



The Republic of the Union of Myanmar

Union Civil Service Board



Civil Service Reform Strategic Action Plan for Myanmar 2017-2020



Foreword by State Counsellor, Republic of the Union of Myanmar



I would like to congratulate the Chairman, Board Members and staff of the Union Civil Service Board on the publication of this Civil Service Reform Strategic Action Plan. I would also like to thank the United Nations Development Programme and all the development partners who have supported this timely initiative.

A capable and committed civil service founded on the principles of integrity, impartiality and accountability is the backbone of democratic governance. Over recent years it has been a personal privilege to have had the opportunity to work alongside many dedicated civil servants from all ranks and backgrounds, both in the Hluttaw and in Government. Our civil servants have played, and continue to play, a vital role in Myanmar's ongoing reform process, and in enabling the realisation of the aspirations of our people for a peaceful, secure and prosperous future. These men and women work in often challenging circumstances across the country, supporting the delivery of essential government services, the development of effective policy and regulation, and the strengthening of rule of law.

Over the coming years, our government is committed to building the capacity of our civil service and creating conditions that will allow all individual staff to realise their full potential. We also wish to foster greater trust and openness between civil servants and communities.

This Strategic Action Plan does not shy away from the challenges that we must overcome as we embark on this endeavour. The Plan rightly emphasises the need to tackle corruption in all its forms, as well as the importance of effective performance management, merit-based promotions, diversity of recruitment, and equal opportunities for training and learning throughout careers. Our government will make every effort to ensure fair pay and good overall conditions for all our civil servants.

We acknowledge that the necessary reforms cannot be delivered overnight, given the scale and complexity of the task ahead. But the UCSB and the government as a whole is determined to pursue these efforts as a priority, so that we may attain our collective goal of establishing a civil service of which all our people can be truly proud.


Aung San Suu Kyi

10th July 2017

Preface by Chairman, Union Civil Service Board



Based on directives from H.E. Daw Aung San Suu Kyi, State Counsellor of the Republic of the Union of Myanmar, the Union Civil Service Board (UCSB) has been privileged to lead the development of the Civil Service Reform (CSR) Strategic Action Plan for the period 2017-2020. The Strategic Action Plan was developed with technical support provided by the United Nations Development Programme (UNDP) in Myanmar.

The Strategic Action Plan aims to introduce a new ethos and culture to the Myanmar Civil Service, to support the overall transformation of the country in a more effective manner. It is based on the premise that the civil service should become a 'better place to be' in order to be able to harness motivation and efficiency, but it should also become a 'better partner to the people' through more people-centered culture and engagement, and more transparent and accountable mechanisms and practices.

The Strategic Action Plan was developed in a fully participatory, consultative and transparent manner. On page 8, you can find more details on the various consultations that led to the design of the Strategic Action Plan (August 2016 to May 2017), but I wish to highlight the importance of the public consultations that were organized in April 2017, during which members of the public were invited to offer their opinion on the proposed Civil Service Reform results and activities. The UCSB Website, social media and traditional media platforms were used for this purpose. This demonstrated once again the commitment of the Government to engage the public in policy development.

It is important that the development of the plan has been fully inclusive. Stakeholders from government and non-governmental entities, from all levels of governance, from civil society and from academia and the international community were involved. The consultations at States and Regions also included the participation of Self-Administered Zones and allowed us to explore issues of civil service management throughout Myanmar. Inclusivity and collective decision making have been reflected in the management arrangements of the Strategic Action Plan, which will involve all Ministries and Public Institutions at Union level and all States and Regions. We are also very keen to sustain engagement with civil society and the general public through our monitoring processes.

The UCSB will continue to ensure fully participatory and inclusive management and monitoring of the Strategic Action Plan and commits to reporting regularly to the Cabinet and to the general public on achievements.

We count on your active contributions and cooperation in fulfilling our Vision of an *"ethical, merit-based, inclusive and responsive Civil Service promoting public participation and strengthening the trust of the people"* of Myanmar.



Dr. Win Thein
Chairman

Union Civil Service Board

10th July 2017

Acknowledgements

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Introduction: The Reform Opportunity

Myanmar is in a period of tremendous change and democratization. The Government of Myanmar is delivering on its promise to the people to improve service delivery, modernize state institutions, strengthen accountability and adopt a more people-centred development approach.

Political, economic and social reforms are underpinned by a strong political commitment to peace and reconciliation. The reform moment Myanmar is experiencing presents an unparalleled opportunity to improve the lives and wellbeing of the people of Myanmar and to reconnect Myanmar to the world.

The Civil Service has a critical role to play in this change: in building trust, connecting people and ideas and delivering the services that will ensure the people of Myanmar benefit from reform.

Building trust is vital for enabling and sustaining reform. As the face of government in local communities, increasing the integrity, accountability and transparency of the Civil Service is a critical pathway for strengthening trust between the State and the people.

The Civil Service is the interface between the Government and the people and has a central role in bringing together communities and ideas to support and deliver reform. The Government of Myanmar has already committed the Civil Service to a people-centered approach that will design service delivery and community engagement around people's circumstances, capabilities and needs. It has the opportunity to engage people in improving their communities through consultation and participation in design matched with transparency and public accountability for delivery. The Civil Service must provide a channel for the voice of people through to policy makers and build a sense of ownership of reform beyond government.

The Civil Service also has an important role in ensuring that benefits of change are delivered to the people. Through the delivery of services and the application of rules and regulations, the Civil Service will be central to enabling, harnessing and protecting the gains of political, economic and social reform to the benefit of communities across Myanmar.

Civil Service in Myanmar: Potential for Reform

In recognition of the important role of the Civil Service in delivering, supporting and sustaining change the Government of Myanmar has made Civil Service reform a high priority. This Strategic Action Plan sets out the results to be achieved and the actions to be delivered in Civil Service Reform, from 2017 to 2020.

Myanmar has a long and rich history of civil service to build on when seeking to modernise and deliver democratisation and reform. The 900,000 Civil Servants consisting of people working in government ministries, departments and agencies at Union, Region and State level. All public sector employees, including doctors, nurses and teachers, but excepting armed forces and the police, are administered by the Civil Service Personnel Act (2013). How civil servants conduct themselves, and how the civil service is managed and nurtured, has been shaped by the legacy of pre-democracy government in Myanmar. Modernising practices, attitudes and mind-sets will take time but building the momentum of reform is urgent.

Reform and modernisation presents significant opportunities and challenges for the Civil Service. The 2016 UCSB-UNDP Perception Survey on Ethics, Meritocracy and Equal Opportunities in the Myanmar Civil Service and the consultations on the Action Plan identified significant gaps between the desired and current state on a wide range of issues. The Survey points also to the considerable potential for

improvement as reform takes effect and Myanmar benefits from the sort of Civil Service improvement that has been achieved in other countries.

Despite the Government of Myanmar's efforts to enhance accountability mechanisms and to combat phenomena of corruption and abuse of authority, the Perception Survey and consultations identified deep concerns about integrity, meritocracy and accountability in the Civil Service and barriers to taking action to address these concerns.

The current relationship between the Civil Service and people of Myanmar is too often characterised by secrecy, corruption and non-responsiveness to complaints and grievances. Processes and procedures are often viewed as complicated and opaque by the general public. Civil Servants are not highly trusted and there is a generalized phenomenon of bribery for the delivery of basic services. Citizens are unsure of how to raise and record complaints and are sceptical that action will be taken if they persevere in doing so.

The Perception Survey has demonstrated that Civil Service personnel believe there are significant levels of bribery at their place of work, that this is a way for civil servants to supplement their salary, and that small scale bribery is 'tolerated' or 'justified' among survey respondents. More than half of survey respondents (56%) think that 'some' civil service personnel ask for additional payments, such as bribes, to do their work. This view is consistent across all subgroups, including gender, location, type of civil service personnel, level of education and ethnicity.

