monitor and evaluate the training courses, while consulting and regular research activities are not very active there. Therefore, it is difficult for UCSB/CICS to grasp the problems faced by its client organizations such as ministries and agencies. As a result, there are very few incentives for UCSB/CICS to actively work on the development of curriculum and teaching materials in order to resolve client problems.

3) Capacity Development of Trainers

    The shortage of senior lecturers is one of the biggest problems at CICS. Because of this problem, CICS teachers do not teach many advanced courses. As a result, many training courses depends on external resource persons. In this context, nurturing lecturers in NPTTC is an urgent task. In this respect, it is important that nine academic members from CICS and seven staff from UCSB are to attend each year in the Master of Public Administration that will be held in October 2017. It is important to nurture lecturers with graduates of this master's course as the core group to develop a system that leads them to develop curriculum, teaching materials and educational methods.

As a result of the above challenges, UCSB/CICS has to rely heavily on donors and external agencies for resource persons, curriculum development and TOT. For example, the curriculum development and the selection and dispatch of resource person for the Master's course are handled

by Akamai University and the EDS Business School. In the case of the two types of short-term training courses and undergraduate courses, the pool for resource persons are expected to rely on professors of domestic and foreign universities, OB/executives of ministries and agencies, and as well as donors at least for the time being. TOT at CICSs has also been conducted by a donor.

<Training Facilities and Equipment>

At the end of 2016, the Government of the Republic of Myanmar (GOM) made a request for the construction of training facilities for the UCSB. The purposes of the survey of the training facilities and equipment are to study the existing training facilities, to check the condition of the proposed construction site, to interview officers about the need for facilities and equipment at the new training center, and to analyze the size and functions of the requested facility components. The data collected was used to form a feasible suggestion to be considered during the future survey of eligibility for grant aid.

Based on the educational/academic training approach, the purpose of the facilities are: a) to provide short-course education to all civil service officers including high-ranked officers such as PS and DGs; and b) to provide Bachelor's and Master's degree courses that will create a stable and continuous number of adequately qualified gazette officers. To achieve this purpose, the site of the new training center is located near government offices in Nay Pyi Taw. Infrastructure such as water and electricity is available on and near the site. Below is a summary analysis of facility components and the size of the required training center based on information gained from the data collection survey. This should be seen as only a preliminary indicative working number. A further survey will be required to examine the adequacy and necessity of each of the components, and their size. The outcome of the future survey will be discussed with the GOM and final decisions will be made.

1) Training facilities: The UCSB is now planning to conduct short general courses for all civil officers including high-ranking government officials, as well as one-year Master's and Bachelor's courses. From the information available, it is estimated that the UCSB aims to train 540-700 annually[1]. To cater for these courses, the JICA Study Team estimated that the training facility will require rooms totaling approximately 3,500-4,000m^2 (37,600-43,000Sqft) as a working number. The main rooms are likely to be the be Lecture/Conference Hall, Lecture

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[1] The estimation by the JICA Study Team does not include the number of general short course training targeting mid-level officers (AD/DD) and blow officers.

Room, Training Rooms, Computer (ICT/Language) Room, Library, Administration Rooms, Bachelor's Classroom, etc. The number of annual trainees requires clarification in the future survey.

2) Accommodation for Trainees (hostel): The GOM wishes to provide accommodation for all the trainees. However, because of its location and other factors, trainees who reside in the capital and some trainees who attend short courses may be able to commute. The Japanese side is conscious that the portion (i.e., total floor area ratio) of the training facilities and accommodation must be justifiable. Analysis of the accommodation of the trainees during this survey concluded that there are options of various sizes – the smallest scope being 50 rooms for the Masters' course (approximately 2,000m^2, 21,500sqft); a medium-sized scope being approximately 3,000-3,800m^2 (32,300-41,000sqft), and a large scope being 140 rooms for the Masters' & Bachelors' courses and the executive officers (approximately 5,000m^2, 54,000sqft). The requested number of the room is 200; however, the reasons for this number did not become apparent during this survey. In the future survey, in order to decide details and appropriate sizes, it will be necessary to clarify the annual number of trainees, to discuss the possibility of commuting (and who commutes), and to decide the type and size of the accommodation according to the ranks of the officers.

3) Staff housing: Service staff such as security, cleaning, maintenance and gardeners are civil service servants in Myanmar. Presently, the UCSB employs 60 service staff who work in 2-cycle rosters; and 20 of them reside on the site. The UCSB has 10 security staff - 6-day time security and 4-night time security. In the future, there will be 16 staff. The employment plan for the service staff of NPTTC has not yet been planned. As the size of building grows, the number of service staff will increase. Kitchen service staff are also required. There is a bus ferry service but details are not known at present. It is possible that Staff housing has less priority than the training facilities and the hostel. It could be beyond the scope of the project.

Table Summary 1: Tentative Recommendation of the Facilities of NPTTC

	Working area	Room name	Working Area (m²)	Number of rooms	Suggestions
(a)−1 Training facilities	2,500 m²-	Lecture / Conference hall	450〜550	1	Movable desks & chairs, possibly 180 sets for school type set out. The area may be sufficient for 500 seating in a theatre type set out.
		Lecture room	150〜200	1	80-120 capacity, possible fixed seating.
		Training room	100〜120	4	30-50 / room
		ICT/Language	130〜200	1	Number of PCs need to be discussed. Computer room can be used as language room.
		Library	200〜300	1	PCs for e-reading, writing desk & chairs, shelves, staff (3-5)
		Bachelor's classroom	120〜	2	
		Preparation (OA)	25	4〜5	
		Storage, etc.	As necessary		
		Corridors & Stairs	As necessary		
(a)−2 Administration Facilities	700 m²-	Office rooms	125〜150	2	1 Administration section and 1 Training section. 25 staff / section.
		NPTTC senior officer's room	50	1	
		Printing room	25〜50	1	Printers, file cabinets, etc.
		Lecturers' room	75	1	
		Entrance hall	150〜	1	
		Machine room	100〜200	1	
		Administration kitchen	As necessary		
		Corridors & Stairs	As necessary		
(b)-1	300 m²-	Dining room, kitchen, toilets, etc.	As necessary		Approximately 100 people at 18 tables (Drawing by the GOM shows 240 capacity). Kitchen provides food not only for residents of hostels but also for day time trainees.
(b)-2 Hostel Refer to 5.1.3.2	Small scope: 2,000 / Mid-sized scope: 3,000-3,800/ Large scope: 5,000 m²	Hostel			Single bed, wardrobe, desk and chairs
		Type A: Accommodation for executive officers & lectures	1,200	1 or 0	30 rooms (Single bedroom, toilet and water shower)
		Type B: Accommodations for the Master's Course	1,200-2,000	1 or 0	30 -50 rooms (Single bedroom, toilet and water shower)
		Type C: Dormitory for Bachelors' degree	1,800	1 or 0	60 rooms (Twin bedroom, Common bath and toilet in building)
		(Request from GOM)	(7,600)		(*Request of the GOM is 200 rooms)
		Common rooms	As necessary		(*Request o GOM includes Washing rooms, Mini Mart, Gymnasium)
		Security	As necessary		
(c) Staff housings	1,000- (Possibly beyond the scope)	8-unit housing	500	To be assessed	Minimum scope can be 16 units for security (2 shifts), 60m²/unit
		(Request from GOM)	(2,400)		(*Request is 40 units or 48 units in BQs)

Source: Suggestions proposed by the JICA Study Team. The area is a preliminary indicative working number. A further survey will be required to examine the adequacy and necessity of each component and their size. The outcome of the future survey will be discussed with the GOM and final decisions will be made.

<Recommendations>

As the future Japan's cooperative approach, the JICA Study Team proposes an assistance strategy based on the "program approach to the improvement of civil service training." This might be implemented as a set of grant aid for the "Construction of Nay Pyi Taw Training Institute (NPTTC) Facility" and technical cooperation projects. This could be the strategy of developing a comprehensive aid program approach to improve the civil service training in Myanmar. In other words, by covering not only the hardware aspects of training facility, but also the software aspects of capacity building related to formulating training plans and preparing curriculum for the short-term course, this is a more effective approach in improving civil service training, which is a major component of civil service reform in Myanmar.

From this perspective, future JICA technical cooperation may be one that aims at raising the effectiveness of the training by the NPTTC. Specifically, the cooperation may be to assist UCSB in the following areas.

1) Assistance on the formulation of clearly written strategic mid- and long-term civil service training plans and capacity development of UCSB staff

2) Support for the development of curriculum, implementation of training, development and implementation of an evaluation framework

3) Support for the implementation of some specific short-term courses for executive officials (PS and DG levels)

Points to Keep in Mind

1) Promotion of Self-reliant Training Activities

One of the major challenges of training by UCSB of today may be external dependence of major training activities, such as resource persons, curriculum development and TOT. Therefore, it is necessary to always encourage NPTTC to develop autonomously.

2) Coordination with Other Donors

It is critical to well coordinate with UNDP concerning leadership development, and with EU regarding projects related to training plans and training management to avoid duplication of projects, and to create a synergistic effect between each other's projects.

3) Utilizing experience of Asian countries

It is important to note that there are civil service training institutes that can be models of the future NPTTC in Asian countries such as Malaysia, Singapore, India and others. Therefore, by reviewing the planning and implementation system of these civil servants training institutions and the training policies of the supervising ministries and agencies, it is possible to provide the UCSB and the NPTTC with the direction to be aimed and its concrete methodology.

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CHINA

BHUTAN

INDIA

BANGLADESH

96° E

100° E

25° N

20° N

15° N

10° N

Puta-O
PUTA-O

KACHIN STATE

Hkamti
HKAMTI

MYITKYINA
Myitkyina

CHINA

TAMU
Tamu

KATHA
Katha

SAGAING DIVISION

Bhamo
BHAMO

Muse
MUSE
Konkyan
KUNLONG
Laukkaing
LAUKKAING

MAWLAIK
Mawlaik

SHWEBO
Shwebo

KYAUKME
Kyaukme

SHAN (NORTH) STATE
Lashio
LASHIO

Kalemyo
KALEMYO

PYIN-OO-LWIN
Pyin-Oo-Lwin

Falam
FALAM

MONYWA
Monywa

MANDALAY
SAGAING
Sagaing
Mandalay
Amarapura

KENGTUNG
Kengtung

CHIN STATE
GANGAW
Gangaw

PAKOKKU
Pakokku
KYAUKSE

MONGHPYAK

Mindat
MINDAT

Nyaung-U
NYAUNG-U
MYINGYAN

MEIKTILA
Meiktila

SHAN (SOUTH) STATE

SHAN (EAST) STATE
Monghpyak
TACHILEIK

MAUNGDAW
Maungdaw

Buthidaung

SITTWE
Sittwe

MINBU
Minbu

MAGWAY
Magway

TAUNGGYI
Nyaungshwe
Loilen

MONG HSAT
Mong Hsat
Tachileik

YAMETHIN
Yamethin

LOILEN

LAO PEOPLE'S DEMOCRATIC REPUBLIC

VIET NAM

KYAUKPYU
Kyaukpyu

RAKHINE STATE

MAGWAY DIVISION

THAYET
Thayet

MANDALAY DIVISION

Loikaw
LOIKAW
Bawlakhe
BAWLAKHE

KAYAH STATE

CICS Upper Myanmar

PYAY
Pyay

TAUNGOO
Taungoo

Thandwe
THANDWE

BAGO (WEST) DIVISION

BAGO (EAST) DIVISION
Hpapun

UCSB (Nay Pyi Taw)

THAYARWADDY
Thayarwaddy
HINTHADA
Hinthada

BAGO
Bago

HPA-AN
THATON
Thaton

PATHEIN
Pathein

MAUBIN
Maubin

YANGON

KAYIN STATE
Myawaddy
Kawkareik
MYAWADDY

AYEYARWADDY DIVISION

Myaungmya
MYAUNGMYA

Pyapon
PYAPON

YANGON (N-S-E-W)

YANGON DIVISION

Mawlamyine
MON STATE
KAWKAREIK

THAILAND

CICS Lower Myanmar

BAY OF BENGAL

MAWLAMYINE

Dawei
DAWEI

CAMBODIA

ANDAMAN SEA

Myeik
MYEIK

TANINTHARYI DIVISION

GULF OF THAILAND

KAWTHOUNG

Kawthoung

POLITICAL MAP

■	Capital
⊙	District cities
	Country boundary
	Divisions/States Division/State names
MON STATE	
PYAPON	Districts District names
	Townships
	Perennial rivers
	Small rivers

Scale 1 : 6 000 000

km 120   0   120   240 km

Acronyms and Abbreviations

ACC	Anti-Corruption Committee
ACCSM	Association of Southeast Asian Nations Cooperation on Civil Service Matters
AU	Akamai University
CEO	Chief Executive Officer
CICS	Central Institute of Civil Service
CICS-LM	Central Institute of Civil Service Lower Myanmar
CICS-UM	Central Institute of Civil Service Upper Myanmar
CSA	Civil Service Academy
CSAD	Civil Service Affairs Department
CSRSAP	Civil Service Reform Strategic Action Plan
CSSTD	Civil Service Selection and Training Department
DG	Director General
DDG	Deputy Director General
DPS	Deputy Permanent Secretary
EC	Educational College
EDS	EDS Business School
EU	European Union
FRU	Foreign Relations Unit
GAD	General Administration Department
GO	Gazetted Officer
GOPA	Gesellschaft für Organisation, Planung und Ausbildung
GSAD	Graduate School of Administration and Development
HSF	Hanns Seidel Foundation
IDA	Institute of Development Administration
JICA	Japan International Cooperation Agency
MCDC	Mandalay City Development Committee
MIL	Mobile Information Literacy
MNBC	Myanmar National Building Code
MOC	Ministry of Construction
MOE	Ministry of Education
MOH	Ministry of Home Affairs
MOPF	Ministry of Planning and Finance
MOU	Memorandum of Understanding
MPA	Master of Public Administration
MTEF	Medium-Term Expenditure Framework
NGO	Non-Gazetted Officer
NLD	National League for Democracy
NPTDC	Nay Pyi Taw Development Committee
NPTTC	Nay Pyi Taw Training Center
PS	Permanent Secretary
SLORC	State Law and Order Restoration Council
SPDC	State Peace and Development Council
TTC	Thuwunna Training Center

TOT	Training of Trainers
UAGO	Union Attorney General's Office
UCSB	Union Civil Service Board
UNDP	United Nation Development Program
USDP	Union Solidarity and Development Party
WB	World Bank
YCDC	Yangon City Development Committee

Chapter 1.   Introduction

1.1.   Background

The Republic of the Union of Myanmar (Myanmar) has been rapidly advancing democratization, national reconciliation, economic reforms and poverty reduction since the 2011 transition to civilian rule. Civil service reform has been one of the main concerns under the current administration to improve the quality of the services that are performed.

The Union Civil Service Board (UCSB) was established in 2010 after the UCSB Law (the State Peace and Development Council Law No.24/2010) was enacted by the State Peace and Development Council (SPDC) in accordance with section 443 of the Constitution of Myanmar. The UCSB takes responsibility for conducting the process of recruitment and selection of gazetted officials, which is the entry point position for public servants, undertaking training and educational programs aimed at capacity enhancement of civil service personnel, administering the existing rules and regulations related to civil service personnel, and providing advisory and consultancy service to other public organizations in matters related to civil service affairs. (UCSB, 2013)[2]. The Central Institutes of Civil Service (CICS) in Lower and Upper Myanmar under the UCSB have played a central role in organizing induction training courses for all levels of service personnel and providing arrangements for middle and senior level officials to participate in training programs, conferences, workshops and seminars (Ibid). The Civil Service Law 2013 was enacted to define the structure of civil service and the regulations governing civil servants, including recruitment, salary, merit-based promotion, and personnel evaluation. However, it is believed there is room to improve the civil service system and civil servant capacity development to meet emerging demands in the process of advancing democratization.

Since 2016, the new administration has undertaken civil service reform to improve efficiency, transparency and accountability in civil service for responding to the needs of people and rapid socio-economic transformation. In 2017, the UCSB established the Civil Service Academy (CSA) that aims at providing basic training for cadets and post-graduate diploma management courses for civil servants. In addition, the UCSB launched the Civil Service Reform Strategic Action Plan (CSRSAP) to enhance the merit-based system, accountability, fairness, and efficiency in civil service.

In this context, this survey will collect and analyze data and information to grasp the outline of Myanmar's civil service system as well as the current situation and challenges in civil service

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[2] http://www.unapcict.org/academy/academy-partners-poster/files/Poster_artwork_Myanmar_3.pdf

training so that JICA will examine the options of possible cooperation and make its concrete proposal to the UCSB.

1.2. Objectives

The objectives of the study are to understand the structure of the public administration and the civil service system in Myanmar and to explore current context and challenges in human resource management and civil servant training. While identifying trends in donor activities for harmonization, the study aims to make recommendations on an effective approach of Japanese assistance to facilitate civil service reform over the medium and long term.

Chapter 2.   Reviewing Civil Service System

2.1.   Context of Civil Service System

2.1.1.   Civil Service System Since 2011

The "Constitution of the Republic of the Union of Myanmar" (2008) has defined the legal status of the UCSB during the military regime of the State Law and Order Restoration Council (SLORC) and the SPDC (1988-2011). The "Union Civil Service Board Law" (2010) and the "Union Civil Service Board" (2011) have provided a foundation for the UCSB as an organization that administers the civil service system. The "Code of Conduct" (2004) was also formulated during this regime.

After the transition to civilian rule in 2011, the Thein Sein's administration (2011-2016) carried out three major reforms, including democratization, economic reform, and administrative reform. Administrative reform consisted of strengthening governance and civil service reform, and aimed at corruption-free and people-centered public administration. As part of this trend, the "Civil Service Personnel Law" (2013) and the "Civil Service Personnel Rules" (2014) were enacted to provide a personnel management system that included recruitment and selection, appointment, pay and compensation, retirement, promotion, discipline and accountability, and training.

The National League for Democracy (NLD) led by Aung San Suu Kyi won a landslide victory in the 2015 general election. As a result, the Htin Kyaw administration (2016-) has been the first elected civilian government in half a century. Aung San Suu Ky was appointed as State Counselor, a new post that was created to allow her to play a greater role in policy decision making within the administration. The NLD government has been seeking political stability to build better relations with the military by not hastily proceeding with the constitutional amendment. They are also looking to enhance the peace process by holding the "21st Century Panglong Union Peace Conferences" twice since 2016. Nevertheless, the peace process has faced continuous challenges with ethnic armed groups that have rejected participation in this process. Furthermore, the "Rohingya" issue in Rakhain State along Myanmar-Bangladesh boarder has been making it difficult for the government to deal with domestic and international pressures.

The NLD administration has undertaken governance reform including civil service reform to improve the quality of the services provided. Although the current legal framework for civil service was established during the previous administrations, it is still underway to meet international standards. In addition, the framework has faced several challenges in its

implementation due to widely practiced nepotism and bribery that still remain within the civil service system. It is in this context that the government amended the Civil Service Personnel Law (2013) and the Code of Conduct (2004), and it is further preparing to amend the Civil Service Personnel Rules (2014), in order to improve a merit-based system, fairness, efficiency, transparency, and accountability. Moreover, the "CSRSAP 2017-2020" was launched in July 2017 to achieve tangible outcomes in civil service by 2020.

2.2. Public Administration Structure

2.2.1. Ministerial Restructuring

The Htin Kyaw administration undertook the restructuring of the 30 ministries and six offices to the 20 ministries and two offices immediately after the administration was launched in March 2016. This action aimed to promote expenditure reduction and public service improvement by simplifying administrative organizations and procedures and clarifying authority and the responsibilities of each administrative agency. Ministerial restructuring was conducted as follows (see Table 2.1).

Table 2.1: 2016 Ministerial Restructuring

	30 Ministries & 6 Offices (USDP)		20 Ministries & 2 Offices (NLD)	Cabinet (As of August 2017)	Party
1	Office of the President				
2	Office of the President				
3	Office of the President	1	Office of the President	Aung San Suu Kyi	NLD
4	Office of the President				
5	Office of the President				
6	Office of the President				
		2	Office of the State Counselor		
7	Ministry of Defence	3	Ministry of Defence	Sein Win	Military
8	Ministry of Home Affairs	4	Ministry of Home Affairs	Kyaw Swe	Military
9	Minister of Border Affairs	5	Minister of Border Affairs	Ye Aung	Military
10	Ministry of Foreign Affairs	6	Ministry of Foreign Affairs	Aung San Suu Kyi	NLD
11	Ministry of Information	7	Ministry of Information	Pe Myint	Private
12	Ministry of National Planning and Economic Development	8	Ministry of Planning and Finance	Kyaw Win	NLD
13	Ministry of Finance				
14	Ministry of Agriculture and Irrigation	9	Ministry of Agriculture, Livestock and Irrigation	Aung Thu	NLD
15	Ministry of Livestock, Fisheries and Rural				
16	Ministry of Cooperatives				
17	Ministry of Mines	10	Ministry of Natural Resources and Environment	Ohn Win	Private
18	Ministry of Environmental Conservation and Forestry				
19	Ministry of Industry	11	Ministry of Industry	Khin Maung Cho	Private
20	Ministry of Commerce	12	Ministry of Commerce	Than Myint	NLD
21	Ministry of Transport	13	Ministry of Transportation and Communication	Thant Zin Maung	NLD
22	Minister of Rail Transport				
23	Ministry of Communications and Information Technology				
24	Ministry of Construction	14	Ministry of Construction	Win Khaing	Private
25	Ministry of Electric Power	15	Ministry of Electricity	Win Khaing	Private
26	Ministry of Energy				
27	Ministry of Hotels and Tourism	16	Ministry of Hotels and Tourism	Ohn Maung	NLD
28	Ministry of Labor, Employment and Social Security	17	Ministry of Labour, Immigration and Population	Thein Swe	USDP
29	Ministry of Immigration and Population				
30	Ministry of Social Welfare, Relief and Resettlement	18	Ministry of Social Welfare, Relief and Resettlement	Win Myat Aye	NLD
31	Ministry of Education	19	Ministry of Education	Myo Thein Gyi	Bureaucrat
32	Ministry of Science and Technology				
33	Ministry of Health	20	Ministry of Health and Sports	Myint Htwe	Private
34	Ministry of Sports				
35	Ministry of Religion	21	Ministry of Religious and Cultural Affairs	Aung Ko	USDP
36	Ministry of Culture				
		22	Ministry of Ethnic Affairs	Naing Thet Lwin	Mon DP

Source: JICA Study Team Modified by Government of Myanmar (2017) and Others.

