

MASTER'S REPORT

SUGGESTIONS ON CONSTRUCTING THE CIVIL SERVANTS' SYSTEMATIC TRAINING MODEL OF CHINA

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LIST OF ACRONYMS

CAG - Academy of Governance of China

CCPS - the Party School of the Central Committee of the Communist Party of China

CNAO - China National Audit Office

CPC - Communist Party of China

CSC - Civil Service College of Singapore

MPA - Master of Public Administration

NUS - National University of Singapore

ODCPC - Organization Department of the CPC Central Committee

PRC - People's Republic of China

SACC - State Administration of Civil Service of China

ABSTRACT

The Civil Servants are the critical factor in public administration. Their abilities and qualities directly influence the governance capability and work efficiency. The Civil Servants' abilities and qualities in a great extent depend on their education and training level. Therefore, the effective Civil Servants' training has become a focus of each country. However, the Civil Servant has a short history in contemporary China. The training system for the Civil Servants still has some problems. This study analyzes the Rational Bureaucracy theory, the Human Capital theory, the Adult Study Theory, and the systematic training model and the other training models. After that, the training history of the Communist Party of China, and the training situation of the developed countries will be analyzed. At last, this study provides suggestions on constructing the systematic training model for the Civil Servants' training system in China.

CHAPTER I INTRODUCTION

1.1 Introduction

In modern countries, the Civil Servants, who institute and execute the whole country's policies, are the critical factor in public administration. Their abilities and qualities directly influence the governance capability and work efficiency.

As education is the only method of producing fully developed human beings (Marx, 1867), the quality of the Civil Servants in a great extent depends on their education and training level. Many countries' practices show that persistent effective timely Civil Servant training is essential to improve the government's administrative level, and it promotes the Civil Servants' quality to meet the demands of the public on government services.

1.2 Background of the study

The Civil Servants' training is an important way to strengthen the Civil Servant capacity-building. It is the key to build a strong government, and it is directly related to the administration's management level and efficiency, firm foundation of state power, the improvement of national competitiveness and the development of national intellectual capital.

Therefore, the effective Civil Servant training has become a focus of each country, including China, which has a large amount of Civil Servants. According to the statistical data from the State Administration of Civil Service of China (SACC), the

number of Civil Servants in China had reached to 6.89 million in 2010. However, for a long time, the Civil Servant training of China has been conditioned by training model and other factors. Though the government pays more attentions and has put a large amount of money into Civil Servant training, the effort is still not good. The training could not make Civil Servants to meet the demands of the public, and this triggers two serious problems: the training funds are wasted and the number of Civil Servants is getting larger and larger. According to the statistical data from SACC, from 2008 to 2010, the number of average annual growth of the Civil Servants was 150,000. (Pang, 2012)

1.3 Research problem

This study attempts to answer the question “How to improve the quality and effort of the Civil Servants’ training in China?”

1.4 Research objective

The objective of this research is to construct a systematic training model for the Civil Servants in China. By constructing this model, it could help to improve the quality and the effectiveness of the training system of China. And in a long way, this training system could help to improve the government’s working ability and efficiency.

1.5 Significance of the study

Constructing the systematic training model for China’s Civil Servants’ training system has both theoretical and practical significances. Academically, it will help to enrich

and improve the Civil Servants' training theory and enlarge the views and concepts of the government's human resource. Practically, it will help to improve the quality and the effectiveness of the Civil Servants' training system, and boost the government's innovation.

1.6 Scope and Limitations of the study

This study tries to improve the Civil Servants' training system in China. However, because of the source limitation, the study is mainly in China National Audit Office (CNAO) and SACC. As a department of the central government of China, CNAO's situation could reflect the training situation of the central government. The study in SACC analyzes the training situation of the local government. However, because the study is not actually conducted in the local government, it could have some misunderstandings on the training situation in the local government of China. Also, the systematic training model is just in suggestion now, but not actually used and evaluated. This training model must be evaluated in practical training system to see whether it is effective or not.

1.7 Structure of the report

In this report, Chapter I introduces the background and the research problem. Chapter II makes a literature review on the training theories and training models. Chapter III introduces the methodology. Chapter IV reviews the history and development of the Civil Servant's training in China. Chapter V compares the Civil Servants' training situation in developed countries. Chapter VI introduces the findings and discussions. Chapter VII gives suggestions on constructing the Civil Servants' systematic training model in China. Chapter VIII makes the conclusion.

CHAPTER II LITERATURE REVIEW

2.1 Introduction

The Civil Servants organize the government, and the government implement the laws and rules as a bureaucracy. To get a better understanding on the Civil Servants, the Rational Bureaucracy theory will be introduced. After that, two other theories, the Human Capital theory and the Adult Study theory will be introduced.

About the training models, the systematic training model, the transitional training model, consultant training model, and the knowledge-centered training model will be introduced, and the advantages and the disadvantages of these models will be analyzed.

2.2 The theory about Civil Servants and Civil Servants' training

2.2.1 The Rational Bureaucracy theory

Max Weber (1864-1920), a German sociologist, proposed bureaucracy theory in 1930s. In his research, he divided the bureaucracy into three types: the first type was the Charismatic Authority, which meant the authority was built by the leader's special and charming charismatic grounds; the second type was the Traditional Authority, which meant the authority was built by tradition; the third type was the Legal Authority, which meant the authority was built by rational grounds. This was also called the Rational Bureaucracy.

In Weber's research, the Rational Bureaucracy was the ideal way of organizing government agencies, and it would effectively conduct decision-making, control resources, protect workers and accomplish organizational goals. Nowadays, many organizations, including the government agencies, were adopting the Rational Bureaucracy, or having many characteristics of the Rational Bureaucracy.

Weber's model of the Rational Bureaucracy is often described through a simple set of characteristics, or main rules.

The first rule is the organization should have a formal hierarchical structure. Each level's office controls and supervises the lower level office, and it is controlled by the higher level office. The lower office maintains the right to appeal decisions. A formal hierarchical structure is the basis of the organization, and it guarantees the central planning and centralized decision making.

The second rule is the organization should be managed by rules. This allows the decisions which were made at high levels could be executed consistently by all lower levels. Moreover, to execute decisions, the organization should provide professional training program for the staffs to master these rules.

The third rule is the organization should have fixed division of labour. In the organization, the work is to be done by specialists. The work areas are specified to units, each unit has a specific set of official duties, and the staffs are separated into units, mainly by the type of work they do and the skills they have. Also, the organization should help the staffs to improve their working skills.

The fourth rule is purposely impersonal. It means to treat all the staffs equally and customers equally, and not be influenced by individual differences.

The fifth rule is the staff's employment should be based on technical qualifications. The staffs are recruited based on qualifications. Staffs are paid by salary.

The sixth rule is the staffs should be separated from official property and rights. For example, the machines and tools, they belong to the office or department - not the staffs. Personal property should be separated from organizational property. (Weber, 1932)

Weber's Rational Bureaucracy theory is an important basis of the modern management theory. After understanding this theory, the organizational structure of the government can be revealed. Also, Weber's theory mentioned about training for the staffs in the organization. This training in the government is the training for the Civil Servants.

2.2.2 The Human Capital theory

In the classical notion, labour is a capacity to do manual work requiring little knowledge and skill, and labourers are endowed equally. But with the development of society and economy, this view had changed. In 1960, Theodore Schultz, an American economist, proposed the Human Capital theory.

In Schultz's theory, the skills and knowledge are a form of capital. This capital is in substantial part a product of deliberate investment. It has grown in Western societies at a much faster rate than conventional (nonhuman) capital, and its growth may well be the most distinctive feature of the economic system. Much of the consumption constitutes investment in human capital. Direct expenditures on education, health, and internal migration to take advantage of better job opportunities are clear examples.