Corruption and bribery issues dominate citizen concerns with law enforcement and public safety as well. UNDP's research in ethnic states Kachin, Shan and Rakhine shows that people would expect to make additional payments to law officers, police and judges, and fewer than 40% would expect fair treatment or a fair outcome in a formal process (2016). Meanwhile, a clear majority (59%) of respondents UNDP's local governance mapping (2015) claimed they always had to pay for medicines (which should be provided by government for free).

Breaches of the Code of Conduct are perceived as widespread with frequent unfair and non-transparent promotion and transfer decisions driven by favouritism and corruption. There is a general perception that these breaches go largely unpunished. When asked in the Perception Survey whether punishment is commensurate to corruption, the majority of respondents answered: 'some of the time' (44%) and 'rarely' (18%).

More than half of survey respondents said that salary (58%) and pension (59%) are insufficient to cover family expenses. This was seen by some focus group participants and survey respondents as a cause of corruption within the Civil Service. The majority of survey respondents (81%) agree with the statement that a higher salary would reduce corruption.

There is very limited awareness of the rights of Civil Servants and the mechanisms that are in place to enable complaints or suggestions for change. Strongly hierarchical environments discourage bottom-up communication and many concerns go unvoiced due to a fear of reprimand.

Motivation is harder to sustain if people do not believe they will be fairly rewarded for their efforts. Survey respondents identified that a meritocratic promotion system and greater confidence that merit and good performance recognition are factors in promotion would increase their motivation.

Despite these significant concerns, the Perception Survey and the consultations on the Strategic Action Plan demonstrated high levels of motivation of Myanmar Civil Servants due to their passion for helping people and making a difference. The majority of survey respondents said they enjoyed their work (91%) and were proud to belong to the Civil Service (91%). The top three reasons stated for joining the civil service were the opportunity to make a difference to society (77%), job security (74%),

and good social status (50%). In line with their stated motivations for joining, seeing people benefit from public programs is a source of job satisfaction for 97% of survey respondents (41% strongly) – a picture consistent across age, gender, ethnicity and type of job. The value of putting civic duty above personal benefit resonated with nearly all respondents (92%). There is also a high level of interest in making a personal contribution to improving the public service (97%). Leveraging, maintaining and strengthening motivation is a core focus for the Action Plan.

Reflecting this, the Government of Myanmar has recently changed the Theme and Focus Area of its ASEAN Civil Service Matters' Resource Center (ARC) to 'Public Service Motivation', clearly emphasizing the importance of motivating and engaging civil service personnel in the reform and transformation process.

The Union Civil Service Board (UCSB) has engaged since July 2016 in the design and development of the Civil Service Reform (CSR) Strategic Action Plan for the period of 2017-2020. The plan seeks to gradually address inherent organizational and cultural biases prevalent in the service and to introduce integrity, meritocracy and accountability mechanisms that would provide a stronger foundation for Reform.

Vision for the Civil Service

The opportunity for reform is reflected in the vision for the Myanmar Civil Service:

"Ethical, merit-based, inclusive and responsive Civil Service promoting public participation and strengthening the trust of the people."

Development of the Strategic Action Plan

The vision statement was confirmed and translated into results and specific activities at the first Civil Service Reform Consultative Workshop on 25-26 August 2016. More than 250 stakeholders participated in the workshop from Union and Government, Parliament, States and Regions, civil society, academia and development partners and donors. This national consultative workshop provided an opportunity for open discussion and debate driven by participants' passion for public service and enthusiasm about the opportunity for change. At the first consultations, the Vision Statement of the CSR Strategic Action Plan was adopted and the four focus areas confirmed. Participants provide inputs in the form of key reform activities that were included under each of the four areas of work. The first consultative workshop resulted in the development of the Zero Draft of the Logical Framework for the CSR SAP.

The first workshop was followed by a series of in-depth consultations that were performed at the Union and States and Regions level, in Nay Pyi Taw, Yangon, Mandalay and Taunggyi from 8 to 17 November 2016. During these workshops, the Zero Draft Logical Framework of the Strategic Action Plan was improved through strong feedback about what really matters for Civil Service Reform in Myanmar. The more than 430 participants across the seven workshops included notable representation from States and Regions, including from Self-Administered Zones.

The First Draft of the Logical Framework of proposed results and actions was then provided to stakeholders for review, culminating in a workshop in Nay Pyi Taw on 15 December 2016. The third round consultative workshop successfully highlighted the strong agreement and consensus around the priorities in the Strategic Action Plan. More than 400 people actively participated in the event with extensive group work around each of the themes only resulting in small refinements of the actions.

The Second Draft of the Logical Framework was then tested through working session with a range of senior executives across Myanmar ministries in February 2017. This review demonstrated broad support for the actions in the Plan while also providing an important opportunity for focussing on where lead responsibility should sit for the delivery of different actions.

The Third Draft of the Logical Framework was released for public consultation during April 2017. The ground breaking decision was made to use Facebook as the consultation mechanism and the draft material was posted on the USCB page on 1 April 2017. The public consultations provided the opportunity to the general public to have access to the plan and its anticipated activities, and to provide feedback and proposed improvements. All ministries were also invited to provide any further feedback on the final draft.

Throughout the development of the Action Plan there has been a strong emphasis on inclusive consultation. This is important because as a national initiative the Action Plan needs to be owned by the States and Regions as well as at the Union-level and supported by civil society, the private sector and the people of Myanmar.

The Four Focus Areas

The Civil Service Reform Strategic Action Plan is organised under four focus areas and nine primary outcomes. These are set out in the diagram below and summarised in the following pages.

The full set of actions and measures are in the Logical Framework at Annex 2. These will be developed into annual implementation plans and performance monitoring plans to drive and support delivery of Civil Service reform.



1. New Civil Service Governance

The Government of Myanmar is committed to fully realizing a Federal Democratic Union of Myanmar. Achieving this goal will require a strengthening of the capacity and capability of States and Regions to take on an increasing leadership role in partnership with the Union Government. Civil Service decentralization is an essential component of this change.

Effectively supporting State and Region leaders in the development of policy and the design and delivery of local services will require a progressive shift of some Civil Service responsibilities, resources and decision rights from the Union to the sub-national level. The Civil Service is well positioned to lead on decentralization as it is already present in all the States and Regions right down to the village tract level and already plays a central role in supporting State and Region leadership.

The UCSB who have been tasked with leading and coordinating development and delivery of the Civil Service Reform Strategic Action Plan. To play this role effectively UCSB is working with ministries to review its own mandate and responsibilities. Sustaining effective reform requires strong leadership from Government but also from within the Civil Service. UCSB will ensure that governance, management and secretariat arrangements are in place to drive and monitor reform and provide a voice in reform for States and Regions, civil society and the private sector.

1.1 New directions for the Myanmar Civil Service are determined, reflecting the aspirations of the Government of Myanmar to instate a Federal Democratic Union

Decentralization will represent a major change to the organizational structures, accountability mechanisms and operations of the Myanmar Civil Service. Current arrangements are highly centralized and States and Regions will come to have more authority and a more prominent management role in Civil Service affairs. This will require significant capacity and capability building at sub-national levels and the development of stronger localized civil service management structures. The role of line ministries, States and Regions, districts and Townships in the management of human resources, in training and capacity development of staff, in ensuring responsiveness and receptiveness to the needs of the people will all need to be examined.