2.2.2. Local Government Structure

The states and regions of Myanmar are stipulated by the 2008 Constitution. There are seven states, seven regions, and one union territory in a country that head a pyramid of local administrations (see Table 2.2). The regions and the states have constitutionally identical statuses. While the ethnic minorities are found mainly in the states, and the Burmese have the majority in the regions. The names of the states and the regions are crowned designated according to the areas and ethnic minorities, respectively. Nay Pyi Taw, the capital city of Myanmar, has been certified as a Union Territory since 2005.

Table 2.2: States and Regions

	State/Region	District	Township	Population*	Area (km²)	Population Density
1	Kachin State	4	18	1,643,000	89,041	17
2	Kayah State	2	7	287,000	11,733	27
3	Kayin State	3	7	1,504,000	30,381	53
4	Chin State	3	9	479,000	36,019	14
5	Sagaing Region	8	34	5,325,000	94,623	62
6	Tanintharyi Region	3	10	1,408,000	33,748	45
7	Bago Region	4	28	4,867,000	39,404	138
8	Magway Region	5	25	3,917,000	44,820	108
9	Mandalay Region	7	29	6,166,000	37,024	192
10	Mon State	2	10	2,054,000	12,297	214
11	Rakhine State	4	17	2,099,000	36,778	89
12	Yangon Region	4	45	7,361,000	10,171	638
13	Shan State	12	40	5,824,000	155,801	33
14	Ayeyarwady Region	6	26	6,185,000	35,138	204
15	Nay Pyi Taw Union Territory	2	8	1,160,000	7,054	164

Source: JICA Study Team Modified from Nixon, H., Joelene, C., Saw, K. P. C., Lynn, T. A., Arnold, A. (2013). "State and Region Government in Myanmar" and * Republic of the Union of Myanmar. (2015). "2014 Myanmar Population and Husing Census."

There are 67 districts, five self-administered zones, one self-administered division in the states and regions. There are townships in the districts and self-administered zones/division, and villages and wards are under the townships at the bottom of the local government structure (see Figure 2.1). The self-administered zones and divisions are areas self-governed by ethnic minorities whose states are not designated by ethnic names, and are governed by authorities similar to those in the states and the region. There are five self-administrated zones, namely Naga (the Sagaing State), Danu (the Shan State), Pa'O (the Shang State), Pa Laung (the Shan State), and Kokang (the Shan State), as well as one self-administrated division, Wa (the Shan State).

In the state and region governments, there are the Chief Minister, Ministers and Legal Officer, and administrative departments, including (1) finance and planning, (2) economy, (3) agriculture and livestock, (4) energy, electricity, mining and forestry, (5) industry, (6) transportation communication and construction, (7) society, and (8) public administration.

The structure of the local civil service is similar to that of the Union Government. The top of the local civil service is headed by the Deputy Director General of each department. Deputy Director General, Director, Deputy Director, Assistant Director, and Staff Officer, are categorized as the gazetted officers who are dispatched from ministry's Headquarters in Nay Pyi Taw. In contrast, general officials are classified as non-gazetted officials who are employed by local governments.
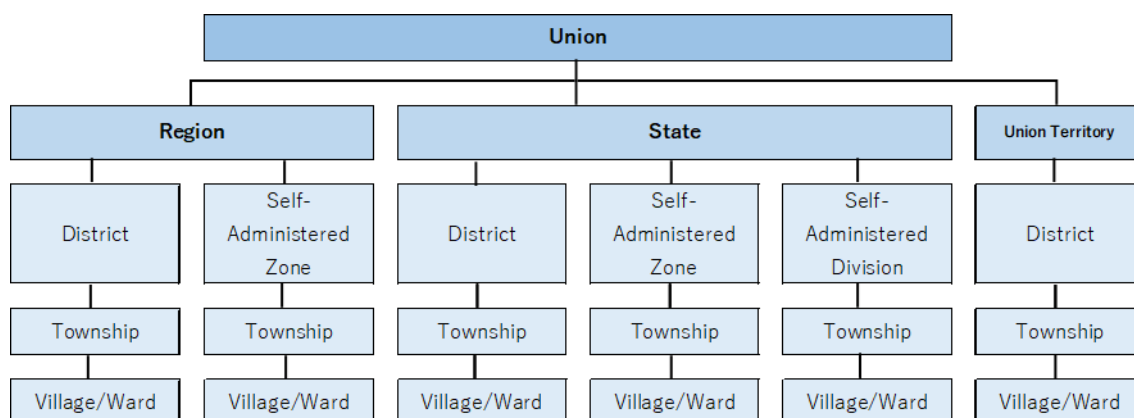
Source: CLAIR. (2014). JICA Study Team Modified from 'Myanmar's Local Administration: Clair Report No.403'
Figure 2.1: Structure of Local Governments

2.2.3. Relations between Union Government and State/Region Governments

The Htin Kyaw administration has announced plans to facilitate decentralization, especially fiscal decentralization, in the NLD Manifesto. However, there are difficult challenges to advance decentralization due to the strong centralized system that has remained since the military rule era. Although the state and regional governments were established in 2010 under the 2008 Constitution, authorities and mandates of local governments have been significantly limited. For example, the state and regional chief ministers do not have formal obligations to report to the state and regional parliaments, but to the President who appoints them. Likewise, the ministers of the state and regional governments have similar systems.

The state and regional governments consist of departments, including planning and finance, economy, agriculture and livestock, energy, electricity, mining and forestry, industry, transportation and communication, society, and public administration. In contrast, some major

departments such as education and health, are independent of the state and regional governments. These departments rely on their ministerial headquarters at the union level. The numbers of officials are extremely limited within the state and regional governments as well as departments at the local level. In addition, all senior officials or gazetted officials are dispatched from the union ministries and they tend to pay much attention to the forthcoming routine transfer where union ministries have the decision-making authority.

The budget for the state of regional governments has been separated from the union government budget since the fiscal year 2012 under the fiscal decentralization policy. Nonetheless, the local budget, including grants and local revenues, counts for only less than 5 percent of the total union budget. In addition, the majority of the grants from the union government are conditional grants. As a result, the state and regional governments are less authorized to execute their budget due to their size and the conditions in the grants.

Within this context, the state and regional governments depend heavily on the administrative capacities of the General Administration Department (GAD) in the Ministry of Home Affairs. The GAD has played a central role in administering local governance since the military regimes in order to ensure that a unified chain of command from the union government to local governments is in place. The GAD has deployed their branches throughout all levels of the local administrations. Currently, they have offices in the state and regional governments, districts, self-administered zones, self-administered division, townships, villages and wards (see Figure 2.2).
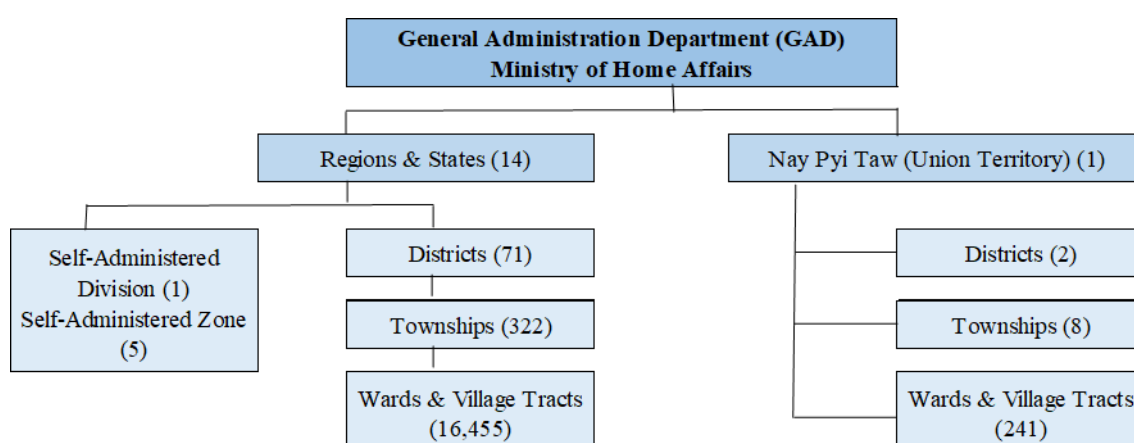
Source: JICA Study Team Modified from Kyi Pyar Chit Saw and A. Matthew (2014). 'Administering the State in Myanmar: An Overview of the General Administration Department'

Figure 2.2: Organizational Structure of General Administration Department, Ministry of Home Affairs

2.3. Union Civil Service Board

2.3.1. Organization, Role, and Function

The UCSB was founded in 2010 during the SPDC military regime in accordance with the 2008 Constitution and the 2010 Union Civil Service Board Law. The origins of the UCSB date back to the Indian Public Service Committee (IPSC) during the British Raj era. When the British separated the Burma Province from British India in 1937, the Public Service Committee (PSC) was newly established. After independence in 1948, the PSC was composed of only Myanmar people, and it was renamed to the Union Public Service Commission (UPSC) in 1953. Furthermore, it was reorganized into the Civil Service Selection and Training Board (CSSTB) in 1977 and transformed into the UCSB in 2010.

The UCSB takes responsibilities for recruitment of the posts for the entry level officer in various ministries and organizations, training of civil service personnel serving at all levels including officers and other ranks, providing advice and assistance to the government and other ministries relating to the civil service matters, collecting information, and conducting research on matters related to civil service personnel.
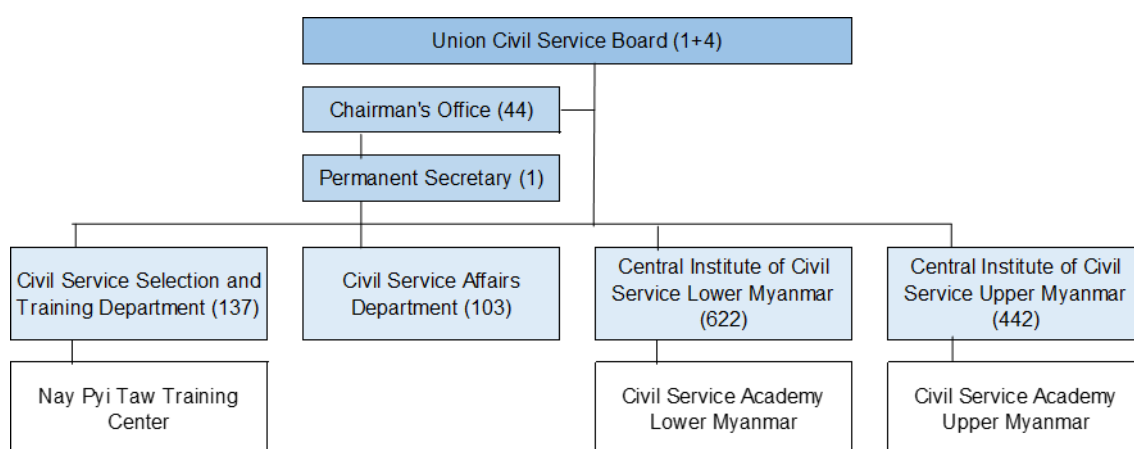
Source: JICA Study Team modified from Win K.M. (2016). 'Workshop on the Assessment Method of Leadership and Organizational Capacity in the Public Sector'

Figure 2.3: Organizational Structure of Union Civil Service Board

The UCSB is composed of a chairman and four members of the Board. The chairman is equivalent to the rank of minister, while Board members are of the same rank as deputy ministers. There is the Chairman Office (CO) (44 staff) under the Board, headed by the Deputy Permanent Secretary (DPS) equivalent to the Deputy Director General (DDG). The Permanent Secretary (PS) is the head of administration. The post of the PS was revived in 2015 after it had been terminated by the government for a long period during the military regime.

The UCSB consists of two departments in Nay Pyi Taw, including the Civil Service Selection and Training Department (CSSTD) (137 staff) headed by the Director General (DG) and the Civil Service Affairs Department (CSAD) (103 staff) headed by the DG, who is also oversees the task of the PS. The UCSB has also two training institutes: The CICS Lower Myanmar (CICS-LM) (622 staff) in the Yangon Region inaugurated in 1965 and the CICS Upper Myanmar (CICS-UM) (422 staff) in the Mandalay Region established in 1999. The two CICSs are headed by rectors. In addition, the UCSB established the CSA under the CICS-LM and CICS-UM in January 2017. They are also planning to set up the Nay Pyi Taw Training Center (NPTTC) under the CSSTD.

According to the 2017/18 Union Budget, budget allocation to the UCSB was MMK9, 266.729 million, including MMK7,813.97 million (84.3%) as the recurrent budget and MMK1,452.759 million (15.7%) as the development budget. For reference, the average budget allocation for the 11 union agencies, including legislative, administrative and judicial[3], is MMK7,820.177 million, of which the recurrent budget is MMK6,307.685 million (80.7%), development budget is MMK 1,510.454 (19.3%).

2.4. Current Situation and Challenges in the Civil Service System

2.4.1. Civil Service System

The legal framework of the civil service is based on the "Constitution of the Republic of the Union of Myanmar" (2008), the "Union Civil Service Board Law" (2010), the "Union Civil Service Board" (2011), the "Civil Service Personnel Law" (2013) and the "Civil Service Personnel Rules" (2014). The foundation of the current framework was established during the transition period from the military regime of the SLORC/SPDC (1988-2011) to the civilian rule of the USDP (2011-2016) (see Table 2.3). Although the legal framework was advanced during this period, there is still room to improve the civil service system. The NLD administration (2016-) has undertaken legal amendments to step up efforts in Myanmar toward meeting the international standards for the civil service system.

In the 2008 Constitution, the Article 246 stipulates that the UCSB is able to perform the duties of selecting, training civil service personnel and prescribing civil service regulations. The Union Civil Service Law and the Union Civil Service Rules further define the role and mandate of the UCSB. The Civil Service Personnel Law and the Civil Service Personnel Rules regulate recruitment and selection, appointment, right to pay and compensation, retirement, promotion

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[3] President, Union Government, Pyidaungsu Hluttaw, Pyithu Luttaw, Amyotha Hluttaw, The Supreme Court of the Union, Constitutional Tribunal of the Union, The Union Election Commission, Attorney General of the Union, Auditor-General of the Union, Union Civil Service Board.

procedures, discipline and accountability measures, and learning and capacity development. The NLD administration has already amended the Civil Service Personnel Law and the Code of Conduct and is preparing to amend the Civil Service Personnel Rules.

Table 2.3: History in Civil Service System

Year	Law and Regulation	Administration
2004	Code of Conduct	SPDC
2008	Constitution of the Republic of the Union of Myanmar	SPDC
2010	Union Civil Service Board Law	SPDC
2011	Union Civil Service Board Rules	SPDC
2013	Civil Service Personnel Law	USDP
2014	Civil Service Personnel Rules	USDP
2016	Amendment of Civil Service Personnel Law	NLD
2016	Amendment of Code of Conduct	NLD
2017	Amendment of Civil Service Personnel Rules (as plan)	NLD

Source: JICA Study Team modified from UCSB Documents

2.4.2. Ranks of Civil Service

According to the Civil Service Personnel Law, a public servant is defined as any person serving as a permanent employee in a public-sector organization. There are broadly two types of public employment: general government employees and state-owned enterprise employees. The former includes general civil service personnel at the Union Government, local government, and education and health personnel. Military and police personnel are not covered by this law.

General civil service at the union and local levels is classified into gazetted officials and non-gazetted officials. The former is a candidate for the position of executive official employed by the UCSB, while the latter is general staff hired by ministries, agencies and departments at the union and local levels. There are six official categories each for the gazetted officials as well as the non-gazetted officials. The gazetted officials include DG/Managing Director, DDG/General Manager, Director/Deputy General Manager, Deputy Director/Assistant General Manager, Assistant Director/Manager, and Staff Officer/Assistant Manager. The non-gazetted officials include Office Super independent/Supervisor, Office Clerk/Assistant Supervisor, Upper Division Clerk/Technical Grade 6, Lower Division Clerk/Technician Grade 4, Record Keeper/Head Peon, and Peon/Sweeper (see Table 2.4). In addition, there are various types of official ranks between the ranks in the above, especially in the non-gazetted officials at each ministry. For example, there are 39 official ranks at the GAD under the Ministry of Home Affairs.

The total number of all civil service personnel in Myanmar is around one million employees. Out of this, the non-gazetted officials count for approximately 90 percent of all public employees.

Table 2.4: Civil Service Ranks

Gazetted Officials		Non-Gazetted Officials	
1	Director General / Managing Director	7	Office Superintendent / Supervisor
2	Deputy Director General / General Manager	8	Branch Clerk / Assistant Supervisor
3	Director / Deputy General Manager	9	Upper Division Clerk / Technician Grade 6
4	Deputy Director / Assistant General Manager	10	Lower Division Clerk / Technician Grade 4
5	Assistant Director / Manager	11	Record Keeper / Head Peon
6	Staff Officer / Assistant Manager (Entry Point)	12	Peon / Sweeper

Source: JICA Study Team modified from UCSB documents

2.4.3. Recruitment Examination for Civil Service

There are two types of recruitment examinations for gazetted officials and non-gazetted officials. For the gazetted officials, the lowest official post of Staff Officer/Assistant Manager is an entry point for all gazetted officials to be recruited by the UCSB on behalf of ministries, agencies and departments. Once appointed, the gazetted officers may be internally promoted up to the level of DDG by the ministries.

Each ministry annually submits a recruitment request to the UCSB according to the qualifications of the vacant posts, such as number, age, academic background, and others. Then, the UCSB finalizes the overall numbers and positions in the annual recruitment of gazetted officials. The average number for annual recruitment of gazetted officials is around 1,260 persons over the last decade, although there were fluctuations due to the number of vacant posts available at the ministries. For example, the recruited number was 2,486 persons in 2016/17, whereas it was only 314 in 2014/15 (see Table 2.5).

Regarding the recruitment examination for gazetted officials, the UCSB conducts written examinations (on Burmese, English and general knowledge), psychology tests, and individual interviews. In the cycle of annual recruitments, the UCSB announces a new recruitment in April, conducts written exams and psychological tests in July, individual interviews in October, and informs the results in the same month. After the CICS undertakes the 16-week pre-service training for those who passed the examinations from November to February, the UCSB posts them to ministries in March (see Table 2.6). The UCSB is planning to introduce the pre-written

examinations in May or June from 2018, which aim to reduce the burden of preparation for the existing written examinations at the UCSB. Although the application for the gazetted official is popular with over ten times the exam magnification ratio, the recruitment process is likely to be heavily weighted on the three subjects in the written exams. It indicates that there is room to improve the quality of the recruitment process by diversifying the recruitment tools.

In contrast, ministries are also responsible for the appointments of non-gazetted officials, which account for about 90 percent of all civil service personnel. Each ministry undertakes their own recruitment process in line with their own criteria.

Table 2.5: Recruitment Number of Gazetted Officials

Fiscal Year	Recruited Gazetted Officials
2007/08	1,370
2008/09	2,580
2009/10	241
2010/11	324
2011/12	869
2012/13	1,656
2013/14	1,500
2014/15	314
2015/16	1,257
2016/17	2,486

Source: JICA Study Team modified from UCSB (2017)

Table 2.6: Recruitment and Posting Process of Gazetted Officials

Month	Selection and Posting Proces
Jan-Mar	Submission of Recruitment Requests to UCSB by Ministries
Apr	Annoucement of Recrutment by UCSB
May-Jun	Applicant Screening by UCSB
May-Jun	Pre-Written Examination by UCSB
Jul	Written Examination and Psychology Test by UCSB
Oct	Individual Interview by UCSB
Oct	Annoucement of Results by UCSB
Non-Feb	Pre-Service Training by CICS
Mar	Posting to Ministries by UCSB

Source: JICA Study Team modified from UCSB (2017)

2.4.4. Civil Service Ethics and Discipline

Civil service ethics and discipline was stipulated in the "Code of Conduct" (2004) that was formulated during the SPDC regime. The NLD administration revised the Code of Conduct (2016) in order to improve civil service ethics and discipline.

In 2016, the NLD administration introduced a new guideline on gifts for civil servants in order to facilitate civil service ethics and reduce corruption. The guideline directs all civil servants not to accept any gift worth more than 25,000 kyats, an amount more than 10 times lower than the threshold allowed by the previous government.

2.4.5. Pay and Compensation

The Civil Service Personnel Law defines that all civil services have the right to equally receive pay and compensation. Although the level of the salary in the public sector is lower than salaries in the private sector, it has been gradually rising since 2011 or after having been fixed for many years during the military regime. Table 2.7 shows the current salary structure by official ranking of gazetted and non-gazetted officials.

In contrast, it is said that compensation in the public sector is generally better than the private sector. It includes allowances, such as hardship allowance for remote areas, other special allowance, health insurance, pension, social security, retirement allowance, housing, work vehicle, fuel, commuter transportation etc. However, the criteria for the hardship allowance for remote areas and in-kind allowance for housing, vehicle, gasoline, commuter bus, and others have not been published. It is also pointed out that in-kind allowance substantially varies across ministries, agencies and departments.

To facilitate motivation and incentives in civil service, it is important to take a step forward to improve transparency in pay and compensation. World Bank has indicated their possible assistance for pay, compensation and human resource management, following findings and recommendations from their reviews undertaken recently.

Table 2.7: Structure of Basic Salary for Civil Service

	Gazetted Officials				Non-Gazetted Officials	
	Rank	Pay （MMK）			Rank	Pay （MMK）
1	Director General/Managing Director	500,000	7		Office Superintendent/Supervisor	195,000-205,000
2	Deputy Director General/General Manager	380,000-400,000	8		Branch Clerk/Assistant Supervisor	180,000-190,000
3	Director/Deputy General Manager	340,000-360,000	9		Upper Division Clerk/Technician Grade 6	165,000-175,000
4	Deputy Director/Assistant General Manager	310,000-330,000	10		Lower Division Clerk/Technician Grade 4	150,000-160,000
5	Assistant Director/Manager	280,000-300,000	11		Record Keeper/Head Peon	135,000-145,000
6	Staff Officer/Assistant Manager (Entry Point)	250,000-270,000	12		Peon/Sweeper	120,000-130,000

Source: JICA Study Team modified by Win K.M. (2016). 'Workshop on the Assessment Method of Leadership and Organizational Capacity in the Public Sector'. Workshop Report

2.4.6. Competency Standards

There are no competency standards for recruitment and personnel performance evaluation. In response to this, the ASEAN Resource Center of the UCSB has been preparing the Competency Framework with support from United Nations Development Program (UNDP) and United Nations Institute for Training and Research (UNITAR). They are also planning to have job descriptions for all official levels. These will contribute to creating a foundation for the UCSB to undertake performance-based personnel management within the civil service in the future.

