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**Master's Thesis of Public Administration**

**A Comparative Study of Civil Service  
Training System between Myanmar and  
Korea**

**한국과 미얀마의 공무원 훈련  
시스템에 대한 비교 연구**

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## **Abstract**

### **A Comparative Study of Civil Service Training System between Myanmar and Korea**

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The study is to explore the similarities and differences between Myanmar and Korea civil service system including civil service reform and civil service matters. Especially, the purpose of this paper is to know the importance of civil service training for capacity enhancement of civil service personnel. Training and development process is an essential for civil servants in public sector of each country. Therefore, the governments of both countries emphasize to be an effective and efficient training, to be good civil service personnel, and to be advanced their knowledge, skill and abilities (KSAs) in working environment. The findings of this study suggest that the improvement of public service employees can be enhanced by giving effective trainings continuously including in-service and pre-service train

**Keywords:** Civil Service Training, UCSB, MOPAS, CICS and COTI in  
Myanmar and Korea.

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## Abbreviations

|        |  |
|--------|--|
| ACCSM  | ASEAN Conference of Civil Service Matters                    |
| ADB    | Asia Development Bank  |
| AMIP   | Annual Merit Increment Program                               |
| ARC    | ASEAN Resource Center  |
| ASEAN  | Association of Southeast Asian Nations                       |
| CICS   | Central Institute of Civil Service                           |
| CMOD   | Center for Management and Organization Development           |
| COTI   | Central Officials Training Institute                         |
| CSC    | Civil Service Commission                                     |
| CSAD   | Civil Service Affairs Department                             |
| CSSTB  | Civil Service Selection and Training Board                   |
| CSSTD  | Civil Service Selection and Training Department              |
| DGs    | Director General   |
| EAPAA  | European Association for Public Administration Accreditation |
| EU     | European Union   |
| FDI    | Foreign Direct Investment                                    |
| GEPS   | Government Employee Pension Service                          |
| HCDI   | Heavy Chemical Development Industries                        |
| HDI    | Human Development Index                                      |
| HRD    | Human Resource Development                                   |
| HRM    | Human Resource Management                                    |
| HR     | Human Resource   |
| IAI    | Initiative for ASEAN Integration                             |
| ICS    | Indian Civil Service   |
| ICT    | Information and Communication Technology                     |
| IMF    | International Monetary Fund                                  |
| IO     | Industrial /Organization                                     |
| KCSS   | Korean Civil Service System                                  |
| KSAs   | Knowledge, Skill, Abilities                                  |
| LOGODI | Local Government Development Institute                       |
| MDs    | Managing Directors   |
| MOGA   | Ministry Administration of Government                        |
| MOGAHA | Ministry of Government Administration and Home Affairs       |
| MOHA   | Ministry of Home Affairs                                     |
| MOPAS  | Ministry of Public Administration and Security               |
| NPEC   | National Planning Economic Commission                        |
| NPM    | New Public Management  |
| OECD   | Organization for Economic Cooperation and Development        |

|                    |   |
|--------------------|---|
| OJT                | On-job Training   |
| PCGI               | Presidential Committee of Government Innovation   |
| PCGID              | Presidential Committee of Government Innovation and Decentralization                        |
| PSAT               | Public Service Aptitude Test  |
| POSCO              | Pohang Steel Company  |
| ROI                | Results on Investment   |
| SCS                | Senior Civil Service  |
| SLORC              | State Law and Order Restoration Council   |
| SPDC               | State Peace and Development Council   |
| TALC               | Top Appointments Level Commission   |
| TLAC               | Top Level Appointments Commission   |
| TOT                | Training of Trainers  |
| UCSB               | Union Civil Service Board   |
| UK                 | United Kingdom  |
| UNAPCICT<br>/ESCAP | United Nations Asia and Pacific Training Center Information and<br>Communication Technology |
| UNESCO             | United Nations Educational, Scientific and Cultural Organizations                           |
| US                 | United States   |

# **Chapter I**

## **Introduction**

Nations all over the world are endeavoring to achieve for economic and social development. Now Myanmar is transforming the political, economical and social-infrastructure at this time. Myanmar has emerged as a new democratic nation in accordance with 2008 Constitution of the Republic of the Union of Myanmar. Myanmar has changed from a military regime to civilian government in 31-3-2011. The new Government has carried out the new administrative structure of the nation. In accord with the Constitution of the Republic of the Union of the Myanmar, Union Level executive, legislative, and judiciary organizations have been formed at the Pyidaungsu Hluttaw and the Amyothar Hluttaw.

Nowadays, the new Government of the Republic of the Union of Myanmar has built the new administrative system. The goal of the Republic of the Union of Myanmar is to build a discipline-focused as a new modern democratic nation. At the same time, Myanmar, exercising independent, active and non-aligned foreign policy and upholding the principles of peaceful coexistence among nations, tries its best to catch up with not only

regionalization but also globalization process. Myanmar is striving for economic development through private enterprises and state own enterprises.

As a developing country, Myanmar has been practicing market economy system to raise socio-economic status of its people. If the productivity of nation will increase, the real national income per capita will also increase. Myanmar is an agro-based country and 70 percent of people live in rural and the rest of people live in urban. Now the population of Myanmar is 60.62 millions.<sup>1</sup> Therefore, Myanmar is trying to improve with the strenuous efforts for all round development of Nation and people.

The productivity shows the Economic growth of a country. The country's productivity relies on the capital and labor force directly. There has physical capital per worker and human capital. The stock equipment and structures used to provide goods and services is called physical. The human capital is the economist's term for the knowledge and skills that workers acquire through education, training and, experience. (Principles of Economic, pg- 531, chapter-25, Production and Growth, N. Gregory

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<sup>1</sup> Asia Development Bank and Myanmar, 31 December 2011 Report  
([www.adb.org/myanmar/main](http://www.adb.org/myanmar/main)) (Sources: ADB. 2012. *Basic Statistics 2012*. Manila; United Nations Educational, Scientific and Cultural Organization (UNESCO). 2012. Institute for Statistics Data Centre; World Bank. 2012. World Development Indicators

Mankiw) As developing countries, they are rich of human capital and labor resources.

The huge amount of human capital of a country must produce more productivity in potential and must raise nation's income capita. Therefore, the natural resources and human resources in developing countries and underdeveloped countries are necessary for economic development. The most important task of government in the world is to make to be developed for socio-economic infrastructures. In order to achieve results for their people, every government requires adapting the appropriate development policies and work plans to be implemented in short term and long term. Obviously, achievement is dependent on the quality of service personnel and that point itself gives awareness to governments not to lose sight of the importance of human resource development for their countries.

In every country, the service delivery of government has been provided to the public through the civil service. Civil service personnel are also citizens who they should conduct civil services regulations, rules, procedures and give service delivery to the people effectively. The Government of the Republic of the Union of Myanmar has been taking measures for human resources development in public sector.

### **1.1. Objective of the Study**

- To know how to make the reform process for civil service in public sector of Myanmar and Korea.
- To analyze the personnel affairs of civil service system and training system in both two countries.
- To study the importance of training and development to be effective and efficient civil service personnel for individual capacity and productivity of organizations.

### **1.2 Research Questions**

- 1) How to achieve the improvement for the capacity building of civil servants in Myanmar and Korea?
- 2) Why do the differences happen and what are the differences between in these two countries?
- 3) What kind of implications can we learn Korean civil service system and training system for applying Myanmar in this paper?

### **1.3 Method of the Study**

The study describes that the comparison of Civil Service System between Myanmar and Korea. This paper uses the qualitative approach for studying. It consists of Myanmar and Korean civil service system. It also



includes civil service reforms, rules and regulations, civil service affairs, training methodologies and categories of training. Especially, it mentions how to give training to civil service personnel in both countries public sector for human resource development.

#### **1.4 Scope of the Study**

The scope of the study is limited in the civil service systems and affairs of Myanmar and Korea. It includes civil service structure, recruitment and selection, leaves and allowances, training and development, and compensation and pension. This paper emphasizes on effective civil service training system and training institutes' functions which provide to enhance for civil servants in both two countries.

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

This paper is parted into five chapters. The first one is introduction. The second chapter mentions with literature view and analytical framework. The third chapter describes background of civil service commission, civil service structure, reform and formation of Union Civil Service Board (UCSB), civil service training system and Central Institute of Civil Service (Phaunggyi and Upper Myanmar). The fourth chapter consists of Korean cases, Central Officials Training Institute (COTI) of Korea and also states findings on the training and development of two countries, training institutes

of COTI (Korea) and CICS (Myanmar), managerial levels of civil service structure, evaluation of trainees, analysis on training activities and results of training. The study will explore the similarities and differences between two countries civil service system, and training and development. The conclusion follows as the fifth chapter.

## **Chapter II**

### **Literature View**

#### **2.1 Public Administration**

Public administration is management affairs of the government at all levels including national, state and local. Public administration is a branch of the wider concept of administration. It is any kind of public administration in the public interest which, in other words, has simply come to mean governmental administration. In accordance with EAPAA (European Association for public Administration Accreditation), the paper recognized the science of public policy and public administration.

The science of public administration means that the materials of organization and the functioning of government within the social environment those government policies are determined by government. Public administration also contains the public policy and management. The public sector contains a multitude of purposive organization with political and official components that has suitability, de-bureaucratization, the formal and informal organization, rational or irrational behavior of professionalization, the relationship between politically elected administrators and the civil service, the division of tasks, coordination, integration and deontology etc.

Government management is dominated by the responsibility for the purposive effective, efficient and achievement-oriented performance of these organizations. The field of public administration relates to good governance, e-government, human resource development, public relation, public policies, statistic analysis, economic development, and developmental state etc.

## **2.2 Developmental State**

Developmental state is defined as “the state that consists of an active role in guiding economic development and using the resources of the country to meet the needs of the people and the state tries to balance economic growth and social development. It uses state resources and state influence to attack poverty and expand economic opportunities.”<sup>2</sup> Developmental state must have developmental structure and roles. Developmental structure includes the stable, centralized government, a cohesive bureaucracy, and effective coercive institutions. Besides, developmental roles play the commitment and technical capacity of state leadership. (Johnson.1984, Evan. 1995, Kohli. 2004) The four dragons of East Asia, South Korea, Taiwan, Singapore and Hongkong are developmental states.

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<sup>2</sup> <http://www.etu.org.za/toolbox/docs/govern/state.html>

They can transform into industrialized countries with the best industrial policies in short time. Industrial policy is that affected industrial performance through microeconomic variables (eg.relative prices). “A nation opens its economy and keeps government role to a minimum invariably experiences more rapid economic growth and rising incomes.”(Consensus at World Economic Forum, 2002, New York Times, 9 February 2002, p-1) Especially, the developmental state, Korea, has achieved economic development in a very short time during Park Chun-Hee regime (1961-1979). President Park laid down the effective industrialized policies and implemented the developmental strategies efficiently.

He transformed Korea as an industrialized country by applying the export-oriented system. Besides, President Park’s policies protected and supported small and medium enterprises (SMEs) in domestic as well as established the conglomerate “Chaebol”, huge economics group. He emphasized the heavy and chemical industries over agriculture and light industries. The HCDI program of Park’s regime increased to produce in six industrial sectors, steel, machinery, shipbuilding, automobiles, electronics and petrochemicals. (E.g.POSCO). He, the President, focused on trading with other countries for raising the foreign direct investment (FDI).

At the same time, he also enhanced the rural life of Korean and he launched the *Saemaul Undong* or the New Community Movement for rural development in 1972(Ban et al., 1980: 275-80; Keim, 1979: 18-23; Kihl, 1979: 150-159). Even though, Korea met Asian financial crisis in 1997, it can stand again into economic development. Kim Dae-Jung government swiftly embarked the reform process such as large scale structural reform in financial, corporate, labor and public sectors. Kim's regime adopted the neoliberalists economic policies and emphasized privatization, trade-investment-finance liberalization, labor flexibility, conservative budget spending, anti-inflation policy and deregulation. By this time, economic development in Korea is enormous compared to other East Asian countries.

### **2.3 Civil Service Reform**

Public sector consists of civil service who deliver to the people's satisfaction and requires promoting for employees within public organizations. Human resource management is that the administrative discipline of hiring and developing employees who become more valuable to the organization.<sup>3</sup> (HRM correlates to employers-employees within organizations). It involves HR planning, capability audits, recruitment and

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<sup>3</sup> <http://www.businessdictionary.com/definition/human-resource-management-HRM.html#ixzz2D91NaBEB>

selection of employees, training and development, career progression, performance appraisal, formulating employment conditions and compensation and reward. Public organizations hire and train employees, establish payment systems, set conditions of employment and develop of coherent employment policies.

Nowadays, public sector around the world is upgrading activities, setting up the policy to be able to attract, and train the talented employees in order to build organization's capacity. The scope of public personnel administration is becoming diversified as the number of personnel is increasing in magnitude and complexity in all governmental organization. Civil servants are very essential for government machinery. Every country is changing to be appropriate reform policies for civil servants in public sector accordingly their country needs and situations. Reforming process is correlating to human resource strategies, and policies for civil service in public sector.

The Federal government in United States of America tried to change the civil service reform process in later 19th century. They faced the problems of new recruiting and retaining exiting employees in public sector. They collected to assign the new employees for right place but they did not have appropriate selecting equipments and new recruits, and lost the job

opportunity. And they lacked the public trust and the delivery service weakness. So they applied to solve the way as people-based solution but the problem is still remaining at that time. They laid down 10 strategies and reconstructed from bottom up system to get the goals of civil service matters by reforming these reasons.

There were redesigning the government personnel agencies, drawing the flexibility rules, producing the best public goods and services, being accountable for results, managing the new contracts, rewarding the performance-based compensation, equipping the powerful government, building the performance culture for career services and different works, cultivating the public service, and integrating the civil service system into government management system. Consultants want to reform by downsizing the government agencies, devolution to give Federal power to the States, expansion of contracting system, fulfilling the citizen's expectations. US still left the budget shocks, intense public hostility, and disaffected workers, frustrating to customers, overloading information and the conflict of employees and managers although they utilized these strategies.(Donald F.kettel, Patricia W.Ingraham, Ronald P.sanders, Constantance Honer, 1996)

A developed country, UK, drew to change the reform plan of civil servants role. The talented civil servants performed in committed public



service but they met the complicated and difficult situations while delivering service in working. They emphasized the diverse workforce on equality, diversity and social mobility. The value of civil service defined as a model of impartiality, objectivity, integrity and honesty for attracting others to be effective and trustworthy institutions. The requirements are rising with consumers' expectations due to an aging and growing population for placing extra demands on public spending.

Therefore, the government of UK prepared to reform these challenges for fulfilling needs such as education, health and welfare in urgently. Devolution was thrown away from Whitehall and putting service users and communities in charge. All civil services wished to change less centrally and outside commission. The citizens hoped to give delivery service quickly and conveniently in time. Civil services also want to understand on their processes from people. The government of UK identified to the specific reform plan for public sector of basing on feedback from civil servants and people, focused on motivation and suggestions from other consultant. Civil servants are carrying out the three types of role, home and overseas. The government of UK transformed to their civil service system because of new challenges, and weakness. There are operational delivery system, advising on policy and supporting ministers, implementing programs and projects.

The formerly civil service culture, behavior, size and shape were tried to change. The organizational model will be adapted to be stronger corporate leadership model, to be more sharing services and expertise. They applied to be different delivery service, attained to be better outcomes and moved to be effective digital service. They made the best making policies for civil service to be creative, innovative, effective and qualitative in mind. These policies were implemented practically in wide range of view and expertise. Policies resources must be watched details on ministerial priorities, strength, weakness, threaten and opportunity.

Germany also described transforming the civil service system in the government statement public service reform plan.(An Roinn Caiteachais agus Athchoirithe department 17 November 2011) They expected to improve modern public service, to be faster delivery service, to be better and more cost effectively by citizens and business. They pointed out an essential role of public services functioning from their country economy and society. And, government is driving force to change significant and underpin the historical rules and regulations. They are confronting the task of scale and complexity of public finances on a sustainable footing. The circumstance of fiscal challenge is being solved by far-reaching of public service reform that

is important to ensure customer focused learner, more efficient, better integrated and delivering maximum value for money.

EU, IMF helped them to continue funding for their public services, pay staff costs, pensions and social welfare benefits. They attempted reducing the pay of the Taoiseach and Ministers, changing ministerial transport arrangements, introducing new pay ceilings for senior public servants, decreasing the number of Oireachtas Committee, publishing legislation to significantly reduce future Public Service pensions costs, reconstituting the Top Level Appointments Commission (TLAC), transforming the TALC terms that applied to Secretaries General on retirement and undertaking a Comprehensive Review of Expenditure across all Departments. Their reform plan aims to cross-cuttings initiatives enabling delivery service quality and cost-effective frontline services to citizens. These initiatives will decrease the duplication and support streamlining delivery services and structures. Now Germany is still pushing to achieve these aims in accordance with this reform plan.