Decentralization is complex and difficult to get right. While it is a top priority for the Action Plan it will take longer to deliver than some of the other outcomes. A three step process is prescribed in the Action Plan for finding the right way forward on decentralization for the Civil Service. The first step is to conduct a study on current Civil Service regulatory and procedural frameworks and their level of adaptability to a decentralized federal system. The second step is to then develop a policy document on ways to gradually enhance decentralized Civil Service management structures and recommend amendments to regulatory frameworks as appropriate. The third step is to pilot two initiatives that decentralize aspects of recruitment, promotions and transfers to States/Regions in different settings and then assess the results and the way forward.

1.2 Role and mandate of the Union Civil Service Board strengthened and clarified

The Union Civil Service Board (UCSB) is constitutionally responsible for selecting and training civil servants, making regulations for governing the civil service, and approving and ensuring the application of the Civil Service Code of Conduct. The UCSB supports selection at gazetted officer and above, approves promotions, and currently provides training up to Deputy Director General Level. Line Ministries (such as the Ministry of Education, Health, etc.) also recruit their own civil servants at

non-gazetted officer level, and promote the civil servants working for them, and many also conduct trainings.

The UCSB has been tasked with leading reform of the Civil Service and requires a clearer mandate and a new set of roles and responsibilities to deliver key aspects of this Action Plan and be in a position to promote and enforce meritocracy, integrity and equality and inclusiveness in other government institutions.

The UCSB will also play an increased role in monitoring, reviewing and influencing departmental performance in line with the new expectations reflected in the Action Plan. This will complement a strengthened responsibility for selecting and developing senior leaders and for the promotion of integrity and ethics across the Civil Service. UCSB will be a champion for diversity and inclusiveness.

To deliver on this increased responsibility the UCSB will strengthen its own capacity and capability through greater role clarity and targeted staff training. UCSB will also increase its public communication around reform and Civil Service codes of conduct, regulations, rules, procedures and processes.

2. Merit-based and Performance-driven Culture and Systems

When recruiting, promoting or transferring people, meritocracy and equality are important principles. Meritocracy demands that the best person be given the job based on the evidence of their skills, experience, performance record and fit with the role. Meritocracy provides a double boost to performance by matching the right person to the right role and incentivising that person through the knowledge that it is their effort and performance that will be rewarded.

Equality demands that every individual, no matter where they are from, which religion they embrace or the gender identity they hold will have an equal opportunity to enter the Civil Service and be selected for leadership roles. Equality is not just about fairness it is also a driver of performance. Myanmar is a country of rich diversity and the Civil Service must be able to harness different knowledge, experience and ways of thinking to meet the country's many needs.

Meritocracy and equality can be enabled by modern Human Resources practices, including competency frameworks, job descriptions and performance management, supported by dedicated Human Resources capacity and enhanced IT-based systems.

2.1 Meritocracy and equality mainstreamed across all regulatory and procedural frameworks

Civil Servants understanding and practice of meritocratic and inclusive approaches is central to the success of reform. Enhanced awareness of and action on these issues will increase performance motivation and harness the benefits of diversity. As Civil Servants come to believe that their merit and effort are the primary determinants of their success they will have a greater incentive to perform to the best of their abilities. The promotion of equal opportunities and further efforts to eliminate discrimination against people of a particular age, disability, religion, ethnicity, sex/gender, or sexual orientation will help attract and retain a workforce that reflects a wide range of existing and future talent, is inclusive and representative, and supports more effective policy making and service provision.

Members of Parliament, civil servants, academics, professionals, civil society and private sector stakeholders are to be engaged in national level discussions around integrity, motivation, meritocracy and equal opportunities. The Perception Survey demonstrated that Civil Service regulatory frameworks and systems need to be modified in order for them to better promote the values of meritocracy and equality and allow their translation into practice. These discussions will build public and Civil Servant awareness and will support the strengthening of the Civil Service Personnel Law, Bylaw, Rules and Code of Conduct.

Undertaking a follow-up Perception Survey on ethics, meritocracy and equal opportunities across the Civil Service every two years will enable measurement and understanding of progress and meaningful reporting to the general public.

2.2 Modern Human Resources systems introduced and upholding merit-based, performance-driven and gender sensitive selection, recruitment, promotion and transfer systems

Recruitment, promotion and transfer systems aim to put the right person in the right place at the right time. To do this effectively requires: (i) a clear understanding of the skills, experience and

competencies required for the job; (ii) selection, based on merit, of the person who is a best fit for the role; and (iii) the ability to attract and appoint diverse candidates through fair and inclusive treatment.

Modern Human Resources systems and practice are designed to deliver against these requirements. The actions under this outcome will build a modern Human Resources system for the Myanmar Civil Service. Competency frameworks will be established: firstly for gazetted officers and then across all roles in the Civil Service. Standard job descriptions for job families will be developed and then adapted by Union ministries and States and Regions for specific roles. Procedural amendments will be introduced that enhance the fair, meritocratic, equalitarian, gender-balanced and motivational nature of the selection, posting, transfer and promotions processes.

These processes will be supported by the review and improvement of the performance evaluation and management system. Effective performance management is a key tool for improving performance and boosting motivation and will build off the establishment of competency frameworks. Reviewing and encouraging performance through regular two-way conversations about strengths, weaknesses and development needs is a critical but challenging aspect of a manager's role. Implementation of the improved performance management approach will be tested through pilots in selected departments and supported by training for all Civil Servants but with a particular emphasis on the role of the supervisor.

An increased investment in dedicated Human Resources functions and IT-based solutions will strengthen the roll-out of these modernised Human Resources practices.

3. People-centered Civil Service Leadership and Capacity Development

The Civil Service exists in order to serve the Government and people of Myanmar. To do this effectively requires a people-centered approach: services that are designed around the needs of the people rather than the structures and systems of the Civil Service.

A people-centered approach requires a new mind-set that places the people of Myanmar at the center of all service design and decision-making.

This is particularly the case for the leaders who will take charge of this change. So there will be an increased focus on coordinated and purposeful leadership training and development to ensure that current leaders have the skills they need and future leaders are being prepared.

Reform will provide improvement opportunities and change challenges for Civil Servants all across Myanmar. The ability to capture these opportunities and manage this change will be built and supported by integrated training suited to the needs of different roles and people. The efficiency and effectiveness of the service will be strengthened by enhancing the knowledge and skills of Civil Service staff through on the job training and coaching, and through improving institutional training and capacity development. Empowering staff at all levels will be key to more effective service delivery.

3.1 Results-oriented and people-centered culture instigated through motivation

The ultimate test of the efficacy of this Action Plan is whether better results are being delivered by the Civil Service for the people of Myanmar. Effectively delivering results for people requires a people-centered approach that seeks to know what people need, gives them a role in designing the solution and keeps them informed about processes and outcomes. One of the first priorities of the Action Plan is the development of a policy framework on the new people-centered approach. This will establish a common understanding of how the people of Myanmar should be given a voice and encouraged to participate in the setting of priorities, the design and delivery of services and the monitoring of progress.

A strong service culture will be strengthened by better informed and trained Civil Servants but also by better informed service users. Clear and engaging guidance will be developed and delivered to Civil Servants on their responsibility for customer oriented approaches and for rights holders and service users on their rights and obligations.

It is important for a modern Civil Service to understand what people really want and need from public services and to assess how they can do a better job in delivering it. A major survey will be conducted targeting rights holders and service users to assess the perception of people-centered approaches and level of trust of the people in their administration. The results of this survey will provide a deeper understanding of the requirements for change and improvement and provide a baseline for progress to be measured against.

To be genuinely people-centered Civil Servants need to be confident of their ability to support their own families and plan for their own futures. A review of pay, compensation and allowances is an early priority for the Action Plan which will be followed by a study of the feasibility of a welfare system after retirement for Civil Servants.

3.2 Leadership for mindset change and reform is strengthened

Leadership training, development and succession planning are important for any complex system that has to manage through ongoing change while delivering better services and results. This is true of the

Myanmar Civil Service with democratisation, modernisation and reform driving significant change that will place high demands on leadership skills.