The knowledge and skill is in great part the product of investment and, combined with other human investment, predominantly account for the productive superiority of the technically advanced countries. If education was treated as pure investment this result would suggest that the returns to education were relatively more attractive than those to nonhuman capital. (Schultz, 1961)

The Human Capital theory is very important and useful for researching the Civil Servants' training. Firstly, Human Capital theory treat human as the most important capital. When researching Civil Servants' training, the Civil Servants should be treated as the capital, and this capital should be developed through training. Secondly, the core of the Human Capital theory is to improve the Human's ability. The Civil Servants' training is to improve the Civil Servants' ability. It can be seen that Civil Servant's training is very necessary and important. Thirdly, in Human Capital theory, the investment on human capital is very worthy. In Civil Servants' training, the training funds should also be considered as investment, but not cost.

2.2.3 *The Adult Study theory*

The adult's training is different from the training in school or university. It should pay attention on the practical knowledge, but not the academic knowledge. It should focus on the professional skills, but not information. Tom Goad proposed 16 learning principles on adult's training, which are very helpful for Civil Servant's training. (Goad, 1997)

Table 2.1 Adult Study Theory and Its Revelations for Civil Servants' Training

The Adult Study Principles	Revelations for Civil Servants' Training
Adults relate their learning to what they	When analyzing the needs from the

already know.	trainees, the Training Department should analyze the trainees' situation, and know what the trainees have known.
Inform learners of the learning objectives. Relate all activities to the learning objectives.	When making training plans, the Training Department must make sure every training program has clear objectives, and all the contents in the training program should serve for this objective.
Practice makes perfect. Use realistic examples. Conduct the training in an informal environment. Guide and prompt; do not tell. Use repetition. Apply transfer of training.	When implementing the training program, a variety of training methods should be used, for example, case study, practice learning. The training environment is also very important.
Adults learn by doing. Show enthusiasm. Serve as the facilitator of the learning process. Make a good first impression. Variety is the spice of life.	When designing training courses, the first impression and variety of the course is very important. Also, the teachers should show enthusiasm and serve as facilitators.
Remove the fear factor. Give feedback.	The Training Department should evaluate the trainees' performance, find the factors which could make the trainees feel fear, and remove them.

Source: Goad, 1997

2.3 An overview on the main Civil Servants' training models

2.3.1 The Systematic Training Model

The systematic training model has developed since the 1960s. It first came out from US Army's training methodology, and Boydell analyzed and summarized on this training model. Boydell presented a ten step loop on the training cycle, which is used abroad in developed countries. It had some differences on details when the different Training Departments used this training model, but it usually had five loops in common:

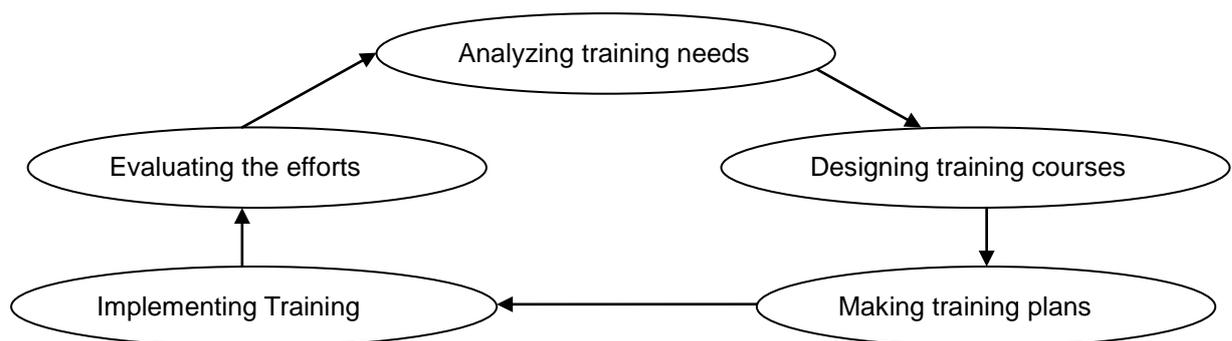


Figure 2.1 the Systematic Training Model

Source: Dong, 2007

The appearance and the wide use of the systemic training model is an important milestone in the development of training theory. Firstly, the training is treated as several consecutive steps. Secondly, the training is not a separated phase, but it is a loop. It has training needs analysis and training effort evaluation in the loop, and it becomes a continual loop. (Dong, 2007)

2.3.2 The Transitional Training Model

Harry Taylor analyzed the systemic training model, made some adjustments on it, and formed the Transitional Training Model. The Transitional Training Model is described as a double loop of training. The inner loop is the systemic training model, and the outer loop is strategy and study. Both the inner loop and the outer loop influence the training effort. The desirability, the purport (the reason why the organization exists), and the value must be ascertained before fixing the training target. (Dong, 2007)

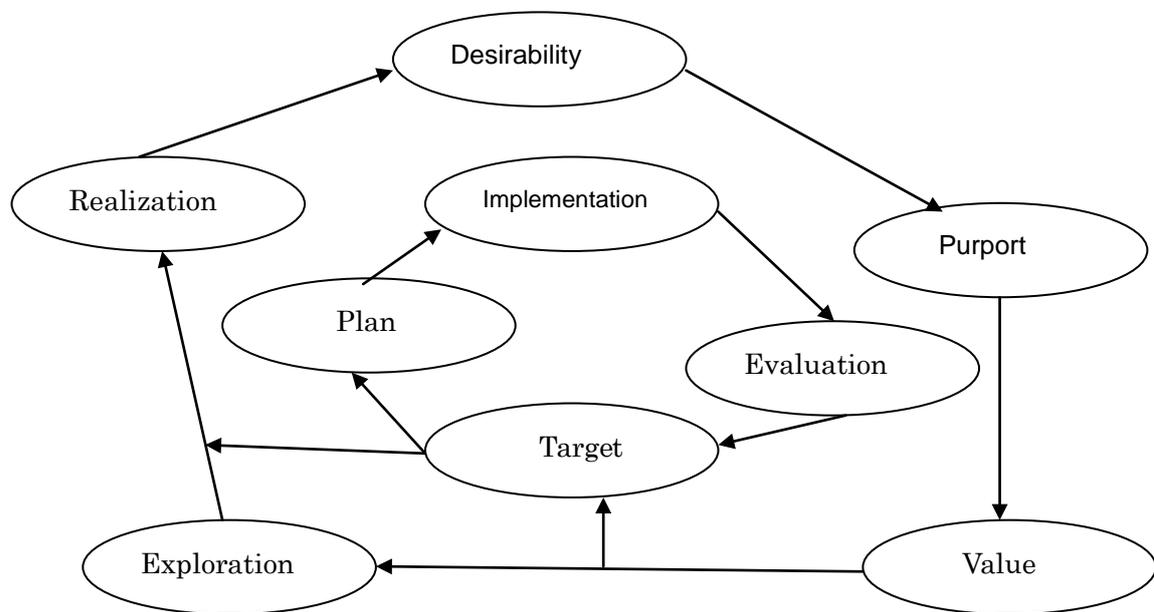


Figure 2.2 the Transitional Training Model

Source: Dong, 2007

The Transitional Training Model is exploring and revelatory. Firstly, in the inner loop, it keeps the advantages of the systemic training model. Secondly, the training is located in an on-limits system, and the training function should be the same with the organization's target and strategy. Lastly, it emphasizes that training should meet the needs from the organization.

To conclude, the Transitional Training Model has some advantages than the systemic training model, but it still has some disadvantages. Firstly, it is not very rigorous in the outer loop, and the outer loop is lacking of practicability. Secondly, this model does not provide the methods how to convert the strategy and target of the organization to the training target.

2.3.3 The Consultant Training Model

The Consultant Training Model is a very important model. A lot of professionals had deep researches on this model. The most persuading research was provided by Saunders and Holdaway. They separate training to inner consultant and outer consultant. The inner consultant is about the trainees' future work, and the outer consultant aims the better control on the trainees, including what to do, how to do it and when to do it. (Sun, 2003)

2.3.4 The Knowledge-Centered Training Model of China

With the development of China's Civil Servants' training system, there are several different training models in China now. The Knowledge-Centered Training Model is one of the most commonly used models. The Knowledge-Centered Training Model, which designs training courses mainly focusing on the teaching and learning of knowledge, but not designing courses from the trainees' needs, is from the "teaching and learning" system of university.