Civil service is essential for the government's functions, steel frame of administration in India at present time from colonial days. (M. Satish, Hyderabad, November 2004.)The colonial legacy of civil service is still remaining in new era of globalization. Civil service is the body of

government officials who employed in public sector neither political nor judicial. Civil service reform refers to a deliberate change effort by government to improve its capacity to be effectively and efficiently execute policies. The bureaucracy of Indian has been strongly binding force to a Union state.

The civil service institutions intend to perform for socio-economic development of country. The aim of civil service reform in India is to be a dynamic, efficient and accountable for public service delivery by building the ethos and values of integrity, impartiality and neutrality. The reform process makes to increase the quality of public delivery service to the citizens, to enhance the capacity to carry out government functions by leading sustainable development. Their current problems are the huge cost by the country's taxpayers whose average income is the lowest among the other countries. But the civil service's perception is that the burdensome low-performers heading a highly bloated bureaucracy who perceived to be corrupt and inefficient in governing of the country.

The civil service functions assist to forecast good policy making, to be effective service delivery, accountability, transparency and responsibility by utilizing in public resources. Administrative relates to the good governance inclusive framework by linking for effective policy decision

making within the systems of accountability and citizens participation. In order to reform process of civil service, it can contribute to stabilize the macroeconomic by restoring the budgetary, strengthening revenue collection, managing aid effectively, and improving development performance through implementation of investment frameworks and the management of public expenditure plans and programs. This reform process can help the implementation design of social development programs. The components of civil service reform of India consist of the size and structure of government, recruiting, capacity building and human resource development, performance evaluation, professionalism & modernity, and civil service accountability. Indian government is still undertaking these tasks with challenges at that time.

## **2.4 Human Resource Management**

HRM is the process of managing people in organizations in a structured and thorough manner. HRM encompasses the management of people in organizations from a macro perspective i.e. managing people in the form of a collective relationship between management and employees. This approach focuses on the objectives and outcomes of the HRM function. HRM defines the function within organization that emphasizes on managing

recruitment, and providing direction for the people who work in the organization.

HR function in contemporary organizations is concerned with the notions of people enabling, people development and a focus on making the “employment relationship” fulfilling for management and employees.<sup>4</sup> Effective HRM enables the employees to contribute effectively and productively to the overall direction and accomplishment of organization’s objectives. The new role of HRM involves strategic direction , HRM metrics and measurements to demonstrate value.<sup>5</sup> Human resource management is the management of an organization's workforce. The effective human resources management of an organization is recognized as a critical component in the success of public and private enterprises.

Strategic human resource management emphasizes for enhancing productivity of organizations and the ability of employees to achieve their goals. Human resource strategic planning enables to attain the organizational’s goals and objectives. Technological innovations are also essential for public and private organizations to increase productivity. To

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<sup>4</sup> <http://www.managementstudyguide.com/human-resource-management.htm>

<sup>5</sup> [http://humanresources.about.com/od/glossaryh/f/hr\\_management.htm](http://humanresources.about.com/od/glossaryh/f/hr_management.htm), by Susan M. Heathfield, About.com Guide ).

achieve the organizational missions and goals, human capital is essential component of these sectors. In modern era, knowledge-based organizations are emerging for utilizing the strategic human resource management practices. Public sector draws the patterns of the civil service systems to combine the multiple values by pursuing the people.

Human resource management system emphasized on developing and sustaining human capital that is significant tools in this process (Lado and Wilson, 1994; Snell, Youndt and Wright, 1996). The essential human resource practices are the results of organizational strategic planning. Strategic planning, rational analysis, provides the road map of the future prospects of organizations. (Nutt and Backoff, 1992; Klinger, 1993; Perry, 1993; Berry, 1994; Mintzberg, 1994; Ledvinka, 1995; Bryson, 1996).

It requires learning organization exist for improving the public sector employees but strategic planning is difficult actually to implement. However, it supports the size up what the organization's capabilities and exists in real world. Strategic planning helps an organization's direction, objectives, and action plan also. So, human resources requirements must integrate the strategic planning for accomplishing organizational's goals. (Mesch, Perry, and Wise, 1995 ; Perry and Mesch, 1997; Tompkins, 2002). Strategic planning concentrates how to apply from individual effort into team effort. It

can help developing the total quality management and objective-based performance appraisal systems and team building practices.

The strategic planning value is highly dependent upon people in agencies who assemble and provide the data realizing that it helps them do their jobs better. So, planning is useful and successful tools for organizations.(Merjanian,1997) The requirements of employment assessment for strategic planning and incentive systems for rewarding the successful implementation plans are productivity. Strategic human resources practices include the internal career ladder, formal training system, results-oriented performance appraisal, employment security, employee participation, broadly defined jobs, and performance-based compensation.

## **2.5 Training and Development**

In Human Resource Management, training and development concerned with organizational activity aimed at bettering the performance of individuals and groups in organizational settings.<sup>6</sup> Training means to the effect that knowledge or abilities acquired in one area have problem solving or knowledge acquisition in other areas.<sup>7</sup> Training is defined as the effort to

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<sup>6</sup> [http://en.wikipedia.org/wiki/ Training and development](http://en.wikipedia.org/wiki/Training_and_development)

<sup>7</sup> [http://en.wikipedia.org/wiki/Transfer of training](http://en.wikipedia.org/wiki/Transfer_of_training)



raise the knowledge, skill, abilities of employees (KSAs) and managers can do better their jobs. Development is that the effort to improve the performance by supporting skills to be applied in assignment in the future.

If the training program will open, we will prepare the training tools or aids, analysis or feedback, evaluation on trainees and trainers, facilities and place. The modern organizations emphasize indeed to possess the knowledge and skills to people. Training can provide precisely the employees' skills in the organizations and effectively help to achieve its mission. Formerly, they did not know the importance and usefulness of training and development each government. In 1950s and 1960s, every government focused the necessary of training and development for public sector organizations. They thought that skillful person is hired to perform for the specific jobs and they satisfied that they possessed this person enough for their organizations. Now they are recognizing that training and development is major role of public organizations. New employees, who required for building of government tools, are allowed to nurture as an under-investment in maintenance (Quinn, Anderson, and Finkelstein, 1999).

In so doing, realization of government policies mainly depends on efficient and effective performance of its service personnel. The role of civil servants is the most important source of human resources in public sector for

each country. Civil service nurturing is emphasized by recruiting new employees, and selection, appointed for new and training and development for new recruits and old employees within the criteria. Systematic training of talented personnel will lead to enhancement of performance in civil service. Capacity development in civil servants is being carried out by on job training, department training of home and abroad. Training is one of the important processes in HRM.

Training and development is an essential role for enhancing the civil service capacity of all organizations in human resource development. Training must have systematic programs and plans through learning experience and knowledge, developing individual skill or team skill, attitudes for improving performance. Development plans are geared towards preparing the individual capabilities of organizations in future. Training and development relates rather than sequential and hierarchical. Each department of government is responsible to nurture to their staffs but budget must have for providing on job training and outside training. The effectiveness training and development functions are integrating strategies and business planning process that supported by top managers. Training and development resources are staff, budget and training facilities or tools. The capacity of civil servants can be promoted by training methods.

The government of Ireland, Department of Finance, recognized that civil service performance depends on adaptations a working fields which is highly competitive, advanced technology, globalization changes with unexpected pace, depth and variety. Now they are drawing new policies for implementing strategic plans, delegating authority, and enhancing transparency and accountability when they meet the new challenges. So, the various organizations need the new recruits as a civil service and retention them in working environment. Many studies pointed out the major key for development of organizations to give incentives to new civil servants.

They arrange the new Performance Management and Development System (PMDS) for achieving the continuously development of human resource management in civil service sector, especially they emphasized the field of training and development. Organizations emphasize to be the effective training in order to get the improvement of organizations' productivity and individual improvement. Development cannot be seen at the present time and we will watch on mixing both individuals and organizational.

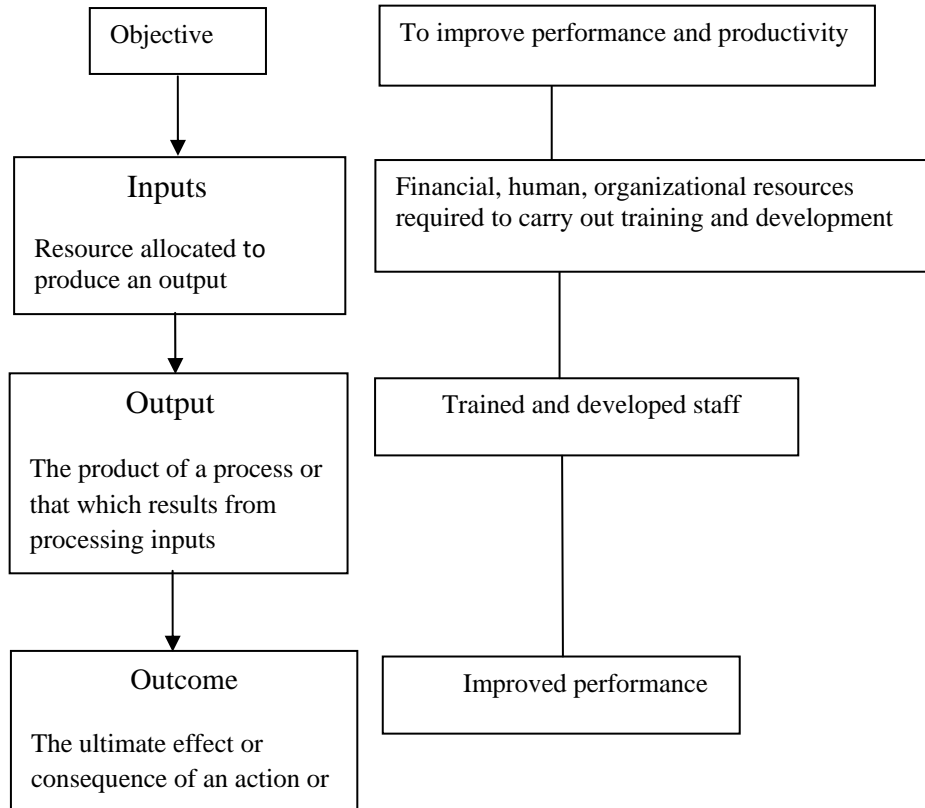
It consists of coaching, counseling, mentoring guidance and third level education programs. Development plans are preparing to attain the individual capabilities within organizations in the future. They manage to

provide the annual budget for civil service training as on job training and outside training. Many departments focus to provide the courses for staffs and higher levels.

Formerly, all civil service training and development is managed by Center for Management and Organization Development (CMOD) that needs to address corporate management to all departments. Their expenditure of training increased within last 10 years and spent for the outside trainers, refund fees, costs of seminars and conferences connected training, purchased of training equipments, rental cost of training facilities and administrative supporting.

The effectiveness training procedures involves specific aims; values of course, need and identify to assess performances. The framework of a training plan comprises the available resources and how they will be applied. Training and development should be inputs the needed resources, implement the training plans, and support budget and training tools. The efficient outputs can be seen by applying these inputs and the result is improved performance in training.

**Fig 2.1; Training and development inputs, outputs, and outcomes**



Source; Training and Development in the Civil Service, Comptroller and Auditor General Report on Value for Money Examination, Department of Finance, Ireland.

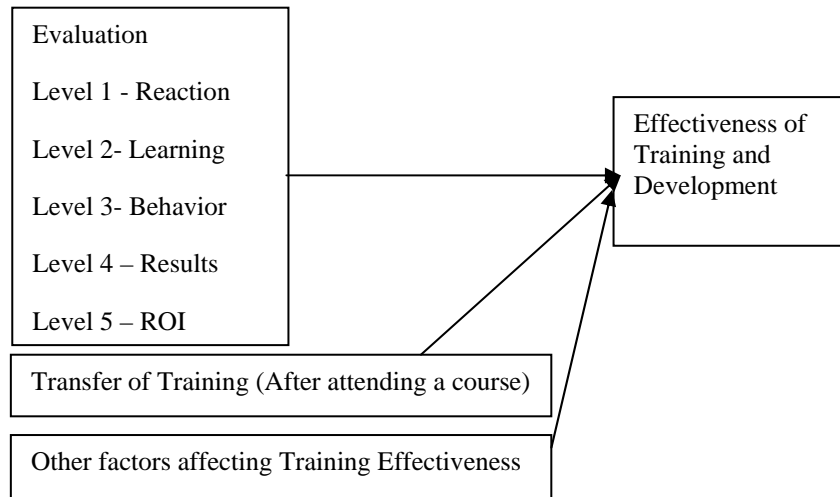
To implement the effective and efficient training, the strategies, planning, input sources, output sources and training needs will be managed. Training needs analysis must to be systematically, specifically and comprehensively functions which can achieve the organizational's goals. The finance department and other departments are continuously giving

training the new employees and existing civil servants. This department is attempting to be successful by using the strategic process in human resource management when they meet in this situation that described by the scholars. This paper also explains about the training of Malaysia government. It is implementing and providing with various policies and large amount of money invested for training and development. (Mahyuddin, M.Y) There has arranged the effectiveness and high status to be valuable training and development of an organization. Without training, organization's strategies cannot implement their missions and goals and cannot apply on the job. (Brinkerhoff, 2005) The key of effectiveness are what training and development about in organization, how knowledge and skills needs to perform in their jobs. (Noe &Schmittt,1986).

The government is spending the huge amount of money for training issues of employees in public sector in order to achieve knowledge-based workforce and knowledge-economy in tangent with the country's vision 2020.The study framework is based on Kirkpatrik model which consisted of employees' reaction, learning, behaviors, results and return on investment (ROI). Secondly, the transfer of training has to examine the context and explore the training and development how to apply after training. Finally

analyze the other factors influencing of effectiveness of training and development.

**Fig 2.2; The conceptual framework**



Source; Kirkpatrick's model, The Effectiveness of Training in the Public Service paper

In this Kirkpatrick's model, the first level is reaction of the trainees' understanding what they perceive and subjectively evaluate the relevance and quality of training. The improvement of training in every program should be evaluated at this level. It has positive reaction and negative reaction. Positive reaction does not guarantee learning and negative reaction almost certainly reduces its possibility. Learning level mentions the attitudes of participant's changes, their increasing knowledge as a consequence of training. Evaluation can examine the required skills for participants. This

method is a transfer of knowledge, skills and attitudes. The amount of learning is assessed by using before training and after training.

Job performance involves studying changes as a result of training. It has evaluation questions as new employees required the skills, knowledge and attitudes in their daily working environment. The quality of training transfer depends on the support of participants received after training especially from his supervisor or mentor or coach (Kirkpatrick, 1999). It has the connection of trainees and trainers. Behavior level describes the real assessment of a program's effectiveness for many trainers. This level is necessary to predict on changes due to making important decision in terms of when, how often, and how to evaluate.

The organizational result is main assessment at the end of training initiatives. The evaluation results can determine the progress that made of an organizational level. Managers, executives and program supervisors can see the measurement of increasing productivity, improving quality, decreasing costs, reducing frequently accidents, promoting sales, and higher profits, or return on investment ( Level-5, ROI ). These successive levels precisely describe the effectiveness of training program but require analyzing rigorously time-consuming. Training transfer means the use of trained knowledge and skills on the jobs.



Baldwin & Magjuka (1998) described that “learned behavior must be generalized to the job context and maintained a period of time on the job”. Saks and Haccoun (2007) said that training transfer is the knowledge and skills learned in the training on the job and the maintenance of acquired knowledge and skills over time. They point out the training activities divided into before training, during training and after training. The new skills of trainees’ application can reinforce on the job. Managers arrange to provide the factors that developed action plan with trainees for transfer, mentioned by reducing job pressures and workload, managed practice sessions, publicized transfer successes, gave promotional preference to employees who have received training and transfer and evaluated employees’ apply of training skills on the job ( Wexley & Baldwin, 1986).

Trainees can apply a new skill and knowledge on their jobs from getting training course. Trainees can share the skills and knowledge on the job. They must implement to achieve their goals with newly acquired skills on the job (Foxon, 1997). Haywood (1992) identified the human resource policy of training and development. He focused the form of programs design, learning, skill development, and behavior changes. Human resources policy related directly to the training and organization’s career development and recognized the reward system in training and advancement. (Cheng

&Ho,1998). The expert trainers' capabilities are essential to provide to be effective training and development; employees' attitudes and motivation also influence that.

Organizations want to get the qualified trainers due to succeed the transfer of learning to the employees. Especially, they can foster to focus constantly on team building program and to enhance employees' motivation as positive attitude. The evaluation framework and transfer of training link to gain the effectiveness of training and development in the public sector. If employees start the new jobs, they will need sufficient training and information to learn and to become productive, successful employees for their organizations. The new employees expect to accept the adequate instructions from training.