2.4.7. Personnel Evaluation System

The personnel evaluation is stipulated in the Civil Servants Personnel Rules. Under the NLD government, the UCSB has been requesting ministries to undertake personnel evaluations according to UCSB Order No.3/2017.

Table 2.8: Criteria for Personnel Performance Evaluation

	Evaluatin Criteria	Score
1	Leadeship	20
2	Reliability	20
3	Proficiency	20
4	Enthusiasm	20
5	Good Relationship	20

Source: JICA Study Team modified from Republic of the Union of Myanmar. (2014). 'Civil Service Personnel Rules'

Table 2.9: Rating of Personnel Performance

	Rating	Score	Description
1	Outstanding	20~16	Yes
2	Above Average	15~11	No
3	Average	10~8	No
4	Below Average	7~	Yes

Source: JICA Study Team modified by Republic of the Union of Myanmar. (2014).
'Civil Service Personnel Rules'

The criteria for personnel evaluation consist of 1) leadership; 2) reliability; 3) proficiency; 4) enthusiasm; and 5) good relationship with an allotment of 20 points each (see Table 2.8). In each evaluation category, there are four grades: a) outstanding (20 to 16 points), b) above average (15 to 11 points), c) average (10 to 8 points), and d) below average (7 points or less). A description of the evaluation is additionally required in the case for outstanding and below average points (see Table 2.9). However, there is indication that ministries, agencies and departments are not necessarily carrying out practices in line with the Civil Servants Personnel Rules.

2.5. Civil Service Reform

2.5.1. Civil Service Reform Strategic Action Plan

The UCSB launched the "CSRSAP 2017-2020" in July 2017. This is its vision of an "ethical, merit-based, inclusive and responsible civil service promoting public participation and strengthening the trust of the people." There are four main components: 1) new civil service governance, 2) merit-based and performance-driven culture and system, 3) people-centered civil service leadership and capacity development, and 4) transparency and accountability in civil service (see Table 2.10). The CSRSAP has nine primary outcomes with its baselines, actions, responsible entities, and annual priorities. The CSRSAP doesn't cover the establishment of the NPTTC because it is still under consideration. However, it is likely to be considered that the NPTTC could play a central role to enhance one of the outcomes: "learning and training methods and techniques improved" under the focus area 3: "people-centered civil service leadership and capacity development".

Table 2.10: Priority Areas in Civil Service Reform Strategic Action Plan

	Focus Areas		Outcomes	Partners
1	New Civil Service Governance	1-1	New directions for the Myanmar Civil Service are determined, reflecting the aspirations of the Government of Myanmar to instate a Federal Democratic Union	
		1-2	Role and Mandate of UCSB is strengthened and clarified	UNDP
2	Merit-based and performance-driven culture and systems	2-1	Meritocracy and equality mainstreamed across all regulatory and procedural frameworks	
		2-2	Modern Human resources systems introduced and upholding merit-based, performance-driven and gender sensitive selection, recruitment, promotion and transfer systems	UNDP
3	People-centered civil service leadership and capacity development	3-1	Results-oriented and people- centered culture instigated through motivation	WB
		3-2	Leadership for mindset change and reform is strengthened	UNDP
		3-3	Learning and training methods and techniques improved	EU
4	Transparency and Accountability in the Civil Service	4-1	Integrity and accountability enhanced across the Civil Service	OECD Countries
		4-2	Openness and transparency toward the public	OECD Countries

Source: JICA Study Team modified from UCSB. (2017). 'Civil Service Reform Strategic Action Plan'

The CSRSAP has three layers of governance bodies: 1) Steering Committee, 2) States and Regions Sub-Steering Committee, and 3) Civil Service Reform Secretariat. The Steering Committee is responsible for overseeing delivery and monitoring of the CSRSAP. It is chaired by the Chairman of the UCSB and co-chaired by the Deputy Minister, the Ministry of Home Affairs and a Board Member of the Anti-Corruption Commission. The States and Regions Sub-Steering Committee supports the Steering Committee by ensuring full engagement in the reform process and capacity development in the states and regions. It is chaired by a Board Member of the UCSB and includes 14 States and Regions Ministers, the Nay Pyi Taw Council, the Nay Pyi Taw, Yangon and Mandalay City Development Councils. The Civil Service Reform Secretariat supports the Steering Committee and the States and Region Sub-Steering Committee through program management and regular monitoring and reporting (see Figure 2.4).

Figure 2.4: CSRSAP Governance Structure

2.5.2. Development Partners in Civil Service Reform

According to the UCSB, there are 19 development partners supporting civil service reform, including the ASEAN Cooperation on Civil Service Matters (ACCSM), multilateral donors, bilateral donors, universities and research institutes (see Table 2.11). While most of the development partners are concentrated in supporting civil service training, UNDP, World Bank and six OECD countries have committed to assisting the civil service system.

UNDP has been a lead development partner in civil service since 2004. They have dispatched a policy advisor to the UCSB to support the formulation of the CSRSAP as well as its program management, monitoring and reporting by assisting the Civil Service Reform Secretariat. UNDP has also committed to supporting UCSB in strengthening their role and mandate, competency framework, and leadership in the CSRSAP. They have also provided external resource persons for delivering lectures at the Government Executive Officials Management Course (eight weeks) and the Senior Level Officials Management Course (eight weeks) at the CICS from 2011 to 2014. They have shifted their modality by providing internal resource persons for the same courses since 2015.

World Bank has recently conducted a review on pay, compensation and human resource management in the civil service with the Ministry of Planning and Finance and the UCSB. They are currently considering further support in pay, compensation and human resource management in line with their findings and recommendations made by the review. World Bank also provided an internal resource person as a lecturer for the Government Executive Officials Management Course and the Senior Level Officials Management Course at the CICS in 2017.

Table 2.11: Development Partners in Civil Service Sector

Donor	System	Training	Activity
ACCSM		✔	TOT through South South Cooperation
UNDP	✔	✔	CSRSAP, Code of Conduct, Competency Frameowork (UNITAR), Leadership, Resource Persons for CICS
WB	✔	✔	Pay, Compensation and Human Resource Management, Resource Persons for CICS
EU		✔	Training System Review, Training Curriculam Review, TOT and Resource Persons for CICS
UN-APCICT		✔	Resource Persons for CICS
Hanns Seidel Foundation		✔	Resource Persons for CICS
Akamai University		✔	Curriculam Development, Resource Person & Administration (Application & Admission) for MA
EDS Business School		✔	Resource Persons for CICS, Curriculam Development, Resource Person & Administration (Application & Admission) for MA
KOICA		✔	Third Country Visit, Training
China		✔	Schalarship, Training
UK, Sweden, Finland, Switzerland, Australia,	✔		Delegated Support to CSRSAP through UNDP (Integrity, Transparency and Accountability etc.)
Denmark		✔	TOT
JICA		✔	Training (GRIPS etc)
Sasagawa Peace Foundation		✔	Training

Source: JICA Study Team modified from UCSB

UK, Sweden, Finland, Switzerland, Australia and Canada have committed their support to the integrity, transparency and accountability in civil service in the CSRSAC through delegated support to UNDP. According to the UCSB, Denmark has also supported civil service reform through UNDP.

There is the Public Administration Reform Sector Working Group, which is co-chaired by UNDP and EU with the Office of the President as a counterpart. Development partners include ADB, Australia, Denmark, Germany, ILO, Japan, Korea, Norway, Sweden, Switzerland, UK, UNHCR, UNODC, UN OHCHR, US, WB, and Asian Foundation. Within this group, UNDP, EU, WB, and Asian Foundation are the main development partners in civil service reform.

Chapter 3.   Reviewing Civil Service Training

3.1.   Context of Civil Service Training

According to the CSRSAP, it is necessary to adopt a people-centered approach for civil servants to serve the state and the citizen effectively. In other words, public service needs to be formed based on the needs of citizens rather than the structure and institutions of civil servants. In this way, the people-centered approach is based on an entirely new way of thinking that the people of Myanmar are the center of design and decision making for all official duties. Therefore, in order to capture this opportunity and to effectively manage changes, it is necessary to train competent leaders who understand this approach, to develop capacity of civil servants at all levels, and to have an integrated training program therefor.

In this context, UCSB has launched two approaches as a new training strategy from 2016, "Competency/Training Approach" and "Education/Academic Approach." The former refers to traditional civil service training conducted by CICS that mainly focuses on learning work procedures and rules. It is an approach aiming at making civil servants experts in administration in order to effectively support the civil service system. The latter refers to diploma, bachelor's and master's degree, and short training courses by the CSA) and Training Center which is planned to be established in Nay Pyi Taw. It is an approach aiming at applying knowledge, critical and analytical thinking in actual work through in-depth learning on specific or related fields and expertise.
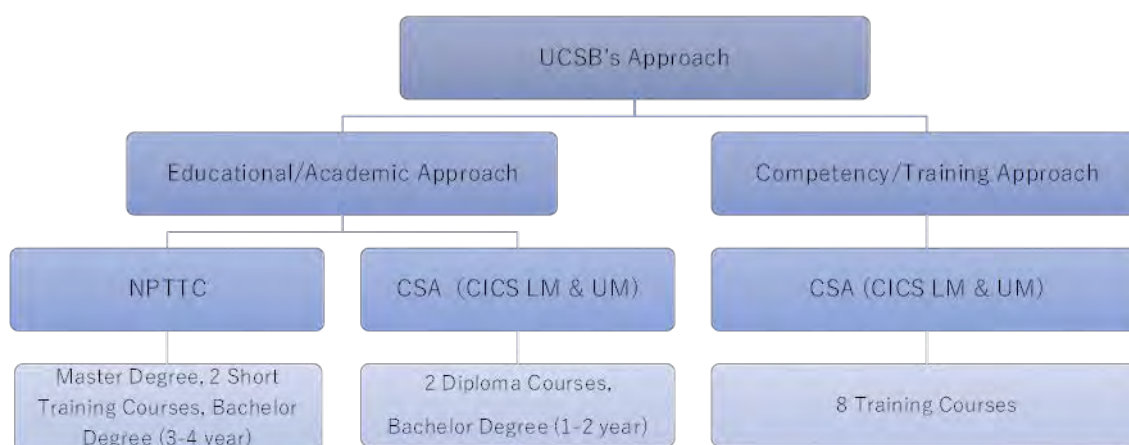
Source: JICA Study Team Based on information received from UCSB

Figure 3.1: UCSB's Approach to Civil Service Training

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Figure 3.2 shows a series of training courses under the Educational/Academic Approach. CSA is in charge of postgraduate diploma courses, advanced diploma courses, master's program (Public Administration), and part of the undergraduate course (first year and second year). Meanwhile, NPTTC is in charge of the third and fourth year of undergraduate program, master's program (Leadership in Civil Service), general training course for all civil servants, and specific training course for Permanent Secretary and Director General.
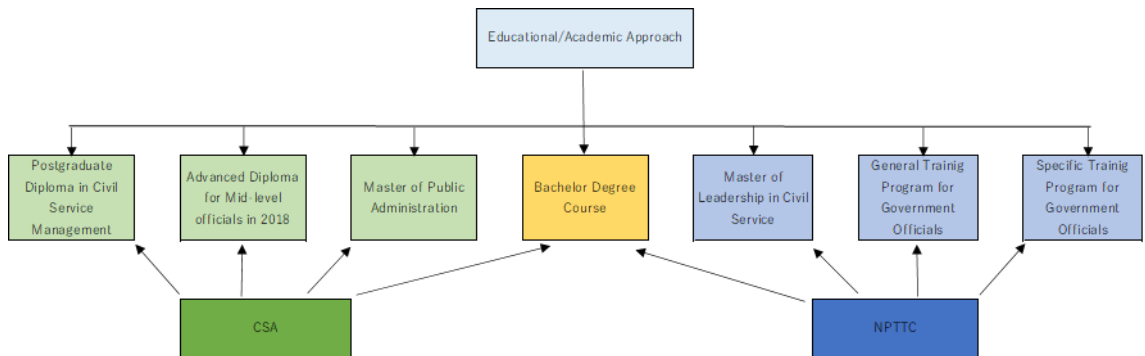
Source: JICA Study Team based on information from UCSB

Figure 3.2: Educational/Academic Approach

Figure 3.3 shows the course of CSA based on the Competency/Training Approach. Even after the start of the NPTTC program, the CSA training course based on the Competency/Training Approach continues to be provided.
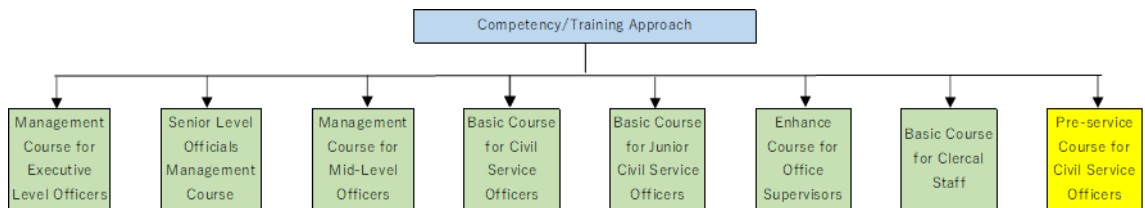
Source: JICA Study Team based on information from UCSB

Figure 3.3: Competency/Training Approach

Table 3.1: The Training Courses at CICS and New Training Center in Nay Pyi Taw

Approach	Provider	2017	2018	2019	2020	2021	Course	Target	No of Trainees	Duration	Frequency	No of Trainees (1 year)
Educational/ Academic Approach	NPTTC					○	General Training Programme for Government Officials	All Levels	30~50	2 days~1week?	30~50?	Mid-level and above: 300~390, Target number of Staff officers and below is not yet planned
		(○)	(○)	(○)	(○)	○	Specific Training Programme for Government Officials (At UCSB until completion)	PS and DG	30-72	4 days	1~2?	30-72
				(○)	(○)	○	Master Degree Course(At CICS until completion)	Director	30-50	1 year	1	30-50
						○	Workshops on ASEAN Civil Service Matters	ASEAN civil servants	15-20	Short term	1	15-20
						○	Other related workshops and seminars	Civil Servant	20-30	1-2 weeks	2	40-60
	NPTTC/ CSA				○	○	Bachelor Degree Course	Person who passed the matriculation	60	4 years	1	240
	CSA (UM, LM)	○	○	○	○	○	Postgraduate Diploma in Civil Service Management	Staff Officer	200x2x2	16 weeks	2x2	800
			○	○	○	○	Advanced Diploma for Mid-level Officials	Assistant Director	100x1x2	20 weeks	1x2	200
	CSA-LM	○	○	○	○	○	Master in Public Administration	CICS Faculty	25	20 months	1	25
											Sub Total	1,585-1737
Competency/Training Approach	CSA (UM, LM)	○	○	○	○	○	Executive Officials Management Course	DDG	30x1x2	8 weeks	1x2	60
		○	○	○	○	○	Senior Level Officials Management Course	Director	50x2x2	8 weeks	2x2	200
		○	○	○	○	○	Management Course for Mid-Level Officers	Assistant Director	96x3x2	4 weeks	3x2	576
		○	○	○	○	○	Basic Course for Civil Service Officers	Staff Officer	200x3x2	14 weeks	3x2	1200
		○	○	○	○	○	Basic Pre-service Course for Civil service Officers	Newly recruited officers	1000x1x2	14 weeks	1x2	2000
		○	○	○	○	○	Basic Course for Junior Civil Service Officers	Assistant Staff Officer	200x5x2	14 weeks	5x2	2000
		○	○	○	○	○	Enhance Course for Office Supervisors	Superintendent & Branch Clerk	100x1x2	14 weeks	1x2	200
		○	○	○	○	○	Basic Course for Clerical Staff	Upper Division Clerk & Lower Division clerk	200x4x2	14 weeks	4x2	1600
											Sub Total	7,836
							Sub Total	NPTTC	325-370			
								CICS (UM, LM)	8,956		Total	9,421-9,571

Source: JICA Study Team based on information from UCSB

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3.2. Civil Service Training in UCSB

3.2.1. Central Institute of Civil Service (CICS)

Currently, there are two CICS in Myanmar that implement UCSB's training programs, namely, CICS-LM and CICS-UM. CICS-LM is located near Pangegi village in Yangon Region, while CICS-UM is located in the vicinity of the Pei Oo Lwin Gevingy village, about 35 kilometers from the center of Mandalay. The vision, mission, and purpose of these two CICS are the same, and they provide the same training program according to a common training plan.

The objectives of civil service training at CICS are the followings:

(1) To nurture civil service officials who fully understand their obligations and responsibilities, conduct their duties efficiently, and serve the interests of the people in the economic, social, political and administrative fields.

(2) To find solutions to administrative and management problems through discussion by all participants, and to enhance the quality of work through an exchange of opinions and experiences

(3) To develop technical and managerial know-how through implementation of study, preparation and dissemination of thesis, creation of research reports by the team, etc.

Figure 3.4 is a simplified organizational diagram of CICS, which is common to both CICSs.
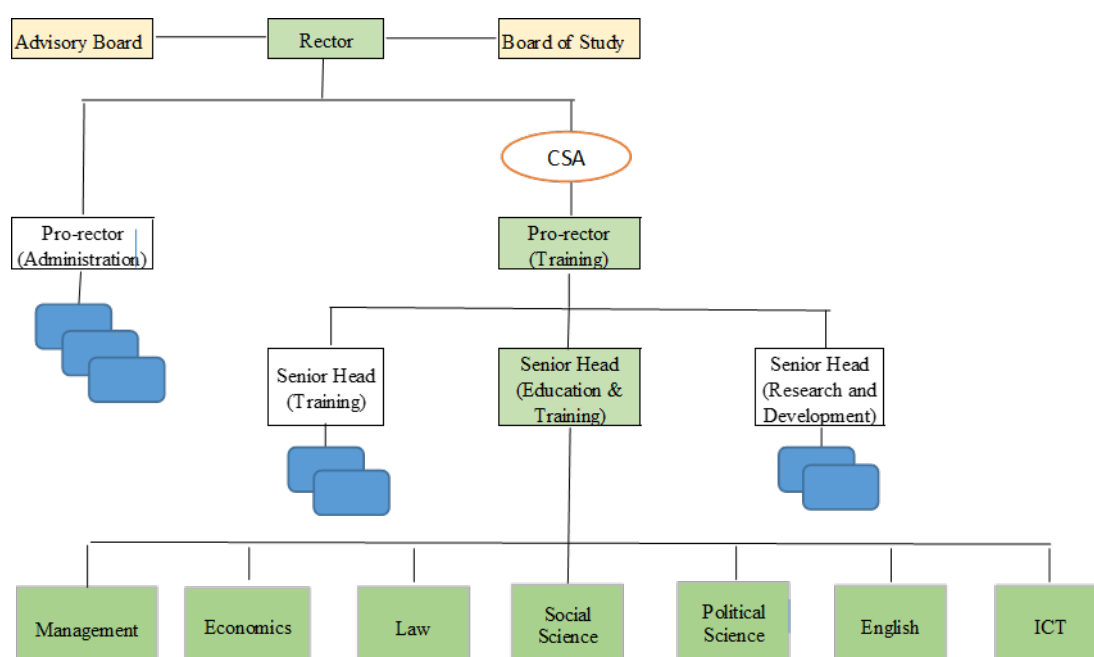
Source: CICS

Figure 3.4: Organization Chart of CICS

In CICS, all courses offered under the Educational/Academic Approach and Competency/Training Approach are provided under the name of CSA. Under the Rector, CICS is divided into 1) an organization that is headed by the Pro-rector in charge of administration and 2) an organization that is headed by the Pro-rector in charge of the training. The Senior Head of education and training under the Pro-rector in charge of the training is directly responsible for all training.

Regarding the personnel structure, CICS-UM has a total of 442 staff, 214 staff in administrative department and 228 in training department. The training department has 89 academic and managerial staff, and 139 clerical workers. At CICS-LM, there are 373 staff in administrative departments and 249 staff in in training departments, for a total staff of 622. CSA has seven faculties (management, economics, law, social science, politics, English, ICT), and faculty members belong to one of the faculties.

Table 3.2 shows the educational background of teachers in CICS-UM. There are two Ph. D holders, one in the Management Department and one in the Political Science Department. More than half of trainers (50 people) hold master's degree. The remainder (32 people) are bachelor's degree holders. In looking at the CICS-LM faculty, there are 4 doctoral holders, 27 master degree holders, and 74 bachelor's degree holders (see Table 3.3).

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Table 3.2: Educational Background of Trainers (CICS-UM)

No.	Education	Management	Economic	Law	Social Science	Political Science	English	ICT	Total
1	PhD	1				1			2
2	Master	12	5	9	2	8	7	7	50
3	Bachelor	10	8	2	7	4		1	32
	Total	23	13	11	9	13	7	8	84

Source: CICS-LM

Table 3.3: Educational Background of Trainers (CICS-LM)

No.	Education	Management	Economic	Law	Social Science	Political Science	English	ICT	Total
1	PhD	1			2			1	4
2	Master	6	6	5	1	2	6	1	27
3	Bachelor	20	9	7	13	12	3	10	74
	Total	27	15	12	16	14	9	12	105

Source: CICS-LM

Regarding the titles of the CICS-UM faculty, there is one professor in the Political Science Department, but there are no professors at the other faculties. There are seven associate professors, 11 lecturers, 40 assistant lecturers and 25 assistants (see Table 3.4). Of the 84 trainers, there are only 8 professors and associate professors in total, implying that it is difficult to teach advanced courses by the CICS faculty. The situation is similar at the CICS-LM. There is one professor at the ICT faculty, but there are no professors at the other faculties. There are 7 associate professors, 10 lecturers, 41 assistant lecturers and 46 assistants. Like the CICS-UM, there are only a total of 8 professors and associate professors out of the total number of 105 trainers (see Table 3.5).