China's Civil Servants' training system comes from the training system of the Communist Party of China (CPC). In 1930s, CPC had set up more than ten training schools in Ruijin, Jiangxi province, for example the "Soviet University". Before 1949,

CPC also established “Marxism-Leninism University” in Pingshan, Hebei province. In this period, the main purpose of training is to study and research on Marxism-Leninism, and to help the members of CPC to learn more knowledge. From the foundation of the People’s Republic of China (PRC) to the beginning of the “Cultural Revolution” in 1966, the Central Committee of CPC promulgated a series of announcements to establish the training system. By 1956, there were about 300 training schools which mainly trained the communists. At the same time, the Central Committee of CPC divided its staffs into three levels, which were junior level, middle level, and senior level. Every level had its own training system, including training courses and examinations. The contents of the courses, the learning time and the teachers had obvious differences between different levels, and the pertinence was very clear. These training courses improved the communists’ abilities, and formed the initial training system, which shaped into the Knowledge-Centered Training Model. (Fu, 2004)

The Knowledge-Centered Training Model’s advantages: (1) this training model was the beginning of China’s Civil Servants training system, and it provided as an important reference; (2) this training model focused on the teaching of systematic knowledge, which was helpful and easier for the trainees to learn knowledge; (3) in this model, the trainers were very important, a good trainer could control the training process and taught a large amount of knowledge in a short time; (4) many trainees could be trained at the same time, so it could save the training funds.

The Knowledge-Centered Training Model’s disadvantages: (1) this training model only focused on the teaching process, so there was lack of communication between the trainers and trainees, and the effort was quite influenced by the trainer; (2) the contents were mainly about the knowledge and theory, and there was lack of the pertinence on the Civil Servant’ work; (3) there was a lack of the evaluation system.

2.4 Summary

This Chapter introduces the Rational Bureaucracy theory, which is the foundation of the government. In this theory, it also treats training as an important and necessary for the organization. Then the Human Capital theory is introduced. The Civil Servants should be treated as human capital, and the training program should be treated as the investment to this capital. The Adult Study theory has 16 principles on studying. These principles should be used and complied with during the Civil Servants' training program.

Then this chapter introduces the main training models. It can be seen that the Transitional Training model and the Consultant Training model come from the Systematic Training model. Different models have different advantages and disadvantages. When constructing the Systematic Training model for the Civil Servants in China, the advantages should be used, and the disadvantages should be avoided.

CHAPTER III METHODOLOGY

3.1 Introduction

This study tries to improve the Civil Servants' training system in China. It needs to summarize the better practice in this area of developed countries, and provide feasible recommendations for the Civil Servants' training system of China. To achieve this goal, the relative research theories and situation, especially the history of Civil Servants' training in China, the current Civil Servants' training situation in China, and the Civil Servants' training situation in developed countries, should be systematically clarified and deeply understood; the relative data and information, both the primary and the second hand, should be comprehensively collected and analyzed, and there is a combination of quantitative and qualitative research methods conducted in this research.

3.2 The quantitative research method

The quantitative research method used in this study is survey. In this study, a questionnaire which mainly focuses on the trainees' attitudes on the training program was designed. To make the interviewees to get a better understanding on the questionnaire, all the questions and answers were written in Chinese. In February 2012, the questionnaires were distributed to the trainees in a CNAO's training program. A total of 222 questionnaires were distributed, and 200 questionnaires were returned.

After the questionnaires were returned, the answers were gathered and analyzed. All

the answers for the multiple-choice questions were gathered and the ratio was calculated. All the answers expressing their opinions were translated to English, and compared with their original Chinese answer again.

3.3 The qualitative research methods

One of the qualitative research methods used in this study is interviews. A semi-structured, in-depth interview method was used in this research. Primary information was solicited by interviews from the Civil Servants of China, especially from CNAO. The interviews involved three aspects. Firstly, five Civil Servants in CNAO had been interviewed. All of them had taken CNAO's training program before, and they were interviewed as trainees. The interview mainly focused on their evaluation about CNAO's training system. Secondly, two senior officials, who had worked in CNAO's Training Department for more than 15 years had been interviewed. As the organizers of the training system, they were experts in training, and they had a lot of professional knowledge and practical experiences which were very helpful for this study. Thirdly, one senior official in SACC was interviewed. His department managed all China's Civil Servants' development, and he knew the whole training situation of the Civil Servants in China.

All the interviews were conducted in February 2012, and each interview lasted for more than one hour. To get a better understanding of the interviewees' opinions, all the interviews were conducted in Chinese. In this way, the interviewees could express themselves more freely, the questions and their answers could be clearer, and the researcher could capture fluent and articulate responses in the mother tongue. If these interviews were conducted in English, this effort would not be achieved.

With the interviewees' agreement, all the contents of these interviews were recorded

digitally. And then the contents were transcribed verbatim and analysed. During the first stage of data analysis, every interview transcript was read through, and it could be looked through for indicators of concepts identified as relevant with the study. And then the researcher wrote down notes on repetitive emphases and critical details which indicated the interviewees' understanding of the theme. After several readings on the interview transcripts and analyses of responses, the preliminary categories were formed and the frequency of reporting items by categories was counted. According to the categories, every interview had been summarized. Then the summaries were compared and refined with the categories until it could be ensured the emergence of all perspectives expressed by the interviewees. According to the refined categories, the relevant parts of the transcripts were translated and presented at the findings.

Another qualitative research method used in this study is literature review. Several literatures about the history of the Civil Servants' training in China, the current Civil Servants' training situation in China, and the Civil Servants' training situation in developed countries have been reviewed. The related data in these literatures have been analyzed.

CHAPTER IV THE HISTORY AND DEVELOPMENT OF THE CIVIL SERVANT'S TRAINING IN CHINA

4.1 Introduction

This chapter will introduce the Civil Servant's history in China. After that, it will introduce the history and the development of the Civil Servant's training in China. Mainly, the training history can be divided into three parts: the first part is from the foundation of CPC in 1921 until the foundation of the PRC in 1949; the second part is from the foundation of PRC in 1949 until China's Reform in 1978; the third part is from China's Reform in 1978 until now.

The training for the government officers in China has a long history. However in contemporary China, the Civil Servant has a short history, and so is the Civil Servants' training. As CPC is the only ruling party of China, most of the Civil Servants are the party members of CPC. The Civil Servants' training system existing now is developed from CPC's training system, so the training history of CPC will be analyzed. And now, the training programs for the party members of CPC are also a very important part of the Civil Servants' training, so the training program existing in CPC now will also be introduced.

4.2 The Civil Servant's history in China

Civil Servant has existed in the developed countries for quite a long time. But in contemporary China, its history is very short. From the foundation of PRC in 1949 to the 13th Central Committee of CPC in 1987, China did not have the concept of Civil

Servant. At that time, all the officers working for the government were called “cadres”. The cadre was a big concept. Many officers who should not be Civil Servants were cadres at that time, for example, the teachers, doctors and some CPC members who actually did not work for the government.

The 13th Central Committee of CPC recognized this problem, and tried to make changes on it. In 1987, the concept of Civil Servant emerged in China for the first time. In 1988, the Ministry of Personnel was founded. One of its main responsibilities was to establish the Civil Servant system. After 5 years’ research, the “Temporary Rules on Civil Servant” was promulgated in 1993. It was the first rule of Civil Servant in China. Then after 4 years’ development, in 1997 the Ministry of Personnel announced that the Civil Servant system had been basically established in China. In 2005, the “Civil Servant’s Law” was promulgated. This meant that the Civil Servant had got a legal confirmation in China. (Zhou, 2005)

Table 4.1 Some Important events of Civil Servant’s history in China

Year	Events
1949	The foundation of People’s Republic of China.
1987	The 13 th Central Committee of CPC started the research on making changes on the cadres. The concept of Civil Servant emerged in China for the first time.
1988	The Ministry of Personnel was founded. Its main responsibility was to establish the Civil Servant system.
1989	Six departments of the Central Government began to recruit new Civil Servants.
1991	The Premier Li Peng pledged to continue the establishment of the Civil Servant system.
1992	Twenty one provinces of China tried to establish the Civil Servant

	system.
1993	The “Temporary Rules on Civil Servant” was promulgated. It was the first rule of Civil Servant in China.
1997	The Civil Servant system had been basically established in China.
2005	The “Civil Servant’s Law” was promulgated.
2008	The State Administration of Civil Service of China was founded.