Training and development requires not only new recruits but also existing employees in every organization. Training is the major key for retaining employees' productivity, competitive skill and establishing advance their careers. Training is known as the effort to increase the knowledge, skills and abilities (KSAs) of employees and managers who can do better their jobs. New recruits need to know their duties, to improve technologies, to understand organization procedures, to conduct rules and regulations. Also, present employees must fulfill to play learning advanced technologies

applications, to enhance job performance, and performance appraisal, to get the organization communication and to acquire new abilities.

Development is called the efforts to improve future performance by providing skills to be used in a subsequent assignment. Development raises the employees' abilities, helps planning, links strategic organizational development, and gains the relevant employees' skills in the future. Training is long term underinvestment of involving budgets necessities, training needs and facilities, quality trainers. Training and development is important responsibility for fulfilling the individual employees, supervisors and units.

The strategic role of training and development includes that new employees are helped to gain advanced equipments, procedures and standards of the organizations, present staff are assisted to adjust new tasks as promotion, reassignments and restructuring, employees are confirmed to know new laws, knowledge pertinent to the organization, environment and jobs, as risk management staff are ensured to achieve the organizational performance effectively, training and development is applied as a tools, to enhance the capacity of managers and employees in current situations, and KSAs must attain each employee to help their organizations' requirements.

In recent years, online learning method is improving the quality for employees within organizations. Learning theories focus the adult

experiences, interesting self-improvement and problem solving. The learning principles are motivation, relevance and transference, repetition and active participation, underlying principles, and feedback and positive reinforcement. The rule three of repetition and active mentioned that people make hearing to three times and seven stated repeatedly practicing to achieve the goals. KSAs are completely integrated into an individual's capacity. Feedback and positive reinforcement is promoting directly training impact.

Positive reinforcement stated that the staff ensuring acceptance. Some employees apply the extent and nature of feedback to measure of their organization's commitment. As employers, need to follow through by supporting feedback and encouragement about the importance and suitability of workplace applications. Training strategies are on-job training, mentoring, In-house seminar, simulation and role playing, web-based learning and formal education. On-job training (OJT), the most popular training technique in public sector, is used for new recruits. The capacity of OJT includes the assignment with one or more coaches to the trainee. OJT is the best currently delivered situations to fill the skills and knowledge for the new hires. OJT is one-by-one function interaction between trainer and trainees in practically by working specific job situation.

Mentoring is known as learning and developing for inexperienced employees in their career potential service through ongoing, periodic dialogue and coaching from senior managers. Mentors can help the long term goals, complex skill development, and professional socialization they support their employees to solve the problems while they are working in the jobs and discuss focusing their application and relevance. Mentoring or supervisory training is effective to be available for individual.

In-house seminars and presentation are applied to connect information as new developments, expectations, or rules and policies to groups of employees. Training methods focus on the development of understanding principles and seek the creativity for new applications.(Lucas,2003;Newstrom, Scannell,&Nilson,1998). Trainers must provide to work with employees group to help in application, and managers must emphasize that application is sufficient. Simulation and role playing methods replicate with managers and employees to get on job experience without delaying of working process. Vestibule training is the particular training on which workers skills or processes without disturbing working activities. Web-based learning, popular training for employees, are remote access, convenient participation times for employees, and assess to get information from internet, download methods, and others.

Training gives to learn the skills to the people. Education includes self-discovery and focus on formation and information. The ethics training is necessary for employees in recent years. Training needs assessment and evaluation to be effective for long term. Evaluation is applied to justify current training and to achieve the benefits for the future program. Training evaluation aims to assess the effectiveness of training as involving feedback from employees and managers. Every country emphasizes the training and development for public sector as a human development agenda. Transfer of training is defined as the effect that knowledge or abilities acquired in one area have no problem solving or knowledge acquisition in other areas.

Transfer of training is based on the theory of transfer of learning. Holding (1991) says that "transfer of training occurs whenever the effects of prior learning influence the performance of a later activity" (in Training for Performance Morrison, J. (Ed p. 93). The degree, to which trainees successfully apply in their jobs the skills gained in training situations, is considered "positive transfer of training" (Baldwin & Ford, 1980).<sup>8</sup> It includes that positive transfer defines as training facilitates acquiring a new skill or reaching the solution to a new problem; negative transfer states as training hinders acquiring a new skill; and zero transfer means that past

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<sup>8</sup> <http://en.wikipedia.org/wiki/transfer-of-training>

experience or training neither enhances nor hinders acquiring a new skill. So, organizations can achieve the organizational's goals and objectives to increase productivities and to give deliver service to the people easily and efficiently.

## **2.6 Data Analysis**

This paper applies the secondary data and only analyzed with the qualitative approach. I use to take the data from Union Civil Service Board, Central Institute of Civil Service (Phaunggyi), UCSB website for Myanmar case and Ministry of Public Administration and Security (MOPAS), Central Officials Training Institute (COTI) and COTI website for Korean case.

## **Chapter III**

### **Civil Service System and Civil Service Reform in Myanmar**

#### **3.1 Historical Background of Civil Service Commission in Myanmar**

Civil Service Commissions were formed in some Europe countries in late 19<sup>th</sup> century. Myanmar was a monarchism country in 18<sup>th</sup> century. Formerly, it has been a sovereign state in long time ago. The administrative system has been central and local levels at that time. After colonizing the British rule in 1885, Myanmar became a province of British India. The civil service administration of the kings' was abolished and the system of British civil service was substituted. Most civil service officers were formed as the part of Indian Civil service (I.C.S).

In order to the Government of Burma Act 1935, Myanmar was separated from India. British Civil Service Commission managed the selection and appointment for reserved posts. But middle and senior posts were Indians and British Nationals. The Educational Syndicate took the responsibility for listing posts of local government and it became the Selection Board in 1919. The recruitment system was an open competitive system for appointing civil service at that time.



In January 1942, Japan invaded and occupied the whole Myanmar until 1945 when the British returned back to reoccupy the country. The State Service Reorganization Board was made up for recruiting the government staff to assign the functions of government. The State Service Commission managed Junior and Senior Branch levels and the main administrative level was Japanese officers. After taking the authority of Myanmar from Japanese Military Administration in 1945, British again established Civil Administration system for a year but it was same the British Colonial Administration system previously.

Myanmar gained her independence on 4<sup>th</sup> January 1948 from British. The Union Public Service Commission was organized in 1953. The Screening Board was reformed in 1958. The Board administered the body of senior officers functioning matters, concerning transfer and promotion of high ranking civil service officers. The rank of the Board was same as civil service commission. Civil Service Commission performed the functions of selecting civil service personnel by holding competitive examinations.

The promotion matters of senior grade posts were managed by coordinating the Commission and the Board. In 1972, the government Revolutionary Council introduced a new administrative system. On 4<sup>th</sup> May 1972, the Union Public Service Commission was reconstituted as the Central

Public Service Selection and Training Board. In 1974, new State Constitution Law was promulgated and Socialist Republic of Union of Burma emerged. Pyithu Hluttaw, the legislative body, promulgated a new Civil Service Selection and Training Board Law in 1977. In order to this Law, Public Service Selection and Training Board were composed and the functions of the Board resembled the Civil Service Commission.

The Board was placed under the direct control of the Council of the State, the highest organ of State power. Apart from its routine functions of selection and training of candidates of civil service posts, it was also authorized to perform such tasks as organization inspection, assisting the Council of State in prescribing service rules, regulations, disciplines, procedures, norms, policies, guidelines in relation with civil service personnel. This portrays the Board as a Central Personnel Agency carrying out entire civil service personnel affairs in Myanmar.

The State Law and Order Restoration Council (SLORC) has been formed to take the responsibilities since 1988. Executive service officials performed for implementation of three main national causes to be practiced as national policy under the Ministry of Home Affairs. To become a developed and full-disciplined democracy nation, the SLORC operated from the current administration system into a civil administration where public

service personnel can make their tasks with present civil service rules, and regulation in 1992.

And then, SLORC changed name State Peace and Development Council (SPDC) in 1997 and CSSTB took to manage continuously civil service affairs. The civil service system has been unchanged as the Civil Service Selection and Training Board Law (1977). SPDC handed over the whole responsibility of the State to a new civilian government in 31-3-2011. In order to Notification No.6/2011 and Union Civil Service Board Law of 28 October 2010, CSSTB is renamed as the Union Civil Service Board (UCSB) in 31-3-2011.

### **3.2 Civil Service System in Myanmar**

Union Civil Service Board administers the current civil service system of Myanmar. UCSB is responsible for recruitment to all grades including gazette and non-gazette posts. The respective ministries appreciate to UCSB for filling the vacant posts. The UCSB announces the job vacancy and selects the applicants with open competition system. In recruiting the candidates for first entry into civil service, the open competitive method is mainly practiced. They must submit the medical certificate of health, age and qualifications with application form. They will pass the written test and

interview. The skill assessment requires for specific posts. One important thing is that any government servant must be political neutral.

Government employees are promoted from existing position to higher position for filling job vacancy. Promotion is an important process of personnel management and it is for civil service motivation in human resources development system. But, they must have a minimum year of service and take part of practical work exam or personal interview. Most senior officer promotions will pass the interview. Moreover, each level for promotion must need to submit the personnel assessment record or performance appraisal. Government employees can get casual leave, earned leave, quarantine leave, leave on medical certificate, extra ordinary leave, maternity leave, special disability leave, hospital leave, and seamen's sick leave in accordance with the existing civil service regulations and fundamental rules. The working hours for per day are 8 hours from Monday to Friday.

The reward system is also necessary for government employees' efficiency. This is the driving force for their working capacity and employees' incentives. The Government of Myanmar awards Title and Medals to service personnel performing at government departments and organizations for their loyalty, efficiency, honesty and productivity

improvement. Every civil servant can retire for 60 that called superannuation pension. Civil service personnel who have earned 30 years of service may apply for retiring pension. Invalid pension is granted to the service personnel who are unable to perform their duties due to health. Compensation pension is provided to those service personnel whose posts are abolished. The government employees can follow this to have pension;

- 1) The service must be under Government
- 2) The employment must be paid by Government
- 3) The service must be paid by Government.

When the service personnel deceases, the dependants of the deceases are entitled family pension under rules and regulations concerning pension. (New Pension Rules, Civil Service Regulation, Fundamental Rules). If the employee began to work for 18 years old as the government servants, he/she can be counted to permit pension from 18 years old to 60 years old. Other benefits for civil servants in Myanmar can get increment that the period is prescribed for two-years. Local allowances are admitted to provide the employees who worked in social difficulties areas. The Government has been emphasizing on welfare of civil service personnel. It has revised and

increased the pay for civil servants. The government is using available means to look after the welfare of civil service.

### **3.3 Civil Service Reform of Myanmar**

The State Services Reorganization Board was made up to restore the Government after invading the Japanese in 1942. The Service reform bureau was organized to get loyal, clean and efficient state service in 1944. The compensation costs were permitted for three levels of locality based on average differences in rice and minced fish-paste prices in this year. The first report, “Administrative Reorganization Committee”, was submitted in 1951. It was not useful because of the unstable political situation. “The Public Service Enquiry Commission “submitted a report to promote Government’s participation in State economy and to establish a Management Service for the Government owned industries and enterprises in 1961 but it could not be applied due to the military coup in 1962.

The present practice in Myanmar civil service personnel administration was far from satisfaction. The Public Service Commission dealt with the recruitment, appointments, postings, and transfers that limited to the respective ministries. Ministry of Finance and Revenue prescribed the conditions of service. In 1955, the Public Administration Division was composed in the Prime Minister’s office and the various matters of civil

service were described. It was far from government activity for supervision and control of the civil service affairs and promotion because the country faced seriously armed conflict and unstable political situation at that time. In 1972, the Revolutionary Council announced the new administrative system again.

The Commission advised the legislations for government servants, enterprises, civil service selection and training board, social security system, and human resources planning in 1975. The Council of State selected and divided two groups of socially difficult townships. Twenty-two was the most difficult townships and twenty-six was the moderately townships in social affairs. It announced to entitle for compensation policies in 1979. There were as follows;

- 1) Compensation cost for locality ( Notification No. 22/79 )
- 2) Transfer with time limit ( Notification No.1/82 )

According to the Ministry of Finance and Revenue Notification No. 142 of 1972, twenty grades existed. And, the Notification No.14/89, reduced the job classes to one standard and decreased to twelve grades. Besides, Civil servants' salaries were raised in order to the Notification No.15/1993, No.57/2000, No.60/2006 and 184/2009. To improve the civil service

personnel administration, Myanmar is systematically trying to get the enhancement for civil services' abilities, skills and knowledge. Myanmar is emphasizing on systematic training programs of civil service personnel for human resources development.

### **3.4 Current Civil Service Structure of Myanmar**

The current civil service structure of Myanmar is based on “the position system “. Each grade is divided by salary scale. It consists of 12 grades. Grade-1 is the lowest and grade-12 is the highest in these levels. There are 12 grades and salary levels as below;

**Table 3.1 ; 12 Grades and salary levels**

| Grade | Pay scale         | Position                                |
|-------|-------------------|---|
| 1     | 35000-1000-40000  | Messenger/Helper                        |
| 2     | 41000-1000-46000  | Promotion-Senior                        |
| 3     | 47000-1000-51000  | Clerical( Lower )                       |
| 4     | 53000-1000- 58000 | Promotion-Clerical ( Upper )            |
| 5     | 59000-1000-64000  | Junior Executive( Assistant Supervisor) |
| 6     | 65000-1000-70000  | Promotion-Supervisor                    |



|    |                     |                              |
|----|---------------------|------------------------------|
| 7  | 100000-2000-110000  | Senior Executive ( Officer ) |
| 8  | 120000-2000-13000   | Selection Grade ( AD )       |
| 9  | 140000-2000- 150000 | Selection Grade ( DD )       |
| 10 | 160000-2000-170000  | Selection Grade ( Director ) |
| 11 | 180000-2000-190000  | Selection Grade ( DDG )      |
| 12 | 200000-2000-220000  | Selection Grade ( DG or MD ) |

Source; Central Bank of Myanmar

The human resource management and development is the major role for each formal organization. Civil service personnel play an important part for implementation to be quickly of service delivery of people. In accordance with effective human resource strategies point out to attain the right person with right place at precisely right time. Recruitment, selection, pre-service training, in-service training and refresher courses are being arranged to get the most qualified service personnel in public sector.

The civil service of a country has duty to discharge the services of governmental organizations. Governmental services include the defense of nation, provision of law and order, and promotion of social, cultural and

economic development. A government discharges these duties by directly participation, regulation and advocacy. These execution modes need different categories of civil service personnel in respective ministries. Like the other government of modernized nations, Myanmar government is organized with the ministries format. The government comes under the purview of line ministries to deal with all activities.

The various ministries consist of departments and enterprises. Departments carry out mainly regulatory and supervisory functions and enterprises also engage actual operation of factories, industries, farms, financial institutions, transport services etc...Enterprises run in a commercially oriented operation. Both departments and enterprises are delivering service through their service personnel for the public. The apex of the body of Myanmar government is the Cabinet as its Head. The ministers and deputy ministers are political appointees who are not subject to civil service rules. Directors General (DGs) headed the departments and Managing Directors (MDs) led the enterprises. The Cabinet appointed the DGs and MDs who are the highest ranking civil service officials in Myanmar. Myanmar has two kinds of civil service personnel that are officers and supporting staffs. The civil service officer corps is divided into six tiers as follows;

**Sr. Designation**

1. Director General/ Managing Director;
2. Deputy Director General/ General Manager;
3. Director/Deputy General Manager;
4. Deputy Director/Assistant General Manager;
5. Assistant Director/Manager;
6. Staff Officer/Assistant Manager.

The officer corps is supported by clerical, accounts and skilled.

“Other ranks” which are also divided into six tiers as follows;

**Sr. Designation**

1. Office Superintendent / Supervisor;
2. Branch Clerk / Assistant Supervisor;
3. Upper Division Clerk / Technician Grade ( 6 );
4. Lower Division Clerk / Technician Grade ( 4 );
5. Record Keeper / Head Peon;

6. Peon / Sweeper.

The lowest level, staff officer and assistant manager posts could be appointed in government organizations by two options. The first one, the top of non-officers tiers, could be appointed at present rules and regulations of promotion. Union Civil Service Board (UCSB) selects the others by competition with universities graduated. All civil service officers who have been the lowest level in six tiers ,both in-service promotion and directly recruited posts require to attend the “ Basic course for civil service officers “ and “ Basic pre-service course for civil service officers “. The recruited candidates would be assigned with respective posts after completing the training courses successfully. Therefore, the basic training course for civil service officers in Myanmar is provided to all lowest level of six tiers in officers’ corps.