Table 3.4: Title of Trainers (CICS-UM)

No.	Designation	Management	Economic	Law	Social Science	Political Science	English	ICT	Total
1	Professor (Head of Department)								
2	Professor					1			1
3	Associated Professor	2	1	1	1	2			7
4	Lecturer	2	2	2	2	2	1		11
5	Assistant Lecturer	15	6	5	5	5		4	40
6	Tutor	4	4	3	1	3	6	4	25
	Total	23	13	11	9	13	7	8	84

Source: CICS-UM

Table 3.5: Title of Trainers (CICS-LM)

No.	Designation	Management	Economic	Law	Social Science	Political Science	English	ICT	Total
1	Professor (Head of Department)								
2	Professor							1	1
3	Associated Professor	1	1	1	3	1			7
4	Lecturer	5	1	1	1		1	1	10
5	Assistant Lecturer	14	5	4	6	6	3	3	41
6	Tutor	7	8	6	6	7	5	7	46
	Total	27	15	12	16	14	9	12	105

Source: CICS-LM

Table 3.6 shows the number of trainees during 2007 and 2016.

Table 3.6: Number of Trainees (2007-2016)

Year	CICS-LM			CICS-UM		
	Male	Female	Total	Male	Female	Total
2007	1758	7245	9003	1674	5297	6971
2008	1639	5399	7038	1501	4912	6413
2009	1743	5571	7314	1716	5239	6955
2010	2122	7182	9304	2166	7193	9359
2011	2898	8610	11508	2432	8396	10828
2012	2660	7604	10264	2210	8446	10656
2013	2140	7132	9272	2132	7938	10070
2014	2977	7931	10908	2519	8394	10913
2015	2586	8646	11232	2258	8695	10953
2016	1934	3286	5220	1630	3059	4689

Source: CICS

As shown in the table above, the number of students drastically decreased in 2016. In 2015, there were 11,232 students enrolled, but in 2016, this number had fallen to about half or 5,220 students. Prior to 2016, there were mainly two kinds of training programs. One was a regular course and the other was a special refresher course. The special refresher course was 2 to 6 weeks of training that targeted teachers of basic education, university and college, as well as the staff of major sector agencies, and focused on management skills and the public service code of conduct. This special refresher course was transferred to ministries and agencies in 2016, which led to a sharp decline in the number of trainees in 2016.

3.2.2. Training Content, Target, Duration, Trainers, Textbook, Curriculum

Currently three kinds of training courses are provided by CICS. They are the induction training course, training course by hierarchical levels, and the newly established academic course (see 3.5 for the newly established academic course).

In terms of the induction course that is the training course for newly recruited officials, the trainees are officials selected and adopted by the UCSB who will start working at each institution after completing the course. All new recruits are required to attend this course. In the training, emphasis is placed on basic management skills and mastery of rules and regulations for civil servants.

The target of the training course by hierarchical levels is civil servants at all levels, excluding DG/PS level and unskilled workers. Hierarchical training conducted from 2017 to 2018 is as follows.

Table 3.7: Hierarchical Training Courses at CICS (2017-2018)

		Course	Target	Estimated No. of Trainees per year	Duration （Week）
1		Executive Level Officials Management Course	DDG	60	8
2		Management Course for Senior Civil Service Officers	Director	200	8
3		Mid-Level Management Course for Senior Civil Service Officers	DD, Assistant Director	576	4
4		Basic Course for Senior Civil Service Officers	Staff Officer	1200	14
5		Basic Course for Junior Civil Service Officers	Assistant Staff Officer	2000	14
6		Enhanced Course for Office Supervisor	Superintendent & Branch Clerk	200	14
7		Basic Course for Clerical Staff	Upper Division Clerk & Lower Division Clerk	1600	14

Source: JICA Study Team based on information provided by UCSB

Table 3.8 shows the outline of CICS annual plans for the past three years, including training courses and the number of trainees planned for each year. CICSs continue to offer the induction course and the same kinds of hierarchical training courses. However, in 2017, the Basic Course for Pre-Senior Civil Service Officers was abolished as a result of the newly introduced Postgraduate Diploma Course.

Table 3.8 also indicates that CICS had provided the regular courses described above and special refresher courses until 2016-2017. As for special refresher courses, CICSs planned to have 15,000 and 1,800 trainees from basic education and higher education, respectively. The total number of trainees for special refresher courses was expected to be 17,050. These refreshing courses were transferred to their responsible ministries and agencies during in the fiscal year of 2017.

Table 3.8: CICS Annual Plan for the Past Three Years

Cource	2015-2016			2016-2017			2017-2018		
	Presence or absence of course	No of Trainees		Presence or absence of course	No of Trainees		Presence or absence of course	No of Trainees	
		LM	UM		LM	UM		LM	UM
Management Course for Executive Level Officials	X	–	–	○	–	30	○	30	30
High-Level Management Course for Senior Civil Service Officers	○	100	–	○	50	50	○	100	100
Mid-Level management course for Senior Civil Service Officers	○	288	288	○	288	288	○	288	288
Basic Course for Senior Civil Service Officers	○	900	600	○	600	400	○	600	600
Basic Special Course for Pre Senior Civil Officers (Induction course)	○	200	–	○	600	200	○	1000	1000
Basic Course for Pre Senior Civil Service Officers	○	200	400	○	200	200	Postgraduate diploma course	400	400
Basic Course for Junior Civil Service Officers	○	600	900	○	600	750	○	1000	1000
Enhance Course for Office Supervisor	○	100	100	○	100	100	○	100	100
Basic Course for Clerical Staff	○	600	750	○	600	750	○	800	800
Sub Total		6026			5806			8636	
Special Refresher Course for Basic Education Teachers	○	7500	7500	○	7500	7500	X	–	–
Special Refresher Course for Police Officer	○	250	–	○	250	–	X	–	–
Special Refresher Course for Faculty members of Universities and Colleges	○	1000	800	○	1000	800	X	–	–
Sub Total		17050			17050			–	
Total		23076			22856			8636	

LM=Lower Myanmar, UM=Upper Myanmar

Source: UCSB

Executive Level Officials Management Course

Table 3.9 shows the training subjects and the institution of the lecturers at a recent management course for executive level officials. As for trainers, lecturers were not from CICS, but were dispatched from related ministries and agencies, international organizations, NGOs, and others.

Table 3.9: Training Subjects in the Executive Level Management Course

No	Lecture	Organization/Ministry
1	Constitution	Office of the Constitutional Tribunal of the Union
2	Duties and Functions of Anti-Corruption Commission	Anti-Corruption Commission
3	National Security and Defense Geopolitics	University of National Defense and Security
4	Budgeting System of National Accounting Economic Policies and Manegement	Ministry of Planning and Finance
5	ASEAN Community International Law Diplomacy	Ministry of Foreign Affairs
6	Myanmar e-Government Implementation	Ministry of Transport and Communication
7	Duties and Functions of Auditor General Office and Field Experience in Auditing Today	Office of the Auditor General of the Union
8	Judiciary Sector Reform	Union Supreme Court Office
9	Public Administration	Ministry of Home Affairs
10	Stretegic Management for Executive Leaders International Relations Economic Policies and Manegement	Ministry of Education
11	International Law Laws and Special Laws acted by the Pyidungsu Hluttaw	Office of the Union Attorney-General
12	National Disastere Management	Ministry of Social Affairs, Relief and Resettlement
13	Civil Service Personal Law and Rules which have to be obeyed by civil servants	Member/Permanent Secretary, Union Civil Service Board
14	Monetary Policies and Banking Sector Reform of Myanmar	Central Bank of Myanmar
15	Public Private Partnership (PPP)	Ministry of Commerce
16	Principles of Management & Service Quality Management	YCTC, Business Institute
17	Governance People-Centered Governance and Dialogue Government Reforms	UNDP
18	ICT for Development Policy, Process and Governance e-Government Application Network and Information Security and Privacy Internet Governance ICT Trends for Government Leaders Social Media for Development Project Management and ICT 4D ICT Project Management in Theory and Practice	UNAPCICT
19	Public Administration and Civil Service Reforms Legal Capacity Building Implementation of Public Administrations in Legal Drafting Process	EUGOPA
20	Institutional Features of Federalism Distribution of Competences Intergovernmental Relations Federalism, Regionalism and Decentralization	Hanns Seidel Foundation
21	Workplace Skills ·Providing Excellent Custoer Service ·Time Management ·Communication and Assertiveness ·Personal Effectiveness ·Workplace Teams: Building for the Future	EUGOPA
22	Mobile Information Literacy (MIL)	Myanmar Book Literacy

Source: UCSB

Postgraduate Diploma Course

A postgraduate diploma course was carried out in Many 2017. This course of 16 week-training with 200 trainees targets gazetted officers with salary scales from 250,000 to 270,000 MMK and civilians who hold a bachelor's degree and can pay the tuition. The purpose of the training is (1) to deal with any situation with a patriotic spirit, (2) to fulfill duties for the state/region and to acquire the ability to manage administration, (3) to work well both in the public and private sectors, and (4) to develop human resources who support the national economic development policy through the exchange of knowledge and experience between civil servants and people from the private sector. Table 3.10 shows the curriculum of the course and the institution of the instructor.

As shown in Table 3.10, the postgraduate diploma course provides basic knowledge on management, economics, law, social science, political science, English, and ICT. In economics, the subjects include economic principles, microeconomics, macroeconomics, economic development theory, statistics, economics and social statistics. In political science, the diploma course covers an introduction to political science, political theory, theory of political institutions, international relations theory, geopolitics, etc.

However, most of the lecturers are from external organizations such as universities, and CICS faculty members are hardly utilized. CICS trainers teach only one subject on management, two subjects on political science, two subjects on English and one subject on ICT. Thus, improving the capacity of faculty members at CICS is an urgent task, and the positive results from the master's program for CICS faculty members offered at CICS-LM are anticipated.

Advanced Diploma for Mid-Level Official

As for the training courses based on the Education/Academic approach, in addition to this postgraduate and diploma course, an advanced diploma course for mid-level official will be launched in 2018. Although details are unknown yet, the training target is Deputy Director and Assistant Director level and the duration is 20 weeks. Number of trainees is planned to be 100 people for each CICS-LM and CICS-UM, which means the total number of trainees will be 200 each year.

Table 3.10: Training Subjects and Lecturer's Institution in the Postgraduate Diploma Course

	Department	Sub. No.	Subject	Lecturer
1	Management Study Department	M1101	General Management	Univ.
		M1102	Human Resource Management	CICS
		M1103	Service Management	Univ.
		M1104	Project Management	Univ.
		M1105	Ethics, CSR and Environmental Management	Univ.
2	Economic Studies Department	Eco 2101	Economics	Univ.
		Eco 2102	Microeconomics	Univ.
		Eco 2103	Macroeconomics	Univ.
		Eco 2104	Economic Development	Univ.
		Eco 2105	Basic Statics	Univ.
		Eco 2106	Economics and Social Statics	Univ.
3	Law Department	L3101	Special Law	Univ.
		L3102	The Penal Law	Univ.
		L3103	Myanmar Customary Law	Univ.
		L3104	The Code of Criminal Procedure	Univ.
		L3105	International Law	Univ.
4	Social Science Department	SS4101	Applied Ethics	Univ.
		SS4102	Social Problems	Univ.
		SS4103	Human Rights and Duties	Univ.
		SS4104	Mass Communication	Univ.
5	Political Science Department	PS5101	An Introduction to Political Science	CICS
		PS5102	Political Theory	Univ.
		PS5103	Elements of Political Institutions	CICS
		PS5104	International Relations	CICS/Univ.
		PS5105	Geopolitics	Univ.
6	English Department	E6101	Workplace English	CICS
		E6102	Professional Presesntation	CICS/ Retired Head
7	ICT Department	TCT7101	Strategy	Yadanapone Cyber City
		TCT7102	Management	
		TCT7103	Technology	
			Mobile Information Literacy (MIL)	CICS

Source: CICS Upper Myanmar

<u>Master of Public Administration (MPA)</u>

In October 2017, Master of Public Administration (MPA) will be launched at the CICS-LM for both the CICS faculty and UCSB officials. A study duration of 18 and 15 months consists of lectures, and three months are dedicated to writing a master thesis. The total number of trainees is 25, including nine CICS-LM trainers, nine CICS-UM trainers, and seven UCSB staff. Students are selected from the faculty of political science, law, English, economics and management. A different program is prepared for faculty members from the ICT and sociology department. Among the faculty members, the candidates of trainees are instructors and assistant professors and those who are not holders either of a master's or doctoral degree.

<u>Trainee Institutions</u>

Table 3.11 shows the institutions of the trainees who attended the CICS regular courses in 2013, 2014-2015, and 2016-2017. From the 33 central ministries and agencies, 5,152 civil servants attended the regular courses in 2016-2017. The major institutions which sent over 200 staff included Federal Supreme Courts (212 staff), Ministry of Home Affairs (347), Ministry of Agriculture, Livestock and Irrigation (292), Ministry of Education (250), Ministry of Health (1,906), and Ministry of Planning and Finance (323). The number of trainees from the central ministries was 5,152, accounting for 92.7% of the total 5,560 trainees. Regarding local governments, trainee institutions included seven regional governments, seven state governments as well as the Nay Pyi Taw and Yangon development committees. From these local administrations, 401 staff members participated in the training, accounting for 7.2% of the total. Seven people from the private sector also attended the courses. The percentage of local public officials in the past three periods fluctuated greatly at 0.5%, 13.2%, and 7.2%.

Table 3.11: Trainee Institutions

	Central Office/Ministry	No of Trainee				Central Office/Ministry	No of Trainee		
		2013	2014-2015	2016-2017			2013	2014-2015	2016-2017
1	President Office	25	18	17	42	The Office of Attorney General of the Union	132	316	126
2	The Union Government Office	3	15	12	43	The Office of Auditor-General of the Union	17	38	41
3	Pyidaungsu Hluttaw Office		42	35	44	The Union Civil Service Board	97	58	55
4	Pyithu Hluttaw Office	50	19	25	45	Nay Pyi Taw Council	-	-	-
5	Amyothar Hluttaw Office		14	23	46	The Central Bank of Myanmar	2	35	18
6	The Office of the Supreme Court of the Union	71	220	212	47	Anti-corruption Commission	-	-	16
7	The Office of the Union Election Commission	21	15	171	48	Myanmar National Human Rights Commission	-	-	4
8	Constitutional Tribunal of the Union	20	7	8		**Subtotal**	**7406**	**6419**	**5152**
9	Ministry of President Office	-	-	-		**Region & State**	**37**	**983**	**401**
10	Ministry of the Office of the State Counsellor	-	-	-	1	Yangon Region	-	-	27
11	Ministry of Foreign Affairs	81	27	30	2	Mandalay Region	-	-	15
12	Ministry of Home Affairs	276	1059	347	3	Bago Region	-	-	31
13	Ministry of Defense	59	36	31	4	Sagaing Region	-	-	28
14	Ministry of Border Affairs	62	29	46	5	Ayeyarwady Region	-	-	28
15	Ministry of Information	147	85	87	6	Tanintharyi Region	-	-	14
16	Ministry of Religious Affairs and Cultural	64	46	82	7	Magway Region	-	-	30
17	Ministry of Agricultural, Livestock and Irrigation	217	292	292	8	Kachin State Government	-	-	18
18	Ministry of Transport and Communication	146	86	181	9	Kayah State Government	-	-	17
19	Ministry of Natural Resources and Environmental Conservation	122	71	122	10	Kayin State Government	-	-	23
20	Ministry of Electricity and Energy	35	272	97	11	Chin State Government	-	-	18
21	Ministry of Labour, Immigration and population	357	241	169	12	Mon State Government	-	-	36
22	Ministry of Industry	253	105	82	13	Rakhine State Government	-	-	33
23	Ministry of Commerce	64	33	63	14	Shan State Government	-	-	23
24	Ministry of Education	298	141	250	15	Na Pyi Taw Development Committee	-	-	32
25	Ministry of Health	2588	1679	1906	16	Yangon Development Committee	75	38	28
26	Ministry of Planning and Finance	471	103	323	17	Mandalay Development Committee	16	3	-
27	Ministry of Construction	317	312	135	18	Kachin State Development Committee	-	-	-
28	Ministry of Social Welfare, Relief and Resettlement	49	57	59	19	Kayin State Development Committee	-	-	-
29	Ministry of Hotels and Tourism	17	14	20	20	Sagaing Regional Development Committee	-	-	-
30	Ministry of Ethnic Affairs	-	-	-	21	Private Company / Organization	-	-	7
31	Ministry of Livestock and Urban Development	90	64	-		**Subtotal**	**128**	**1024**	**408**
32	Ministry of Cooperation	58	57	-		**Total**	**7534**	**7443**	**5560**
33	Ministry of Communication	35	35	-					
34	Ministry of Labour, Immigration and population	357	241	-		注：			
35	Ministry of Energy	107	54	-		1. Ministry of Labour, Immigration and population			
36	Ministry of Rails Way	126	77	-		2012-2016はMinistry of Immigration and populationの数字			
37	Ministry of Science and Technology	222	199	-		2. Ministry of Transport and Communication			
38	Ministry of Culture	53	51	-		2014,2015-2016はMinistry of Transport			
39	Ministry of Revenue	146	60	-		3. Ministry of Electricity and Energy			
40	Ministry of Mining	136	63	-		2012-2016はMinistry of Electricity の数字			
41	Ministry of Sport	15	33	-					

Source: UCSB

<u>UNDP Questionnaire Survey on Training at CICS</u>

The following table shows some interesting findings from the student assessments of the CICS training course (see Table 3.12).

Table 3.12: Suggested Improvements for CICS Training Courses

	Improvement	Content
1	Improve CICS Training Environment	· Let trainees wear their own clothes, not military style uniforms and boots · Remove the practice of having the trainees perform guard duty at the accommodation · Remove the practice of having trainees do menial jobs, like cutting the grass · Provide medical care at the training facilities · Let trainees have some free time in the day or evening · Have fewer trainees in the classroom · Improve the facilities, particularly toilets, and provide learning equipment, like computers · Increase the food budget
2	Improve CICS Lessons	· Provide greater emphasis on classroom/theoretical lessons and thinking time, than physical activities · Improve the method of instruction- make it more participatory, use modern teaching techniques, with more time for group discussion and group activities · Invest in making instructors more qualified and efficient · Timetables should be more carefully planned, and allocate more time for some topics- some lectures move too fast to follow easily · Provide additional materials, such as handouts · Give fewer assignments
3	Improve CICS Training Content	· Include more practical instruction, and provide training on practical topics · Stronger emphasis on computer skills and English · More topics related to administration/management law, regulations related to office work Teach more social and management subjects Include courses on dialogue and cultural sensitivity

Source: *Perception Survey Report Ethics, Equal Opportunities and Meritocracy in the Myanmar Civil Service*, UNDP, 2016

According to an interview survey conducted by the UNDP in 2016, respondents appreciated the management skills in the regular training course of the UCSB, understanding of the rights and obligations of civil servants, information sharing with other ministries and agencies, etc. However, some respondents pointed out that the training curriculum was too general, and its relevance to daily work was low. Additionally, concerning the contents of practical training, there were opinions that CICS training should provide topics on corruption, conflicts of interest, reporting methods of illegal acts, etc. There was also the opinion that training was given in traditional lecture style, and a more participatory method should be adopted. In conclusion, some respondents pointed out that there was much room for improvement concerning the training environment, training content, and the training method.

Table 3.13 shows the training schedule of CICSs during April 2017 and March 2018.

Table 3.13: Training Schedule of CICS Upper (U) ＆ Lower (L) Myanmar （2017-2018）

No	Course	Location and No of Courses	No of Trainees			2017									2018		
			F	M	Total	4(April)	5	6	7	8	9	10	11	12	1	2	3
1	Basic Course for Senior Civil Service Officers	L(3)	100	100	200		15			4	28		10	27		16	
		U(3)	100	100	200												
2	Basic Course for Pre Senior Civil Service Officers	L(2)	100	100	200		29				15		6			23	
		U(2)	100	100	200												
3	Basic Pre-Service Course for Civil Service Officers	L(1)	500	500	1000				24		15						
		U(1)	500	500	1000												
4	Basic Course for Junior Civil Service Officers	L(5)	100	100	200		22	14	24	15	25	17	27		19 29		23
		U(5)	100	100	200												
5	Enhance Course for Office Supervisor	L(1)	50	50	100				17	8							
		U(1)	50	50	100												
6	Basic Course for Clerical Staff	L(4)	100	100	200			5	28	21		13	27		19 29		23
		U(4)	100	100	200												
7	Executive Level Officials Management Course	L(1)			30							30	22				
		U(1)			30			26		18							
8	High-Level Management Course for Senior Civil Service Officers	L(2)			50			12	4							5	30
		U(2)			50							2	24		8	28	
9	Mid-Level Management Course for Senior Civil Service Officers	L(3)	48	48	96	8	2			28	22				1 26		
		U(3)	48	48	96					28			4 29				

Source: *Indicative training courses which are scheduled to be opened at Institute of Central Civil Service in 2017-2018,* Union Civil Service Board (UCSB), March, 2017

3.2.3. Examination of Various Factors that Affect the Effect of Training

For the above programs provided by UCSB/CICS to make a major contribution to the capacity development of civil servants in Myanmar, several conditions must be satisfied.

The knowledge and skills required for civil servants will change in accordance with the changes in the political, economic and social environments. An effective civil service training system must anticipate these changes and respond to them in a timely manner. To build such a training system, actions in the following related areas are required[4].

- ✓ Presence of clear and comprehensive training guidelines
- ✓ Collaboration with user organizations such as ministries and agencies
- ✓ Integration of training into government personnel policy
- ✓ Links between training and research/consulting
- ✓ Presence of motivated and competent trainers
- ✓ Commitment of policy makers and senior civil service officials to training
- ✓ Autonomy of operation
- ✓ Continuity of monitoring and evaluation activities
- ✓ Strength and stability of leadership,
- ✓ Network with regional and international institutes

Among these 10 factors, the most critical challenges for UCSB/CICS would include: 1) presence of clear and comprehensive training guidelines；2) links between training and research/consulting; and 3) presence of motivated and competent trainers.

On the positive side, there is strong linkage with user institutions in terms of training implementation as a staff member of relevant ministries, and agencies is dispatched as a lecturer to the CICS training program. Regarding the integration of the training into the government's personnel policy, it is clearly stated in a public service regulation that participation in training is one of the prerequisites for the promotion of civil servants. This also implies the strong commitment of policy-makers and civil service executives to training activities. As for continuous monitoring and evaluation, the CICS research department conducts observations and questionnaire surveys in each training course to evaluate the performance of trainers and trainees. Regarding the strength and stability of leadership, the current Chairman has shown strong leadership and enthusiasm for public service system reform, while CICS rectors are rich in work experience.