Source: Zhou, 2005

4.3 The training situation before the foundation of the PRC in 1949

The CPC was founded in 1921 in Shanghai. From the very beginning, CPC attached great importance to the party members’ training. In “the First Resolution of CPC”, it said all sectors should set up a workers' school, and CPC raised the workers' consciousness and gradually became the centre of the workers' parties. (Chen, 2003)

During that time, the conditions were harsh, and CPC’s resources were limited. The training methods during that time were flexible. Firstly, CPC emphasized the party cell which was the basic unit of the party and must implement the training in the cell, and the leaders in the cell should play as a role of teacher. Secondly, CPC published several newspapers and magazines to train the party members. Thirdly, in some areas where the political environment was a little better, CPC organized Training Departments and several training programs. Overall, the training situation was suitable with the situation of the party, but the training ranges and efforts were influenced by the political environment.

During the Agrarian Revolutionary War period (from 1927 to 1937), the situation of the revolution was cruel, and there was a lack of the party members. In Jing Gang Mountain, CPC created several short term military training programs for the party

members and soldiers. When CPC created and governed the Soviet area in Jiang Xi province, CPC established the Marxist Communism School and Soviet University. The content of training was about Marxism and Leninism. Because the condition was still not good, the main training method was learning by self, and teaching was just for supporting. However, the training in this time helped to develop a lot of excellent party members.

During the Yan An period (from 1937 to 1948), the training for the party members was greatly developed. During this time, CPC organized more than 30 training schools in Yan An. The party members who were trained in these schools played important role in the following revolution. CPC paid more attention on training, and training was promoted to the first level of CPC's work. At this time, the training mainly focussed on the revolutionary situation of China and CPC's work policy. Moreover, CPC designed courses and made training plans mainly from the trainees' needs. Training in school and leaning by self were well combined. Also, the trainees were divided by their levels and positions, and they attended different training programs. In Yan An, the Marxist Communism School changed its name to the Party School of the Central Committee of CPC (CCPS). CCPS were divided into six departments, and the leaders of CPC taught lessons in these departments, for example, Chairman Mao Zedong. The training methods were also developed in this time. In 1941, the Central Committee of CPC promulgated the Decision on Yan An Cadre School, which pointed out that inspiration, research and experimental teaching methods should be used in training. These training methods helped the party members to improve their cultural level and enhance their working skills. Overall, during this time, the training paid attention on both communism theory and working ability. The training had also become the regular work in CPC. It helped the revolution, and became the basis of the current Civil Servants' training system. (Bao, 2002)

4.4 The training situation from 1949 to 1978

After the PRC was founded in October 1949, CPC had become the only ruling party of China. During this time, the Civil Servants' system was not founded yet. All the officers working in the government were called "cadres". At this time, most of the cadres were party members of CPC, and the training system of CPC in the first period was inherited from the previous days and got improved.

The cultural knowledge for construction was taught by training. At this time, a lot of the cadres had experiences on revolution and war, but had little cultural knowledge, and there was a lack of leadership among the Cadres. In 1950, the Central Committee of CPC promulgated a "Notification about the problems of Cadres' on the job training". It requested all the agencies and departments of the government to establish Training Departments and improve the party members' working ability and cultural knowledge. The central government also promulgated instructions to demand the cadres to improve the political knowledge. At the same time, CPC also tried a new training method. CPC selected a considerable member of party members and sent them to study in universities.

The cadres' theoretical knowledge level was raised through training. After the revolution, a lot of cadres were accustomed with the theoretical knowledge of revolution, but had few theoretical knowledge for construction. In 1951, the Central Committee of CPC promulgated "The Decisions on the Strengthening of the Theoretical Training". It pointed out some cadres had elements of empiricism and bureaucracism because of the lack of training. To help the cadres to improve their theoretical knowledge, CPC established rules on theoretical knowledge learning, and requested the party members to continue to study Marxism and Mao Zedong Thought. At this time, the main training method was learning by self, and teaching was for supporting. In 1955, the Central Committee of CPC promulgated "Provisions on the

study of Marxism-Leninism”, which had rules on the evaluation of training, and it became the basis of the training.

The rotational training system was established. The establishment of rotational training system was the sign of training’s normalization. In 1954, the Central Committee of CPC promulgated “the Plan on rotational training of the Senior and Middle Cadres”, and started the rotational training for the Senior and Middle Communists Cadres. In the 1960s, the Central Committee promulgated more rules on rotational training, and regularized this training system.

Overall, the training system in this period helped the government officers to consolidate the political power, restore the national economy, and establish the socialist system. Also, it provided a basis for the reform in 1978. (Wu, 2008)

4.5 The training situation after the Reform in 1978

After the Cultural Revolution from 1966 to 1976, China started the reform program in 1978. The main work of CPC changed from “class struggle” to the economic construction. But after 10 years’ turmoil, the situation of cadres was not satisfactory. At this time, Deng Xiaoping, the leader of CPC, called for a re-learning program in CPC. After that, CPC organized a lot of short term training programs for the party members. The main policy was to meet the party members’ demands. The main content was about the adjustment and improvement to China’s economy. The training methods were also coordinated with the party members’ characters and demands. The Party Schools were recovered and played main roles in training. In 1982, the Central Committee of CPC pointed out that the main body of training should be transferred from short term training to regular training, especially the training program in Party Schools.

After the Fourth Plenum of the 13th Central Committee of CPC which was held in June 1989, there were more demands on cadres' training. The 14th Central Committee put forward the goal of establishing a socialist market economic system, and the 15th Central Committee established the guiding position of Deng Xiaoping Theory in CPC. The Socialism with Chinese characteristics had entered to a new era. The Civil Servants' training in this time mainly focused on four areas. Firstly, it focused on the Socialism theories. CPC started theory training mainly about Deng Xiaoping Theory and Three Represents Theory. Secondly, it focused on the training for young cadres. A lot of young cadres were trained and promoted. Thirdly, it focused on the knowledge of the socialist market economy. The leaders were trained to improve their ability on how to deal with the financial crisis and the challenges from China's accession to the World Trade Organization. The training for the new recruits, and training for laws were also implemented. Fourthly, the training for the Civil Servants in remote areas and ethnic minority areas was implemented. Both the central government and the local government in these areas had organized training programs for the Civil Servants. A lot of laws and rules were also established in this period. The rules on Party Central Group learning, full-time study rules, self-learning rules and evaluation rules were also established.

After the 16th Central Committee of CPC was held in 2002, the Central Committee proposed "large-scale training of cadres, and greatly improving the quality of cadres". The training of Civil Servants entered into a new era. The Central Political Bureau of CPC took the lead in learning theory. Several training programs were implemented for the Governors and Ministers. The Civil Servants in Division level started to attend the rotational training program. Three Executive Leadership Academies in Pudong, Jing Gang Shan and Yan An were established to train senior leaders of government. These three Academies, with CCPS and the Academy of Governance (CAG), constituted the national training bases for Civil Servants. (Li, 2011)

4.6 Summary

Though the history of Civil Servants and Civil Servants' training is short, the history of training in CPC is long, and the Civil Servants' training system is developed from the training system of CPC.