In order to keep enhancing of civil service officers, UCSB inaugurated the mid-level officers training program to targeting for assistant directors and deputy directors. It has gained dynamic momentum. The office supervisors and clerical staff of including the top 4 out of six tiers would also attend the basic training courses. Supporting staff such as peon, head peon, and other skill oriented technicians of lower level will attend in Training Center of their respective ministries for their skill. At this juncture, it may be

well noted that there would be a number of trainers who are also taking the responsibility for training the civil service.

### **3.5 Formation of Union Civil Service Board in Myanmar**

The Union Civil Service Board is one of the central level organizations responsible for recruitment of the lowest gazetted officers and training of civil service personnel at different levels on behalf of the government. By the Government of Burma Act 1935 after separating from India, Public Service Commission (PSC) of Myanmar is organized on 5 April 1937 for selecting and appointing of civil servants. In 1953, the Union Civil Service Commission was reorganized and it was placed under the Ministry of Home Affairs in 1972. In order to enact Civil Service Selection and Training Board Law on May 1977, it was changed Civil Service Selection and Training Board (CSSTB).

CSSTB has performed both civil service affairs and civil service trainings at that time. Today, in accordance with Union Civil Service Board Law of 28 October 2010, CSSTB has been renamed as the Union Civil Service Board (UCSB). Union Civil Service Board is placed under the direct supervision of the Presidential Office, the highest organ of state power. The chairman of the UCSB is a ministerial level and members of the Board are deputy minister levels. The main functions of the UCSB are as follows;

- 1) to select suitable candidates through open competition for recruitment to administrative and professional grade posts in various ministries.
- 2) to scrutinize and approve proposal submitted by various government agencies for promotion of their personnel to administrative and professional grade posts
- 3) to assist the government in matters relating to the civil service.
- 4) to administer rules and regulations relating to administrative and professional grade posts.
- 5) to provide basic training for recruits to administrative and professional grade post and clerical staff.
- 6) to provide in-service training for middle level administrative personnel.
- 7) to convene seminars for high level administrators.
- 8) to conduct research pertaining to civil service matters.

UCSB organized Civil Service Selection and Training Department (CSSTD), Civil Service Affairs Department (CSAD), Central Institute of

Civil Service (Phaunggyi) and (Upper Myanmar).<sup>9</sup> The CSSTD assists to implement the Board functions as selecting and appointing candidates for the entry post through competition, and scrutinizing the matters concerning promotion of in-service personnel who possesses the required qualifications for the entry grade. The CSAD takes the charge of matters with regard civil service personnel with existing law, regulations, rules, disciplines, procedures and instructions.

Besides, the two Institutes provide nurturing courses the trainees to become a good civil service personnel with patriotic spirit, who dutifully perform in their administrative, economic, and social matters of the State, promoting the functional efficiency in management, enabling them to conduct research work. These two Institutes under the supervision of UCSB are taking to give the training courses for civil service personnel. In carrying out these, various ministries, commissions, boards, authoritative bodies etc. are composed of specific functions and responsibilities for the recruiting, selection, and training of civil service personnel for administrative machinery. UCSB is emphasizing the responsibilities for capacity enhancement of Myanmar's civil service at present. Now, Myanmar civil servants are totally about one million.

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<sup>9</sup> [www.ucsb.gov.mm](http://www.ucsb.gov.mm)

### **3.6 Vision and Mission of Union Civil Service Board**

Observing the Duties and Powers of the UCSB stipulate in the law, the Board set its Vision, and Mission to be more clear and systematic at the workplaces under the UCSB. Vision and Mission of the UCSB are following as;

#### **3.6.1 Vision**

To build an independent, efficient, competent and disciplined Civil Service for the sustainable all round development of the Nation.

#### **3.6.2 Mission**

- 1) To conduct the recruiting and selection process for officials to be appointed at the entry point of public organizations systematically and impartially;
- 2) To undertake and organize induction training courses for all level of service personnel and provide arrangements for middle and senior level officials to participate in training programs , conferences, workshops, and seminars;
- 3) To conduct training and educational programs aimed at capacity enhancement of civil service personnel;



- 4) To administer the existing rules and regulations relating to the civil service personnel and provide advisory and consultancy service to other public organizations in matters relating to civil service affairs.

### **3.7 Civil Service Training System in Myanmar**

The efficiency and skill of civil service personnel is crucial to accelerate the development of the nation. A highly efficient and capable body of civil service personnel plays a vital role in the development process of the nation. It will be seen that countries all over the world are trying to enhance the skill and capabilities of civil service personnel through intensive training programs. Systematic training of talented personnel will lead to enhancement of performance in civil service. Training and development for ability of civil servants includes on job training, departmental training of home and abroad. In some organizations, a candidate is appointed as an “apprentice “with assigned duties to be performed under supervisors.

In order to experience with different work nature, appointed personnel are performed the different duties in rotation. The capacity enhancement of personnel plays departmental examinations or proficiency tests after studying respective subjective in theory and practice. Pre-service training for candidates before managing appointed as civil service and in-

service training for service personnel performing duty in respective organization have been the two kinds of training usually conducted in civil service in Myanmar. A candidate has to go pre-service training after first appointment as a civil servant, and then refresher courses when he has earned a certain service in his career, trainings, seminars, and workshops for performance improvement and promotion to higher ranks.

In Myanmar, government is placing great emphasis on training programs for human resources development of civil service personnel. Systematic training programs undertake for civil service personnel will bring about an all-round development of civil service activities. The State has planned to promote further training programs with the intention of creating a body of efficient, capable and disciplined civil service personnel. Training and development of civil service personnel is major functions of UCSB and government organizations also have the awareness of its importance.

### **3.8 Central Institute of Civil Service (CICS)**

The UCSB is carrying out the responsibility to conduct the induction training courses for all levels of civil service personnel. To be efficient and effective civil service personnel, training is an essential for civil service in Myanmar. This function is being undertaken at the Central Institute of Civil

Service (Phaunggyi) and Central Institute of Civil Service (Upper Myanmar) under the supervision of the UCSB. These two Institutes are conducting basic training courses for officials and clerical staff of the civil service and special refresher courses for the service personnel from respective ministries. CICS (Phaunggyi) has been established on 1st January 1965 and CICS (Upper Myanmar) has been built on 7th February 1999. The functions and training systems of the two institutes are identical and each institute is headed by a Rector. It is divided by administrative division and training division. The objectives of the two CICSs are as following;

- (1) To train the service personnel, so that they will be fully conversant with the line of duties and responsibilities and, become efficient personnel, serving the interest of the people participating in the economic, social, political and administrative sectors;
- (2) To find solutions to practical management problems, by means of collective discussions and to raise the quality of work performance by exchange of ideas and experience;
- (3) To develop technical and management know-how by means of research, preparation and distribution of thesis and term papers on various theme and subjects;

- (4) To render assistance in the national defense of the country.

### 3.9 Type of Trainings

Nowadays, the following regular training courses are being conducted at the two CICSSs.

**Table 3.2; Types of training**

| Sr<br>N<br>o | Name of<br>Courses                                     | Position  | Education              | Durati<br>on | Age                         | Remark  |
|--------------|--|---|------------------------|--------------|-----------------------------|---|
| 1            | Manageme<br>nt Course<br>for Mid-<br>Level<br>Officers | Deputy<br>Director or<br>Assistant<br>Director  | University<br>Graduate | 4<br>weeks   | Less<br>than<br>50<br>years | Completed the<br>basic course or<br>basic course for<br>civil service<br>officers and<br>good health<br>condition |
| 2            | Basic<br>Course for<br>Senior<br>Civil<br>Officers     | Staff Officer,<br>Assistant<br>manager,<br>Assistant<br>engineer,<br>Assistant<br>Lecturer, | University<br>Graduate | 14<br>weeks  | Less<br>than<br>50<br>years | Newly<br>promoted civil<br>service officers<br>and good health<br>condition                                       |

|   |  |   |                         |          |                    |   |
|---|--|---|-------------------------|----------|--------------------|---|
| 3 | Basic Pre-service Course for Senior Civil Officers | Staff Officer, Assistant manager, Assistant engineer, Assistant Lecturer, | University Graduate     | 14 weeks | Less than 50 years | Newly appointed civil service officers and good health condition                    |
| 4 | Basic Course for Junior Civil Officers             | Deputy Staff Officer, Junior engineer, Tutor/ Demonstrator                | University Graduate     | 14 weeks | Less than 50 years | Newly appointed or promoted junior civil service officers and good health condition |
| 5 | Enhance Course for office Supervisors              | Office Superintendant   | Higher education passed | 14 weeks | Less than 50 years | Completed the basic course for clerical staff and good health condition             |
| 6 | Basic course for Clerical staff                    | Lower division clerk  | Higher education passed | 14 weeks | Less than 50 years | Newly appointed in clerical staff and good health condition                         |

Source; UCSB Annual Report

The number of service personnel, trained at CICS (Phaunggyi) and CICS (Upper Myanmar) as of 31-3-2012 are depicted in Table (3).

**Table 3.3; Number of Trainees who attended at two CICS**

| <b>Sr.</b> | <b>Courses</b>                   | <b>1-4-2011 to 31-3-2012</b> |               |              | <b>From the date of establishment up to 31-3-2012</b> |               |               | <b>Remarks</b> |
|------------|----------------------------------|------------------------------|---------------|--------------|---|---------------|---------------|----------------|
|            |                                  | <b>Male</b>                  | <b>Female</b> | <b>Total</b> | <b>Male</b>   | <b>Female</b> | <b>Total</b>  |                |
| <b>1.</b>  | <b>Regular Courses</b>           | 879                          | 1984          | 2863         | 51951   | 33568         | 85519         |                |
|            | (a)CICS(Phaunggyi)               | 826                          | 1649          | 2475         | 7159  | 10147         | 17306         |                |
|            | (b)CICS(Upper Myanmar)           |                              |               |              |   |               |               |                |
|            | <b>Total</b>                     | <b>1705</b>                  | <b>3633</b>   | <b>5338</b>  | <b>59110</b>  | <b>43715</b>  | <b>102825</b> |                |
| <b>2.</b>  | <b>Special Refresher Courses</b> | 1348                         | 6708          | 8056         | 24061   | 110684        | 134745        |                |
|            | (a)CICS(Phaunggyi)               | 1419                         | 7087          | 8506         | 11734   | 51414         | 63148         |                |
|            | (b)CICS(Upper Myanmar)           |                              |               |              |   |               |               |                |
|            | <b>Total</b>                     | <b>2767</b>                  | <b>13795</b>  | <b>16562</b> | <b>35795</b>  | <b>162098</b> | <b>197893</b> |                |
|            | <b>Grand Total</b>               | <b>4472</b>                  | <b>17428</b>  | <b>21900</b> | <b>94905</b>  | <b>205813</b> | <b>300718</b> |                |

Source: UCSB Annual Reports

The total number of trained service personnel mentioned above compare with the approximate figure of 1 million civil servants in the country, it has shown the fact that about 30 per cent of personnel were trained in two institutes. But most of the ministries in Myanmar have their own training schools and institutions for their staff especially technicians, clerical workers and train them to improve their skill and knowledge relating to their job.

The two Institutes open two types of courses, regular courses and special refresher courses according to the needs of Nation. Special Refresher Courses have been started opening in 1992. These training courses are arranged for officers of some ministries in order to fill the government requirements. Refresher courses attempt to update in service personnel, equipping them with knowledge and proper perspective inconformity with the rapidly changing world. The duration of these courses is only 4 weeks or 6 weeks. These special refresher courses are as follows;

- 1 ) Special Refresher Course for Faculty members of Universities and Colleges;
- 2 ) Special Refresher Course for Basic Education Teachers;

- 3 ) Special Refresher Course for Police Officers;
- 4 ) Special Refresher Course for Regional Development;
- 5 ) Special Refresher Course for Legal Officers and Judicial Officers;
- 6 ) Course for Development of Women Sector;
- 7 ) Basic Course for Personnel of Customs Department.

### **3.10 Academic Departments in CICSs**

The two Institutes of CICS compose the following six departments;

- 1 ) **Department of Management Studies;** The subjects of lecturing are general management, leadership, office management, office works, quantitative approach, civil service regulation, financial regulation, departmental accounting, management accounting, basic computer application etc...It is for Basic Course of Senior Civil Officers, Junior Civil Officers and Pre-service Officers and Office Supervisors. Besides theses subjects, mid-level Officers are lectured more subjects than these courses. Human resource management, learning organization, ASEAN member countries civil service system, crisis management, and so on....Basic course for clerical staff



are not taught general management, leadership and quantitative approach.

2 ) **Department of Economics;** There are economic theory, statistics, rural development, market economy, development economic, agriculture and livestock breeding that are imparted by this department. Moreover, economic department arranges to study the industrial zones, and agricultural sites of visiting to the field trip for above Basic Course for Senior Civil service officer levels. It holds the seminar for sharing knowledge of departmental paper and field trip paper. Besides, millennium development goals (MDGs), human development index (HDI) are added for Mid-Level Officers Course. Moreover, investment, planning, budget subjects are delivered by the guest lecturers from respective departments from some ministry.

3) **Department of Political Science;** It includes the subjects that are world history, world's political thoughts, constitutions, history of Myanmar Independence Struggle, our three main national causes, twelve objectives, geopolitics and so on...These subjects are intended to strengthen Union spirit and patriotism among the trainees.

- 4) **Department of Sociology;** In order to train service personnel to become intelligent in social dealing with public and each other's such social subjects as human relations, public relations, civic duties, etc...are imparted. In addition, traditional medicine, public health, danger and control of narcotics drugs, Myanmar Woman affairs Federation and Maternal and Child Health care are discussed by the specialists from respective departments.
- 5) **Department of Law;** Criminal Law, Myanmar Customary Law, Evidence Law, cultural belongings protection law are delivered by this department.
- 6) **Department of Military Science;** It involves the most basic military knowledge and practices. The five subjects are drill, small arms, field craft, physical fitness, and National security and defense.

### **3.11 Arrangement of Training Aids and Facilities for Trainees**

In addition, a technical library, with a compilation of 50000 books has been organized in these Institutes. Training methodologies, commonly practiced in our Institute, include lectures, group discussion, workshops, paper presentations, field trips, practical exercises, verbal test, and writing

tests. Computer aided teaching is also practiced in some training sessions. All the expenses for the trainees regarding accommodation, meal, catering, travelling expense, and health care is contributed from government budget during in the training period. They are all to stay at dormitories.

All trainees in the institutes have to wear training uniforms during the whole training period. As a health for trainees, they can get to be free medical care and treatments. Two Institutes have 25 bedded hospital and weekly medical treatment by specialists. Radio, cassette players and color TV sets are provided in every dormitory for recreation. Football, Volleyball, Cane ball, tennis and table tennis also can be played for trainees as a sport facility.

Basic theoretical and practical training is offered to regular courses trainees. Livestock breeding is systematically carried out both for food supply and information. Daily training program consists of two sessions; morning and evening sessions. Morning session begins at 7:30 am and will finish at 11:20 am whereas the evening session starts at 1 pm and ends at 3:50 pm. Early in the morning and in the evening after class, the trainees have to practice physical exercises. Altogether there are seven period of lectures that are long for 50 minutes in each period and training for a day.

### **3.12 Assessment System of Training**

By the end of the training course, every trainee is assessed as following conditions;

- a) Performance appraisal ( discipline, behaviors etc..)
- b) Academic qualification gained during the training period.

All trainees irrespective of type course are uniformly awarded “course completion certificate”. The trainees have to fill the evaluation form on their training courses such as academic, teaching, welfares, facilities of trainings. The set training courses that given to the civil servants is essential to support the human capital development in our Nation.

### **3.13 Training of Trainers (TOT) Program**

UCSB is running to fulfill the needs for training in order to enhance civil servants’ capacity improvement. To be effective and efficient training, to enhance the quality, to be expertise, and proficiency, trainers must be upgraded their improvement. Required to keep abreast with the modern age in carrying out the training tasks, training for trainers courses are administered by UCSB. Training of Trainers course aims to realize the training techniques and to enable the institute to resume supervision

overtraining matters. Besides, some outstanding trainers are allowed to attend higher degree course at the higher education institutes for Ph.D, Master, and Diploma and Certificate courses in domestic and abroad. Moreover, computer application courses and workshops on training methodologies are held for trainers in every year.

### **3.14 Capacity Enhancement of Civil Service in Myanmar**

UCSB concentrates to make the process for capacity enhancement of Myanmar Civil Service collaboration with Sasakawa Peace Foundation from Japan. Workshops were held in five times within five days in this process. One day workshop discussed three times and Study Mission of selected participants abroad three times including 30 people in once time from 2002 to 2005. In 2010 January, five-day workshop for capacity enhancement of Myanmar Civil Service was held in Nay Pyi Taw collaboration with Sasakawa Peace Foundation from Japan. Sixty of Mid-level officers from various ministries attended in this workshop.