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[4] M.T. Tessema, J.L. Soeters, G. De Groot and M.F. Tesfaselassie. (February 2007). 'Managing civil service training institutions: What lessons can countries learn from Singapore?'. International Journal of Human Resources Development and Management.

Table 3.14: Necessary Conditions for an Effective Civil Service Training Institute

	Factors	Explanation
1	Presence of clear and comprehensive training guidelines	UCSB/CICS needs to have guidelines on training needs assessment, training planning, monitoring and evaluation. The guidelines also include a methodology on how to involve user institutions in the management of training institutions, how to link training and government personnel policy, and so on.
2	Collaboration with user organizations such as ministries and agencies	To formulate the training plan of UCSB/CICS, it is necessary to involve user institutions such as ministries and agencies which send trainees to UCSB/CICS. By doing so, the needs of user institutions can be reflected in the training plan.
3	Integration of training into personnel management system of the government	In order to enhance the effectiveness of the training, it is necessary that the training is strongly linked to the career development plan of public servants. It is also important to have a training program for faculty members that has positive effects on their motivation and carrier development.
4	Links between training and research/consulting	By conducting consulting services to users such as ministries and agencies, CICS can become more familiar with the situation and problems of their client organizations. By linking those knowledge to research, there is a possibility that CICS will be able to develop more effective carriculum, textbook and teaching methods.
5	Existence of motivated and competent trainers	The effect of the training largely depends on the quality of the trainers. In order to retain talented trainers, it is necessary to provide them with opportunities to enhance their skills and knowledge. It is also important for them to have accurate knowledge about the environment surrounding the trainees.
6	Commitment of policy-makers and senior civil service officers to training	Even if a training institute has good training policies and guidelines, it is meaningless unless they are implemented. To that end, a strong commitment of policy-makers and senior civil service officers to training is required. This also has a major impact on sufficent financing for training.
7	Autonomy of operation	The environment surrounding training institutes and user organizations always changes. Since the needs of civil servants will change if the environment changes, training institutions have to respond quickly and appropriately to changing needs of their client organizations. To this end, the training institution needs a certain level of autonomy in terms of operation and management in order to make it possible to provide a flexible and constantly evolving training program.
8	Continuous monitoring and evaluation activities	Continuous monitoring and evaluation activities are necessary to enhance the quality of training. At the time of evaluation, it is important to evaluate the effect of training on knowledge, attitudes, behavior, and work performance as well as level of satisfaction with the training
9	Strength and stability of leadership	The proper management of the training center requires the presence of competent and stable leadership. On the other hand, it is important to guarantee to the leader the autonomy in the operation of institue and stability in terms of his position necessary for formulating an effective strategy of the training institution and strengthening the linkage with the client organizations.
10	Formation of domestic and international networks	UCSB/CICS need to have strong linkages with domestic partner institutions such as user organizations, academic institutions, regional and international institutions, in order to acquire and share new findings of research related to training and other innovation.

Source: M.T. Tessema, J.L. Soeters, G. De Groot and M.F. Tesfaselassie. (February 2007). 'Managing civil service training institutions: What lessons can countries learn from Singapore?'. International Journal of Human Resources Development and Management.

However, there are also some weaknesses. First, there are no sufficiently clear and comprehensive written training policy guidelines at the UCSB/CICS. Therefore, training management activities are not adequately institutionalized. In addition, inefficient use of scarce resources and duplication of activities may occur if training is conducted in an ad hoc manner

without guidance. For this training policy guideline to be effective, it must include explanations on methodology regarding the following matters[5].

(1) Objectives and Scope of Training

(2) Assessment of Training Needs

(3) Training Planning, Strategies, Priority

(4) Monitoring and Evaluation

(5) Link between Training and Career Development (including staff development)

This kind of guideline will contribute not only to the positive effects of training but also to the capacity development of UCSB/CICS staff.

The second major problem is the shortage of motivated and competent trainers who advanced classes. In order to build the capacity of internal faculty members, UCSB will establish a new program called the Master in Public Administration in October 2017.

Concerning another challenge, since research and consulting activities are rarely conducted except in evaluations, their connection to training activities is limited. As a result, the curriculum development and delivery of the courses are heavily dependent on external institutions; and the development of new and effective teaching materials and methods may not evolve internally. Regarding the autonomy of the training institute, CICS have some authority about activities such as the preparation of the curriculum and internal rules and regulations. However, it does not have an autonomous status not only in terms of maintaining and operating its own budget, but also in determining its directions and planning its activities.

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[5] Samuel Paul. (1983). 'Training for Public Administration and Management in Developing Countries: A Review'. World Bank staff working paper. The World Bank.

Table 3.15: Evaluation of Factors Affecting the Effect of Training

No	Factors	Evaluation	Issues
1	Presence of clear and comprehensive training guidelines	△	Need assessment is not scientific that result in week curriculum development Existing guideline does not provide systematic guidance according to the training cycle.
2	Linkage with user organizations	△	Many resource persons are provided by ministries and agencies. No regular consultation with user organization for formulation of annual plan
3	Integration of training into government personnel policy	◯	Participation in training is one of the requirements for promotion of civil servants. Training is incorporated into career development.
4	Links between training and research/Consulting	△	There is no consulting activity to ministries and agencies. Research activities on curriculum, teaching materials and educational methods are limited.
5	Presence of competent trainers	△	There is a shortage of teachers taught in advanced courses. Achievement of the Master course for CICS faculty is expected
6	Commitment of policy makers and senior civil service officers to training	◯	Civil service regulation stipulates that participation in training is one of the requirements for promotion of civil servants, Training activities are also emphasized by various ministries and agencies.
7	Autonomy of operation	△	The degree of freedom of internal rules creation etc. is increased. On the management side, UCSB approval is premised.
8	Continuous monitoring and evaluation	△	The R&D Department evaluates lecturers and students for each training. Performance evaluation after training is not carried out.
9	Presence of strong and stable leadership	△	Presence of leader with a high motivation and a proven track record. However, long-term continuity is uncertain.
10	Establishment of domestic and international networks	◯	Strong network with ASEAN countries.

◯ Satisfactory   △ Need further improvement

Source: JICA Study Team

3.3. Training Provided by Ministries and Agencies

To strengthen the capacity of civil servants in Myanmar, there is sector-specific training by ministries and agencies in addition to the regular training of civil servants by the UCSB. In this section, the Administrative Development Graduate School (GSAD) of the Ministry of Planning and Finance, the Institute of Development Administration (IDA) of the GAD of the Ministry of

Home Affairs, Educational College (EC) of the Ministry of Education, and two training centers of the Ministry of Construction (Thuwunna Training Center and a mechanical training center) are discussed as examples of a ministry or agency training institute and to provide an outline of their training program.

3.3.1. Graduate School of Administration and Development (GSAD)

The GSAD was established in 2014 under the Ministry of National Planning and Finance aimed at human resource development in the public sector. The GSAD provides four Postgraduate Diploma Programs: Postgraduate Diploma in Public Policy and Administration, Postgraduate Diploma in Development Planning and Practice, Postgraduate Diploma in International Economic Relations and Development, and Postgraduate Diploma in Statistics. The number of graduates up to now is 418 people and it has received certification from the Presidential Office as an educational institution where diplomas can be issued.

The main objectives of the Postgraduate Diplomas are as follows:

➢ Upgrade the capacity of government officials
➢ Provide concepts and practices in formulation of public policy
➢ Share knowledge and experiences in development planning and practice
➢ Facilitate government officials to have knowledge on International Relations and Development
➢ Apply quality Statistics

The curriculum of the four graduate diploma programs is shown in Table 3.16.

Table 3.16: Curriculum of GSAD

	Public Policy and Administration		Development Planning and Practice
1	Principle of Economics	1	Principle of Economics
2	Public Administration	2	Theory of Economic Development
3	Public Policy	3	Theoretical Foundation of Planning
4	Statistics	4	Statistics
5	Project Management	5	Public Administration, Public Policy and Management Skills for Policy Makers
6	Management Skills for Policy Maker	6	Regional and Urban Planning and Development
7	Administrative Ethics	7	Project Management
8	Public Finance Management and Monetary Policy Management	8	Public Finance Management and Monetary Policy Management
9	Theory of Economic Development	9	Community Development
	Statistics		International Economic Relations and Development
1	Introduction to Statistics	1	International Economic Relations in the System of Global Economy
2	Basic Mathematics	2	Monetary Arrangement
3	Quality of Statistics and Statistical System	3	International Economic Law
4	Applied Statistics	4	Economic, Political and Social Dimensions of Development Policy and Practice
5	Socio-Economic Statistics and Indicators	5	Microeconomic Mechanism for International Economic Relations and Development
6	Demography	6	Macroeconomic Mechanism for International Economic Relations and Development
7	Analytical Skills and Report Writing	7	New Economic Order and Globalization
8	Statistical Packages and Data Analysis	8	Integration Process the System of Global Economy
9	Survey Methodology	9	Multinational Corporations and International Investment

Source: GSAD

There are two types of courses, part time and full time. For the part-time course, one course consists of 36 weeks which is divided by three quarters. Three subjects are taught in each quarter. For full-time course, it consists of 24 weeks. The course consists of lectures, book reviews, candidate presentations, group discussions and presentations, symposiums, role play, seminars, study tour, paper writing, paper presentation, and research paper reading.

Requirements for the Postgraduate Diploma course include: 1) a Bachelor's degree from any recognized university or institute, 2) an entrance examination and personal interview, and satisfactory results of the entrance examination and personal interview.

Currently, there are only three faculty members, and most of the classes are handled by external lecturers (from universities, ministries and international organizations).

3.3.2. Training Program of the Ministry of Home Affairs

The Ministry of Home Affairs is a ministry that supervises civil officials at the state and local governments. They are also in charge of capacity development of local government employees; and the Training and Research Division is located at their headquarters. The objectives of the Training and Research Division include:

1) Train sustainably to foster efficient service personnel who will be part of an effective national administrative mechanism;

2) Cultivate good practice in performing according to policies, principles and procedures laid down by the state;

3) Ensure the ability to keep up with improvements in functional performance in conjunction with the development of information technology; and

4) Carry out research into governance, administration and leadership to keep pace with international standard.

Table 3.17 shows the training program for the staff of the Ministry of Home Affairs from 2017 to 2018. As shown in Table 3.17, the staff of the Ministry of Home Affairs can undergo training not only at the IDA, a training institution of the Ministry of Home Affairs, but also at the CICS and training institutions of other ministries and agencies. In addition, it can be said that the CICS regular training courses are fully incorporated into the training program of Ministry of Home Affairs. It is also notable that training is conducted not only at the Head Office, but also at the various local administrative levels such as regions, divisions, states, and township for local administrative officials.

IDA is a training institute established in 2003 for the purpose of strengthening the capacity of local administrators. The rector is responsible for the director and deputy director at GAD headquarters, and is assisted by a pro-rector who is the head of the administrative department and another pro-rector who supervises the training department. IDA does not have a faculty organization. Personnel are dispatched from the Ministry of Home Affairs and other ministries and agencies and teach the specialized courses.

Table 3.17: Training Program of the Ministry of Home Affairs (2017-2018)

	Training Course	Target	Location
1	Pre-service training course for Management Staff Level(2) (1/2017)	Deputy Staff Officer	Institute of Development Administration (IDA)
2	Pre-service training course for Management Staff Level(2) (2/2017)	Deputy Staff Officer	Institute of Development Administration (IDA)
3	Pre-service training course for Management Staff Level(2) (3/2017)	Deputy Staff Officer	Institute of Development Administration (IDA)
4	Pre-service training course for Management Staff Level(2) (4/2017)	Deputy Staff Officer	Institute of Development Administration (IDA)
5	Pre-service training course for Management Staff Level(2) (5/2017)	Deputy Staff Officer	Institute of Development Administration (IDA)
6	Training and Capacity building course for Boundary and Border affairs corporation (1/2018)	Deputy Staff Officer, Officer, Assistant Director , Deputy Director, and Director	Institute of Development Administration (IDA)
7	Management Staff level (1) In-service Training (1/2018)	Deputy Staff Officer	Institute of Development Administration (IDA)
8	Executive level management course	Deputy Director-General	CICS
9	High-level management course for Senior Civil Officer	Director	CICS
10	Mid-Level management course for senior Civil Officer	Assistant Director, Deputy Director	CICS
11	Basic course for Senior Civil Officer	Officer	CICS
12	Basic course for Junior Civil Officer	Deputy Staff officer	CICS
13	Training and Capacity building for Clerk	Other level staffs	Head Office, Regions, Divisions, States, and Township
14	Course for Clerk supervisor	Clerk level (3)	CICS
15	Basic level course for clerk	Clerk level(1/2)	CICS
16	Basic and advance course on proficiency on office works by Auditor-General department	Clerk level(1/2)	Auditor-General department
17	Ministry of Religious Affairs and Culture	Clerk Level (1)	National Library
18	Diploma of LCCI	Deputy Staff officer	Auditor-General department
19	Union Minister for Planning and finance	Deputy Staff officer	Post graduated- Institute of Development Administration (IDA)
20	Training courses hold by Union Minister for Social welfare, relief and Resettlement	Deputy Staff officer and Officer	Minister for Social welfare, relief and Resettlement

Source: GAD

3.3.3. Other Training Courses by Ministries and Agencies and OJT

1) Thuwunna Training Center of the Ministry of Construction (MOC)

The major training center of the Ministry of Construction is the Thuwunna Training Center. The Thuwunna Training Center was established in 1980 and is located in Yangon. It provides training courses in engineering that correspond to the level of the staff at the Ministry of Construction. In addition, there are technical training courses for carpenters, welding workers, accountants, and others. Table 3.18 shows the training programs provided by the Thuwunna Training Center. The teaching personnel are mainly senior staff of the Ministry of Construction and their retired officials. In some cases, external faculty members from technical colleges are brought in to teach the class. The main teaching method is lectures.

Table 3.18: Training Courses at the Thuwunna Training Center of the MOC

No	Name of Course	Frequency	No/ students	Duration (week)
1	Workshop with Chief Engineer	-	-	-
2	Workshop with Deputy and Assistant	-	-	-
3	Staff Officer (Civil)	2	50	10
4	Management of Quality Control (Highways)	1	30	4
5	Junior Engineer (1) (Civil) (Refresher Course)	1	40	4
6	Junior Engineer (2) (Civil)	2	50	5
7	Junior Engineer (2) (Water and Sanitation, Refresher Course)	1	20	2
8	Junior Engineer (3) (Water and Sanitation, Refresher Course)	1	40	4
9	Junior Engineer (3) (Civil) (Refresher Course)	2	50	6
10	Junior Engineer (4) (Civil, Architecture) (Refresher Course)	2	50	6
11	Junior Engineer (2) (Electricity)	1	50	4
12	Junior Engineer (3) (Electricity)	1	50	4
13	Workshop on Budgeting	1	50	1
14	Accountant (1) (Refresher Course)	1	30	4
15	Accountant (2) (Refresher Course)	1	40	5
16	Accountant (3) (Refresher Course)	2	50	5
17	Accountant (4) (Refresher Course)	2	60	5
18	Clericals for Salary, Pension and Administration	1	40	4
19	Urban Management	1	20	4
20	Store (4)	1	40	5
21	Store (3)	1	20	5
22	Assistant Engineer (Water and Sanitation)	1	20	2
23	Safety Seminar Advanced Course	2	30	4
24	Form work, Scaffolding & Design, Planning and Surveying	1	30	10
25	Carpenter & Layering bricks	-	-	-

Source: Ministry of Construction

2) OJT at the MOC Machine Training Center

In contrast to the lecture-focused Thuwunna Training Center, the Machine Training Center in Mandalay emphasizes OJT as the method for skill development. The Center trains trainees by the following methods using OJT.

1) Explanations in a lecture

2) Trainer demonstrations

3) Hands-on training by students

4) Checking by the trainer check (and advice)

Because the Center emphasizes the above process, time is needed for practical training; and as shown in Table 3.19, each course dedicates a lot of time on practical training.

Table 3.19: OJT at Machine Training Center of MOC

	Course	Hour	Lecture Time	Practice Time	Others	Duration
1	Equipment Operator (4) Part (A)	378	138	200	52	10 Weeks
2	Equipment Operator (4) Part (B)	398	170	176	52	10 Weeks
3	Equipment Operator (3) Part (A)	394	148	194	52	10 Weeks
4	Equipment Operator (3) Part (B)	392	184	156	52	10 Weeks
5	Equipment Operator (2) Part (A)	400	174	174	52	10 Weeks
6	Equipment Operator (2) Part (B)	388	200	136	52	10 Weeks
7	Mechanic (4) Part (A)	400	128	220	52	10 Weeks
8	Mechanic (4) Part (B)	400	176	172	52	10 Weeks
9	Mechanic (3) Part (A)	390	172	166	52	10 Weeks
10	Mechanic (3) Part (B)	400	234	114	52	10 Weeks
11	Mechanic (2) Part (A)	384	172	160	52	10 Weeks
12	Mechanic (2) Part (B)	380	172	156	52	10 Weeks

Source: Machine Training Center of MOC

3) Education College (EC)

EC which is under Department of Higher Education of the Ministry of Education was established to improve the capacity of teachers in Myanmar. There are 25 ECs, mainly in major cities throughout the country. The Yankin EC has adopted the semester system and covers educational psychology, educational methodology, English, chemistry, physics, geography, and other subjects.

The EC created a curriculum team 10 to 15 years ago. The curriculum developed at that time is still in use and is a common curriculum in all Education Colleges.

The EC has not yet adopted OJT as a teaching method, but it plans to adopt it in the future. According to an EC staff, if EC adopts the four-year system, the first-year students will observe what other people teach at the attached school. In the second year, the students will actually teach at that school. In the third and fourth years, the students will gain the experience of teaching at a partner school outside the EC.

Regarding the academic staff, there is a total of 113 staff including 36 lecturers, 30 assistant lecturers, 47 assistants and demonstrators. As for the academic background of the faculty, there are eight doctoral degree holders, 60 master's degree holders, and others are bachelor's degree holders. According to a teacher at the EC that was visited, the school did not suffer from a shortage of teacher because "the Myanmar people like to teach." Although salaries are low, there are many people who wish to become a teacher. In addition, teachers are the most esteemed occupation in Myanmar society.

The training program of EC is as follows.
- Certificate in Teacher Education Course
- Diploma in Teacher Education Course
- Diploma in Teacher Education Competency Course
- Pre-service Primary Teacher Training Course
- Correspondence Course for Junior Assistant Teacher
- Correspondence Course for Primary Assistant Teacher
- Refresher Course
- Other Projects

As for the EC of Taungoo Township, in order to train more elementary and junior high school teachers under an improved environment, JICA has implemented a project to expand and improve the aged facilities and equipment.

4) Administrative Training School, MOE, Yangon

The Administrative Training Institute of the Ministry of Education (MOE) in Yangon was founded in 2015 with the aim of strengthening the capacity of administrative officials at MOE. The targets of the training curriculum are assistant directors, township education officers, headmasters of high schools and clerical staff. This training institute offers six to eight training courses every year, and there are about 200 trainees in each training course. There are three kinds of training courses: management course, financial rule course, and

financial course. The teaching method consists of lectures and discussions. A main problem of this institute is that there are only nine faculty members. Therefore, the institute relies on external people resources who are from the auditor, pension department, and retired MOE officials. The number of trainees who have already attended the training courses is 1,744 for officials, 495 for the clerical, 178 from TOT and, 312 from Physical Education. The challenges are the lack of facilities such as air conditioners, computers and projectors.

5) A Case of OJT by the Ministry of Education

In Myanmar, the lecture style teaching methods are common. However, new teaching methods have also been tried. For example, in a planning and budgeting course provided by the Ministry of Education, lecture-centered classes were conducted first, then students returned to their affiliated institutions and practiced what they were taught. The students then returned to the classroom later and share their own experiences. This is a blended teaching method that combines classroom lecture and workplace practice.

3.4. Donors' Support to Civil Service Training

The major donors that have supported UCSB training include the UNDP, Sasakawa Peace Foundation, UN-APCICT, Hanns Seidel Foundation, EU, the World Bank, Akamai University, and others. The UNDP hosts a workshop on the strategic action plan on public sector reform, and organized training for New Zealand. UN-APCICT and the Hanns Seidel Foundation have dispatched lecturers to the CICS training course. The EU supports the curriculum development of the CICS training course and the World Bank held a workshop on salary compensation for civil servants. It is Akamai University in Hawaii that is notable in relation to the master's course which will be established at NPTTC and where the university will provide cooperation in preparing the curriculum and dispatching a lecturer for the master degree course.

Cooperation by Japan

JICA has contributed to improving the capacity of civil servants in Myanmar through various programs such as the Project for Human Resource Development Scholarship (Grant) and Leadership Enhancement & Administrative Development for Innovative Governance in Asia (Data Collection Survey) as well as Group and Region-focused Trainings.

3.5. Training Programs to Be Offered at NPTTC

Table 3.20 shows the training programs that will be offered at NPTTC. NPTTC will provide two kinds of short-term courses, General Training Program and Specific Training Program as well as long-term courses such as master and bachelor' degree courses.

In addition to these formal learning courses, workshops for civil servants in ASEAN are planned. Workshops and seminars at the national and international level are also planned in relevant fields. The workshop for ASEAN civil servants is scheduled once a year for 15 to 20 participants. As for other related workshops and seminars, workshops and seminars at the national and international level will be held 12 to 20 times a year for 20 to 30 public officials.

Table 3.20: Training Program at the NPTTC

	Course	Target	Duration	No of Estimated Trainees (per year)
1	General Training Program	All Levels	2 days～1week	Mid-level and above: 300~390, Target number of Staff officers and below is not yet planned
2	Specific Training Program	PS and DG	4 days	30-72
3	Master Degree Course	Director	1 year	30-50
4	Bachelor Degree Course	Person who passed the matriculation	4 years	120
5	Workshops on ASEAN Civil Service Matters	ASEAN civil servants	Short term	15-20
6	Other related workshops and seminars	Civil Servant	1-2 weeks	40-60

Source: UCSB

1) Short-term Training Courses

In the case of short-term training courses, there are two kinds of courses, which are the Specific Training Program for PS and DG and the General Training Program for all levels of civil servants.