From CPC's training history, it could be seen that since its foundation in 1921, CPC had always paid attention on training. The targets of training were always coordinated with CPC's works and targets. With the development of CPC and China, the training system also got improved. There are some important points in the improvement. Firstly, the rules on training got improved. It guaranteed the training to become a normal work in CPC. Secondly, the analysis of training needs got improved. At first, the training program seldom considered the trainees' need. And now the training needs have been considered. Thirdly, universities were involved in training. Fourthly, the evaluation on training has started.

CHAPTER V THE CIVIL SERVANTS' TRAINING IN DEVELOPED COUNTRIES

5.1 Introduction

The Civil Servant's training in the developed countries could be an important reference for the Civil Servants' training in China. The experiences and advantages should be studied and used.

In this chapter, the situation of the Civil Servants' training in developed countries, including the United States, Britain, France, Singapore and Japan will be introduced. The study mainly focuses on the training laws and rules, training targets, training department and training evaluation. At last, the characters and development trends of the training in developed countries will be summarized.

5.2 The laws and rules on Civil Servants' training

A lot of the developed countries, including the United States, Britain, and Japan, had made laws and rules on Civil Servants' training, and used training experience as an important basis for promotion.

5.2.1 The training laws and rules in the United States

In 1883, the Pendleton Act was promulgated in the United States. It provided the foundation and framework of policies for the modern Civil Servants. In 1917, the

“Smith-Hughes Act of 1917” was promulgated. It was the first time the United States’ government paid fees for the Civil Servants to attend training program. Then, the “Government Employee Training Act of 1958” stipulated that providing training for the federal government employees was the responsibility of each Agency and Department. After that, the “Intergovernmental Personnel Act of 1970” gave detailed provisions of training for Civil Servants at federal and state level, and it expanded training programs to the local government. In 1978, the “Civil Service Reform Act” stipulated that the federal government should establish specialized training committee to improve the Civil Servants’ personal work efficiency and quality. (Jiang, 2004)

5.2.2 The training laws and rules in Britain

Britain is one of the world's first countries which implemented the Civil Servant laws. After more than 100 years’ development, Britain formed a relatively complete system on the Civil Servants’ recruitment, assessment, training, supervision, retirement, etc. In 1944, according to Ashton Commission’s report, the government of Britain established a relatively complete system of Civil Servants’ training, and placed training to an important strategic position. It said that training was the rights and obligations of Civil Servants, and it should run through the entire career of Civil Servants. It said that education and training should be institutionalized and standardized. And it also provided an effective guarantee for the Civil Servants to participate in training. After that, the training system had become an important part of the Civil Servants’ system.

In Britain, if one person wants to become a Civil Servant after graduating from the university, he must attend the necessary training program to obtain the national vocational qualification certificate, and then he can be an eligible candidate of Civil Servants. Any new recruit of the Civil Servants must attend the pre-job training for at

least 15 days. Each Agency and Department has an internal training system which can motivate Civil Servants to participate in training program. For the Civil Servant who has been promoted to a senior level, the British Government provides for that he or she has to attend the evaluation from the National School of Government for 2 or 3 days, which will help to determine their future development and training needs. (Luo & Jiang, 2011)

5.3 The targets of the Civil Servants' training

The situations of the developed countries are not the same, but the targets of training are more or less the same. In the developed countries, the targets of the Civil Servants' training are to improve the Civil Servants' working abilities. It is important to design training programs from the trainees' needs.

5.3.1 The training targets in the United States

From 1994, the government in the United States had established the rules about the senior officers' working abilities. The Executive Core Qualifications are requirements for entry into the Senior Executive Service and are used by many Departments and Agencies in the government of the United States. The Executive Core Qualifications define the competencies needed to build a federal corporate culture that drives for results, serves customers, and builds successful teams and coalitions within and outside the organization. The Executive Core Qualifications include five perspectives: leading change, leading people, results driven, business acumen, and building coalitions. (U.S. Office of Personnel Management, n.d.)

The training programs are working for improving these abilities. The training

programs also pay attention to the political theory. There are training programs to help the Civil Servants to work and follow the Oath of office, institutional literacy and presidential politics. (Rohr, 1980)

5.3.2 The training targets in the Britain

The Training Departments in Britain use capability based training method instead of the knowledge based training method. The core abilities of the Civil Servants are divided into three areas: the first is the ability of leadership and guiding capacity; the second is the ability of management and communication; the third is the ability of work performance, including astuteness and professional knowledge. The targets of the training program are to improve these abilities.

After the 1980s, the government in Britain had a revolution. The number of the Civil Servants got reduced, and the government functions got transformed. This revolution requested the Civil Servants to improve their working abilities. The capability based training could help the trainees to develop their professional skills and capabilities, enhance and improve their serving capacity and management level. (Deng, 2009)

5.4 The Structure of the Civil Servants' Training Department

In the developed countries, the training courses are conducted by both inner Training Department and outer Training Department.

5.4.1 The Structure of Training Department in the United States

The main ways used for Civil Servants' training in the United States include training in inner department, training in other departments, training in college, and training in practice. Different groups of Civil Servants have different training ways. These different training ways help to establish different Training Departments, and these different Training Departments form the training network.

The Federal Executive Institute, which was established in 1968, takes charge of the training for the senior Civil Servants. It mainly uses short term training. The main content of training includes personnel management, financial management, public relations, management science, and computer word processing. The main projects include Senior Executive Education Program, which lasts for 7 weeks; and Executive Leadership and Management Program, which lasts for 3 weeks. The Institute also designs three different training courses for the Civil Servants in different working positions: the first is Senior Manager Training Program, which trains the Civil Servants who are above 16 levels; the second is the Special Study Training program, for example, the training course for Permanent Secretary and the Assistant Secretary; the third is the Specific Functions Training Program, including Team Development Training Course, Plan and Evaluation training courses. There are also four training bases for the Civil Servants in the United States, which are located in California, New York, Tennessee and Delaware. (Shi & Zhang, 2006)

Another important way for the Civil Servants' training is the training in university. The government send the Civil Servants to attend training programs in university. The training will last for half a year or one year, and the government will pay the training fee. A very typical Training Department for the Civil Servants in university is the Harvard Kennedy School. Harvard Kennedy School has a close relation with the government. It provides information and suggestions to the government. Some professors in this school are also the Senior Advisor of the government. This makes it absolutely advantageous in the teaching of high-level decision-making and government management. Moreover, Harvard Kennedy School has a lot of research

agencies, covering housing, media, local government, international affairs, non-profit organizations and human rights. The research advantage also helps to improve its training effort.

Harvard Kennedy School have a strict enrolment system on the trainees. The Civil Servants must apply and pass the interview, and their work experiences are also very important. During the training, Harvard Kennedy School designed the three ability training system, which divided the ability of leadership to analysis capacity, managerial capacity and advocacy capacity, and provided courses with this system. The school also provided a lot of free elective courses for the trainees. About the training method, the school used the case study method a lot, which could help the trainees to think by themselves and improve their ability of creation. (Mai, 1998)

5.4.2 The Structure of Training Department in Britain

In Britain, the inner Training Department, the Professional Training Department, and the universities formed a training system.

After the 1960s, each Agency and Department had established its own inner Training Department, and provided training courses for their own Civil Servants, especially for the Civil Servants in the junior level. Until now, the number of trainees in inner training is still the largest in Britain.

The Professional Training Departments, for example, the National School of Government and Royal Institute of Public Administration, mainly provide training for the Civil Servants in the senior level. They provide different training courses for the Civil Servants in different positions.

According to the Fulton report 1968, the government established the Civil Service College in 1976, and trained the Civil Servants in 1 to 7 levels. There were three training centres. One was in London, and the other two were in Sunningdale. The college provided more than 150 training courses for the Civil Servants.