Gaining momentum of capacity enhancement process through holding of this workshop in respective themes, the UCSB has initiated awareness of the crucial role of civil service in nation building tasks. The view of training activities for civil service in Myanmar is obvious that UCSB is fully aware of training to improve the capacity of service personnel and

they can only deliver an excellent service to the public if they are effective, efficient and professional in their jobs. UCSB believes that the efficient service personnel could be recruited and trained. Therefore, it has made a resolution to raise the momentum of capacity enhancement program through cooperating with public organizations within the country and abroad.

To promote the ability of civil service, the Singapore Cooperation Program (SCP) has been launched in Myanmar since 2002 according to Initiative for ASEAN Integration (IAI) framework. UCSB is responsible to send and attend the civil servants from respective ministry and organizations. The civil servants who worked in government organizations participate in this courses relating to HRM in public sector and job skills in daily routine works such as the field of leadership, management, note taking, communicating, negotiating and project proposal writing and English proficiency skill.

ASEAN Conference on Civil Service Matters (ACCSM) workshop is attended and discussed to promote effective and efficient civil services' ability, public accountability and good governance, civil service matters and arranged to hold this workshop in annual starting from 2008. Each ASEAN member country has ASEAN Resource Center (ARC) under the ACCSM to develop and conduct training programs designed to assist all member States.

UCSB also opened ASEAN Resource Center (ARC) for training of trainers of civil service on 5 th August 2004. It implemented two training courses on Training of Trainers for civil service in March 2009 and August 2009.

The 60 participants from the training center of various ministries and Central Institute of Civil Service (Phaunggyi and Upper Myanmar) attended these courses. Another training course on TOT will to be able to assist all the government organizations and enhance the relationship regarding civil service affairs between Myanmar and other ASEAN countries. UCSB held a workshop for Capacity Enhancement of Myanmar Civil Service from 18-1-2010 to 22-2-2010 in Nay Pyi Taw.

The theme of the workshop consisted of good governance, central and local governments, and economic policy, where as middle and senior level officials participating in the Workshop were able to obtain knowledge concerned with these themes. Moreover, Training for ICT Capacity Building in Myanmar, organized by the UCSB in collaboration with the United Nations Asian and Pacific Training Center for Information and Communication Technology for Development (UN-APCICT/ESCAP) was held in Central Institute of Civil Service (Upper Myanmar) from 29-3-2010 to 3-4-2010. The strategic management workshop under the Initiative for ASEAN Integration (IAI) program, organized by the UCSB in collaboration

with the Civil service Institute of the Prime Minister's Office, Brunei Darussalam was launched at Central Institute of Civil Service (Phaunggyi) from 15-6-2010 to 18-6-2010. In accordance with the development of 21 st century, the civil service personnel are being trained and nurtured in order that they will become highly qualified human resources.



## **Chapter IV**

### **Civil Service System and Civil Service Reform of Korea**

#### **4.1 Historical Background of Civil Service Commission in Korea**

Korea civil service system has started since Joseon dynasty (1392-1910). Literati-bureaucratic tradition (Kim and Kim 1997), yangban , consisted of literary class and martial class. After ending the Joseon dynasty, yangban also disappeared. But civil service examination system began Korea in 788 (during Silla dynasty), and this system was officially accepted in 958 (during Goryeo dynasty). (Lee et al. 1985) Both Confucian and Chinese characters included the civil service entrance examination in that time. The first Military examination introduced in the end of Goryeo dynasty (918-1392) and continuously held in Joseon dynasty.

Japanese regime colonized from 1910 to 1945 and American occupying army also ruled (1945-1948). Bureaucrats system experienced an enormous power in Korean society. The Republic of Korea was founded on August 1948. The National Civil Service Act was mandated in 1949. The military coups systematically undertook the Korean Civil Service System (KCSS) in 1961(The South Korean Civil Service System, Young-Pyoung Kim). The Local Civil Service Act was promulgated in 1963. The local

residents elected the Local Government Council members and the central government could not administer in personnel management of local authority.

However, the national civil service system formed the local government framework. Korea has a unitary state system. Now Korean public service is getting a certain degree of social prestige and many new generations are eager to get a job opportunity in public sector and to become a good public servant. The Ministry of Government Administration (MOGA) was the central personnel authority for a long time. The Ministry of Government Administration (MOGA) and the Ministry of Home Affairs (MOHA) were combined in 1998; the Ministry of Government Administration and Home Affairs (MOGAHA) emerged. MOGAHA is responsible for the central personnel agency continuously. The central government divided the function of MOGAHA and organized the Civil Service Commission (CSC) on May 14, 1999. It took the responsibility to the reform of the Korean civil service system.

The responsibility of Civil Service Commission consists of formulating policies for personnel management, reviewing the promotion of senior civil servants and other personnel actions, implementing the open employment system. The President of Civil Service Commission is assigned

for three years and he can be added the extra years in order to National Civil Service Act. Civil Service Commission opened oversea training and development program that based on policies and guidelines relating to civil service training. (Evaluating Training and Development for Korean Civil Servants; challenges and Responses, Tobin Im and Hye Young Shin).

After that, the Ministry of Government Administration and Home Affairs ( MOGAHA) and National Emergency Planning Commission (NPEC), were merged again in 2008 in according to reorganize the order of new President Lee Myung-Bak ( 2008- 2012). The Ministry of Public Administration and Security (MOPAS) emerged to take out the central agencies in charge of organizational management, personnel management, e-government (information) local autonomy, disaster management, and security. Now MOPAS is performing the personnel policy formulating, but the personnel authority of each agencies is devolving from the functions of MOPAS. Civil service affairs are controlled under the MOPAS in present time. The MOPAS's vision is Safe Korea, Advanced Local Autonomy and Regional Development, Efficient Government, and a Fair Society. The MOPAS has one Minister, two Vice Ministers, and includes five offices and three main bureaus.

## **4.2 Civil Service System of Korea**

The new employees are selected with two recruitment types as civil servants. One is a competitive recruitment examination that can be passed by any citizens without academic requirements. Special recruitment means that requested by individual departments with an irregular. But, college graduate can pass this examination at all levels. When the talent recruits are required to fulfill, non-competitive recruitment examinations are held as a supplementary. Applicants who to be civil service will meet the intensive competition within the recruitment process.

The general administration civil service in 2009, Grade-5 and Grade-7 examinations are major competition of the civil service entrance for applicants. The entrance examination of Grade-5 consists of multiple choice test, essay test and interview. Grade-7 will pass the multiple choice tests that involved in 7 subjects, Grade-9 also 5 subjects and interview. The administrative Law is required for Grade-5 and 9 but no need to the constitutional law. The quota 3 % of positions is to appoint for the handicapped people in the public service. The technical positions and 1 % of G-9 positions is for low income families and they will pass competition exam.

Korean civil service examinations focus on the intellectual skill and potential ability, job-related abilities, job-competency especially to choose the experienced employees. The new recruits must require the sense of public affairs, the spirit of public administration, and public values in their public service (Kim, 2008). Now Korean government is opening Foreign Service Academy to produce for skillful diplomats who can lead Foreign Service Entrance Examination in near future. Initial entry is based on civil service entry examination in career-based system.

Promotion depends on the grade system to the individual and position-based system is applied for selecting the right person for the right position from external recruitment and internal promotion. (OECD, 2004) Promotion View Committee selects to promote to a higher grade that focused on performance, skills, specializations, career history, and evaluations. Job performance is necessary for promotion in early but, it is declined for seniority in recent year. The performance appraisal scores are 70-95 % and experience is 5-30 % for promotion. The candidates who passed Grade-5 examination, they can get the managerial positions without promotional test because of depending upon successful job performance and credentials. The candidates who passed Grade-7 and 9 examinations, they need to sit promotional test.

The pay of Korean civil servants consists of the base salary, allowances and benefits. Base salary is given by grade and the pay step can be gained the degree of responsibility, position and service year. Compensation and pension are calculated by the half of employees' total monthly pay and it depends on rank of organization. The several base salaries include the administrative service, security service, research service, technical service, police service and firefighting service, constitutional research service, public school teachers and professors, labor service and special labor service.

The allowances for civil servants of Korea are bonus-type allowance, family allowance, allowance for special workplace(islands, remote areas, borderline areas and oversea), allowance for special work (hardship post , high risk, special task, and temporary substitute of other employees allowances), extra work allowance (overtime work and midnight work, holiday work, extra managerial allowances and meal payment, household supporting payment, commutation payment, traditional holiday's bonus, job support payment) and non-vacation payment including for civil servants benefits.(Kim , 2003).

The basic benefits are housing subsidy, life and accident insurances, medical insurance, comprehensive medical exam choosing one dental care or

health care facilities and parental support. But Korean civil servants always compare for the living standard with private sector. In 2008, public employees pay level was almost same in 89 % with private employees pay. Although the Kim Dae Jung's Government tried to fix that, the public and private pay levels are still different. As a pension fund, governments and government employees contribute 8.5 % of individual monthly pay and income interest can be obtained by fund raising activities.

The Government Employee Pension Service (GEPS) conducts the Pension Fund and supports for retirements, death, job-related sickness, injury, or disability to government employees in accordance with Government Employees' Pension Act since 1960. The age for retirement is 60 and now new incoming government employees are 65 by the Government Employees' Pension Act on December 30, 2008. Performance evaluation approaches are a performance agreement system for Grade-4 (director level) or higher, a performance appraisal system for Grade-5 or lower; and 360-degree feedback for all levels.(Kim, 200 lb).

The new management principle is necessary the process as mid-year review and monitoring, performance record keeping, interview and final review. The evaluation process of employees' performance needs the performance appraisal not only public sector but also private sector. The aim

is to evaluate the employees' annual performance and to provide the feedback for their performance improvement. The 360 degree feedback intends to provide the effective performance both developmental and appraisal. The Korean Central Government revised the Civil Service Employment Decree on January 16, 2000 and it is applied for promotions besides pay step increases, performance-related pay, training, position assignments, and personnel practices.(Kim, 200 1b). The political appointees, ministers and vice-ministers, are the key in government services.

The President Rho Moo-Hyun found of the Office of Senior Secretary to the President of Personnel affairs in the Korea's history for handling the political appointments in the Office of President.(Kim, 2004). Now, the nominees who selected by President is going to see in National Assembly for all cabinet posts. The prospective leaders emerged as the behavioral changes. The prospective and active cabinet members must have clear record without any ethic cases.

#### **4.3 Civil Service Reform**

In Korea, senior civil servants are the most important part of national development especially their ability and leadership skills. Therefore, senior civil servants are collected to appoint as the special recruitment. Senior civil services are the linkage between political government and political cabinets



so called politicians. Senior civil services perform to implement the legal instruments and political strategies, coherence, efficiency and appropriateness of government activities.

Under the different human resource management policies, the leadership skills for senior civil servants were performed to enhance and manage. (OECD, 2008, 2009). Senior civil service is the highest position in national civil service. The objective of Korean Senior Civil Service is to improve the government competency. These objectives are to hold an accountable of senior officials for individuals and organizational performance, to select and develop a government widened talent from the senior officials, and to make opening the talent senior officials from lower levels and outside. In the end of 1990s, the Korean government tried to create the public administration and deal with the Asian Economic crisis. The major turning points are to downsize the civil service work force in this time.

The central government workforce is decreased about 16 % and the local government employees are reduced about 20 % from 1998 to 1999. The Senior Civil Service of Korean is established on July 1, 2006. The several reforms are the establishing of Civil Service Commission; the implementation of a Job posting system; the opening position for a number

of designated position; the performance related pay and bonus system; the various civil service entrance examination; personnel exchanges from all directions; and utilization of 360 degree feedback ( Kim, 2000, 2002, 2007).

The President Kim Dae Jung implemented the civil service reforms.(Kim, 2000). He, the President, established the Civil Service Commission (CSC) and restructured the various civil service reforms on public personnel affairs. The Presidential Committee of Government Innovation (PCGI) revised to enhance the senior civil service issue at that time. The President Roh Moo-hyun (2003-2008) reorganized the Presidential Committee of Government Innovation and Decentralization (PCGID) for public sector reform. PCGID prepared the reform roadmaps which were for personnel reform and the establishment of a new SCS as a central task. The Roh's administration implemented the central task of roadmap for personnel management reform.

The job positions for office chief and bureau directors who were managed in 2003 and 2004. A job analysis is defined as to seek for a way to improve performance and accountability, analysis of competency and compensation. In January 2004, government-wide competitive job postings and cross-agency appoints were started for 32 bureau directors and 32 ministries and agencies. Civil Service Commission assessed the public

views and hosted international conference in 2004. On December 29, 2005, National Assembly approved a revised bill of National Civil Service Act that sent by government. So, a new system of Korean Senior Civil Service became effective on July 1, 2006.

Some changes are strengthening of competition and openness, pay based on hierarchy and seniority (rank-in-person system and rank-in-position system), seniority based promotion, inadequate performance management, and finally posts rotation (CSC, 2004; Kim, 2007). The several key features of Senior Civil Service system are opening to receive the applicants from inside and outside civil service for recruitment, purposing to enhance the ability of the higher level civil servants by instituting the evaluation system and human resources development, trying to job performance, new competency assessment and comprehensive personnel reviews by performance agreement in order to promote responsibility and ensure the achievement, and administering from the a broad government-wide point of view.

As a personnel exchanges, ministries and agencies are government-wide solicitations to fill the vacancy posts. All positions at higher level in central government ministries and agencies are covered by the Korean SCS that require management and leadership abilities. There are 1528 positions

(approximately 0.25 % of central government employees and 0.17 % of central and local government employees) including the career service, special service, contract and Foreign Service positions, policy advisors and assistant ministers. But, prosecutors, police chiefs, military generals as political appointees of ministers and vice ministers do not involve. Officials level of bureau directors and higher who appointed in various ministries and agencies can be reassigned to senior civil service. The central personnel authority on a government-wide basis conducts to them. After abolishing to organize the rank of senior officials, the officials' senior civil services were reorganized by positions and tasks. The pay scale of new senior civil service is separated by the results of job analysis.

To attain the eligible government officials and experts from outside of government, positions are filled by competition. If the candidates for high level positions joined to as the senior civil service, they need to pass the competency assessment and to attend the training. The 20 % of senior civil service positions are appointed by open position system and promoting competition. These positions for civilian specialists and officials in government ministries and local agencies are filled by competition. The positions of 15-30 % are appointed among the civil service by government-wide competition. The eligible officials in government can apply to get the

job vacancy. The rest of 50 % positions are filled by the independent decisions of each ministry. This is a result of political compromise among key stakeholders during reform process.

While the criterion of human resources management is adopting the competency process in private business and foreign government, the Korean government is also utilizing this system. The higher position, the more get strategic thinking, leadership and ability increase to communicate on job performance. Competency is defined as the behavioral quality that managers are needed to possess, to perform successfully on job and contribute to strategic goals of organization. The nine qualities of competencies are communication ability, customer-oriented service, presentation of vision, coordination and integration, goal and result orientation, innovative leadership, professionalism, understanding of potential problems, and strategic thinking. After analyzing the job of senior civil service, the Korea government adjusted to six qualities that are performance orientation, change management, problem identification, strategic thinking, coordination and integration, and customer satisfaction.

A performance agreement is signed by senior civil servants with the head of relevant organization. An individual performance agreement should be done by each senior civil servant with the objectives of performance and

measurements. The performance agreement is only long for one year. Performance evaluations are graded on a scale of four levels. All higher level positions in government are determined by the central personnel authority to decide their importance and values. Civil Service Commission (CSC) determined the pay scale for each level. The monetary incentive attracts to work for civil servants morale and efficiency. The annual compensation system has been reformed from the existing rank-based to performance-based pay system. In accordance with an official's rank as the Grade-1, 2, and 3, pay scale is drawn traditionally.

After drawing based on performance including the importance and difficult task, they formulate the new compensation system for senior civil service members. The four elements of compensation system describe annual pay salary, job pay based, performance-related pay, and additional pay such as allowance. The annual merit increment program (AMIP), a yearly stipend system applied to director-general, is utilized by the Korean government and the increased variable proportion pay is added to the fixed portion of the following year.