<u>Specific Training Program</u>

The specific training course is a four-day course. Initially the short-term course was scheduled to begin in September. In view of the perception that Myanmar civil servants are weak in leadership and management fields, the short course will be a program in leadership and management. However, resource persons have not yet been decided and no curriculum has been created.

Regarding the figures predicted on the future number of specific short-term courses, since

there are 37 ministries and agencies in Myanmar, UCSB plans to have two people from each institution slated for training, so that total number of trainees is 74. However, this also depends on the opinion of the State Counselor.

<u>General Training Program</u>

Apart from short-term courses targeting PS and DG, many courses for civil servants at all levels are planned.

At present, the UCSB is preparing a provisional list of 66 courses.

The implementation of these short-term courses depends on whether the government can obtain the budget. Due to the fact that the budget has not yet been set aside, the UCSB plans to ask donors for such as the UNDP, Hann Seidel Foundation, EUGOPA, the World Bank, and others to implement these courses. The start of the course was originally scheduled for 2019, but it will be delayed because the start of the course will be after the training facility is completed.

Regarding the target group, there are 60 PS and DG, 50 DPS and 50 DDG, 100 directors, and 180 assistant director and deputy directors. However, since general short-term courses include staff officers and clerical staff, the number of people to be trained should be much larger.

2)   Master of Leadership in Civil Service (MLCS）

Master's program is offered in January 2019. The UCSB has already informed relevant ministries and agencies, and the budget for the master's program has also been submitted to the government.

The official name of the master's course is "Master of Leadership in Civil Service (MLCS)." This master's course is a cooperative program between UCSB, Akamai University in Hawaii and the EDS Business School in Malaysia. The curriculum is developed by Akamai University, while actual operations are managed by the EDS under the supervision of Akamai University, and the UCSB provide administrative support to both institutions. The outline of this master's course is as follows:

MLCS consists of 10 instructional modules (Core Academic Module and Professional Development Module) and a Master's Project focusing upon leadership in the civil services to cover the required 40 credits. Each instructional module is delivered in a three-day seminar period.

3) Bachelor's Degree Course

The undergraduate course is a four-year course and covers 60 students who passed the university entrance examination. It is scheduled to start in 2020. After the first two years when students study at CICS, they will move to Nay Pyi Taw in the third year, and in the fourth year, the students will study through on the job training (OJT) while working at a government agency. Undergraduate students are expected to work as civil servants after graduation. At work, they will be given the position of Secretary 3, which is the entry position of gazetted officials. Then they are expected to strengthen their capacity while working at other ministries and agencies, and depending on their capacity they can become a permanent secretary which is the top of bureaucracy. Although the curriculum for the undergraduate course has not been developed yet, it can be said that the UCSB undergraduate course is clearly incorporated into its civil service career development program.

4) Implementation System of NPTTC Training Program

NPTTC Administrative Office

NPTTC is managed by the UCSB Chairman's Office. However, under the supervision of the Chairman's Office, the CSSTD will oversee actual management. For the time being, the administrative office of the NPTTC will be established in the CSSTD and then will move into the training center once the training institute is completed. The budget and management of the NPTTC is to be overseen by the Chairman, Permanent Secretary, Director General and Deputy Permanent Secretary.

Chapter 4.   Training Facilities

4.1.   Survey of Existing CICS/CSA Facilities and Equipment

4.1.1.   Purpose

A data collection survey of CICS facilities in Lower Myanmar and Upper Myanmar was conducted by the JICA Study Team in May 2017 for the following purposes.

a. To confirm the type and size of facilities at the existing CICS facilities; to observe the fitness of the facilities for the purposes of training; to interview the management office of CICS about challenges they may have with facilities and equipment; to share findings of the survey with related parties.

b. To analyze characteristics and/or particular local requirements for existing facilities and equipment at CICS. Findings may be used as reference material for the data collection survey of the training center in Nay Pyi Taw.

4.1.2.   Outcome and findings

Types and size of facilities and equipment at the existing CICS facilities are similar at the two institutions (CICS-UM and CICS-LM). They are fundamentally fit for the purpose. It was found that some buildings have aged, but overall the facilities are well maintained and in a good condition. Trainees are provided meals and accommodation during the courses. CICS have multiple buildings, each of which has specific characteristics for different ranks of the officers. Lecture rooms, dining rooms, and common spaces are rarely shared by trainees of different ranks. In 2017, a Post-Graduate Diploma course was opened at both CICSs. Officers prepared facilities and equipment before the intake of the new cohort of post-graduate diploma trainees, including altering existing dormitories into single bedroom hostels. In the 2017 academic year (April 2017 to March 2018), 22 courses are scheduled at each CICS, and both institutions expect to train approximately 4,300 officers during the year. The duration of the courses varies from 4 to 12 weeks, and officers will use all the existing facilities for this year's training.

In the area of administration and maintenance of the facilities, a large number of service and maintenance staffs are employed to serve meals and prepare classrooms with specific furniture. Service and maintenance civil servants are provided with accommodations on the CICS premises and they live with their families. The administration office at each CICS works well despite their heavy workload.

It is necessary to have a training center in the capital to provide short courses. The JICA Study Team examined the possibility of constructing a new training center that was requested at an

existing CICS, and it was concluded that it was not feasible. At CICSs, there are neither training facilities nor hostel facilities for higher ranked officers such as DGs and PSs. In view of the culture of civil service training in Myanmar, where different training environments are prepared depending on an officer's ranks, it is probable that major alterations and additions at CICS would be required. Compared to a project in the capital city, it is probable that the cost of construction would be higher in a rural area because accommodation for lecturers and management staff would be required.

Below is a summary of the findings on facilities and equipment at CICSs.

- CICS-LM was founded in 1965 and CICS-UM was founded in 1999. It was found that some buildings have aged and water leakage has occurred. There are a number of large classrooms with capacities of between 100 and 200. There were a fewer small seminar rooms available for teaching new curricula such as discussions, speech-making, and workshops. At the CICS-LM, the common-room of the dormitory was used as a temporary discussion room.

- At CICSs, the lack of capacity for an IT environment needs to be dealt with. Expansion of internet coverage and refurbishment of computers is recommended. Lack of equipment has resulted in trainees compromising their time in training because of the need to share equipment. Internet connection is available only in the administration building and library. The internet speed of 2Mbps/sec is not fast enough. When bachelor's and master's degree courses are provided at CICSs in the near future, a faster internet speed of 50-100Mbps/sec[6] may be required.

- There is potential for improvement of training resources equipment. Although CICS prioritizes this, e-Learning is currently only at a preliminary stage for trainees; CD-ROM and PDF materials are only available in the library, using computers in that building. Budget and infrastructure (internet and computers) are necessary, plus human resources such as personnel to develop and promote a web-based learning environment.

The table below shows the names of training courses and occupancy rates in one year. The calculation was made by the JICA Study Team with information available to them; and it does not necessary reflect the actual usage of the facilities. A full training course of is assumed to be 320 days / year.

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[6] The Republic of Myanmar is ranked 169 out of 193 countries in the field of e-Government – the improvement of which has a priority in the nation's strategies. Internet speed can be a critical issue depending on the contents of the training. There is an argument that 100Mbps/sec would be sufficient to access e-learning.
  http://www.thelancet.com/journals/lancet/article/PIIS0140-6736(16)32520-X/fulltext

Table 4.1: Occupancy Rate of Facilities

Basic Course for Civil Service Officers	Postgraduate Diploma in Civil Service Management	Basic Pre-service Course for Civil Service Officers	Basic Course for Junior Civil Service Officers	Enhance Course for Office Supervisors	Basic Course for Clerical Staff	3 courses for Senior and Mid-level officials	Number of courses and average
80days×3	105days×2	50days	50days×5	50days	50days×4	225days, 6	22
75.0%	65.6%	15.6%	78.1%	15.6%	62.5%	70.3%	54.7%

Reference: JICA Study Team. Percentage=training days per course / 320 training days a year

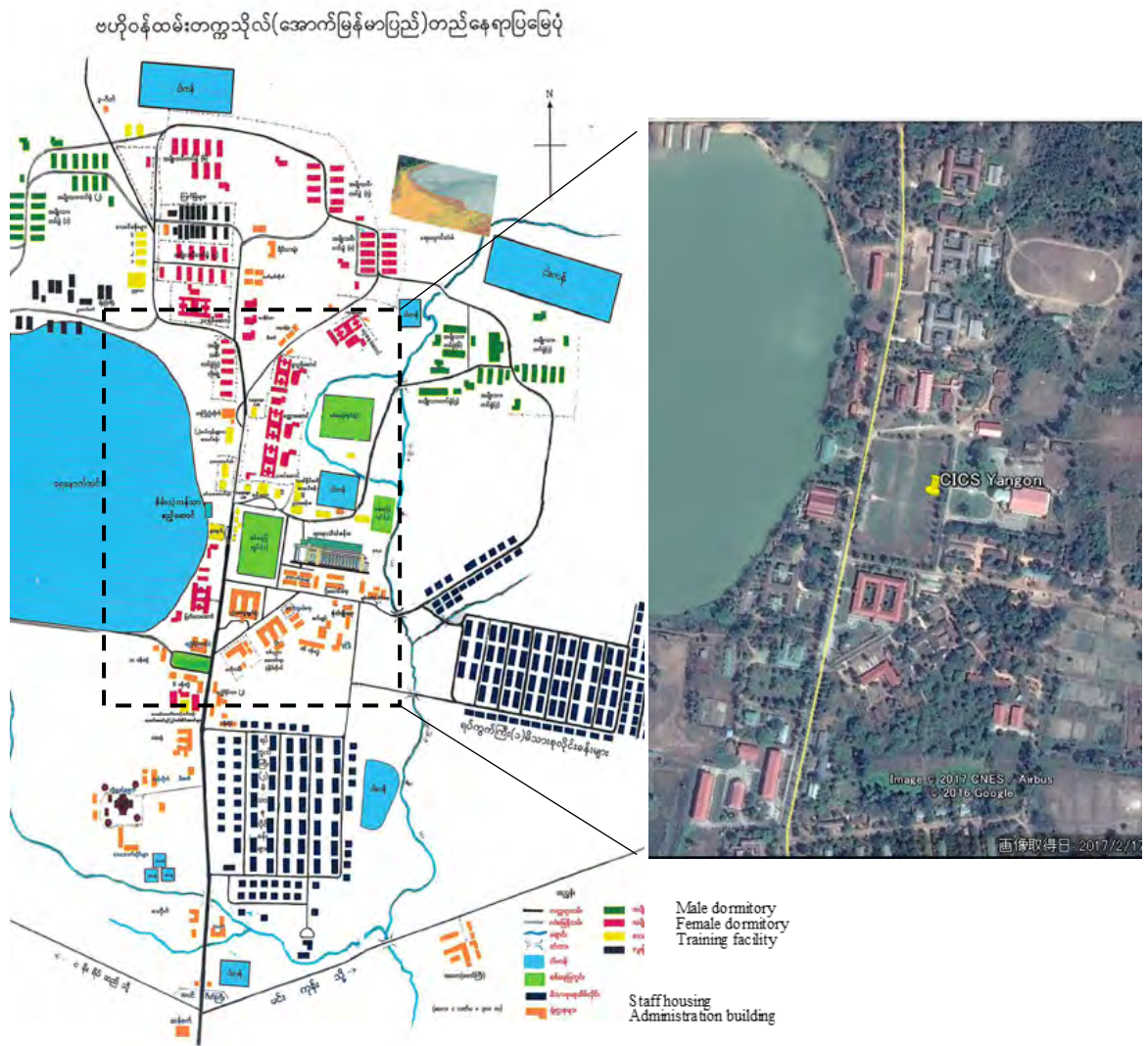### 4.1.3. Summary of Existing Facilities and Equipment

(1) CICS-UM

Reference: Google Earth, JICA Study Team

Figure 4.1: Central Facilities at CICS-UM

Table 4.2: Summary of Facilities and Equipment at CICS-UM

		Building	Capa-city	Area/room (sqft)	Area/room (m2)	No	Equipment	Purpose, remarks
Training facilities	1	Yadanar Lecture hall	1,750	21,060	1,957	1	・Chair with writing table ・CCTV monitors ・Speakers	Training course for 1000 plus. Lecturer's room attached.
	2	Ruby, Medium size lecture hall	500	7,920	736	1	・Chair with writing table ・CCTV monitors ・Speakers	Training course for 200 plus. (14 courses planned for 2017) Lecturer's room attached.
	3	Nawaratt, Medium size lecture hall	100	6,135	570	1	・Chair with writing table ・Speakers	Lecturer's room attached.
	4	Training classrooms 8 buildings	200	6,600	613	8	・Chair with writing table	Basic training courses. Lecturer's room and male/female toilet attached.
	5	Library (2 reading rooms and e-learning room)	-	8,000	743	1	・Books, shelves ・12 computers ・e-learning materials CD-ROMs	Shortage of e-learning materials and internet speed
	6	Senior officers' training room (Library building)	60	1,600	149	1	・Director's table and Chair ・Speakers ・Projector	
	7	Discussion rooms (Library building)	30	800	74	2	・Meeting table, 30 chairs	Course for 60 divided into 2 groups for discussions
	8	Computer rooms	45	3,100	288	2	・45 computers ・130 plus plastic chairs	3 trainees to share 1 computer
	9	Language room	45	3,100	288	2	・Hearing and speaking training of English	Until 2015, facility was used for teachers' training. Plan to use for IT department
Administ-ration facilities	10	Administration building				1	-	2 stories (Offices, meeting rooms)
	11	Hospital				1	Hospital equipment, beds	Medical service for trainees, staff and their families
	12	Storage rooms				7	-	
Dormitory Recrea-tion, Dining facilities	13	Dormitory for Postgraduate Diploma (Male/Female)	50			2	Bed, desk and chairs, desk light, wall fan	Alteration of building in 2016 for trainees of Postgraduate Diploma course
	14	Dormitory for Mid-level officers (Male/Female)	100			2	Bed, desk and chairs, desk light	Common bathroom and toilet, 200x140ft, total floor area approx. 4,000sqm.
	15	Dormitory for officers (Male/Female.)	200	1,000	159	56	25 beds / single room building Storage box/bed	1 group 25x 8 building =200 Total capacity is 1400 (7 groups x200)
	16	Dining room	100	2,750	255	11	6 seats / dining table	Attached to each dormitory. Service staff allocated
	17	kitchen		1,800	167		Annex building to dining hall	
	18	Office attached to dormitory				11	-	Attached to dormitory
	19	Religious building				1	-	

(2) CICS-LM

Reference: CICS-LM, Google Earth, JICA Study Team

Figure 4.2: Facilities at CICS-LM

Table 4.3: Summary of Facilities and Equipment at CICS-LM

		Building	Capa-city	Area/ room (sqft)	Area/ room (m2)	No	Equipment	Purpose, remarks
Training facilities	1	Congregation hall	1,500	15,600	1,448	1	・Chair with writing table ・Speakers	Training course for 1000 plus. Lecturer's room attached.
	2	Lecture room for 500	500	12,800	1,188	1	same as above	Training courses for approximately 200
	3	Old lecture room (theatre)	500	6,000	555	1	same as above	Stepped floor. CCTV removed.
	4	Owntall hall	200	6,150	570	1	・Chair with writing table ・Speakers ・Projector	For Postgraduate diploma courses. Air-conditioning provided. Lecturer's room attached.
	5	Kaythumathi Hall	100-150	3,456	321	1	same as above	Air-conditioning provided.
	6	Classrooms	100	3,100	288	6	・Chair with writing table	Basic training courses. Lecturer's room attached.
	7	Library (Reading / book section)	250	3,186	296	4	・Books, shelves、10 PC for e-learning, 5 PC for material making	Shortage of internet speed
	8	Computer rooms	47	3,100	288	1	・47 computers ・plastic chairs	2 trainees to share 1 computer
	9	Language room	120	3,100	288	1	・Hearing /speaking	Plan to use for English Department
	10	Discussion rooms	20	904	84	4		Dormitory room temporary used as discussion room
Admini-stration facilities	11	Administration					-	
	12	Storage rooms					-	
Dormitory Recrea-tion, Dining facilities	13	Dormitory for Mid-level officers, 2 stories	50	240	22.3		Bed, desk and chairs, desk light, shower & toilet / room	(Male 1/Female 1) Common room of dormitory in temporary use as discussion room
	14	Dormitory for Postgraduate Diploma	100	300	27.9		Bed, desk and chairs, desk light, wall fan	Alteration of building in 2016 for trainees of Postgraduate Diploma course
	15	Dormitory for officers	200	1,140	106		Multiple beds (14 beds at a room visited) / Storage box/bed	2 stories Total capacity is approximately 800.
	16	Dormitory for officers	200	305	93	72	25 beds / single room building Storage box/bed	1 group 25x 8 building = 200 Total capacity is 1800 (9 groups x200)
	17	Dining room	100	3,100	288	17	6 seats / dining table	Attached each dormitory. Service staff allocated
	18	kitchen		1,800	167		Annex building to dining hall	Exterior room, rice steamer for 120 serves, gas cylinders
	19	Staff house 1			100			Reinforced concrete, independent house
	20	Staff house 2						RC, semi-detached house
	21	Staff house 3		452	42			6 unites apartment
	22	Staff house 4		753	70			Maisonette, 4 unites
	23	Staff house 5		667	62			Maisonette, 6 unites

4.2.   Survey of Requested Training Facilities and Equipment

4.2.1.   Data Collection Survey of New Training Facilities and Equipment

The survey was carried out for the following purposes.

a. To confirm the condition of the proposed construction site such as access to the site, available infrastructure such as water and electricity, environmental and social considerations, if any.

b. To interview officers about the need for facilities and equipment at the new training center, and to analyze the size and functions of the requested facility components. To share the findings on the facilities and equipment components requested.

4.2.2.   Outcome and Findings (Condition of the Site)

1)   Accessibility to the Site

The site is situated in Nay Pyi Taw Union territory. There are two wide roads at the north and east sides of the site. Accessibility to the site is good. Based on the available information there appears to be no record of flooding on the site.

2)   Geography and Characteristics of the Site

- The site is in Lot No.17 that is acknowledged for use by the UCSB by the Nay Pyi Taw Development Committee (NPTDC). The area of Lot.17 is approximately 35 acres (14 ha), and the existing UCSB occupies approximately 7 acres (3ha). There is a fence around the existing UCSB buildings which maintains security but does not represent the property boundary. UCSB wishes to have a new fence when the new training center is built.

- The land for the proposed construction is approximately 9.4 acres (3.8ha), in the north-east corner of Lot 17, east of the pond. The site dimensions are approximately 200m x 200m and the ground slopes from south to north.

- The highest ground is at the north of the existing lecture hall. There is a small valley at the northern and eastern part of the site. UCSB wishes to construct facilities on the generally highest ground. It also wishes to include staff housing in the same area. A preliminary visit to the site was carried out, which confirmed that it is logical to utilize these geographic characteristics, and no fundamental difficulties were apparent.

3)   Soil Condition

The JICA Study Team requested the results of a geo-technical survey for the existing building, but this was not received, and the condition of the ground is unknown. From the

available information, there is no record of damage caused by earthquake or landslides. In future, a soil and ground survey will be necessary to examine the strength of the ground and to confirm that its strength meets the standards of the Myanmar National Building Code 2016 (MNBC2016), which must be submitted with the application for the Planning Permit.

Figure 4.3: Proposed Construction Site

4) **Infrastructure**
   - Electricity: an 11 kV powerline is provided in the green belt at the northern boundary of Lot 17. A transformer is located at the northern end of the UCSB building and the power is converted to 220V.
   - Landline (telephone) is available. The line is underneath the power line.
   - Internet: Internet cable is provided in the green belt at the northern boundary, but it was reported that the speed is slow at 2Mbps/sec.
   - Water is available: A city water main pipe (diameter 100 inches =3m,) is in the green belt of the northern boundary. There is a sub-water supply line (diameter 100mm) to UCSB pump shed and beyond to the ministry at the south of UCSB. For drinking water, a water purifier is required. There is also an elevated water tank. Supplying water to the new building from the existing pump shed, or from a new pump room in a new building needs to be examined once the location of the new building and the required water volume are decided. Sub-water supply pipes can be moved by NPTDC, however, prior visit to the site and confirmation is required, and it will be charged.

- Sewerage: On-site septic tank is in the garden of UCSB. (No mechanical treatment, periodical removal.)
- Fire extinguisher: Fire alarm is installed in the UCSB. In the future, UCSB wishes to install smoke detectors. There is a portable extinguisher pump on the UCSB site.

Table 4.4: Infrastructure on the Site

Electricity	11 kV powerline. 220V step-down transformer.
Communication	Landline (above ground) and Internet (underground)
Water	City water main pipe in the northern boundary. Water purifier required to drink
Sewage	On-site septic tank
Fire prevention	Fire alarm in the existing UCSB building.

∗UCSB was built in 2005.

5) Environmental and Social Considerations

No major findings regarding environmental and social considerations were made during the visit to the site. However, care should be taken to preserve and/or remove trees on the site, according to regulations and agreement from the relevant authority. There is a patch of planted teak trees on the old car road leading from the east boundary to the north gate of UCSB.

There is staff housing on the site; and the nearest housing to the proposed site is the one at the back of the pump shed. Compensation for relocating the staff is not regarded as an issue since the staff are employees of UCSB.

4.2.3. Data Collection of New Training Facilities and Equipment Components

(1) Request from the Government of the Republic of Myanmar (GOM)

The JICA Study Team confirmed the outline of the request made by the GOM to the Government of Japan. The component facilities and equipment are as follows.

a. Training facilities
b. Hostels for trainees
c. Staff housing
d. Equipment

Table 4.5: Requests from GOM

Outline of components	Floor area	
a. Training facilities and b. Hostels for trainees	149,555Sqft	(13,908.6 ㎡)
c. Staff housing	25,760Sqft	(2,395.6 ㎡)
d. Equipment	Furniture in the rooms, computers, etc.	

∗Based on the Bills of Quantity drafted by GOM, 19 October 2016

(Purpose of the facilities)

Based on the educational/academic training approach, the purpose of the facilities are: a) to provide a short-course education to all civil service officers including high-ranked officers such as PS and DGs, and b) to provide Bachelor's and Master's degree courses that will create a stable and continuous number of adequately qualified gazette officers.