Before 1989, the Civil Service College received 12 million pounds of training fund from the government every year. After 1989, it became an autonomy agency. After 1996, it did not receive any training funds from the government. Its income was totally from the training fees. An important characteristic was that the college could provide professional advisory opinion for the trainees. One third of the training courses were designed from the trainees' needs. (Zhang, 2008)

The British government also entrusted the universities to implement training, which could cover the disadvantage of the inner Training Department and the Civil Service College. For example the University of Birmingham provided training program for the Civil Servants. The Civil Servants could get the degree of Master of Public Administration (MPA) after they graduated from the training program. (Deng, 2009)

5.4.3 The Structure of Training Department in Japan

The National Personnel Authority of Japan takes charge of the training for the Civil Servants in central government. The Civil Service Research Institute, which locates in Saitama Prefecture, provides training courses for the Civil Servants.

In accordance with the requirements from the government, the National Personnel Authority annually must arrange training program for more than one fifth of the Civil Servants, and provide assessment report on training effectiveness. According to the training plan made by National Personnel Authority, the training system includes

domestic short-term training, domestic research training, overseas long-term research training and overseas short-term research training. Among of these, the domestic short-term training is the basic way. The frequent training program includes: Administrative Leadership Seminars, Policy Planning Seminars, Female Civil Servants training courses, Special Civil Servants' Pre-job Training Courses, Management and Practices courses, Anti-Corruption courses, Public Relations courses, Special Education Training courses, and training courses for new recruits. All most all the teachers in the National Personnel Authority have government working experiences. Some of the teachers are also senior officials from the government. In addition, each ministry and agency also has its own training system for its employees. (Yan, 2001)

5.4.4 The Structure of Training Department in Singapore

In March 1971, Singapore government established the Staff Training Institute, which provided training program for new officers: the Administrative Service on modern management concepts and techniques. In 1974, the training was extended to the officers in other services and expanded to cover language and supervisory skills. In June 1975, the Institute was renamed the Civil Service Staff Development Institute. The name was shortened to Civil Service Institute in May 1979. The Civil Service Institute was later renamed as The Institute of Public Administration and Management, focusing on training and developing public officers in managerial, supervisory and operating skills. To provide more focus on developing public sector leadership, an additional training arm, named The Institute of Policy Development, was established in 1993 to develop programmes in governance, policy development and leadership development for senior public officers. In April 1996, the Institute of Public Administration and Management, together with the Institute of Policy Development, formed the Civil Service College (CSC). CSC is dedicated to help shape the public

service by providing relevant contents and services, as well as opportunities for training, learning and development. (CSC, n.d.)

Another important Training Department for the Civil Servants is the Lee Kuan Yew School of Public Policy. It was founded in 2005. It developed from the Public Policy Program in National University of Singapore (NUS). Its aim was to study the different systems of governance in the immediate region and to offer public officials from the region a rigorous training on the best practices to implement sound public policies. (Lee, 2005)

The Lee Kuan Yew School of Public Policy at NUS is the first English-language school of public policy in the region with an international orientation. It aims to be a global reference point in public policy. (NUS Annual Report, 2005)

Lee Kuan Yew said, the Lee Kuan Yew School of Public Policy, based in Singapore, can offer China, India, the region and the world, a neutral venue for scholars and public officials to gather, discuss and understand why a society succeeds. (Lee, 2005)

Now, expect of that, the Lee Kuan Yew School of Public Policy also offers three Master courses, which are the Master in Public Administration program, Master in Public Policy program, and Master in Public Management program. It attracts a lot of Civil Servants in Asia to attend these programs.

5.5 The evaluation of the Civil Servants' training

The evaluation is the end of a training program. At the same time, it is another training program's starting point. In this way, training could be a circulatory system.

5.5.1 The evaluation system in the United States

In the United States, every year the Evaluation Agency in the Training Department records each Civil Servant's training performance, and make evaluation at the end of year. It has two parts: the first part is making evaluation on the training course. The Training Department makes questionnaires, and asks the trainees to give evaluation on the course. The Training Department will analyze this evaluation result, and use it in the next training program. The second part is making evaluation on the trainees. For the long term training which could provide a degree, the examination will be used to evaluate the trainee's performance. For the short term training which could not provide a degree, the Training Department will write a letter to the trainee's department, and introduce his or her performance in the training program. Except these two evaluations, Training Department also asks the other departments of the government to make inspection on their work. For the Senior Civil Servants, the "Civil Service Reform Act of 1978" made rules on the evaluation result. If the senior Civil Servants could not achieve the training demand for three times, he or she would lose the work position. This helped the senior Civil Servants to pay more attention on training. (Li, 2003)

5.5.2 The evaluation system in Britain

The Training Departments in Britain, including both inner Training Departments and the Professional Training Departments, attach great importance to the training evaluation. Firstly, Training Department pays attention and makes evaluation on the participants' reaction to the training. Secondly, Training Department will evaluate whether the trainees master the training content or not. Thirdly, Training Department will evaluate whether the training content can be applied to work or not. Fourthly, Training Department will evaluate whether the training could help to improve job

performance or not. Moreover, through a lot of researches and studies, the researches in Britain found that the performance management on training is the guarantee for developing the Civil Servants' core competencies. The Training Department uses the core competencies as their standard, and makes comparisons on the training result and the core competencies. By this way, Training Department could evaluate the trainee's abilities. (Du &Kong, 2011)

5.6 Summary

5.6.1 The training department's character and development trend

In the developed countries, the central Training Department, the inner Training Department in the Agencies, the Training Department in local government and the universities have constituted a training system.

In the developed countries, the Training Department in the government can be divided into three types. The first type is the Training Department which is totally run by fund from government, for example, the National School of Administration of France and the Civil Service Research Institute of Japan. The second type is the Training Department which is led by the government, but run by market mechanisms. For example, at the Russian Academy of State Service, its seventy percent of the income are from the trainees' training fees. The third type is the Training Department which is totally run by market mechanisms. For example, the CSC of Britain provides the training courses with fee, and attracts the Civil Servants to attend.

In the past twenty years' development, the trends of the Training Departments are to be run by market mechanisms, and the training system has included the universities.

Before this, the training market was “controlled” by the first type training department. But after the second type and the third type had emerged, all the Training Departments should try to improve their training quality. After the universities had entered this training market, more and more Civil Servants chose to get training from the universities.

5.6.2 The training system’s character and development trend

In the developed countries, before designing the training courses, the Training Department would analyze the training needs first, and design the training course. After implementing the training courses, the training course would be evaluated. Taking Britain for example, the government defined Civil Servants’ core abilities, and made standards on these abilities. Then the government would use these standards to evaluate the Civil Servants’ working abilities, and determine the Civil Servants’ advantages and disadvantages. The Training Department would use this result, and improve the Civil Servants’ disadvantages separately. After the training program ended, the Training Department would follow the trainees, and make long term evaluation.

5.6.3 The training method’s character and development trend

In the developed countries, the training methods also developed to several different ways. The trainings could come from the professors and scholars in university, the senior officer from the government, and the books and other materials. The teaching method included case study, seminar, observation, role playing, and so on. Another important training way was training during work. In Britain, one of the training methods was training at the work position. In this method, the Civil Servants would

get training from his leader, and the Civil Servant would learn on his position. In this way, the learning and work could be coordinated.

CHAPTER VI FINDINGS AND DISCUSSIONS

6.1 Introduction

Through the literature view and the results from the questionnaire and interviews, the glimpse of whole situation of the Civil Servants' training in China could be obtained. In this chapter, the improvements and disadvantages of the Civil Servants' training system in China will be discussed.

6.2 The improvement of the Civil Servants' training system of China

After the 16th Central Committee of CPC was hold in 2002, the Civil Servants' training came into a new era. The training was improved in different ways.

6.2.1 The law and rules on training get improved

In April 2005, the "Civil Servants' law" was promulgated. It had a specialized chapter on the Civil Servants' training. In this chapter, it had systematic rules on the training system, trainees, training methods, training departments, trainers and training funds. It marked the Civil Servants' training had been regularized by law. In March 2006, "the Regulations on the cadre's education and training" was promulgated by the Central Committee of CPC. It summarized the history and experience of CPC's cadre education and training, and it was the first systematic party rule on training. In June 2008, "the Provisions of the Civil Servants' Training" was promulgated by the government. It promoted the Civil Servants' training to be scientific, institutionalized

and standardized. All these laws and rules formed a system, and regularized the Civil Servants' training.