**Table (4.1); Performance-Related Pay Scheme for Senior Civil Servants**

| <b>Appraisal Grade</b>               | <b>Excellent<br/>(Grade-5)</b> | <b>Outstanding<br/>(Grade A)</b> | <b>Normal<br/>(Grade B)</b> | <b>Unsatisfactory<br/>(Grade C)</b> |
|--------------------------------------|--------------------------------|----------------------------------|-----------------------------|-------------------------------------|
| Payment Scope                        | Top 20 %                       | 30 %                             | 40 %                        | Bottom 10 %                         |
| Performance Pay<br>Rate (Annual Pay) | 15 %                           | 10 %                             | 6 %                         | 0 %                                 |

Source; Civil Service System and Civil Service Reform in ASEAN Member Countries and Korea

All senior civil service members should be recertified in every five years. Comprehensive evaluations and reviews are conducted regarding competency, general job performance, and integrity of the officials. The recertification committee is comprised of seven members including vice minister and minister of MOPAS and MOPAS-recommended specialists and other experts from outside of government. If a senior civil service member can't show performance evaluation for two or three years, the review for recertification must be made immediately. After getting the results of review, it can decide to rehire, retrained and dismiss to him or her. The Korean government attempted to initiate urgent reforms because they wanted to reshape the government's role and improve the efficiency of public sector. Therefore, the government established to achieve these goals in public sector

in various market mechanisms in promoting openness, flexibility, competition and performance.

#### **4.4 Civil Service Structure of Korea**

The Korean civil services are national and local civil service. The respective governmental bodies manage the national or local civil servants statues in accordance with regulation. The size of the civil servants are increasing steadily from the 1950s to the late 1990s. The Korean civil service is divided by the career service and non-career service that depends on employment, job classification and legal status. The number of National government employees is nearly one million in 2009 including both national and local civil servants. But, the employees of state-owned or state-invested enterprises and soldiers do not involve in Korean civil servants. After ending the Asian financial crisis in the late 1990s, the government emphasize to downsizing the workforce of civil servants.

In the end 2008, the female civil servants percentage is 40.9 %. The local female civil servants are 29.3 %. (MOPAS, 2009). Korean government implemented the various policies; such as the recruitment system based on men and women was demolished in 1989; the recruitment for women was started in 1996; the veteran's system was abolished in 2000; and the recruitment of gender equality was established in 2003. The family friendly



policy including maternity leave, child care provision, parental leave, counseling program, and educating program was provided for civil servants to be equitable work and personal situation.

Career civil servants work on the performance and qualification requirements and they can expect hire for long term civil service. The Law conducts the legal status and job security. Three career services are as follows;

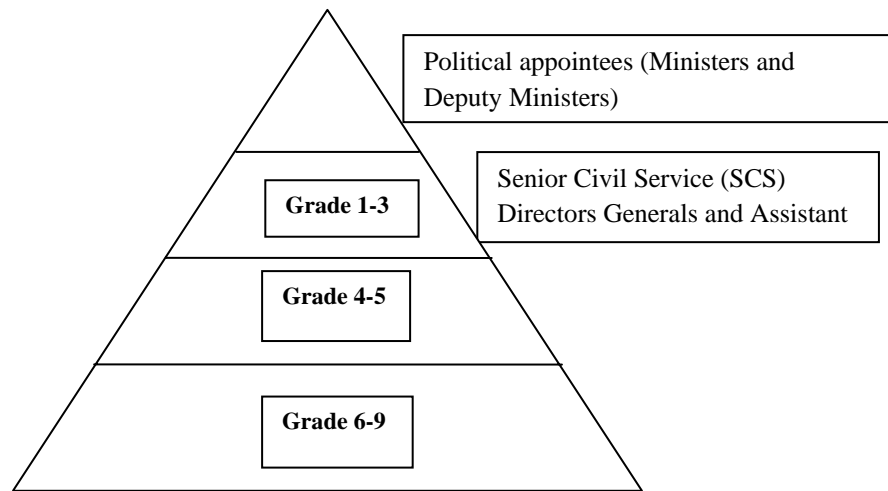
- 1) General Service (employed general administration, research, technology field);
- 2) Special service ( worked Judges, public Prosecutors , Foreign Service, Police, Fire Service, Public Education Service, and others due to their work nature);
- 3) Technical service (performed as simple tasks, technicians, and blue collar occupations).

Non-career service need to perform strictly performance and qualification. The Law does not carry out the legal status and job security of non-career service as civil servants. There are four kinds of non-career service as follows;

- 1) Political Service (vice-ministerial or higher- level positions who are politically appointed by the President, elected officials as members of National assembly and others Political Service by the Laws and regulations );
- 2) Excepted Service (employed non-competitive recruitment for the uniqueness of their works);
- 3) Contracted Service (performed special knowledge and skills which are available among the career service);
- 4) Labor Service (referred to physical labor).

The Korean civil services are Grade -1 to Grade - 9. Grade- 1 (assistant minister level) is the highest level. Grade- 2 and 3 are called Senior Civil Service including Grade-1. Grade- 9 is the lowest level. Ministers and deputy ministers are elected by the political appointees. The current Korean civil service grade structure is as follows;

**Fig- 4.1; The Structure of the Korean Civil service**



Source; Civil Service System and Civil Service Reform in ASEAN Member Countries and Korea

#### **4.5 Civil Service Training System in Korea**

In accordance with emerging the New Public Management principles, Civil Service Training of Korea has restructured since 1990's and tried to enhance of the performance and ability of the civil servants with new challenges. Training and education is an important to develop human capital especially knowledge, skill and ability for civil servants and country. Civil servants can get improving management skills, updating technical skill, promoting leadership skill, and creating team spirit among staff by training. Training is a major role of public personnel. Korea Government has

emphasized the special training to overcome the external and internal challenges.

The objectives of training and education of Korean civil service are to instill public service ethics into the minds of public officials as servants of all citizens so that they can better serve the people and to improve their skills and capabilities to perform their job very well. The highly competitive education system of Korea is famous for good training and education program provided to the civil servants. The training principles are laid down by Korean government and implemented that. These training principles are as follows;

- 1) All the career service employees must undertake grade level basic (foundation) training programs before promotion or appointment;
- 2) All the public officials are encouraged to take specialized training programs to increase their knowledge and skills to carry out their functions effectively in their respective fie;
- 3) Training is a joint responsibility of the officer and his/her supervisor (individuals development plan and Performance Agreement);

- 4) Training should meet needs of individuals and be aligned with the organization's goals and objectives.

But, it is not enough to face for environmental challenges. After the Asian financial crisis in 1997, civil servants require to be creative, innovative, and responsive to people's needs. So, the Korean government supported them to attend the training programs and they were attempted to enhance to be higher level of performance. Especially, they intend to force offering the high positions for private sector rather than giving promotion to the officials who started to work in carriers. Korea government has added the position-based civil service system for 20 % of senior civil service.

The main authority of training and development of civil service are managed under by MOPAS. The Korean administrative system is separated the central government autonomy and the local government autonomy. So, it comprises the central government civil servants and central government training institutes and local government and local government training institutes. The four categories are; Civil Service Commission (CSC), each central government agencies, Central Official Training Institute (COTI), Local Government Officials Development Institute (LOGODI). The 21 training institutes are managed under the central government agencies and 15 local government institutes and five fire service training schools. Training

and development of civil service in Korea is found of the National Civil Service Act. Both CSC and MOGHA are introduced reform in training and development of civil service to make governmental functions comparable to international standards.

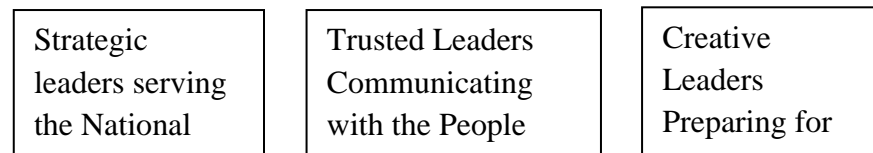
#### **4.6 Central Officials Training Institute (COTI)**

National Officials Training Institute was built in March 1949. It was changed to Central Officials Training Institute in October 1961 and it was moved to Daejeon in March 1974. And then, it was transferred to Gwacheon Campus in December 1981. COTI provides the training for high civil servants in Korean government. COTI gives effective training program emphasizing on change management and achieving best results. Now COTI is carrying out to enhance and extend international training programs and exchange activities for promotion of global cooperation and understanding. Korea has many training institutes for education development in various ministries such as IT training is opened by Ministry of Information and Telecommunication, Academy for Diplomats. COTI training programs mostly emphasize on management skill and leadership development trainings.

COTI training program comprises general training and professional training. It has many training programs and the one factor intends to give the

possibility of promotion. Change management program offers that designed based on learning needs of grades and management levels. It took the account the manager's different responsibilities and roles. It revised the request of various ministries and agencies. Training contents consist of case studies and simulation exercises for trainees from their actual problems of working environment. COTI's training programs intend to assist the broaden mind and focus on capacity to negotiate and work within international and political environment. Besides, COTI is running the leadership program for SCS to upgrade their competency in 2006 and operates a web-based competency assessment system. COTI applies lecture method, case studies, and simulation method for trainees in its training courses. In 2012, the number of trainees has attended 10900 trainees in 101 programs.

#### 4.6.1 COTI Vision



Education and training bring about Enhanced Thinking

“Enhanced thinking can change your destiny”



The nation beyond your organization      Fast learning      Be more ethical

The world beyond your region      Fast communication      Be more public oriented

The future beyond the present      Fast administrative service      Be more caring

Source; [www.coti.go.kr](http://www.coti.go.kr)

#### **4.6.2 COTI Objectives**

- 1) seek to meet the demand for new training that will contribute to be successful management of state affairs and policy initiatives;
- 2) create new training programs and reform existing programs to foster highly competitive government officials;
- 3) continue to upgrade and conduct its participant-oriented training program;
- 4) make efforts to strengthen its cooperative training partnerships through international cooperation and external support.

Source; [www.coti.go.kr](http://www.coti.go.kr)



#### **4.7 Functions of COTI**

COTI runs under the Ministry of Administration and Security (MOPAS) in Republic of Korea. It is an inter-agency training institute for central civil service and carries out as the following functions;

- 1) To develop outstanding government officials by providing general and Specialized Training for Central Government Employees;
- 2) To serve as a support center for other public sector-traininginstitutes across Korea while promoting cooperative and exchange activities with private-sector HRD centers;
- 3) To widen Korea's global network through international training and exchange activities with internationally recognized institutions.

Source; [www.coti.go.kr](http://www.coti.go.kr)

#### **4.8 Trainings Programs of COTI**

COTI opens the domestic and International civil service trainings in every year and concentrates change management training programs. COTI offers these subjects to trainees such as Policy, Constitution, Culture, History, Foreign language, Volunteer work, Leadership, membership

training, Field trip, National perspective, and National security. In 2013 training programs are as following;

**Table 4.2; 2013 COTI Training Schedule**

| No | Name of Courses  | Duration | No. of Trainee | Course No. | Remark |
|----|--|----------|----------------|------------|--------|
| 1  | Senior policy process of the central administrative agency director general executive-level public officials and public institutions | 43 weeks | 67             | 1          | 67     |
| 2  | New manager open competitive recruitment process, Grade 5 exam passers   | 27 weeks | 320            | 1          | 320    |
| 3  | Open process, senior officials and manager level civil servants in private employment administrator                                  | 2 days   | 20             | 2          | 40     |
| 4  | Senior Civil Service process, the central government 3,4 grade candidate manager level civil servants                                | 5 days   | 20             | 16         | 320    |
| 5  | The central administrative agencies  | 4 days   | 20             | 14         | 280    |

|    |  |                      |     |   |      |
|----|--|----------------------|-----|---|------|
|    | exaggerate candidate core<br>competency courses exaggerated<br>candidate   | 5 days<br><br>8 days |     |   |      |
| 6  | civilian career in 5th grade 5th<br>grade national civil servants private<br>sector experience in batch<br>recruitment exam passers weeks<br>adopter process | 10<br><br>weeks      | 103 | 1 | 103  |
| 7  | Central administrative institutions<br>accredited exaggerated Manager,<br>Research and Leadership Course   | 4 days               | 20  | 3 | 60   |
| 8  | Central administrative agency<br>research manager level civil<br>servants,   | 4 days               | 20  | 1 | 20   |
| 9  | Class 5-promoted employees<br>process the central ministries 5th<br>grade promotion screening decision<br>weeks civil servants,                              | 4 weeks              | 216 | 5 | 1300 |
| 10 | New Class 7 new party process, the<br>central government 6.7 grade ball<br>and concession weeks  | 4 weeks              | 100 | 3 | 300  |

|    |   |         |     |   |     |
|----|---|---------|-----|---|-----|
| 11 | Local Talent Recruiter Course<br>(Grade 7) Grade 7 local talent<br>recommend hiring exam passers                            | 4 weeks | 80  | 1 | 80  |
| 12 | Local Talent Recruiter Course<br>(Grade 9) local talent recommend<br>hiring individuals who have passed<br>the exam         | 3 weeks | 104 | 1 | 104 |
| 13 | The Disabled concession process<br>with severe disabilities special<br>recruitment exam passers                             | 3 weeks | 20  | 1 | 20  |
| 14 | The generalist concession process,<br>the central govern- ment generalist<br>transition concession successful<br>applicants | 2 weeks | 150 | 2 | 300 |

Source; [www.coti.go.kr](http://www.coti.go.kr)

#### **4.9 Evaluation System and Training Facilities of COTI**

Participants from all programs and trainings in COTI are assessed with survey. But, if the program is basic (foundation training) for promotion and batch for newly or promoted officials, they are evaluated through strategic planning, presentation, written test, etc. In addition to need more describe and research, COTI do have various tests for each different

program. Participants from all programs (domestic & foreigner) should answer to evaluation by a multiple-choice for various fields, such as training module, lecturer, study visits. Moreover, COTI is doing research on trainees the evaluation, team evaluation, circle evaluation for training period. COTI includes in administrative building, lecture building and dormitory to stay altogether. It has cafeteria for foods supporting and, athletic field, tennis court for sports. Besides, it involves green house, stone monument, and arbor and fish pond with arbor.

## **Chapter V**

### **Comparison between Myanmar and Korea Civil Service System**

#### **5.1 Similarities and Differences between Myanmar and Korea Civil Service System**

The study describes the similarities and differences between two countries civil service system and training system in this paper. So, Civil service facilities in Myanmar are also making to progress for public sector with other ASEAN countries. In administrative system, Myanmar has 36 ministries and Korean organizes only 15 ministries.<sup>10</sup> The number of Myanmar civil servants is approximately one million and Korean civil servants are totally 987754. (Professor Park Kyung-Bae, COTI, MOPAS, ppt, 2012) Myanmar civil service affairs are managed by the UCSB and Korean civil service affairs are controlled by MOPAS.

Myanmar civil service is government servants in public sector. Korea has central and local government civil servants. In Myanmar, there are only two institutes for civil service training in the whole country. Korea is opening the two kinds of civil service training institutes for central and local civil servants. Central Officials Training Institute for central civil servants

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<sup>10</sup> [www.president-office.gov.mm](http://www.president-office.gov.mm)

includes 22 institutes and 15 Local Officials Government Development Institute for local civil servants. In Myanmar, CICS is giving training course in domestic civil servants. In Korea, COTI connects to perform not only domestic trainings but also abroad trainings.

Both two countries, the same aim is to be effective and efficient training courses for human resource development and to train and nurture qualified, skillful, and talented civil service personnel for public sector. We can see the results of training in every training program of two countries and increasing trainees in yearly. New recruits are interested to be civil service personnel in public sector that we can see. As new employment is created to get job for them and has reduced the unemployment rate.