A new national leadership development programme for senior and executive Civil Service personnel will empower leaders today and nurture the leaders of tomorrow. The programme will infuse the new people-centered mind-set across the civil service and promote meritocracy, professionalism and non-discrimination.

Graduates of the leadership scheme will be better prepared to take on important roles managing the impact of change and reform to deliver better services for the people of Myanmar.

3.3 Learning and training methods and techniques improved

The Civil Service Academy was launched on 2 January 2017. The Academy will provide entry-level training for cadets and post-graduate management diploma courses for civil servants covering Information Technology, English, management, economics, social science, political science and law. The Civil Service Academy is the first of the range of actions in the Strategic Action Plan that will deliver improved training for Civil Servants.

Training will be better coordinated and of a more consistent quality across departments, specialities and locations. The Union Civil Service Board will lead an integrated approach to training and learning: coordinating the right portfolio of training options for Civil Servants in different agencies and locations and at different levels of responsibility and stages in their career; and taking responsibility for quality control of training delivered right across the Civil Service.

There will be improved options for the delivery of national-level training. The curricula and in-house delivery capacity of the Central Institutes of Civil Service (CICS) in Lower and Upper Myanmar will be strengthened and supplemented by enhanced expert outreach to draw on regional and international knowledge and experience. There will also be increased utilisation of online courses to enable rapid and cost-effective roll-out of training that can be managed locally and integrated into the working day.

To deliver on the people-centred mindset change and to support the momentum of reform there will be an increased emphasis on leadership in training at all levels.

4. Transparency and Accountability in the Civil Service

Trust is the cornerstone of an effective Civil Service. In Myanmar, building a trustful relationship between Civil Servants and the government and between Civil Servants and the people is critical to building the new social contract projecting democratic and human rights values, sought by the Government. Without a foundation of trust, it is extremely challenging to deliver services fairly and efficiently and to connect people and ideas to support effective policy making. Strengthening transparency and accountability mechanisms is a first step to regaining the trust of the people and even of Civil Service personnel in the State and its values.

The Civil Service is the primary interface between the State and the public and Civil Service personnel project the image of the State and its values. If the people cannot trust the Civil Service and perceive the service as failing to uphold the principles of integrity and accountability, the people may lose faith in public institutions and leaders. Building the trust of the people in the State and its institutions is necessary to deliver on Myanmar's overall democratic reform agenda and to reach development goals and targets, including the Sustainable Development Goals.

Trust is also vital *between* Civil Servants to create a working environment that motivates and supports Civil Servants to do the best job they can and have confidence that integrity, merit and hard work are what it takes to do well.

4.1 Integrity and accountability enhanced across the Civil Service

Enabling the voices of Civil Servants to be heard will be a driving force of reform and service improvement. The Action Plan will strengthen Civil Service performance and motivation through increased awareness of rights and obligations, more effective systems and mechanisms to deliver transparency and monitor accountability and increased opportunities for staff complaints and suggestions to be heard.

A strengthened Code of Conduct will be supported by targeted training modules on ethics and equal opportunities, anti-corruption and the rights and duties of Civil Service personnel. The systems and mechanisms for upholding and encouraging ethical conduct will be reviewed and enhanced including whistleblowing, grievance recording and feedback provisions and the use of IT-based accountability and transparency solutions. Impartial channels will be identified to enable staff to lay complaints or challenge decisions without running the risk of being reprimanded for speaking out.

There is a commitment in the Action Plan to undertake an independent follow-up perception survey on ethics, meritocracy and equal opportunities across the Civil Service to measure and report on progress to the general public every second year.

4.2 Openness and transparency toward the public

In the March 2017 Transparency International report on *People and Corruption: Asia Pacific* 72% of Myanmar respondents felt that ordinary people could make a difference in the fight against corruption. It is this belief that people can make a difference that the Action Plan seeks to foster and leverage. The plan commits to the release of more information to the public, stronger public complaints mechanisms and improved corruption investigation and prevention.

A standardized system of administrative procedures that ensures the transparency of the decision making process and provides predictability for the people is an important feature of a modern Civil Service. The publication of all relevant Civil Service procedures, particularly those related to the selection of Civil Service personnel, will significantly improve transparency to the public on how the

Civil Service operates. This commitment to increased transparency will be taken further as the review of the Burma Official Secrets Act challenges the assumption that all official information should be assumed to be secret.

The Action Plan commits to a significant strengthening of the framework for receiving and addressing public complaints about services, procedures, decisions or corruption. The Union Civil Service Board, the Anti-Corruption Commission and concerned Government of Myanmar entities will review how the Union Civil Service Board can play an increased role in strengthening integrity across the Civil Service and this will include the ability for the public to lay relevant complaints directly with the Union Civil Service Board. The work of the Anti-Corruption Commission in preventing corruption, but also investigating, making determinations on and publicizing the outcomes of corruptions complaints will be reviewed and strengthened. The existing hotline for corruption complaints will become more utilized and effective. Asset disclosure requirements for senior and at-risk positions will be systematically enforced and collected.

There is a commitment in the Action Plan to conduct a survey targeting rights holders and service users to assess the perception of people-centered approaches and level of trust of the people in their administration.

Management Arrangements and Implementation Mechanisms

Governance, monitoring and implementation planning structures and mechanisms will be put in place to ensure delivery of the Action Plan. These structures will evolve around a Steering Committee and will ensure representativeness and involvement of all Union and Sub-National level institutions, civil society and the private sector.

A Steering Committee will be constituted to oversee delivery and monitoring of the Action Plan. The Committee will be chaired by the Chairperson of the Union Civil Service Board. The Committee will have two co-chairs: the Ministry of Home Affairs Deputy Minister and an Anti-Corruption Commission Board Member; it will include Deputy Ministers and Permanent Secretaries/ Directors General of key agencies as members.

The Committee's primary mandate will be to ensure that the Vision of Civil Service Reform in Myanmar is achieved. It will meet regularly and will fulfil the following tasks:

- (i) review and monitor progress on implementation,
- (ii) hold agencies accountable for delivery,
- (iii) intervene as needed to remove barriers to reform and
- (iv) ensure reporting to the public is done in a transparent and open manner.

The Committee will be accountable to Cabinet for delivery of the Action Plan and will submit a yearly report on progress. It will work in close cooperation with other committees and bodies supporting public administration reform, service delivery and integrity and accountability.

The Steering Committee will be supported by a States and Regions Sub-Committee to ensure that States and Regions are fully engaged in the reform process and to strengthen capacities of States and Regions. The Sub-Committee will be chaired by a Board Member of the Union Civil Service Board and will include as members Ministers from all 14 States and Regions, the Nay Pyi Taw Council, the Nay Pyi Taw, Yangon and Mandalay City Development Committees. The Sub-Committee will:

- (i) ensure that States and Regions perspectives are considered in implementation and review of the Action Plan,
- (ii) identify States and Regions pilot activities in support of reform and
- (iii) report to the Steering Committee on Civil Service decentralization.

The Committee and Sub-Committee will be supported by a Union Civil Service Board-led secretariat. The secretariat will take the lead on programme management and regular monitoring and reporting: including reporting on progress to the Steering Committee every four (4) months and to Cabinet on a yearly basis. The secretariat membership will primarily be drawn from the Union Civil Service Board but will be responsible for consulting and engaging across the Civil Service and drawing on the resources of other agencies as required.

The governance bodies and their respective roles and responsibilities are set out in the diagram in **Annex 1**

While the Logical Framework set out in **Annex 2** contains the full set of actions, timing for delivery and performance indicators for the Action Plan this in turn will need to be developed into annual implementation plans that identify the resources, timelines, consultation and decision-points required to deliver against the Action Plan commitments. Development of the annual implementation plans will be led by the secretariat and agreed by the Steering Committee in December each year.