6.2.2 The management system of training get improved

After more than 60 years' development, the management system of training was established and improved. The Central Committee of CPC and the Central Government lead all the country's Civil Servants' training. In practice, the Organization Department of the CPC Central Committee (ODCPC) and the State Administration of Civil Service of China (SACC) manage the Civil Servants' training system. The three Academies, with the CCPS and CAG, constitute the national training bases for Civil Servants. Most of the Agencies and Departments of the Central Government have established their own Training Departments and training bases, and manage their inner training programs. The local governments also have established similar training management system.

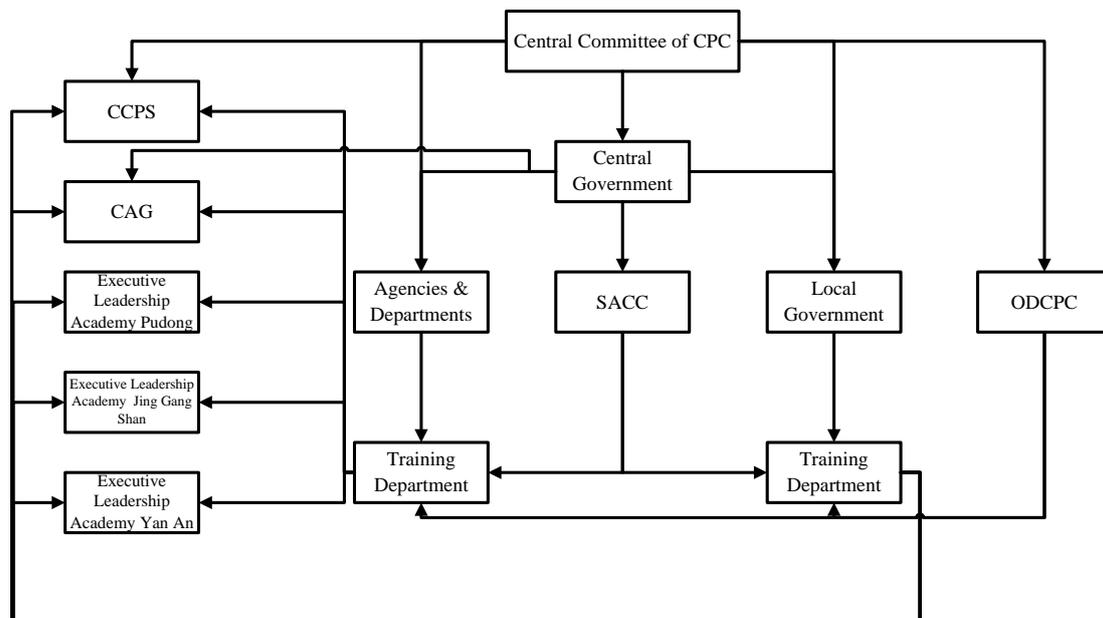


Figure 6.1 the Management System of Training

Source: created by author

6.3 The problems existing in the Civil Servants' training system of China

6.3.1 The Civil Servants' training time could not be warranted

According to “the provisions of the Civil Servants' Training”, every Civil Servant should attend at least 12 days' training every year. But through the questionnaires, only 52% of the Civil Servants have achieved this goal in the past years. Through the interview to the Civil Servants, 60% of the interviewees (the three out of five trainees) said that they had attended training program more than 12 days a year.

Through the questionnaire, 48% of the Civil Servants could not attend training programs for more than 12 days, and 65.6% in them said it is because of the work pressure. Through the interview, all the five trainees said they wanted to attend training, but sometimes, because they could not leave their work, they could not attend the training program. One trainee who could not attend training for more than 12 days in one year said that his work pressure was too big to leave for more than two days.

Through the interview, the two training experts in CNAO expressed the same opinion. Sometimes they wanted to select some Civil Servants to attend a training program, but the Civil Servants could not attend. But about the main reason on this, they have different opinions. One expert said the main reason was in the Civil Servants. Because they had too much work, they themselves didn't want to leave the work to attend training. The other expert said the main reason was that their leader didn't want them to leave their work.

The expert in SACC also mentioned this problem. Compared with the Central Government, the situation in the local government was worse. The number of the Civil Servants in local government was very big, but the local Training Department's training ability was limited, and the Civil Servants had fewer opportunities to attend training programs.

6.3.2 The contents of the training course need to be improved

Through the questionnaires, 62% of the Civil Servants evaluated "good" or "very good" on the training contents. 30% of the Civil Servants thought the training contents were not satisfying. Some said the contents were too old, and some thought the contents had no relation with their work. Through the interviews to the trainees, one trainee suggested that Training Department should organize training program for the Civil Servants who changed job recently. In that case, the Civil Servants can get to be familiar with the new job quickly.

The two experts in CNAO agreed some of the training courses need improved. One expert also said it was hard to design training courses which were suitable for every Civil Servant's work. The expert in SACC said it was the basic demand for the Training Departments to update the training content with the development.

6.3.3 The selection of trainees needs to be more reasonable

Through the questionnaires, 82% of the Civil Servants said they were sent by their own department to attend the training program. Through the interviews to the trainees, all the five trainees gave the same opinion. Two trainees said sometimes they wanted to attend a training program, but their departments chose the others to attend, and

sometimes they did not want to attend some training programs, but their departments asked them to attend.

The two experts in CNAO explained the reason. Because every department had a lot of work, as the Training Department, they could not make sure which Civil Servant was available to attend the training program. So they asked each department to send trainees by themselves. But in recent years, they had tried to select some trainees by themselves. In one way, they announced the training program, and every Civil Servant could attend as long as their department agreed. The other way was that they selected trainees directly from the other departments. However, sometimes their departments did not let them attend.

The expert in SACC gave a suggestion on the selection of the trainees. When the Training Department wanted to select some Civil Servants to attend the training, the Training Department should announce the plan at the beginning of the year. In that way, the trainee's departments could arrange the work early so that the Civil Servants could have time to attend training.

6.3.4 The training programs in network need to be improved

Through the questionnaires, 86% of the Civil Servants said they had attended the training course in the network. However, only 52.3% of them evaluated the training courses "good" or "very good". Through the interview, all the five trainees said they had attended the training course in the network. Two trainees said the network training courses were good, and they thought there were some courses very attractive. The other three did not give answers further on it.

The two experts in CNAO introduced the development of network training in CNAO.

From 2003, CNAO had started the network training. Now there were more than 400 courses in the network, which were more than 3700 hours. Also, CNAO had made rules on the network training. Each Civil Servant had to study on the network. The time of learning on network was limited, and every Civil Servant had to achieve this within limited learning time. There were still problems existing in the network training. Some Civil Servants who were a little old could not operate the computer and network very well, and they preferred traditional training rather than network training. And making network training course was not easy. Moreover, because of the copyright, they could not provide some courses in the network.

The expert in SACC said the training in the network was a good way for training, and it was also an important development for training. In this way, the trainees could select the courses they liked. And he also mentioned that the development of network training was not balanced between the departments. Some departments developed very well, but some departments had not built the network training system. And during the well developed departments, the standards of the courses were not the same, and it was hard to exchange courses between departments. To solve this question, ODCPC and SACC were doing research to build a nationwide network training system.

6.3.5 The evaluation on training needs to be improved

Through the questionnaires, 91% of the Civil Servants said they had chance to evaluate the training course. And 22 % said they had attended the exam after the training course. Through the interview, all the trainees said they evaluated the training course before. About the exam, two trainees had attended the exam. About the evaluation on the training course, all of the five trainees thought it was very important. But one trainee mentioned sometimes the evaluation was not effective. Sometimes he

and some other trainees had evaluated “bad” on a course. But after the evaluation, the course was still there and had no change. Towards the exam, the five trainees had different opinions. Two trainees who had attended the exam thought it was very useful and helpful. But the other three trainees who had not attended the exam said they did not want an exam after training.