(Explanation of the location)

At the new training center, short courses after working hours and on-the-job training during the 4th year of the degree course are planned. Because of this, the new training center is required to be located near government offices in the capital city (Nay Pyi Taw). Training facilities with a lecture (conference) hall suitable for international meetings and training workshops will contribute to education by enabling sharing of knowledge by domestic civil officers as well as civil officers from other countries.

(The request of the GOM in 2016)

The GOM examined similar civil service training facilities in other countries and drafted the proposal. It was confirmed that the drawings provided by the GOM in October 2016 are indicative drafts (version 2). It is possible to change the components and sizes of facilities. The GOM expects a proposal from the Japanese side, and that the different proposals will be discussed. Components in the drawings and remarks made during the survey are shown in the table below.

Table 4.6: Facilities and Equipment Shown in the Drawings by GOM (draft version 2) and Workshop Findings

	Room name	(d) Equipment (From Drawings and BQs)	Remarks. ○Items; request of the GOM ▲Items; size and number can be reduced
(a)－1 Training facilities	Lecture / Conference hall	Kitchen accessories	○For international meetings such as ASEAN meeting 500 capacity. Large conference halls (MICC) are available in the capital city; however rental fees were a burden to GOM ○Attached storage and kitchen required.
	Lecture room Multi- purpose room Theatre	Lecture hall: 216 seating	○100-120 capacity. For short courses and large classes ○To provide lectures to high-ranked officers working in the capital city. ▲ There was no objection to combining the functions of multi-purpose room, theatre room and lecture hall.
	Training room (large) x2 rooms Training room (medium) x 2 rooms	40x4 persons table, 160 chairs, lockers, projector and screen board	○Academic courses (Master's degree has 30-50 persons/year and Bachelor's degree has 60 persons/year/ Short courses have 30-50 persons /course,(frequency is not yet decided) ・4 persons table is not CICS standard. ○IT environment required
	Computer room	42 laptops, 42 computer table & chairs, projector and screen board	・Adequate internet environment is required ・Possible development of e-Learning environment (at CICS-LM 10PC and at CICS-UM 12 PC are available for e-reading at libraries)
	Library and Data base room	Reception counter, 3PC, 3 chairs, 15 Bookshelves writing desk and internet	
(a)－2 Administ-ration Facilities	Office rooms	24 tables and chairs	○ 2 sections, approximately 25 person / section. ・Maintenance / service room / storage is required. ・Possible increase of floor area with all the required functions ○ IT environment required (Promoting e-Government)
	Printing room	15 tables & chair, printer, 2 file store lockers	
	Lecturers' room	16 tables & chair, 6 lockers	
	Lecturers' break room	2 sofa sets, 4 lockers, 2 computer table/chairs	
	Entrance hall	Reception counter, 3 sofa sets	
(b) Hostel, Recrea-tion, Dining facilities	Single bedroom (shower/ toilet)	Single bed, wardrobe, computer table, chair, refrigerator, TV	▲Reconsideration of (decrease) the number of rooms (from 200 bedrooms) is possible, according to the workshop ○Trainees who need accommodation on site is; Masters' degree and Bachelor's degree students and senior officers from other regions and lecturers
	Dining room	24 Tables for 10 persons, 4 food prepare counters, kitchen accessories	
	Gymnasium room	20 machines	
	Mini Mart	44 aluminum shelves, 2 Reception counters	
	Common rooms		
	Washing room	9 washing machines & ironing tables, accessories	
	Security		
(c) Staff housings	Four units 4 stories	Total 16 units	○For service staffs work in 2-cycle rosters. ▲ Number of units can be reduced ・There is a discrepancy between drawings and BQs.
	Six (Eight?) units x 4	Total 24 units (in BQs, it appears to have 32 units)	
Others	Car Parking	211 cars	・Number of car parking can be adjusted.

Source: Drawings and BQs provided by the GOM.

(2) Findings Regarding Requested Facilities

Below is summary of the findings. The JICA Study Team will make recommendations in the following chapter.

1) Training Facilities

The UCSB is now planning short courses for all civil officers including high-ranking government officials as well as conducting a one-year Master's and a Bachelor's course. Details of short courses will be decided in the future. From the information available, it is estimated that the UCSB is aiming to train 540-700 annually[7] at the new training center in Nay Pyi Taw. The JICA Study Team has not received statistics on the number of civil officers by ranks, since statistics are the responsibility of a different ministry[8].

The UCSB aims to construct a training center with a lecture (conference) hall with a 500-person capacity, lecture room with 100 to120-person capacity, training rooms, computer room, library, administration rooms, hostels and associated rooms.

2) Administration

The administrative organization of the NPTTC has been planned. There will be two sections, each with two senior officers and 23 staff. Based on this new information, the JICA Study Team believes that the size of office room and the number of tables and chairs drawn in the draft need to be modified. As for the lecturer's preparation rooms, one lecturer's room is generally attached to each lecture hall/room at CICS. In the capital training center, one shared lecturer's room can be located in the administration section.

3) Accommodation for Trainees (Hostel)

The GOM wishes to provide accommodation for all the trainees. However, because of its location and other factors, trainees who reside in the capital and some trainees who attend two days to one-week short courses may be able to commute. The Japanese side must be mindful that the portion (i.e. total floor area ratio) of training facilities and accommodation should be justifiable. To decide details and appropriate size, it is necessary to discuss the possibility of commuting (and who commutes), and decide the type and size of the accommodations according to the ranks of officers. It has also been noted that in Myanmar, hostels are rarely shared by trainees of different ranks. Thus, in the building plan, it may be necessary to have separate floors or separate buildings.

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[7] The estimation by the JICA Study Team does not include the number of general short course training targeting mid-level officers (AD/DD) and blow officers.

[8] Central Statistic Organization, The Ministry of Planning and Finance

a. Executive officers (trainees in short courses)

Executive officers who reside in the capital do not require accommodation. However, executives from regional and state governments require it. The UCSB plans to invite a maximum 28 executives from regions for short courses (2 personnel from 14 regional and state governments, excluding Nay Pyi Taw region) who will require accommodation.

b. Master's' trainees (directors, senior officers)

The GOM aims to have 30-50 accommodation rooms for the 30-50 trainees in the Masters' course. The JICA Study Team believes that this number includes officers who reside in the capital. It is true that the training provider may wish trainees to stay on the premises in order to achieve team building and/or promoting understanding of foreign cultures. But, such a plan did not become clear during the survey. The Masters' course targets directors. The number of Directors that will come from regional offices to attend the master's course is not yet clear. The number of training days which will require accommodation is not yet clear.

c. Bachelor's' trainees

The GOM wishes to accommodate 120 bachelor's degree students on site. These students are yet to be employed as civil service officers. However, they are to be fostered as future leaders, and fundamentally they should attend classes all through the year. When the accommodation building is planned, similar-sized university hostels can be used as a reference.

d. Short course

The JICA Study Team believes that trainees for short courses will require accommodation. It is necessary to examine if the hostel for the master's course can be used to accommodate such trainees when the hostel is not in use.

4) Accommodation for Lecturers

The GOM wishes to accommodate lecturers on site. The planning of the curriculum has just started and the status or expertise of the lecturers is unknown. It is probable that lectures can use the hostel for executive officers if it is constructed.

5) Staff Housing

In Myanmar, service staff are civil servants. Presently, the UCSB employs 60 service staff – listed below - and they work in 2-cycle rosters; and 20 of them reside on the site.

    a. Security staff: The UCSB has 10 security staff. 6-day time security and 4-night time security. In the future, there will be 16 staff.

    b. Cleaning staff: 20

    c. Maintenance staff: 10

    d. Gardeners: 20

The employment plan for the service staff of NPTTC has not yet been planned. As the size of building grows, the number of service staff will increase. Kitchen service staff are also required. Approximate commuting distance for UCSB staff appears to be 25-30km. There is also a bus ferry service but details are not known at present.

Staff housings at the CICS-LM can be a point of reference; there is a 6-unit single-storied apartment (96×28ft) for service staff such as cleaners, a maisonette-type 4 unit two-storied apartment (60×25ft) and a maisonette-type 6 unit two-storied apartment (100×20ft) for lower ranking officers at the CICS.

6) Soft-components Necessary for Maintenance and Management of the Training Facilities

The equipment needs of the new training center are furniture, computers and an IT environment. CCTV is used for TV meetings connecting the CICSs and UCSB. In future surveys, it is necessary to examine and specify the IT equipment required for training rooms. Suggestions for soft-components will be discussed in the next chapter.

4.2.4. Tentative Project Schedule

It has been requested that the completion of construction of the training center be in fall 2020. Major undertakings by the recipient county of the grant will be discussed in the following section, with some important items to consider when the project schedule and budget are being prepared. The project length may be two years; however, it will be modified based on the size of the construction.

4.2.5. Tentative Major Undertakings by the Recipient Country of the Grant

(1) Counterpart, Budget Planning

UCSB is the responsible counterpart for the undertaking. The Principal Secretary, Deputy Principal Secretary, Foreign Relation Unit (FRU) of the CSAD will be in charge of this matter. Generally, the Chairman's Office is in charge of the facilities budget. In Myanmar,

annual budget preparation starts in September, it is re-checked and approved in the ministry and submitted to the Ministry of Planning and Finance (MOPF) latest by November. After the scrutinization, it is submitted to the Financial Commission. Around January of the following year, it is submitted to the cabinet with recommendations; union budget is discussed and approved by the cabinet, followed by the approval of the union budget bill by the parliament. In March, the president approves the Union budget Law. The budget is finally allocated to each ministry in April. It is noted that budget making and approval should be ready for the timeframe of each item of the undertaking. For instance, leveling the ground can be done at the beginning of 2019, so budget preparation should commence in September of this year (2017). That time-frame is very short, and it is not known to the JICA Study Team whether an alternative budget process (e.g., supplementary budget) can be used to hasten the process.

(2) Submission of Proof of the Right to Use or Ownership of the Land

Because the land is in Federal Government Territory, it is necessary to apply for development approval and to obtain consent from the President's Office. In an interview of NPTDC, for the moment, the UCSB only has the right to build on land where the existing UCSB building stands for the moment, even though the entire Lot 17 belongs to the UCSB.

(3) Level the Ground of the Project Site

According to the NPTDC, site preparation work can commence after the permit has been granted. Environmental issues including cutting trees require agreement between the relevant ministries. Leveling the ground can happen at the beginning of 2019.

(4) Application and Payment of the Planning Permit

A planning permit by NPTDC shall be required under MNBC2016.

    a. Required time for *Planning Permit*: One month from the application to the *Issuance of Permit*.

    b. Geotechnical survey: Structural calculations are required for the construction of buildings with 3 stories or more according to MNBC2016. Result of geotechnical survey prescribed in MNBC2016 needs to accompany the application for *Planning Permit*. Nay Pyi Taw is in seismic zone 3.

    c. Evacuation and Fire-protection plan: requires approval by fire department of the Ministry of the Interior.

(5) Dealing with the Environmental Impact Assessment (EIA)

At the workshop with the UCSB and the JICA study Team, it was explained that the EIA issue is one of the responsibilities of the recipient country of the grant. The work can include getting agreement with relevant ministries regarding cutting trees, and paying for the fees and costs of the assessment process, if any. After the workshop, the chart below became the knowledge of the JICA Study Team. The responsible authority is the Environmental Conservation Department (ECD) of the Ministry of Natural Resources and Environmental Conservation (MONREC). The procedure abides by Environmental Conservation Law (2012), and EIA Procedure (2015).
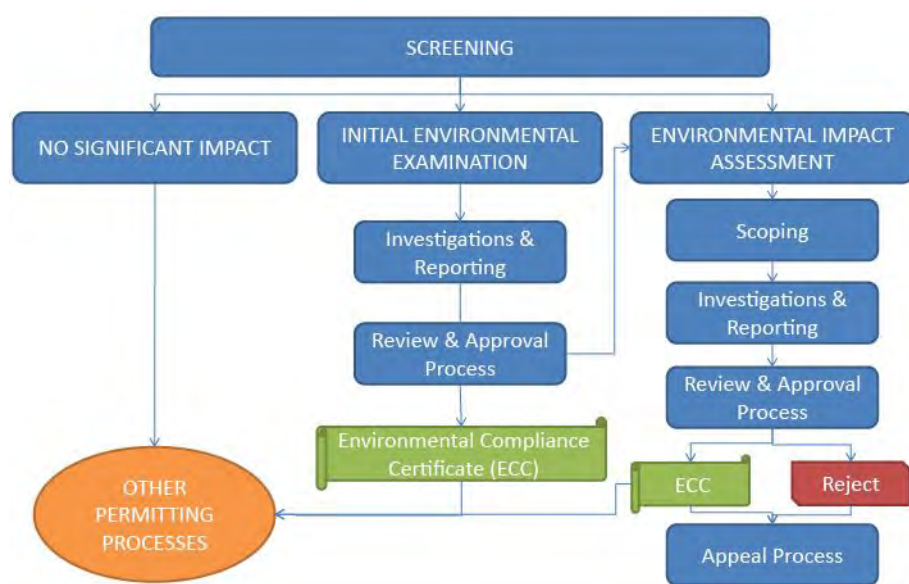
Reference: ASIA EIA Conference Nagoya, JAPAN -10 May 2016, ECD, MONREC, Myanmar

Figure 4.4: Myanmar's New EIA Process

The training center is not in the criteria of economic activities that need IEE or EIA procedure approval, as categorized in annex 1 of the EIA procedure. In addition, the JICA Study Team believes that the hostel attached to the training center is not commercial, so it may not be necessary to go through the IEE or EIA procedure. However, in the future, it should be made clear by the ECD of the MONREC, since "Tourism and Hospitality Development" requires IEE if it has more than 80 and fewer than 200 bedrooms, and it will require EIA if there are more than 200 bedrooms. In any case, the project should be identified as having no significant impact by the ECD.

(6) Preparing Infrastructure on the Site

There is existing water and electricity available on site. If the new building is on the existing infrastructure, it is necessary to relocate it. In principal, the cost of relocation will be paid by the GOM.

Chapter 5. Recommendation

In this chapter, after identifying the assistance needs of Myanmar's side in the area of public servant system, public service training, training facilities and maintenance, the JICA Study Team will propose the direction and points to be noted in future cooperation.

5.1. Identifying the Need for Support

5.1.1. Civil Service System

The civil service system depends on the legal framework, including the "Constitution of the Republic of the Union of Myanmar" (2008), the "Union Civil Service Board Law" (2010), the "Union Civil Service Board Rules" (2011), the "Civil Service Personnel Law" (2013) and the 'Civil Service Personnel Rules' (2014). The foundation of the current framework was established during the transition period from the military regime of the SLORC/SPDC (1988-2011) to civilian rule of the USDP (2011-2016). As there is still room to improve the system, the NLD administration (2016-) has undertaken amendments of the law to step up efforts towards meeting the international standards of the civil service system in Myanmar.

In contrast, the UCSB has faced the difficult task of enforcing the civil service system. Since the mandate and authority of the UCSB are not always clear, ministries, agencies and departments have to some extent developed their own personnel management systems. As a result, the civil service personnel management system is not operated consistently. In addition, nepotism and bribery are common practices in recruitment, transfers and promotions in civil service while lacking people-centered public services and culture; and this has remained a challenge.

In this context, the NLD administration launched the "CSRSAP 2017-2020" in July 2017 in order to improve merit-based, fairness, efficiency, transparency, and accountability in civil service. It consists of four components: 1) new civil service governance, 2) merit-based and performance-driven culture and systems, 3) people-centered civil service leadership and capacity development, and 4) transparency and accountability in the civil service.

There are the major development partners in the civil service system, including UNDP, World Bank and OECD countries. UNDP is a lead donor that supports the UCSB and its civil service reforms. They have been actively supporting the formulation of the CSRSAP and have committed to assisting some components, such as strengthening the roles, responsibilities and mandate of the UCSB, competency framework, leadership and supporting the CSRSAP secretariat for its implementation monitoring, and evaluation. World Bank has recently conducted a review on pay, compensation and human resources management with the Ministry

of Planning and Finance and the UCSB. They have shown their interests in further support in this area. The six OECD countries, including UK, Sweden, Finland, Switzerland, Australia, and Canada, have committed to assisting integrity, transparency and accountability in the CSRSAP by providing delegated support to UNDP.

In this context, this section will examine how Japan can support facilitating the civil service system in Myanmar. If Japan provides the NPTTC facility development project that the UCSB requests to enhance the education and academic approach in the capital, it is important to ensure that the facility will be maximally utilized and maintained over the long term. Training programs should not be stand-alone programs, but should be linked with the civil service system, such as pay and compensation, promotion and transfer, and human resource management. It is anticipated that the required training program will be more sophisticated and diversified in the transition period from traditional personnel administration to performance based management through civil service reform. In other words, the introduction of the performance based approach will generate the need for new training programs for those who adopt performance-based measures in their career development, and facilitate the training, performance and promotion cycle as the civil service system. In this regard, the NPTTC will play a critical role to promote a performance-based administration by providing new training programs for adaptation.

"Merit-based and performance-driven culture and system" are one of the main components in the CSRSAP. "Modern human resources systems introduced and upholding merit-based, performance-driven and gender sensitive selection, recruitment, promotion and transfer systems" are one of the outcomes under this component. In this field, Japan has rich knowledge and experiences on managing the personnel evaluation framework that are based on ability and performance evaluations, undertaken by the National Personnel Authority of Japan and ministries. Under this personnel evaluation framework, ministries, agencies, and departments use the results of these evaluations for promotion, demotion, dismissal, pay and compensation. The Japanese civil service system has developed a mechanism to link training, performance, promotion, pay and compensation. The National Personnel Authority has the mandate and capacity to carry out the monitoring system to ensure consistent operation of the personnel evaluation system over ministries, agencies and departments.

In this regard, if requested, Japan may be able to contribute to the legal framework and its enforcement capacity development in this area by sharing the experiences and knowledge of the National Personnel Authority in line with the sequences of the ongoing civil service reform in Myanmar. Harmonizing with other development partners, Japan may be also able to enhance the merit-based and performance-driven culture and system in Myanmar by supporting human

resource management, especially the personnel evaluation cycle and the personnel evaluation framework, if requested. This will also lead to strengthening training strategies and enhancing sustainable management of the NPTTC facility.

5.1.2. Civil Service Training

UCSB has launched two approaches, the "Competency/Training Approach" and "Educational/Academic Approach" as a new training strategy since 2016. Under this new training strategy, the CSA is in charge of diploma courses and part of the undergraduate courses for executive candidates as well as the traditional public service training courses that CICS has been in charge of thus far. In contrast, the NPTTC will provide short-term specific training courses for PS and DG, short-term general training courses for all levels of civil servants, a master's program for director level (one year), and a bachelor's degree course for public servant candidates (3rd year and 4th year).

The newly established training courses of NPTTC depend heavily on external institutions in terms of curriculum development and resource persons. For example, the curriculum development and the selection and dispatch of resource person for the Master's course are handled by Akamai University and the EDS Business School. In contrast, as for the two types of short-term training courses and undergraduate courses, it is unknown whether the core group at UCSB is developing curriculum with advice from the advisory group or donors and external organizations are involved. However, the pool for resource persons are expected to rely on professors of domestic and foreign universities, OB/executives of ministries and agencies, and as well as donors at least for the time being.

Pursuing enhanced civil service training, it is indispensable to construct an effective and sustainable training system (software) in order to guarantee effective use of training facilities (hardware). However, there are several challenges in UCSB's sponsored training activities. Among them, the most serious challenges are 1) formulation of training policy guidelines, 2) linkage of training and research/consulting activities, and 3) presence of high motivated and competent trainers. Due to these challenges, major training activities such as curriculum development, resource persons and TOT are excessively dependent on donors and external organizations.

1) Formulation of Training Policy Guidelines
    Currently, clearly written training policies are absent within the UCSB which cover the guideline for training needs assessment, planning of training programs, and for monitoring and evaluation. As a result, it is difficult to form a firm consensus among

stakeholders concerning the methodology related to training management. This makes it difficult to ensure the quality of the training courses it offers. In addition, since training activities are conducted ad hoc without the guidance of a policy framework, there is the risk of inefficient use of rare resources and duplication of training activities.

2) Linkage between Training and Research/Constancy

The main activity of the research department of CICS is to monitor and evaluate the training courses, while consulting and regular research activities are not very active there. Therefore, it is difficult for UCSB/CICS to grasp the needs of relevant ministries and agencies. As a result, there are very few incentives for UCSB/CICS to actively work on the development of curriculum and teaching materials in order to resolve client problems.

3) Capacity Development of Trainers

The shortage of senior lecturers is one of the biggest challenges at CICS. Due to this, CICS is unable to provide advanced courses for senior level officials without highly depending on resource persons from external organizations such as universities and international donors. Under such circumstance, it is also difficult for UCSB/CICS to develop a comprehensive training guideline including curriculum and monitoring and evaluation framework.

5.1.3. Training Facilities

Below is a summary analysis of facility components and the size of the required training center based on information gained from the data collection survey.

Tentative facility size (a-1, a-2, and b-1) without hostels and staff housing could be 3,500-4,000m^2 (37,600-43,000 Sqft). This should be seen as only a preliminary indicative working number. A further survey will be required to examine the necessity of each of the components, and their size. The outcome of the future survey will be discussed with the GOM.