Performance Monitoring Plans will be developed alongside the yearly implementation plans. These will be updated on a quarterly basis for output reporting and on a yearly basis on impact/results targets. The Secretariat will seek input from Union, States and Regions stakeholders to provide data for monitoring purposes. Implementing agencies will be requested to assign focal points for the facilitation of monitoring and reporting.

The Action Plan is an ambitious and vital national initiative for Civil Service Reform in Myanmar. It will only be effectively delivered if all Union level and Sub-national Civil Service institutions consider themselves as owners and implementers of the Action Plan. The Civil Service cannot deliver reform alone and civil society, the private sector and the people of Myanmar are all partners in this initiative and the Union Civil Service Board and the Government of Myanmar will be seeking your ongoing participation in the delivery and review of the Action Plan.

Annex 1: Civil Service Reform Strategic Action Plan Governance

Steering Committee leads fulfilment of the Civil Service Reform Vision and review and monitoring of delivery of the Action Plan

Steering Committee

Chair: UCSB Chairman

Co-Chairs: MoHA Deputy Minister and ACC Member

Members: Deputy Ministers or Permanent Secretaries/Directors General of key agencies

Secures political support and is accountable to Cabinet on delivery of targets

Oversees implementation, approves reviews and issues regular reporting to Cabinet

Monitors progress against indicators and holds agencies accountable for delivery

Facilitates cross-agency coordination and identifies actions to remove barriers to reform

A Sub-Committee ensures States and Regions are fully engaged in reform

States and Regions Sub-Committee

Chair: UCSB Board Member

Ministers from all 14 States and Regions

Member from Nay Pyi Taw Council

Members from Nay Pyi Taw, Yangon and Mandalay City Development Committees

Ensures States and Regions perspectives are considered in implementation

Identifies States and Regions pilot activities in support of reform

Engages States and Regions in implementation and review of the Action Plan

Provides Steering Committee with regular reports on Civil Service decentralization

Steering Committees supported by active UCSB-led secretariat

Civil Service Reform Secretariat

UCSB team

Supplemented by representatives from other agencies as required

Consults and engages agencies and organisations as required in the implementation

Provides programme management functions and performs regular monitoring

Prepares and supports Committees Meetings and drafts progress reports (quarterly)

Acts as main repository of knowledge, documents best practices and keeps records

Annex 2: Civil Service Reform Strategic Action Plan for Myanmar – Logical Framework

Expected Outcome		Basis for action (Baseline)	Actions	Responsible entity	Priority (year)				Performance indicators
					1	2	3	4	
Focus Area 1: New Civil Service Governance									
1.1	New directions for the Myanmar Civil Service are determined, reflecting the aspirations of the Government of Myanmar to instate a Federal Democratic Union	- Vision of the Civil Service has been renewed at the CSR Strategic Action Plan Workshop in August 2016 - Limited devolution of Civil Service and human resources management to States and Regions. - Limited Civil Service management structures or systems at States/Regions levels.	1.1.1 Conduct study on Civil Service regulatory and procedural frameworks in Myanmar and their level of adaptability to a federal or decentralized system.	• Union Civil Service Board (UCSB) has lead responsibility and must engage parliamentarians, States/Regions, Departments, retired Civil Servants, civil society organizations, the public and international organizations	X	X			Study delivered to the satisfaction of the UCSB Board that includes clear options for next steps Policy recommendations geared towards decentralized governance accepted by Government of Myanmar Effective stakeholder engagement during the development of the study, measured through: - Types and number of stakeholders; - Geographic coverage and engagement at all governance levels - Inclusiveness of the process - Positive feedback from participants and/or public
			1.1.2 Develop policy document on ways to gradually enhance decentralized Civil Service management structures and recommend amendments to regulatory frameworks as appropriate.	• UCSB has lead responsibility and must engage parliamentarians, States/Regions, Departments, retired Civil Servants, civil society organizations, the public and international organizations	X			Policy paper adopted by Government of Myanmar that enables the implementation of agreed changes to strengthen decentralization including recruitment, promotions and transfers Specific recommendations to piloting decentralized recruitment. Promotion and transfers systems	

Expected Outcome		Basis for action (Baseline)	Actions	Responsible entity	Priority (year)				Performance indicators
					1	2	3	4	
			1.1.3 Pilot two initiatives that decentralize aspects of recruitment, promotions and transfers to States/Regions in different settings and assess results and way forward.	UCSB has lead responsibility and must engage parliamentarians, States/Regions, Departments, retired Civil Servants, civil society organizations, the public and international organizations			X	X	Pilots implemented with agreed assessment and review arrangements in place to enable identification of lessons and next steps Positive feedback from sub-national authorities on new systems Perception of civil servants towards the new decentralized systems and level of satisfaction (perception survey used for measurement)
1.2	Role and Mandate of UCSB is strengthened and clarified	- UCSB mandate regulated by Constitution, civil service personnel law and UCSB Law. - UCSB is the responsible entity for revising regulatory and procedural frameworks. Minor amendments to the Civil Service personnel Law were passed on 9 December 2016 (Law No. 41 of the Pyidaungsu Hluttaw). UCSB has been looking into revising the rules of the Civil Service. - UCSB roles include operational elements: recruitment, selection and training. - UCSB is widely respected by other ministries but lacks the mandate to enforce Civil Service regulations.	1.2.1 Exposure visit to an international Civil Service entity that presents high levels of autonomy and a strong regulatory mandate.	- UCSB has lead responsibility in partnership with union level and States and Regions entities - United Nations Development Programme (UNDP)	X				Report delivered on lessons learned from exposure visit Clear plan of action for follow-up devised
			1.2.2 Develop policy paper aimed at strengthening UCSB roles, responsibilities and mandate.	- UCSB has lead responsibility and must engage parliamentarians, States/Regions, Departments, and international organizations - UNDP - Parliament - President Office and State Counsellor Office to endorse and issue executive order	X				Policy paper with actionable recommendations finalized # of policy recommendations strengthening role, mandate and responsibilities of UCSB accepted by Government of Myanmar leadership
			1.2.3 Review UCSB Law and Bylaws enabling it to lead and compel reform actions and review departmental performance, while ensuring UCSB accountability. Submit the Draft Law for ratification in Hluttaw.	- UCSB has lead responsibility and must engage parliamentarians, ministerial organizations, States/Regions, Departments, and international organizations - Parliament - President Office and State Counsellor Office to endorse and issue executive order		X			Policy note developed and submitted in support of the review of the law Draft law reflects agreed recommendations from the policy paper Draft by-laws revised and presented for finalization Draft by-laws revisions reflect agreed recommendations

Expected Outcome		Basis for action (Baseline)	Actions	Responsible entity	Priority (year)				Performance indicators
					1	2	3	4	
			1.2.4 Functional review and continuous improvement of the different departments of UCSB: clarifying and strengthening their respective mandates, reviewing organograms and building UCSB staff capacity through dedicated on the job training and coaching.	- UCSB has lead responsibility and must engage parliamentarians, ministerial organizations, States/Regions, Departments, and international organizations - President Office and State Counsellor Office to endorse and issue executive order		X	X		Functional review takes place Functional review recommendations adopted. % actions in Functional review plan implemented.
			1.2.5 Strengthen UCSB public communication including web presence to communicate the reform agenda and civil service codes of conduct, regulations, rules, procedures and processes.	UCSB has lead responsibility and must engage parliamentarians, ministerial organizations, States/Region, Departments, the public and international organizations	X	X			% people feeling they have better access to UCSB information than before