**Table 5.1; Similarities and Differences between Myanmar and Korea**  
**Civil Service System**

| No. | Categories                    | Myanmar                             | Korea  |
|-----|-------------------------------|-------------------------------------|--|
| 1   | Ministry                      | Union Civil Service Board<br>(UCSB) | Ministry of Public<br>Administration and<br>Security (MOPAS) |
| 2   | Minister and Vice<br>minister | Political Appointees                | Political Appointees   |

|    |                         |   |   |
|----|-------------------------|---|---|
| 3  | Civil Service Structure | Position System   | Position base System, Career base system                      |
| 4  | Grading                 | 12 Grades ( G-12 is the highest)  | 9 Grades( G-1 is the highest)                                 |
| 5  | Higher Grade Level      | G-10,G-11,G-12(DDG,DG, MD)  | G-1,G-2,G-3(Senior Civil Service)                             |
| 6  | Middle Grade level      | G-8, G-9( AD, DD)   | G-4, G-5  |
| 7  | Lower Grade Level       | G-1,G-2,G-3,G-4,G-5,G-6, G-7  | G-6, G-7, G-8, G-9  |
| 8  | Kinds of civil service  | All are Government service.   | National and Local civil service                              |
| 9  | Recruitment system      | Open competitive examination  | Open competitive examination, Special recruitment examination |
| 10 | Types of Exam           | Written test, Interview (for G-7), Skill assessment for specific posts. | Written test, Essay test (for only G-5), Interview.           |
| 11 | Grade to pass exam      | G-7 (gazetted officers)   | G-5, G-7, G-9   |



|    |                                      |  |   |
|----|--------------------------------------|--|---|
| 12 | Recruiting for<br>Handicapped person | -  | 3 % for disable<br>person   |
| 13 | Kinds of civil<br>service            | Gazetted Officers, Non-<br>gazetted officers   | General service,<br>Special service,<br>Technical service,<br>political service,<br>contracted service,<br>Expected service,<br>Labor service.  |
| 14 | Promotion                            | Practical work exam for<br>post, performance<br>appraisal, minimum<br>service years, Interview<br>only for senior official | Performance<br>evaluation, service<br>years(G4,5,6,7,8)<br>Yearly individual<br>learning hours (80<br>hrs and more).                            |
| 15 | Pay                                  | Position, Increment for<br>working 2 years( for all<br>Grades)   | Rank and responsibilities<br>System,Performance bonus<br>program (G-4,5 and<br>below), performance-based<br>salary (member of SCS &<br>G-3,G-4) |
| 16 | Working hours                        | Monday-Friday,(9am-5pm)  | Monday-Friday( July 1,  |

|    |            |   |  |
|----|------------|---|--|
|    |            | 8 hours per day   | 2005) 9 am-6 pm.   |
| 17 | Leave      | Casual leave, Earned leave, Quarantine leave, Extra ordinary leave, Leave on medical certificate, Special disability leave, Hospital leave, Seamen's sick leave, Maternity leave (3 months) | Maternity (3 months)<br>Annual leave, Sick leave, Official leave, Special leave, child care leave,   |
| 18 | Allowances | Local allowance extra 25 % of base pay ( working for far away from mainland and social difficulties)  | Family and child care allowance, allowance for special performance managerial duty, transportation, lunch, physical fitness, children's education, allowance for duty falling on statutory holidays, housing, duty placement, hazardous duty, night duty, overtime |

|    |                          |  |  |
|----|--------------------------|--|--|
|    |                          |  | work (only G-5 and below),   |
| 19 | Pension Age              | 60 years   | 65 for university professors, 62 for school teachers,<br><br>Pension Fund (government and government employees' contribute 8.5 % in monthly) |
| 20 | Pension Formula          | Years of service $\times$ final pay divided by 70 ( up to 10 yrs). | Career average salary $\times$ service years( up to 33 yrs) $\times$ 1.9   |
| 21 | Number of Ministries     | 36 ministries  | 15 ministries  |
| 22 | Number of civil servants | Approximately one million  | 987754   |

## 5.2 Similarities and Differences between Myanmar and Korea Civil Service Training System

**Table 5.2; Similarities and Differences between Myanmar and Korea Civil Service Training System**

| No | Categories                       | Myanmar  | Korea  |
|----|----------------------------------|--|--|
| 1  | Civil Service Training Institute | Central Institute of Civil Service(CICS)   | Central Officials Training Institute (COTI), Local Government Officials Development Institute (LOGODI), Foreign Service Academy. |
| 2  | Number of Institute              | 2 Institutes   | 21 for Central, 15 for Local.  |
| 3  | Types of Training                | In-service and Pre-service Training  | In-service Training, Pre-service Training, other training.   |
| 4  | Types of courses                 | Regular training courses, Special Refresher Training courses, Training of Trainer course | General courses, specialized courses, other courses, Training of Trainer course, On line training. Foreign language training     |

|   |                                 |   |  |
|---|---------------------------------|---|--|
| 5 | Private Training                | -   | Private sector courses( 2 or 4 or 8 days)  |
| 6 | Duration                        | 14 weeks, 4 weeks or 6 weeks  | 43 weeks, 27 weeks, 10 weeks, 6 weeks, 4 weeks, 8 days, 6 days, 4 days.  |
| 7 | International training programs | IAI program, Sasakawa Workshop,ICT workshop, UN-APCICT/ESCAP) workshop, ACCSM conference.               | Global Competency development program, The Advanced Integration Program for Overseas, International Negotiation program. |
| 8 | Assessment system               | Performance appraisal (discipline, behaviors) Academic qualification gained during the training period. | Survey, Presentation and written test.   |

### 5.3 Similarities and Differences between CICS (Myanmar) and COTI (Korea)

**Table 5.3; Similarities and Differences between CICS and COTI**

| No. | Categories        | Central Institute of Civil service(CICS) Myanmar  | Central Officials Training Institute(COTI) Korea                                    |
|-----|-------------------|---|---|
| 1   | Training types    | 2 programs (Regular & Special Courses)  | 12 programs   |
| 2   | Training facility | Dormitory ,Library, Dormitory, food, Athletic   | Dormitory, food, Athletic   |
| 3   | Training period   | Regular course (14 weeks)<br>Special refresher course ( 4Weeks)   | General course(43 weeks, 27 weeks)  |
| 4   | Training methods  | Lectures, Discussion, workshop, paper presentation, practical exercise, field trip, writing test, verbal test.                | Lectures, case studies, simulation method, discussion, workshop.                    |
| 5   | Current Trainings | Management Course for Mid-Level officers; Basic course for civil service officers; Basic pre-service course for civil service | Grade- based Development Program, Core Competencies training, Specific Competencies |

|   |                   |  |   |
|---|-------------------|--|---|
|   |                   | officers; Basic course for Junior civil service officers; Basic Enhance course for office supervisors; Basic course for clerical staff | Development Program, Global Competencies Training, International Programs for Foreign Officials, Online Training and National Agenda Workshop.                  |
| 6 | Teaching subjects | Management, Economics, Political science, Sociology, Law, Military Science   | Policy, Constitution, Culture, History, Foreign language, Volunteer work, Leadership, membership training, Field trip, National perspective, National security. |
| 7 | Assessment system | Performance appraisal (discipline, behaviors), Academic qualification gained during the training period (including written test)       | Survey, presentation, written test  |
| 8 | Research analysis | Pre-test and post-test   | personal evaluation, team evaluation, circle evaluation   |

#### **5.4 Analysis on Improvement of Training Activities of CICS**

In accordance with the book, Before and After research Design - 6, (Carol Taylor, Fitz-Gabborn, and Lynn Morris, How to Design a Program Evaluation, ), the result of post-test is more than pre-test in this research. So, it can point out the improvement of experimental group by giving training in there and can arrange the benefits for next program. Training methods, materials, and subjects can be prepared for effectiveness more and more. The improvement of trainees can be seen by analyzing during training period. Each country has inaugurated the training institutes to give the trainings for civil service personnel. The training and education can promote the capacity enhancement of civil service.

Each trainee, who attended from various ministries, has different graduate, experiences, and knowledge. So, the training institute records their knowledge when beginning of training and ending of training by applying before and after research design. By comparing this research, can evaluate that training is effective and efficient for trainees how much their knowledge has been increased, how much they focus the subject matters. Under the guidance of UCSB, CICS applies this research in all training programs and conclude the results on this. This study shows the Basic Senior Civil Officers Training Course No-192 in CICS, Myanmar.



**Table 5.4 ; Diagram of Before and After Design**

|  | Time 14 weeks |           |
|--|---------------|-----------|
|  | Pre-Test      | Post-Test |
| Basic Course No.192 for civil service officers<br>(Experimental Group) | 127           | 127       |

Source; Carol Taylor, Fitz-Gibbon, Lynn Lyons Morris, Design-6,How  
to Design a Program evaluation, pg-117.

The above table 5.4 mentions that the pre-test and post-test scores of Basic Course No.192 for senior civil service officers. The trainees, Grade 7 level, are various departments and enterprises from respective ministry. It consists of 127 trainees in this course.

**Table 5.5; Score obtained by Trainees at Pretest and Posttest in Basic Senior Officer Course No. 192**

| No. of Trainees | Pre-test for all Trainees |                  | Post-test for all trainees |                  | Improvement Condition |
|-----------------|---------------------------|------------------|----------------------------|------------------|-----------------------|
|                 | Total                     | % of total score | Total                      | % of total score |                       |
| 127             | 6904                      | 36.2 %           | 16044                      | 84.2 %           | 2.3 %                 |

Source; Research Department of CICS (Phaunggyi)

In this course, total scores of trainees have got 6904 and 36.2 % for all departments in pre-test. The total scores of trainees have raised 16044 and 84.2 % for all departments. The improvement of condition shows 2.3 times. Therefore, trainees improve knowledge of subject matters concerning about civil service affairs during training period. CICS has six departments that are responsible to train the trainees academically. Trainee's scores obtained from pre-test and post-test by subjects and departments of Basic course No.192 for senior civil officers.

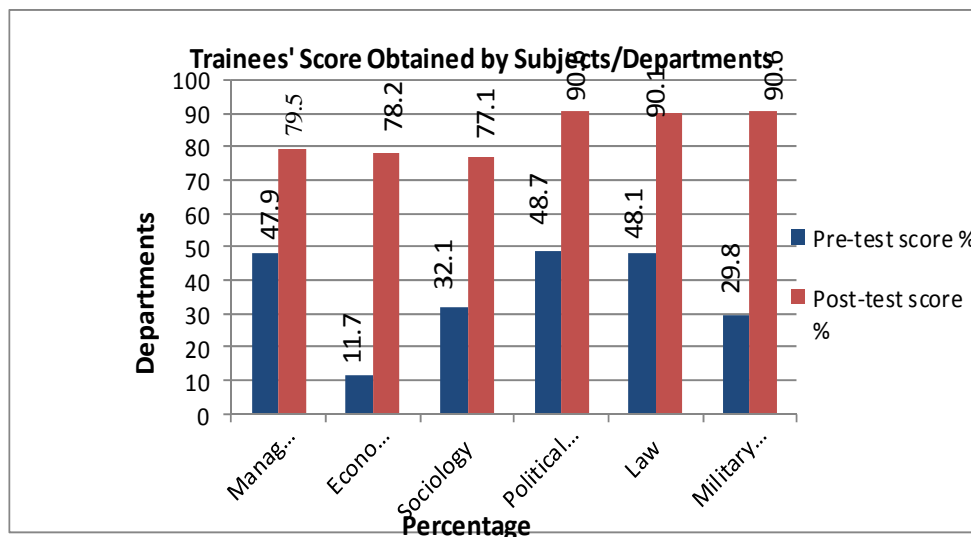
**Table-5.6 ; Trainees’ Score Obtained by Subjects/Departments**

| Sr.<br>No | Departments          | Total Scores % |            | Total Score % |            | Impr<br>ovem<br>ent | Re<br>ma<br>rk |
|-----------|----------------------|----------------|------------|---------------|------------|---------------------|----------------|
|           |                      | Pre-test %     | Post-tes % | Pre-tset %    | Post-test% | Cond<br>ition       |                |
| 1         | Management           | 1520           | 2525       | 47.9 %        | 79.5 %     | 1.7<br>times        |                |
| 2         | Economic             | 372            | 2484       | 11.7 %        | 78.2 %     | 6.7<br>times        |                |
| 3         | Sociology            | 1018           | 2448       | 32.1 %        | 77.1 %     | 2.4<br>times        |                |
| 4         | Political<br>Science | 1546           | 2876       | 48.7 %        | 90.6 %     | 1.9<br>times        |                |
| 5         | Law                  | 1526           | 2861       | 48.1 %        | 90.1 %     | 1.9<br>times        |                |
| 6         | Military<br>Science  | 947            | 2875       | 29.8 %        | 90.6 %     | 3.0<br>times        |                |

Source; Research Department of CICS (Phaunggyi)

Accordingly to before and after research design, total scores of trainees for all subjects/departments increase in post-test than pre-test. The total scores of post-test is greater than 3 times of pre-test as improvement condition. By seeing this research, trainees improve knowledge of subjects relating civil service affairs during training period.

**Table 5.7; Trainees' Scores Obtained by Subjects/Departments**



Source; Research Department of CICS (Phaunggyi)

## 5.5 Findings and Discussions

Two countries civil service system, structure, reform, benefits and training system are explored in this paper. Each country uses to implement their government policies and process for civil service personnel in public

sector. Both two countries have civil service commission to perform civil service personnel. This paper describes many reform processes for civil servants of two countries in public sector. Korea applies the several reform processes for improvement of civil service sector in public organizations. Myanmar is also making reform process for civil service personnel in public sector such as increasing salary, giving compensation cost and allowances.

Although Korea is a developed country, it is still trying to fulfill for public sector needs more and more. It is the best example for Myanmar. So, reform processes and policies need to make for public sector in each country. The two countries have several differences in civil service system and training system that I explored. These differences happen between two countries by applying different policies, processes and institutions.

The first difference describes in recruitment and selection part. When Korean government select for civil servant, they focus to provide for disable person. Korean government recruits 3 % for them and they can get job opportunities. That is every citizen can join and participate in public sector as a civil servant by applying this process that I guess. The second fact is that Korea is now utilizing family friendly policy in public sector. It includes child care leave, elder care leave, special leave for family events and official leave for disaster. By using this policy and providing these facilities, they are

actively carrying out their duties. They satisfy for their job and family, they can perform more productivity that I argue. Next fact is the Pension fund system. Both Korean government and government employees contribute to pension fund in monthly pay of 8.5 % and the raising fund can get income interest. In Korea, public employee can retire at 65 years including teachers and professors in 2008 December 30.

The fourth difference can be seen in civil service training system in Korea. Both Myanmar and Korea are emphasizing for training and development such as change management training and leadership skill development training for public sector. But, Korea training programs is more than Myanmar and these training programs are a lot of different. In Korea, COTI offers online training system and it is very popular training among the public employees in developed countries. By opening e-learning center, they can provide and connect easily to clients or citizens in any time and any place. It contains government tasks, administrative law, system and practices, culture subject in COTI. These online training programs are 72 programs. ([www.coti.go.kr](http://www.coti.go.kr)).

The fifth reason is that COTI also opens foreign language training program including three subjects, Japanese, Chinese and English. So, government employees can speak fluently these languages and

communication skill is the best. They can contact easily international and it is an effective for government employees that I guess. In Myanmar, each organization can give only English speaking course and CICS training program does not language skill training. Language skill requires for civil servants because they can connect with international organizations and domestic organizations. The sixth difference mentions in COTI subjects that it gives practicing volunteer works to the trainees. When they meet the challenges in their working environment, they can solve these problems that got experience, knowledge and skill from COTI training. Therefore, trainings can improve knowledge, skills and abilities more than before employees' abilities. COTI also offers private training program to the private sector that has short duration such as 4 days or 6 days or 8 days.

So, both of two countries send to attend the trainers in advanced domestic training including TOT and abroad training. So, trainers can gain and share the knowledge, skills and experiences to the trainees and others from these training courses. Government employees must attend the civil service training in two training institutes in Myanmar. Also, Korea regards to attend the public employees in civil service training for at least 100 hours for each public employee. These are differences between two countries civil service training system that I described.

In order to analyze above table 5.6 in CICS, all trainees' are increasing their knowledge concerning civil service matters than before training. Their improvement times are much quickly in this table. Trainees can get new knowledge, skills, and abilities (KSAs) from these training courses and qualified trainers. Besides, trainings can enhance and assist of the civil servants capacity improvement and increase the quality for individuals and organizations. If civil service personnel's abilities can be upgraded, the goals and objectives of organizations will be achieved. By giving effective and efficient training to civil servants, their 'abilities and performances will improve in public sector that I believed. Therefore, effective and efficient training courses are essential for improvement of civil servants qualities.

### **5.6 Other Factors Influencing the Civil Service Training**

The other factors of civil service personnel are leave, salary, promotion and reward system. Each government is concerning to fulfill this requirements for public sector by applying suitable HR policies. There will be training needs, tools, and facilities for a systematic training program. Training analysis is often checked up and accepted the feedback from the trainees. As civil Service training institutes, it will carry out the evaluation on trainings, trainers, and others. The evaluation of training is major process



of each course which can get benefits from current training for new training course. Modernized training contents, methods, techniques and facilities will be adjusted with our country circumstances and situations. Moreover, the training budget, resource constraints, inefficient and ineffective training policy and institution, training requirements, and training analysis, inadequate trainer's quality and lack of planning for training, will arrange to be available in time. These factors are influencing on training and development for civil service in public sector and then it will explore as further studies.

## **Chapter VI**

### **Conclusion**

Each government throughout the world is facing the new challenges such as advanced technology changes, food shortage, sustainable development and clean environment. These challenges must be solved harmoniously by cooperating with government, civil servants and citizens. Thus, government, civil servants and citizen's role are major part of new public administration system. Civil servants are providing the delivery services to people in time. There must to be transparency, responsibility, accountability and efficiency while they are performing in their tasks. I argued that the quality of civil service must highly develop in their working organizations and there must be public trust on civil service personnel.