Table 5.1: Tentative Recommendation of the Facilities of NPTTC

	Working area	Room name	Working Area (m²)	Number of rooms	Suggestions
(a)－1 Training facilities	2,500 m²-	Lecture / Conference hall	450～550	1	Movable desks & chairs, possibly 180 sets for school type set out. The area may be sufficient for 500 seating in a theatre type set out.
		Lecture room	150～200	1	80-120 capacity, possible fixed seating.
		Training room	100～120	4	30-50 / room
		ICT/Language	130～200	1	Number of PCs need to be discussed. Computer room can be used as language room.
		Library	200～300	1	PCs for e-reading, writing desk & chairs, shelves, staff (3-5)
		Bachelor's classroom	120～	2	
		Preparation (OA)	25	4～5	
		Storage, etc.	As necessary		
		Corridors & Stairs	As necessary		
(a)－2 Administration Facilities	700 m²-	Office rooms	125～150	2	1 Administration section and 1 Training section. 25 staff / section.
		NPTTC senior officer's room	50	1	
		Printing room	25～50	1	Printers, file cabinets, etc.
		Lecturers' room	75	1	
		Entrance hall	150～	1	
		Machine room	100～200	1	
		Administration kitchen	As necessary		
		Corridors & Stairs	As necessary		
(b)-1	300 m²-	Dining room, kitchen, toilets, etc.	As necessary		Approximately 100 people at 18 tables (Drawing by the GOM shows 240 capacity). Kitchen provides food not only for residents of hostels but also for day time trainees.
(b)-2 Hostel Refer to 5.1.3.2	Small scope: 2,000 / Mid-sized scope: 3,000-3,800/ Large scope: 5,000 m²	Hostel			Single bed, wardrobe, desk and chairs
		Type A: Accommodation for executive officers & lectures	1,200	1 or 0	30 rooms (Single bedroom, toilet and water shower)
		Type B: Accommodations for the Master's Course	1,200-2,000	1 or 0	30 -50 rooms (Single bedroom, toilet and water shower)
		Type C: Dormitory for Bachelors' degree	1,800	1 or 0	60 rooms (Twin bedroom, Common bath and toilet in building)
		(Request from GOM)	(7,600)		(*Request of the GOM is 200 rooms)
		Common rooms	As necessary		(*Request o GOM includes Washing rooms, Mini Mart, Gymnasium)
		Security	As necessary		
(c) Staff housings	1,000- (Possibly beyond the scope)	8-unit housing	500	To be assessed	Minimum scope can be 16 units for security (2 shifts), 60m²/unit
		(Request from GOM)	(2,400)		(*Request is 40 units or 48 units in BQs)

5.1.3.1. Suggestions on Training Facilities

(1) Training facilities

1) Lecture (Conference) hall

The purpose of the Lecture (Conference) Hall is to provide space for large groups of trainees – for example, for a large group receiving initial guidance before breaking into smaller training groups, for presentations at the end of courses, for international workshops, for policy discussion meetings, for speech giving by executive officers, and for various ceremonies. According to these purposes, it is assumed that the target size of the room should have capacity for 180 sets of desk and chairs for a school type set up and for 500

seating in a theatre type set up. A similar capacity lecture hall is Kaythumathi Hall (post-diploma room) 320m^2 (3,440 sqft) at the CICS-LM, which can accommodate 100-150 tables and chairs. Another reference is the UCSB existing lecture hall 450 m^2, which can accommodate approximately 150 tables and chairs.

(Tentative suggested size): 450-550m^2 (4,840-5,920 sqft) is tentatively suggested, since during the interview, it was reported that the size of the existing UCSB hall limits its use for selection examinations.

(Equipment): The GOM wishes to have desks, chairs, projectors, screens, speakers, and translation equipment, etc.

2) Lecture Room

The GOM would like to have a 100-120 capacity room, and it was agreed that three different rooms (multi-purpose room, theatre room and lecture hall) could be combined.

(Tentative suggested size): Minimum number is 74 (maximum number for the executive training course) and the maximum can be 120. Possibly fixed seating. The room can be used for courses with a medium number of trainees. Courses which could be held in the training rooms:

Short courses for Executive Officers: PSs/DGs, approximately 74 personnel.

The curriculum of the specific course has been planned, the duration would be for four days and target number can be 30-74. (One executive from 22 ministries and 15 regional and states government offices totals 37, if two executives are invited from each office, it totals 74.) Since the course duration is short, it may use the lecture room, which is suitable for a variety of purposes.

3) Training rooms

The JICA Study Team suggests that training rooms be planned for use by master's courses and some short courses. Size can be 100-120m^2 with a capacity of up to 50. An attached preparation room (OA room, equipment) is recommended. Courses which could be held in the training rooms:

a) Masters' degree: Directors, 30-50 personnel.

b) Short Courses: If each of the four 100-120m^2 (1,076-1,290 sqft) training rooms are divided into two, there would be eight 50-60m^2 rooms. These could be used for smaller workshops and group training. Some short courses may involve a bigger number of trainees than 50 people, in which case the lecture hall and lecture room can be used for medium to large groups and presentations of workshops, and others.

4) ICT/Language Room

The GOM would like to have PCs in computer rooms for training at the NPTTC. At the UCSB, there is an IT room (100m^2, 1,076sqft) with 20 PCs. The room is frequently used (once a month) for IT and language training by UCSB staff. However, these existing functions are for the UCSB staff and they are not for the NPTTC.

(Tentative suggested size): Class size can be 30-50 trainees, each trainee needs a PC. A 130-150m^2 (1,400-1,600sqft) room is adequate.

5) Library

It is assumed that a 200-300m^2 (2,150-3,230sqft) room will be sufficient for storing course books in a closed section (not open for trainees), reference books in an open section, and e-learning spaces with PCs. Equipment for e-learning should be specified in the future survey. At CICSs, there are 10 PCs at the CICS-LM and 12 PCs at the CICS-UM for e-learning.

6) Classrooms for Bachelors' degree: 60 third year students and 60 fourth year students

Curriculums are not yet known, but the minimum classroom size can be assumed based on the MNBC2016, article of means of egress. Floor area in sqft per person is 20 net (1.86m^2) for educational classroom areas. From a safety and egress point of view, approximately 1,220 sqft (120m^2)- would be required for 60 students and 1 teacher.

(2) Administration Facilities

1) NPTTC Senior Officer's Room

The organization chart has been planned. The size of the senior officer's room will be similar to the DDG room (35m^2, 375sqft) at UCSB, and it could be 50m^2 (540 sqft) that includes a guest seating area.

2) Offices

The new administration at NPTTC may consist of two sections, each with 2 senior officers and 23 staff. Furniture for these rooms is to be examined accordingly. File cabinets are also required. At UCSB, there are 70m^2 offices with capacity for 12 staff. Thus, the office room size of the NPTTC can be 125-150m^2 (1,345-1610sqst).

5.1.3.2. Hostels

(1) Recommendations on Accommodation for Trainees

The GOM would like to provide accommodations for all the trainees. The hostel for the Masters' degree trainees has the most priority, followed by the bachelor's degree trainees, and lastly, for trainees in short courses. The following assumption, regarding the size of the hostel for short courses is based on the available information and includes executives, senior level and mid-level officers. Again, the following data is only indicative. The further survey is necessary to scrutinize the components, the size of the building, and the specification of the equipment.

(Tentative Suggestion about the Specification of Hostels)

The type A hostel will have the highest specification and the type C hostel will have the lowest. The dormitory for mid-level to senior officers at CICS is a 2-storied building for directors (senior officers). It has a floor area of 1850 m^2 (50×200 ft)-2230m^2 (60×200 ft), and it is a reference for the type B hostel. It will have a similar or higher specification than the dormitory.

Type A : Accommodation for executive officers and lectures with a capacity for 30 people
According to the UCSB, there could be a maximum number of 28 executive officers from regional and state governments. The JICA Study Team believes that it is necessary to examine and discuss the priority of hostels for different ranking officers, including the possibility of providing accommodation at hotels in Nay Pyi Taw, in the future survey. The specification of the rooms may be higher than type B.

Type B : Accommodations for the Master's Course (directors, mid-level-senior officers), with a capacity for 50 people
The size and specification could be similar to a dormitory for a mid-level to senior officer at the CICSs (two storied with a capacity for 50, individual rooms with single bed, desk and chair, water shower and toilet). This type can be used by mid-level to senior officers who attend the short courses.

Type B-2 : Smaller version of Type B with a capacity for 30 people
If accommodations for the master's course are provided only for regional government officers, the number of rooms can be 20-30 rooms.

Type C : Dormitory for Bachelor's degree
At the CICS, they are examining the possibility of rooms shared by 2 to 3 people. At NPTTC, it is possible to have twin bedrooms for bachelors' accommodation. Additionally, at CICS, there are dormitories with common baths and toilets. Bachelor's degree students are yet to be

employed as civil officers, and a common bath and toilet can be the specification for the Bachelor's degree dormitory.

(Recommended Options of the Size of the Hostels)

The followings are tentative suggestions for the size of the hostel. Total floor area varies from 2,000m^2 to 5,000m^2 (21,500-54,000sqft). Maximum scope can be 200 rooms (number requested by GOM), approximately 7,600m^2, 82,000sqft); however, reason of the number was not become apparent during the survey. In the future survey, the scope should be discussed with the GOM.

Table 5.2: Recommended Options of the Hostels

Size of scope	Number of rooms	Suggested area	Type	Description
Smallest scope	50	Approximately 2,000m^2 (21,500sqft).	Type B	Accommodation for the Master's Course with a capacity of 50 people.
Medium-sized scope (1)	80	Approximately 3,200m^2 (34,000sqft).	Type B plus Type A	Accommodation for the Master's Course with a capacity of 50 people plus+ executive officers and lecturers for a capacity of 30.
Medium-sized scope (2)	90-110	Approximately 3,000-3,800m^2 (32,300-41,000sqft).	Type B-2, or Type B plus Type C	Accommodation for the Master's Course with a capacity of 30-50 people, plus a dormitory for the Bachelor's degree course with a capacity of up to 120 people (60 rooms).
Large scope	140	Approximately 5,000m^2 (54,000sqft).	Type A, Type B . plus Type C	Accommodation for the Master's Course with a capacity of 50 people, plus executive officers and lecturers with a capacity of 30, plus dormitory for the Bachelor's degree course with capacity of 120 (60 rooms).

(2) Lecturer Accommodation

If accommodation for executive officers and lectures is provided, lecturers can use the facilities.

(3) Staff Housing

It is possible that staff housing has less priority than the training facilities and the hostel, so the staff housing could be beyond the scope of the work. However, If the necessity of staff housing is justified in the future survey, the priority of the housing should be considered. Size and specification should be examined after the priority is decided. Among the service staff, it is probable that security staff will have the highest priority to reside on site. A tentative suggestion for the size of the staff housing is shown in table 5.1, for 16 security staff, 2 building x 8 units (500m^2 /building).

(4) Other Required Facilities

Other requested functions related to hostels are; security room, common rooms, wash rooms, mini mart, storage, and gymnasium room. Hostel caretaker's room and security room are required to be in proximity to the hostel, to close and open the gate and to attend the emergencies, and others. In the future survey, the priority of the above rooms should be considered. It is noted that for long-term residents such as trainees in the Bachelors' course these additional functions are requested. At CICS, a common room is used for meeting visitors and sometime families spend time there. Therefore, a TV, sofa, writing desks, and others, are prepared in the common room.

Car parking space has been requested by the UCSB; and the drawings show about 200 parking spaces. There are some factors to be considered when examining and discussing the number of parking spaces. There is a bus stop at the north boundary of the site, there are bus (ferry) services for those commuting to UCSB, and there are short courses to which trainees can commute. Leveling the site for car parking can be included in the undertaking of the GOM, so the number should be discussed at an early stage of the future survey.

5.1.3.3. Possible Options of the Scope of Grant Aid Project (Draft)

As a reference for the future survey, several options of the scope of the work are suggested below. Staff housing is not included in these options[9], however its necessity and priority should be examined in the future survey. If staff housing is included in the scope of the construction, the adequate number of units and size will be determined.

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[9] In case any of the requested components are considered less urgent and/or less necessary among the facilities, they will be omitted from the grant aid project. The future study team will examine the components and will discuss with GOM.

Table 5.3: Possible Options of Grant Aid Project (Draft)

Option	Suggested area	Components
1	3,500-4,000m^2 (38,000-43,000sqft)	Training facilities (3,500-4,000 m^2) to cater all the planned courses (for PS and DGs, general courses, masters' and bachelor's courses) are to be in the scope of the work, but not hostels and staff housings
2	5,000-6,700m^2 (54,000-72,000sqft)	In case the future study team concludes that the commencement of bachelors' degree is in a difficult circumstance or bachelors' does not need independent classrooms, related classrooms and hostels will be omitted from the scope of the grant project. Training facilities (3,000-3,500 m^2), plus hostel with 50-80 rooms (2,000 -3,200m^2).
3	6,500-7,800m^2 (70,000-84,000sqft)	Training facilities (3,500-4,000 m^2), plus hostel with medium-sized scope (2) which has 90-110 rooms (3,000-3,800 m^2). Hostels for the PS and DGs are not in the scope of the grant aid project, so it needs to be dealt with, such as providing alternative accommodation in Nay Pyi Taw.
4	8,500-9,000m^2 (91,500-97,000sqft)	Training facilities (3,500-4,000 m^2), plus hostel with large scope which has 140 rooms (5,000 m^2).
5	Approximately 14,000m^2 (15,000sqft)	(Approximately same size as the Request of GOM) Training facilities plus hostel with 200 rooms.

5.1.3.4. Additional Values for the Future

The effect of the new training center should enhance not only the trainees but also the existing civil service training system. It is recommended that a long-term view is taken of the valuable additional uses of the facilities. For, example, the equipment of the IT/library/data room can be used for developing e-leaning training materials. Common training materials can be created at the NPTTC and be shared on the web accessed by multiple training centers. Currently, at CICSs e-learning can only be done in their libraries.

From our interview with the IT department of CSSTD it is clear that the UCSB acknowledges the promotion of an IT environment, and it appears that the UCSB has a plan for the future creation of a web-site for trainees to access the training contents.

5.1.3.5. Suggestions of Soft-components

(1) Idea 1: Maintenance and use of equipment
    -Workshops on the ways of using OA (Office Automation).
     -Workshops on the ways of using e-learning.
(2) Idea 2: Promoting use of facilities
    -Workshops on measuring usage of the new buildings.
    - Workshops on reviewing and improving usage of the facilities.
(3) Idea 3: (additional value for the future) Workshops on building ideas for future IT training environments.
    -Advertisement of training courses, links to websites of CICSs and UCSB and NPTTC
    -Web based administration and record keeping of the trainee history of training
    -Video recording of training and distribution on the web

5.2. Direction of Future Cooperation

\<Program Approach to the Improvement of Civil Service Training\>

As future Japan's cooperative approach, the JICA Study Team proposes an assistance strategy based on the "program approach to the improvement of civil service training." This might be implemented as a set of grant aid for the construction of NPTTC and technical cooperation project. This could be the strategy of developing a comprehensive aid program approach to improve the civil service training in Myanmar. In other words, by covering not only the hardware aspects of training facility, but also the software aspects of capacity building related to formulating training plans and developing curriculum for the short-term course, this is a more effective approach in improving civil service training, which is a major component of civil service reform in Myanmar.

\<Grant Aid for the Construction of NPTTC\>

UCSB aims to create a talent pool of executives and executive candidates who will be candidates for permanent secretary; and the future grant aid regarding the construction of NPTTC is regarded as the core project to achieve their objectives.

In response to their plan, it is necessary to reexamine the validity of the UCSB, a union government institution, to provide higher education instead of universities. In addition, under the current administration, where the number of trainees at CICS has been halved due to the transfer of special refresher programs from the UCSB to respective ministries, support for NPTTC facility development should be examined comprehensively, to include efficient and

effective utilization of the existing facilities of the CICS-LM and CICS-UM with a vast site and capacity.

Based on these factors, in advancing the construction of NPTTC with Japan's grant aid, it is necessary to pay attention to the sufficient use of the training center. There are two important points. The first point is to plan sustainable facilities which can be adjusted to accommodate changing numbers and types of training. To achieve a sustainable program, the JICA Study Team is proposing that Japanese technical cooperation be provided, in addition to the grant aid, to support the formulation of short courses at NPTTC and to ensure that good quality training programs are provided in a sustainable matter. The feedback can be reflected in the building's planning. The second point, which is also important for the Japanese side to formulate the grant aid project, is that the size and scope of the grant aid project is adequate. Generally, with training facility type buildings, when accommodation is prepared on site, the size of the accommodation is larger than the training facilities. Since the NPTTC is located in the capital city, it is necessary to discuss the possibility of commuting to training courses and the target number of these commuting / resident types of training courses.

From a long-term viewpoint, the NPTTC can be a resource center for civil service training. By developing e-learning materials (CD-ROM, online teaching materials, etc.), NPTTC can provide IT teaching materials and information to CICS. When facilities and equipment are planned and discussed, it should be remembered that the NPTTC can have a wide influence on civil service training.

As described above, considering the grant aid project of NPTTC, medium and long-term risk factors should be taken in to account, and the facilities and equipment should be planned for sustainable use in the future.

In anticipation of the general election in October 2020, the UCSB plans to open a master's course in April 2019 and produce first-year graduates in March 2020. Therefore, UCSB wishes to implement the plan while utilizing existing CICS facilities until the NPTTC is completed around the fall of 2020.

＜**Direction of Future JICA Technical Cooperation**＞

Future JICA technical cooperation may be one that aims to raise the effectiveness of training by the NPTTC. Specifically, cooperation may be needed to assist UCSB to overcome the following challenges.

1) Assistance in formulating clearly written strategic mid- and long-term civil service training plans and capacity development of UCSB staff

One of the major challenges of the UCSB is the lack of clearly written and strategic mid- and long-term training plans. This is partly due to the weakness of training policy, and as a result, the road map for achieving the training goals is unknown to UCSB staff excluding a few policy makers, which has negatively impacted effective utilization of human resources at the UCSB. Since the training objectives and the way to achieve sustainable development of training activities are not visible to external parties, it is difficult for the UCSB to receive the necessary cooperation from donors and external agencies. Furthermore, if the overall goal and the objectives of individual training plans are unclear, it is difficult to measure the outcome of the training, which adversely affects improvement of the training in future. Therefore, one of the effective assistance measures for NPTTC is to promote the formulation of clearly written strategic mid- and long-term training plans, which is an urgent task for UCSB.

The second challenge of the UCSB is its lack of know-how and management in training management. The NPTTC will be operated and managed by the UCSB under the supervision of the Chairman's Office, the Civil Service Selection and Training Department (CSSTD) that actually manage the training offered at the NPTTC. However, the UCSB including the CSSTD do not have the know-how in training management because it has had no experience of directly managing civil service training in the past. Although CICS has abundant know-how and experience in training management, it is difficult to move their staff to UCSB due to the shortage of personnel. In this context, in order to enhance the effectiveness of the training at the NPTTC, it may be effective to provide assistance that provides advice and support to the UCSB in acquiring training planning and implementation skills.

2) Support for the development of curriculum, implementation of training, development and implementation of an evaluation framework

This assistance would cover some areas of the training plan formulated in the cooperation project above (for example, short-term training courses for public servants at all levels), and formulate curriculum, implement training, and formulate and conduct evaluation framework. There are no clearly written comprehensive policy guidelines for training needs assessment, training program planning, monitoring and evaluation in the UCSB. As a result, the methodology related to training management is not sufficiently institutionalized (for example, scientific needs assessment has not been utilized), which has a negative impact on the effectiveness of the training.

In addition, the research department at CICS is not active in consulting and in ordinary research activities with the exception of monitoring and evaluation for each course. As a result, it is difficult for CICS to grasp problems that user institutions have and to link them to the development of curricula and teaching materials. Under this kind of situation, one area of future cooperation could be to support the improvement of training management that enables NPTTC staff to actively develop curriculums and teaching materials in order to solve real problems client institutions face.

Amid such cooperation to strengthen the capacity of training management, development of trainers at the UCSB is one of the important tasks. Unless the UCSB is serious about developing NPTTC lecturers, the problem of CICS will also become a future problem for the NPTTC. In other words, many training courses will be carried out heavily dependent on external lecturers. It is true that utilization of external lecturers in itself is not a problem, but unless there is at least a lecturer group serving as the core at NPTTC, activities related to curriculum and teaching material development will not be proactively performed. This problem is clearly recognized by the UCSB, and from October 2017, a master's degree in Public Administration is offered for the CICS faculty and UCSB staff at CICS-LM. Since seven people from the UCSB staff are supposed to attend each year, it is important to train graduates of the master course as future lecturers. In the future, in order to continuously provide high-quality training at the NPTTC, it is indispensable to train human resources inside UCSB who will play a central role, and JICA's contribution in this area is also expected.

3) Implementation of some specific short-term courses for executive officials (PS and DG levels)

UCSB plans to implement short-term training at the NPTTC for PS and DG levels which could not be implemented at existing training facilities before. Japan's cooperation in this field may contribute to the realization of CSRSAP's priority area "People-centered Civil Service Leadership and Capacity Development". It is also important from the perspective of constructing a friendly relationship between Japan and Myanmar in the future. This cooperation project does not develop curriculum and trainers, but implement some courses in a service provisioning manner. Related to this assistance, it may be effective to provide a course that introduces the experiences of Japan and other Asian countries concerning the establishment of civil service system such as fair recruitment, human resource development, ensuring ethics, etc., and invite Myanmar side participants to consider improvement measures of their own system.

<u>Points to Keep in Mind</u>

1) Promotion of Self-reliant Training Activities

One of the major challenges in training by UCSB today may be external dependence in major training activities, such as resource persons, curriculum development and TOT. The main reasons for this phenomenon may be the three challenges mentioned above. In order for UCSB to manage and operate the NPTTC efficiently and effectively in the future, enhancing the capacity of UCSB staff is inevitable.

2) Coordination with Other Donors

When implementing cooperation projects in the areas of training planning, research and development, training of lecturers, and others, it is essential to promote projects while coordinating with other donors. As previously mentioned, UNDP is interested in leadership development, and is committed to developing a context driven leadership development program for senior and executive civil service personnel to promote meritocracy, professionalism and non-discrimination. EU is interested in: 1) assessing the training cycle and capacity of the two CICS, and proposing potential options in line with international practices, 2) enhancing the CICS training curricula and in-house delivery capacity, and 3) introducing a series of online courses that would complement or replace the pre-service and in-service training. Therefore, it is necessary to coordinate carefully with UNDP concerning leadership development, and with EU regarding projects related to training planning and training management to avoid duplication of projects, and to create a synergistic effect between the respective projects.

3) Utilizing Experience of Asian Countries

When supporting the above three fields, it is necessary to note that there are training planning and civil service training institutes that can be models for the future NPTTC in Asian countries such as Malaysia, Singapore, India and others. Therefore, by reviewing the planning and implementation system of these civil service training institutions and the training policies of supervising ministries and agencies, it is possible to provide the UCSB and the NPTTC the direction it should aim as well as concrete methodology.

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<Myanmar language materials>

UCSB By-laws (Booklet)

UCSB Code of Conduct (Booklet)

EU GOPA Course List

List of the training courses from Thuwunna Training Center

List of the diploma and regular courses offered by CICS

List of the training courses offered by Administrative Training School, MOE