Expected Outcome		Basis for action (Baseline)	Actions	Responsible entity	Priority (year)				Performance indicators
					1	2	3	4	
Focus Area 2: Merit-based and performance-driven culture and systems									
2.1	Meritocracy and equality mainstreamed across all regulatory and procedural frameworks	- Perception Survey on Ethics, Meritocracy and Equal Opportunities in the Myanmar Civil Service (2015) providing baseline. - General perception that most Civil Service procedures and systems are non-meritocratic and do not prompt fair and equalitarian treatment.	2.1.1 Review, modernize and monitor implementation of the Civil Service Personnel Law, Bylaw, Rules and Code of Conduct to enhance integrity, motivation, dutifulness, meritocratic practice and equal opportunities across the Civil Service.	• UCSB has lead responsibility and must engage parliamentarians, States/Region, Departments, the public and international organizations • Parliament • President Office and State Counsellor Office	X	X	X	X	Effective stakeholder engagement on changes, measured through: - Types and number of stakeholders; - Geographic coverage and engagement at all governance levels - Inclusiveness of the process - Positive feedback from participants that their voices are heard # of specific amendments/ changes that promote inclusiveness and women's rights # of specific amendments/ changes that promote ethics and integrity Evidence of improvement from surveys at 2.1.3 and 3.1.4- • % feeling there is lack of discrimination on basis of gender • % feeling there are equal opportunities in recruitment and promotion • % feeling recruitment, postings and promotions are primarily based on merit • % feeling recruitment, postings and promotions are primarily on bribes or who you know

Expected Outcome		Basis for action (Baseline)	Actions	Responsible entity	Priority (year)				Performance indicators
			2.1.2 Involve Members of Parliament, civil servants, academics, professionals, civil society and stakeholders in national level discussions around integrity, motivation, meritocracy and equal opportunities and enhance public and civil servant awareness.	UCSB has lead responsibility and must engage parliamentarians, States/Regions, Departments, retired Civil Servants, civil society organizations, the public and international organizations	X	X	X	X	Effective stakeholder engagement in national level discussions Evidence of improvement from survey at 3.1.4, particularly: % MPs feeling the civil service upholds meritocracy % MPs feeling the civil service upholds integrity % public aware of the UCSB and its role % public feeling the civil service upholds meritocracy % public feeling the civil service upholds integrity
			2.1.3 Undertake independent follow-up perception survey on ethics, meritocracy and equal opportunities across the Civil Service to measure and report on progress to the general public (two times).	- UCSB has lead responsibility and must engage all union and States/Regions entities and civil society organizations - Commissioned from independent professional provider		X		X	Survey conducted and results publicly reported Gender aggregated results highlighting women's perspectives and improvements on inclusiveness and equalitarian treatment Recommendations for improvements are actionable and included in revision of Strategic Action Plan
2.2	Modern Human resources systems introduced and upholding merit-based, performance-driven and gender sensitive selection, recruitment, promotion and transfer systems	- No competency frameworks are established. - No appropriate job descriptions are used in recruitments or performance evaluation - Rule 26 to rule 50, chapter 4 of Civil service rules stipulates the assessment methodologies for promotion. However, it is not certain that these are practiced in a fair manner.	2.2.1 Develop competency frameworks for all Civil Service Gazetted Officer levels and then for other roles in the civil service.	- UCSB has lead responsibility in partnership with UNDP and the United Nations Institute for Training and Research and must engage parliamentarians, States/Regions, Departments, and international organizations - President Office and State Counsellor Office to endorse and issue executive order	X	X			Competency Frameworks in place for all Civil Service Gazetted Officers Competency Frameworks for all civil service positions/levels disseminated by relevant authority for use across the civil service Agreed plan for further roll-out of Competency Frameworks in the Civil Service

Expected Outcome	Basis for action (Baseline)	Actions	Responsible entity	Priority (year)	Performance indicators
	- When existing, HR departments do not apply modern HR systems and lack clarity in their mandate and functions - Women are under-represented in senior civil service roles and most Departments	2.2.2 Develop job descriptions for job families in the Civil Service and provide support to all Ministries and States and Regions to adapt them (through training and guidance notes).	- UCSB has lead responsibility and must engage parliamentarians, States/Regions, Departments, and international organizations - President Office and State Counsellor Office to endorse and issue executive order	X X	Job Descriptions in place for targeted job families in the Civil Service % of randomly sampled newly advertised job descriptions which encourage female applicants and are accessible for women, ethnic minorities and disabled people. Training and guidance notes provided to Ministries, States and Regions
		2.2.3 Introduce procedural amendments that would enhance the fair, meritocratic, equalitarian, gender-balanced and motivational nature of the selection, posting, transfer and promotions processes.	- UCSB has lead responsibility and must engage parliamentarians, States/Regions, Departments, and international organizations - President Office and State Counsellor Office to endorse and issue executive order	X	Procedural amendments agreed and implemented Evidence of improvement from survey at 2.1.3, specifically % feeling there is lack of discrimination on basis of gender % feeling there are equal opportunities in recruitment and promotion % feeling recruitment, postings and promotions are primarily based on merit % feeling recruitment, postings and promotions are primarily on bribes or who you know % female civil servants feeling there are equal opportunities in promotion and postings % change in women in senior positions (Director up to Deputy Director General) % change in women in junior and middle positions (Assistant Staff Officer up to Deputy Director)

Expected Outcome	Basis for action (Baseline)	Actions	Responsible entity	Priority (year)	Performance indicators
		2.2.4 Develop an assessment of the performance evaluation system currently in place to inform improvements.	- UCSB has lead responsibility and must engage parliamentarians, States/Regions, Departments, and international organizations - President Office and State Counsellor Office to endorse and issue executive order	X	Study delivered to the satisfaction of the UCSB Board Policy and procedural recommendations for improvements are identified and approved by the UCSB leadership and submitted to the Government of Myanmar
		2.2.5 Modernize the performance evaluation system in line with international best practice as adapted to the situation of the Myanmar civil service and linked to the competency frameworks developed.	UCSB has lead responsibility and must engage parliamentarians, States/Regions, Departments, and international organizations	X	Performance Management system reflecting the principles of non-discriminatory and inclusivity # of departments adopting new performance management system Evidence of improvement from survey at 2.1.3
		2.2.6 Large scale training for all civil servants on the new performance management system with a particular emphasis on the role of the supervisor. Selecting departments to pilot the system.	UCSB has lead responsibility and must engage parliamentarians, States/Regions, Departments, and international organizations	X	Performance Management system piloted in selected departments Dedicated training curriculum on the new performance management system introduced # of Civil Servants trained using the new module # of supervisors/managers trained using the new module Evidence of improvement from survey at 2.1.3, specifically: % of people confirming that new performance management system is effectively used for merit-based promotions % of people confirming that the new performance management system is informing training and career development plans

Expected Outcome	Basis for action (Baseline)	Actions	Responsible entity	Priority (year)	Performance indicators
		2.2.7 Assess human resources structures and propose actions to establish and strengthen dedicated HR capability.	UCSB has lead responsibility and must engage parliamentarians, States/Regions, Departments, and international organizations	X	Plan for strengthening dedicated HR capability is agreed % of actions agreed upon implemented Number of Ministries agreeing on improved standards Number of Ministries implementing at least 50% of plan
		2.2.8 Strengthen the development of modern personnel filing systems.	UCSB has lead responsibility and must engage parliamentarians, States/Regions, Departments, and international organizations	X X X	Modern personnel filing systems in place # of successful pilots in various ministries/agencies at Union and S/R levels
		2.2.9 Introduce a single ID number to the service.	UCSB has lead responsibility and must engage parliamentarians, States/Regions, Departments, and international organizations	X X	Policies and procedures to support single ID system in place and agreed by government % of coverage of civil service personnel (to be measured on yearly basis)
		2.2.10 Introduce and pilot IT-based solution(s) where appropriate to selected modernized HR processes.	UCSB has lead responsibility and must engage parliamentarians, States/Regions, Departments, and international organizations	X X X	Plan for piloting and introducing IT-based gender sensitive HR solutions is agreed and progress in implementation recorded # of systems that become IT based and are effectively utilized # of systems that reflect equal opportunities and inclusivity in procedures (parental leave, etc.)