Moreover, public employees will be created to play the opportunities in workshops, seminars and discussions and to attend conference and trainings from local and international. Next barrier in public sector, the corruption is negative impact for every organization. So, corruption can be eliminated and avoided due to reduce the working efficiency. These challenges will meet actually in public organizations and will prepare to solve by using effective policies, rules and regulations.

In 21<sup>st</sup> century, the new technology is always innovative in the world and we will need to catch up this. It is necessary for individual employees and organizations and the governments are emphasizing to set up for the civil services' proficiency. It is final challenges. In construction of the State developed and modern nation, the civil service personnel play as a pivotal role. The development of nation depends on the performance and ability of civil servants. Civil servants must to be qualified efforts, creative thinking, and effective performance. Therefore, civil service personnel affairs and training system are focused by adopting human resource management policies.

In this paper, I explored that Korea civil service system has distinct things such as recruitment for disable person, pension fund process and family friendly policy. The 3 % of disable person recruitment, the contribution 8.5 % of pension fund from government and government employees per month and family friendly policy for family events, child care leave, elder care leave etc. are the best way from Korean civil service I think. These policy and process from Korean case is the best example for Myanmar. If we will apply these, we will need to make reform process for civil service system and civil service matters in Myanmar firstly that I believe. As civil service training system in Korea, COTI can offer foreign

language training, online language training, private training and international training for foreign government officials. Foreign language training can be applied in CICS and it is appropriate program for Myanmar civil service that I hope.

But, we will need to manage about the others factors such as training needs, budget, and facilities for trainees. But, we could not implement easily at that time because Myanmar is trying to improve economic and social sectors as a developing country. Although EU and US removed the sanction, Myanmar economic development is still struggling at present time. However, these can be applied to promote our civil service system with strong efforts that got from Korean experience in this paper that I believe. If we will utilize these criteria from Korean civil service system and training system, also Myanmar will improve their civil service matters in public sector gradually that I expect.

Union Civil Service Board (UCSB) takes the responsibility for civil service personnel who are to become highly efficient, patriotic a national spirit in administration, economic, and social sectors. But, Myanmar is focusing to be good civil service personnel and to be good governance. Therefore, to be more effective and efficient civil service, the Union Civil Service Board (UCSB) in Myanmar, is giving training to the civil service

officials and making the policy to conduct the civil service affairs for all levels of civil service.

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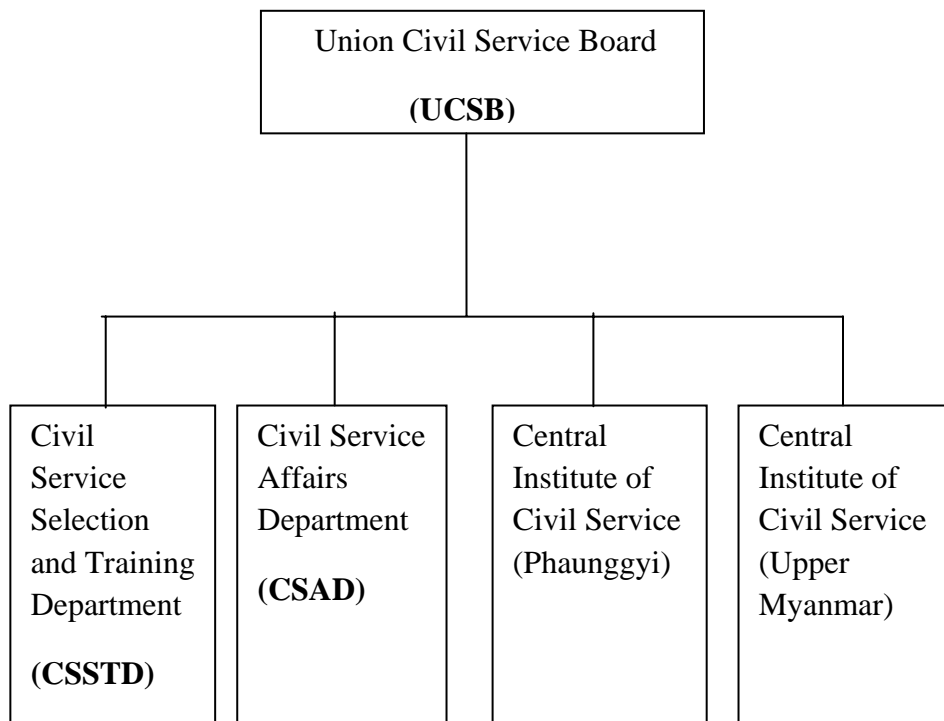
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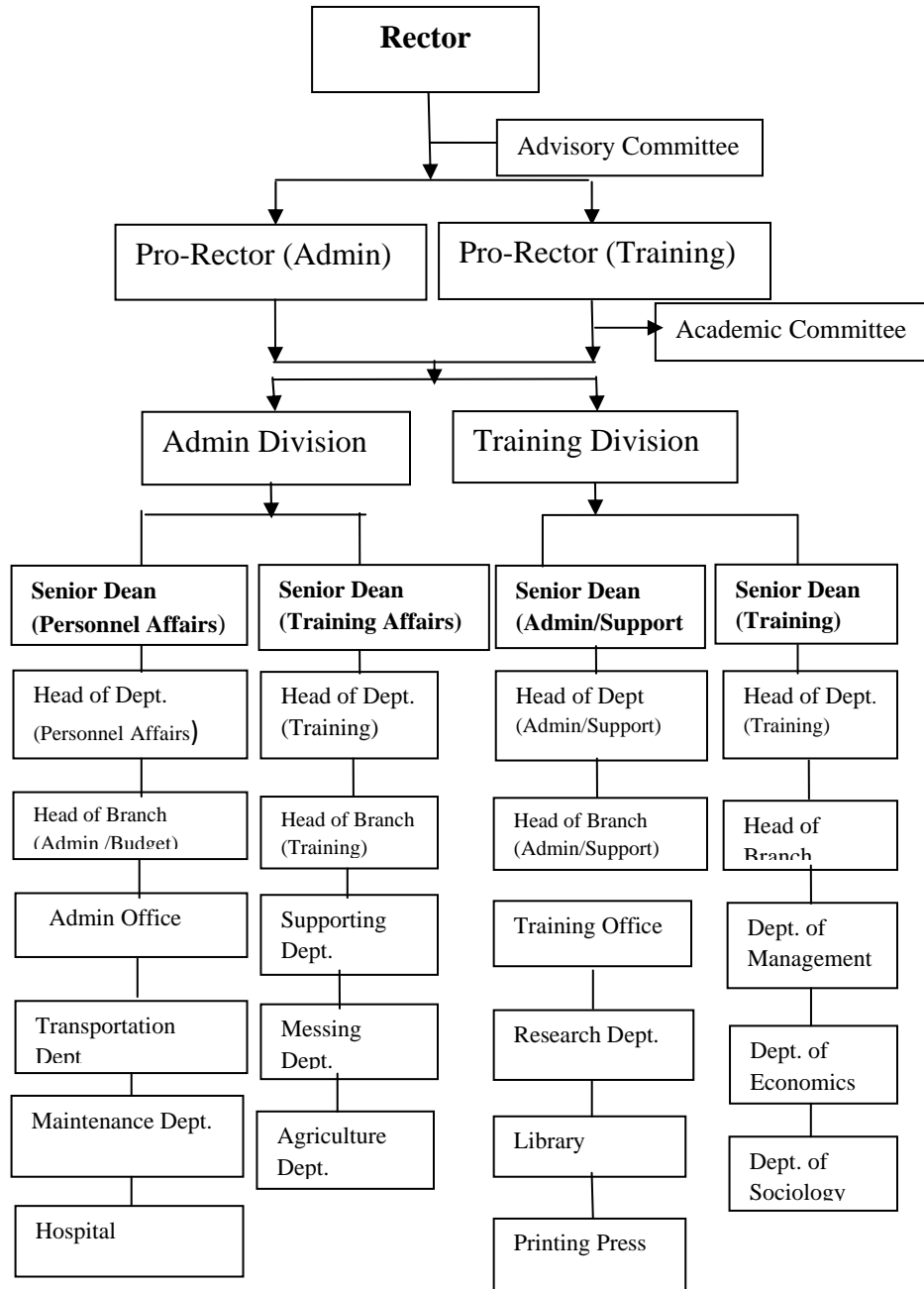
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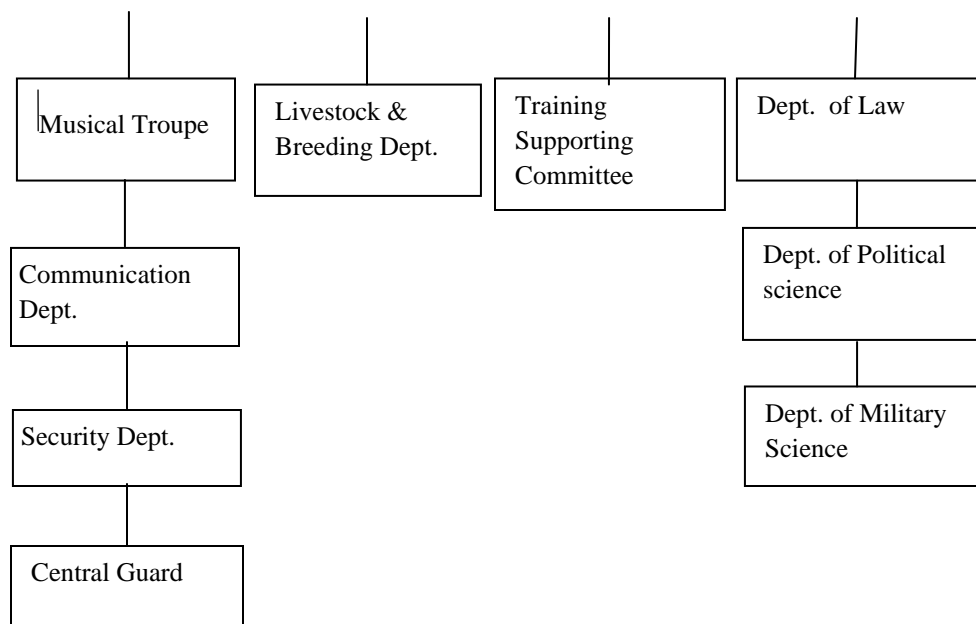
**Organization Chart of Union Civil Service Board (UCSB) Myanmar**



Source; [www.ucsb.gov.mm](http://www.ucsb.gov.mm)

**Organization Chart of Central Institute of Civil service ( Phaunggyi )**



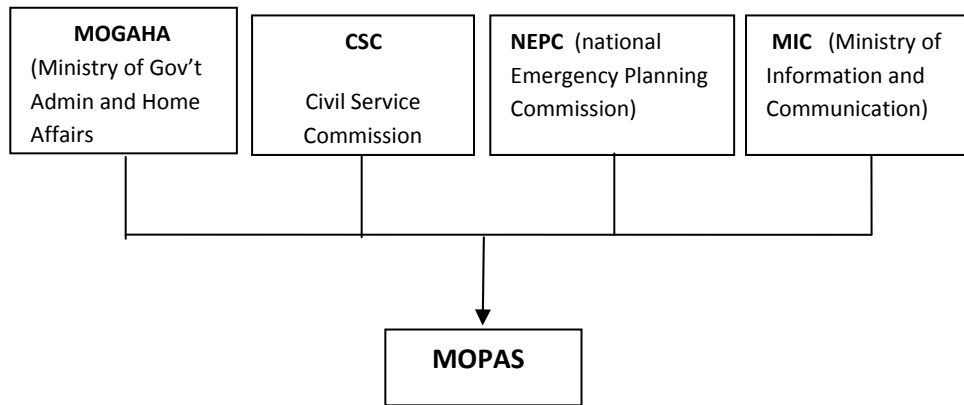


Source; CICS(Phaunggyi)



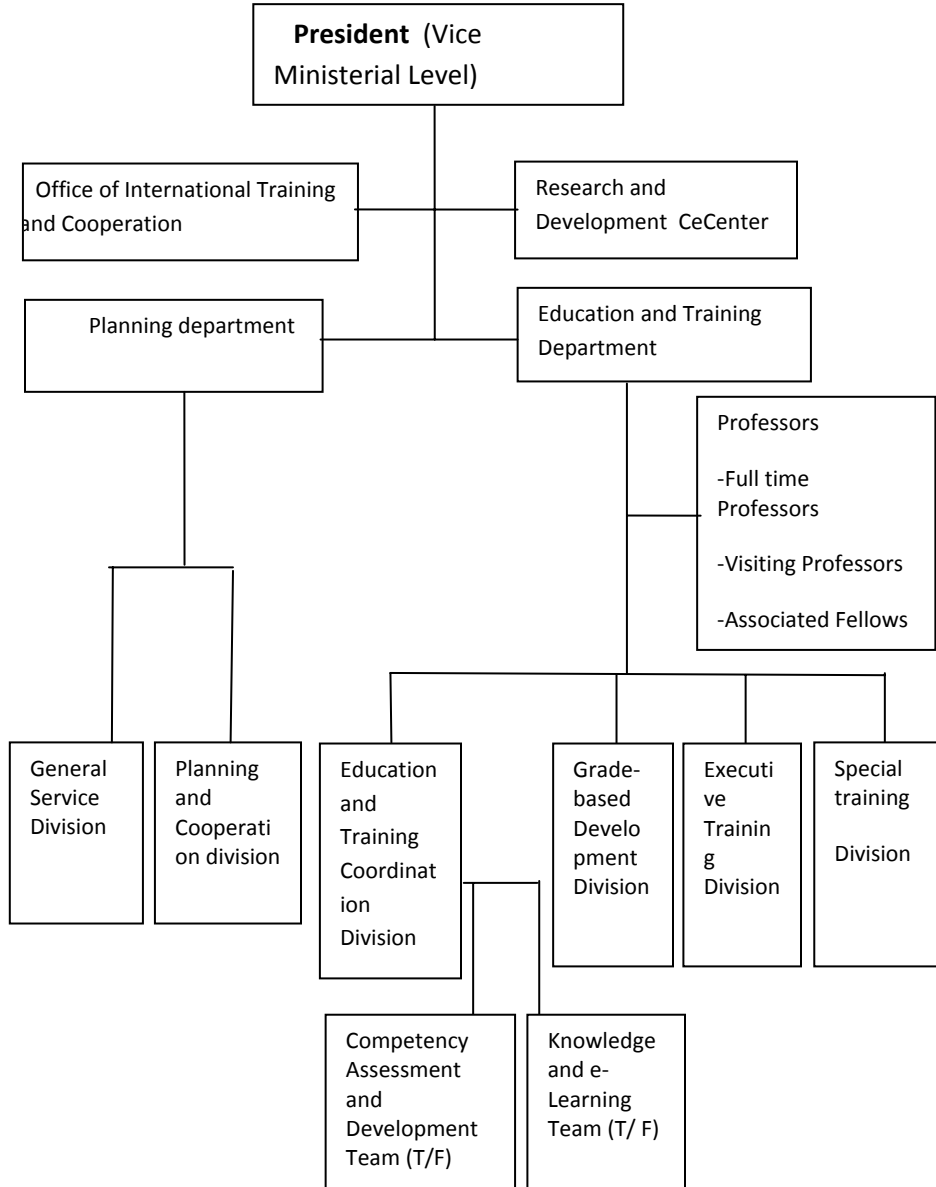
### Appendix-3

#### Organization Chart of Ministry of Public Administration and Security (MOPAS) in Korea



Source; Public Service System and HR Policy in Korea, Professor Park  
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**Organization Chart of Central Officials Training Institute (COTI)**



Source; [www.coti.go.kr](http://www.coti.go.kr)

국문초록

# 한국과 미얀마의 공무원 훈련 시스템에 대한 비교 연구

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본 연구는 미얀마와 한국의 공무원 제도를 비교하는 연구로서 공무원 제도 개혁 등을 중심으로 두 국가의 차이점과 공통점을 탐색하였다. 특히 본 연구는 공무원들의 인적능력 향상을 위해 공무원 훈련제도가 중요함을 밝히고자 하였다. 모든 나라들에서 공공분야의 공무원들을 교육하고 훈련시키는 일은 반드시 필요한 정책이다. 이에 양국 정부 모두 인사정책으로서 공무원들의 인적자원을 함양하고 지식과 기술, 능력을 향상시키기 위해서 효과적이고 효율적인 훈련시스템을 강조하고 있었다. 끝으로 본 연구를 통해서 공무원들의 능력 향상을 위해서는 공무원 임용 시 사전적인 교육훈련뿐만 아니라 현직 공무원들을 대상으로 하는 지속적인 직무훈련이 필요하다는 정책적 함의를 도출하였다.

**주요어:** 공무원 교육훈련, 미얀마 중앙인사위원회, 한국 행정안전부, 중앙공무원교육원

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