Expected Outcome		Basis for action (Baseline)	Actions	Responsible entity	Priority (year)				Performance indicators
					1	2	3	4	
Focus Area 3: People-centered civil service leadership and capacity development									
3.1	Results-oriented and people-centered culture instigated through motivation	- Minimal evidence of people-centered approach - Salary scale relatively low and is one factor affecting the motivation of staff - People with special needs have limited opportunities to access the civil service - Physical infrastructure of ministries and other public sector offices are poorly equipped to address needs of people with special needs - Pension packages, similarly to salaries, are comparatively low, providing minimal incentives and affecting motivation	3.1.1 Issue a policy framework on the new people-centered approach.	• President Office and State Counsellor Office has lead responsibility for policy making • UCSB has implementing responsibility and must engage parliamentarians, States/Regions, Departments, civil society organizations, the public and international organizations	X				Policy framework issued abiding by inclusiveness, integrity and accountability principles Effective stakeholder engagement during the development of the policy framework, measured through: - Types and number of stakeholders; - Geographic coverage and engagement at all governance levels - Inclusiveness of the process - Positive feedback from participants that their voices are heard
			3.1.2 Perform a pay, compensation and allowances review and implement any agreed changes.	• Ministry of Planning and Finance has lead responsibility in partnership with the World Bank and must engage UCSB, parliamentarians, States/Regions, Departments, retired civil servants, and international organizations	X	X	X	X	Review conducted and results made public Changes/Policy recommendations agreed upon by Government of Myanmar Proportion of changes implemented and improved perception of civil servants that their basic needs can be met and that salary is sufficient to encourage good performance
			3.1.3 Develop and promulgate guidance to civil servants on their responsibility for customer oriented approaches and for rights holders/service users on their rights and obligations. Amend ministry mission statements and service guidance in line with this material.	• UCSB has lead responsibility and must engage parliamentarians, States/Regions, Departments and international organizations		X			Effective stakeholder engagement during the development of the policy framework, measured through: - Types and number of stakeholders; - Geographic coverage and engagement at all governance levels

Expected Outcome		Basis for action (Baseline)	Actions	Responsible entity	Priority (year)			Performance indicators
								- Inclusiveness of the process - Positive feedback from participants that their voices are heard Guidance developed and promulgated
			3.1.4 Perform survey targeting rights holders/service users to assess the perception of people-centered approaches and level of trust of the people in their administration.	- UCSB has lead responsibility and must engage the Central Statistics Office for guidance on the survey conduct - Delivered in partnership with an independent professional provider			X	Survey conducted and results publicly reported Gender aggregated results showcasing women's perspective on engagement with the administration
			3.1.5 Study the feasibility of a welfare system after retirement for civil servants.	UCSB has lead responsibility and must engage parliamentarians, States/Regions, Departments, retired civil servants, civil society organizations, the public and international organizations			X	Study delivered to the satisfaction of the UCSB Board that includes clear recommendations for next steps
3.2	Leadership for mindset change and reform is strengthened	- Newly introduced UCSB capacity development courses for senior and executive level officials in both Central Institutes of the Civil Service (CICS). - Permanent Secretary position re-established	3.2.1 Exposure Visit to best practice of leadership development governance schemes, highlighting the support structures for senior level positions in the administration.	UCSB has lead responsibility and must engage the President Office, State Counsellor Office, parliamentarians, States/Regions and UNDP	X			Report delivered on lessons learned from exposure visit Clear plan of action for follow-up devised
			3.2.2 Develop context driven leadership development programme for senior and executive civil service personnel promoting meritocracy, professionalism and non-discrimination.	UCSB has lead responsibility and must engage the President Office, State Counsellor Office, parliamentarians, States/Regions and UNDP	X			Leadership development programme in place and approved by Government of Myanmar Number of measures in place to ensure adequate women's and ethnic minority participation; Proportion of training curricula that promote equality

Expected Outcome		Basis for action (Baseline)	Actions	Responsible entity	Priority (year)			Performance indicators
3.3	Learning and training methods and techniques improved	- Well established culture of training and capacity development - Introduction of senior and executive management courses - Capacity development curricula not linked to job competencies and not based on a scientific Training/Skills Needs Assessment - Training methods and capacity are not applying international standards - Limited outreach mechanisms applied both in-country and internationally to mobilize expertise						% of candidates put forward who are women. % candidates accepted who are women. % of candidates put forward who are from ethnic minorities. % candidates accepted who are from ethnic minorities.
			3.2.3 Successful graduation of participants from the Leadership Scheme.	• UCSB has lead responsibility and must engage the President Office, State Counsellor Office, parliamentarians, States/Regions and UNDP			X	Graduation of participants from the Leadership Scheme % of women graduates out of all graduates
			3.2.4 Appointments from the pool of approved leadership candidates through the competitive process.	• President Office • State Counsellor Office • Union Government Office • Relevant Ministries • States and Regions			X	Proportion of new executive appointments drawn from the applicant pool % of women appointments in senior level positions
			3.3.1 Assessment of training cycle and capacity of the two Central Institutes of the Civil Service (CICS), and proposing potential options in line with international practices.	• UCSB has lead responsibility in partnership with CICS • European Union/GOPA	X			Assessment conducted to the satisfaction of the UCSB Board that includes clear options for next steps
			3.3.2 Develop policy guidelines to modernize the training and learning approaches in Myanmar, thus positioning the UCSB as a quality control entity for management training performed for all Civil Service. The policy guidelines would also include a specific directive on modernizing training.	• UCSB has lead responsibility in partnership with CICS • General Administration Department/Ministry of Home Affairs • Graduate School of Administration and Development/Ministry of Planning and Finance	X			Policy guidelines developed and promulgated/circulated # of policy recommendations approved and actioned by UCSB leadership
			3.3.3 Enhance the Central Institutes for Civil Service (CICS) training curricula and in-house delivery capacity.	• UCSB has lead responsibility in partnership with CICS • European Union/GOPA	X	X	X	# of training curricula improved/modernized and applied in regular and ad-hoc training courses

Expected Outcome	Basis for action (Baseline)	Actions	Responsible entity	Priority (year)	Performance indicators
	- In some Ministries some staff cannot access the training they need for promotion - There are arbitrary age limits in place for some training - There is a lack of regional information on international opportunities				Improved participant feedback on quality and relevance of training % of training participants feeling that training received is relevant % of trainees agreeing training quality is improving/high and that the approach is participatory.
		3.3.4 Establish outreach and expert mobilization mechanisms to complement the in-house capacity for delivery of training and improve the quality of the learning produced.	• UCSB has lead responsibility in partnership with CICS and must engage parliamentarians, States/Regions, Departments and international organizations	X	Outreach and expert mobilization mechanisms in place Improved participant feedback on training
		3.3.5 Introduce a series of online courses that would complement or replace the pre-service and in-service trainings. Pilot programmes would start on specific regulatory and procedural amendments and changes and would scale up to more technical and substantive training.	• UCSB has lead responsibility in partnership with CICS and must engage parliamentarians, States/Regions, Departments and international organizations • European Union/GOPA	X	Online courses in place and being utilized for training # of online courses on launched # civil servants using online courses per year Level of gender sensitiveness reflected in training courses (characters, role plays, etc.)
		3.3.6 Establishment of Civil Service Academy to replace in a phased approach the pre-service and in-service courses currently implemented.	• UCSB has lead responsibility • President Office and State Counsellor office	X	Civil Service Academy established and delivering training
		3.3.7 Sustain regular and ad-hoc capacity development and training for staff with particular emphasis on leadership training for staff at all levels in leadership roles.	• UCSB has lead responsibility in partnership with CICS and must engage parliamentarians, States/Regions, Departments and international organizations	X	Leadership training available for staff at all levels in leadership roles # of leadership training courses available % of leaders undertaking regular and ad-hoc courses Proportion of women leaders undertaking the courses

Expected Outcome		Basis for action (Baseline)	Actions	Responsible entity	Priority (year)				Performance indicators
					1	2	3	4	
Focus Area 4: Transparency and Accountability in the Civil Service									
4.1	Integrity and accountability enhanced across the Civil Service	- Limited voice mechanisms exist in the Civil Service with hierarchy discouraging bottom-up communication - Fear of reprimand is common and is deterring many from flagging abuse - Perception that breaches of the Code of Conduct do not result in consequences - Lack of transparency and favoritism are commonly found in the selection of staff for promotion, transfers and even international training opportunities - Limited awareness of Civil Service rights and channels to submit a complaint	4.1.1 Review and enhance the Civil Service Personnel Code of Conduct and propose systems and mechanisms for upholding and encouraging ethical conduct in the Civil Service.	• UCSB has lead responsibility and must engage parliamentarians, States/Regions, Departments, retired civil servants, civil society organizations, the public and international organizations	X				Revised Code of Conduct in place # of improvements introduced to the Code of Conduct articles pertaining to professional ethics, meritocracy and inclusiveness Evidence of improvement from survey at 2.1.3
			4.1.2 Perform assessment of existing internal voice mechanisms and strengthen whistle blowing, grievance recording and feedback provision mechanisms within the service, understanding of these mechanisms and protections for whistle blowers and complainants.	• UCSB has lead responsibility and must engage parliamentarians, States/Regions, Departments and international organizations	X	X		Grievance and voice mechanism assessment performed with clear recommendations for improvement # actions implemented to enhance whistle blowing, grievance recording and feedback provision mechanisms in place Evidence of improvement from survey at 2.1.3	
			4.1.3 Promote the usage of IT-based solutions to enhance transparency and accountability in the system.	• UCSB has lead responsibility and must engage parliamentarians, States/Regions, Departments and international organizations		X	X	X	IT-based solutions in place and utilized to improve transparency and accountability Evidence of improvement from survey at 2.1.3
			4.1.4 Establish or identify impartial institutions that would provide staff with avenues to challenge decisions in the system, without running the risk of being reprimanded.	• UCSB has lead responsibility and must engage parliamentarians, States/Regions, Departments and international organizations • President Office • State Counsellor Office			X	X	Increase awareness of staff of existing avenues for challenging decisions without fear of reprimand in place # of recorded cases and proportion of cases solved % of users of complaints system stating the process is mostly fair.

Expected Outcome	Basis for action (Baseline)	Actions	Responsible entity	Priority (year)				Performance indicators
								% of all staff (regardless of use) stating the process is mostly fair. Because satisfaction can be linked to outcome. % of all staff feeling they would not be punished for submitting any complaint, regardless of accuracy % of all staff feeling they would not be punished for submitting an accurate complaint Evidence of improvement from survey at 2.1.3
		4.1.5 Provide clear guidance on international training opportunities and ensure a competitive selection system is balanced by considerations of equal opportunities, including for the States and Regions, and the future needs of the Civil Service.	UCSB has lead responsibility and must engage parliamentarians, States/Regions, Departments and international organizations	X				Clear and transparent guidance available on the competitive selection system Composition of delegations to international training opportunities Proportion of women partaking in opportunities of international training Evidence of improvement from survey at 2.1.3, including Number of staff indicating awareness of guidance Circulation of the guidance to Ministries
		4.1.6 Introduce or strengthen targeted modules on ethics and equal opportunities, with particular emphasis on the Code of Conduct, anti-corruption and the rights and duties of Civil Service personnel.	UCSB has lead responsibility in partnership with the Anti-Corruption Commission and must engage parliamentarians, States/Regions, Departments and international organizations	X	X	X	X	Dedicated training courses/ curricula developed to promote ethics and meritocracy in the system # civil servants receiving the training # passing the training (disaggregated) # Ministries where at least one senior civil servant and X others has taken the training since its introduction

Expected Outcome		Basis for action (Baseline)	Actions	Responsible entity	Priority (year)			Performance indicators
4.2	Openness and transparency toward the public	- Limited trust from the general public in the administration - General perception that the Civil Service is porous to corruption and bribery - Perceived lack of effective channels to raise/record complaints and grievances from the public - Redress and follow-up are perceived as being inadequate - Procedures are perceived as complicated and lacking transparency towards the general public	4.2.1 Publicize all civil service procedures (particularly related to selection) and provide a platform for the general public to interact with the UCSB on applied procedures and submit complaints.	• UCSB has lead responsibility and must engage States/Regions and Civil Society Organizations • Anti-Corruption Commission • President Office • State Counsellor Office • Parliament	X			All Civil Service procedures are publicly available through IT-platforms and Social Media Clear platform for public engagement with Government of Myanmar in place and being utilized (Anti-Corruption Commission, Human Rights Commission, President Office and State Counsellor Office Platforms)
			4.2.2 Review Official Secrets Act then introduce and implement amendments that would enhance transparency towards the general public.	• UCSB has lead responsibility and must engage parliamentarians, States/Regions, Departments, civil society organizations, the public and international organizations • President Office and State Counsellor Office to provide political support and issue executive order	X	X		Revised Official Secrets Act that enhances transparency is submitted to relevant authorities Reduction of public/media complaints stemming from application of Official Secrets Act Evidence of improvement from survey at 3.1.4
			4.2.3 Strengthen assets disclosure procedure for senior and at-risk positions and encourage regularity and publicity of updates.	• Anti-Corruption Commission has lead responsibility and must engage UCSB, parliamentarians, States/Regions, Departments, and international organizations • President Office and State Counsellor Office to provide political support and issue executive order		X		Assets disclosures collected for all senior and at-risk positions Proportion of senior officials effectively filing their assets disclosure forms

Expected Outcome	Basis for action (Baseline)	Actions	Responsible entity	Priority (year)	Performance indicators
		4.2.4 Strengthen the hotline at the Anti-Corruption Commission or any other entity deemed appropriate to record civil service corruption.	• Anti-Corruption Commission has lead responsibility and must engage UCSB, parliamentarians, States/Regions, Departments, civil society organizations, the public and international organizations • President Office • State Counsellor Office	X X X	Hotline in place and being routinely used to receive complaints about corruption # cases submitted through the hotline increase over time (measured on yearly basis) # users satisfied with the responsiveness and efficiency of the hotline
		4.2.5 Adopt IT and/or mobile based complaints mechanisms that would allow the general public to record complaints.	• Anti-Corruption Commission has lead responsibility and must engage UCSB, parliamentarians, States/Regions, Departments, civil society organizations, the public and international organizations	X X	IT/mobile based complaints mechanism in place to receive complaints about corruption and more broadly known
		4.2.6 Establish structures and adopt more effective mechanisms to investigate corruption and bribery allegations and publicize the results and administrative decisions.	• Anti-Corruption Commission has lead responsibility and must engage UCSB, parliamentarians, States/Regions, Departments, civil society organizations, the public and international organizations • President Office • State Counsellor Office • Auditor General Office	X	Public reporting of improved corruption investigation outcomes Evidence of improvement from surveys at 2.1.3 and 3.1.4

Inclusiveness

Integrity

Ethos Ethics

Decentralization

Efficiency

Accountability

Equity Performance

Honesty Impartiality

Meritocracy

Federalism Objectivity

Professionalism

Anticorruption Governance Service delivery

Responsiveness

Democratization



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