The two experts in CNAO said they provided questionnaires to trainees for evaluation in every training course. These evaluations were helpful for them to improve the training courses. But sometimes the evaluation results were not the same between the trainees. For example, some trainees may evaluate a course not helpful, but some trainees may evaluate it good. They thought it had relation with the situation of the trainees. About the exams after the training program, they all thought it was necessary. It could help the trainees to concentrate on the training contents. One expert also mentioned the result of the exam should be used to evaluate the Civil Servant.

The expert in SACC emphasized the importance of training evaluation. He introduced that some Training Departments had made the evaluation rules and standards. In some Agencies, if a teacher’s course was always evaluated “bad” by over 50% of the trainees, he had to make big improvements on the course. If the situation did not change, he would not be able to teach that course. About the evaluation on the trainees, he introduced several departments’ evaluation method. In the People’s Bank of China, the Civil Servants had to attend the exam in some training course. If the trainee failed, the trainee had to attend the exam again and again, until he passed the exam. Moreover, in the long run, the evaluation should be related to the Civil Servant’s work performance and future development.

6.4 Discussions

Through the findings above, it could be seen that though the Civil Servants' training in China have had a lot of improvements in recent years, there are still some problems existing in the training system. The Civil Servants' training time could not be warranted, the contents of the training course need to be improved, the selection of trainees needs to be more reasonable, the training programs in network need to be improved, and the evaluation on training also needs to be improved.

These problems were not separated from each other. Actually, they had close relations between them. For example, for the contents of the training course and the selection of the trainees, the Training Department should design the training courses after the trainees are selected. These two problems could not be settled one by one, but they need to be solved together. The other questions are also the same.

CHAPTER VII SUGGESTIONS ON CONSTRUCTING CIVIL SERVANTS' SYSTEMATIC TRAINING MODEL IN CHINA

7.1 Introduction

During the last 30 years, the Civil Servants' training system in China has contributed a lot to the Civil Servants' development and the government's improvement. But as it is said above, there are still several problems to be solved in the system.

After analyzing the systematic training model, the Human Capital theory, and the Adult Study theory, this study will try to construct a systematic training model for the Civil Servants in China. This model has five levels: the training needs level, training courses level, training plans level, training implementation level, and training evaluation level.

This training model is systematic. Now, a lot of the Training Departments in China pay attention on two or three of the levels in this model, but seldom pay attention to the entire model. In practice, the Training Departments pay more attention on the training course level and training implementation level, but few attentions are paid on the training needs level, the training plans level and training evaluation level. In this model, it implements the training as a circle loop, and all the five levels are considered together.

Moreover, this training model treats the trainees as the most important factor in the training system. It focuses on the trainees' need, their work responsibilities, and their future development. In the long way, it helps the Civil Servants to get a better career. In this model, the Training Department is the service department.

7.2 Suggestions at the training needs analysis level

In China, since a young man graduates from university and enters the government to be a Civil Servant who is often at the age of 24, he will work in the government for 35 years, until he retires often at the age of 59. During these 35 years, the work position would probably change, but most of the Civil Servants will be positioned in the following first three levels:

Level 1: Staff Member, Senior Staff Member, Principal Staff Member;

Level 2: Deputy Director of a Division, Director of a Division;

Level 3: Deputy Director of a Bureau, Director of a Bureau;

Level 4: Governor and Minister

When the Training Department makes training needs analysis, it should make the distinction between different work positions and different levels.

7.2.1 Analyze the training needs between different positions

Now, a lot of the training courses could not achieve the training goal, because the Training Department did not distinguish the different training needs between different positions. They provided the same training courses to all the Civil Servants. It wasted the training fund, and the Civil Servants could not get the knowledge they need.

Different work positions have different work responsibilities, and the Civil Servants in different positions need different knowledge to do his job. So, the training department needs to analyze the different needs between positions, and provide

different courses for them.

7.2.2 Analyze the training needs between different levels

The Civil Servants have different work responsibilities when they are in different levels. For example, the main responsibility for the Civil Servants in level one is implementing policy, the main responsibility for Civil Servants in level two is making policy, and the main responsibility for Civil Servants in level three is judging policy. These differences lead different demands on knowledge.

The Civil Servants in the same level also needs different knowledge. For example, the first level of the Civil Servant is Staff Member. After a Staff Member works for three years, he would get promoted to the higher position in the same level, a Senior Staff Member. After his position is changed, even though his work responsibility is the same, he still needs different knowledge. When he is a Staff Member, his should learn how to implement the policy quickly and efficiently. After he gets promoted to a Senior Staff Member, he already has three years' experience. At this time, he should learn to deal with the problems when implementing the policy, and give proper feedback to his leader. This change actually needs different knowledge and skills. Moreover, these different needs also happen in the level two and level three.

Because the Civil Servant in different levels has different demands on knowledge, the Training Department needs to analyze these needs carefully and critically.

7.3 Suggestions at the training courses level

7.3.1 The common courses need to be updated

There are some common courses which all the Civil Servants should learn. The common courses include: the socialism theory with Chinese characteristics, knowledge of law, social science knowledge, humanistic knowledge, natural science knowledge, and Chinese traditional knowledge. These common courses are very helpful to improve the Civil Servants' abilities. Some common courses, for example, the anti-corruption courses and the economic and political policy courses, should be often taught to the Civil Servants.

But now, some of these courses are not satisfactory. The contents of some courses are out of date, and some trainers continually teach the same contents for several years and the contents have no change. This makes the efforts of these courses not good, which makes the Civil Servants reluctant to attend these courses.

The Training Department needs to continually update the contents of these courses to improve the training efforts. In the country level, the ODCPC should write books on these contents, update them, and provide to the Training Departments in other Agencies and the Training Departments in local government.

7.3.2 Each Agency and Department needs to develop their own major courses

The major courses are different for the Civil Servants in the different Agencies and Departments. For example, the major courses for the Civil Servants in Central Bank are finance and banking; the major courses for the Civil Servants in Audit Office are auditing and accounting.

Each Agency and Department has its own major courses. These courses can be only

designed by themselves. These courses will be helpful for the Civil Servants and their own department's development. Now, some departments have developed their own major courses very well, for example, CNAO. But, some departments do not. Some departments just let their staffs attend the training courses organized by the PSCC and CAG, but seldom organized training programs themselves.

To develop the major courses, the Agency and Department need to summarize their working experiences, combine with the system theory, and then transfer it to the training course. Only the inner Training Department could not complete this, but the inner Training Department should cooperate with the professional departments to complete it.

7.3.3 Use Working Manual as a training course

In some department of the government, the practical skills are very important: for example, the Human Resource department. There are a lot of laws and rules in this area. The Civil Servants in this department need to get familiar with these laws and rules, and also should know the work process clearly. When a young Civil Servant enters into this department, he always finds it very hard to know these laws and work process quickly. And since every position has different work responsibility, it is also hard to design a training course to help the entire new recruits.

To solve this question, a Working Manual could be used as a training method. The Working Manual is designed and used as training in this way: when a Civil Servant has worked in his position for about five years, who would often be Senior Staff Member or Principal Staff Member at that time, he would already have a comprehensive and in-depth understanding on his job. On this basis, he would be requested to make a systematic summary on his work, and then to complete a

Working Manual. After his completion, his leader, who has more working experience and knowledge, would review and make modifications on this Working Manual. After the revise, this Working Manual would be preserved for training.

When the Civil Servant is making the Working Manual, he is in the process of teaching. During this period, he summarizes his work and improves his work quality. When the new coming Civil Servant comes to this position, he can understand the work responsibility and process quickly by learning this Working Manual. In this way, the training efficiency can be achieved.

Moreover, because the work responsibility may have changes, the new coming Civil Servant also needs to revise the Working Manual. After he has worked for 5 years or before leaving this position, he needs to revise the Working Manual and submit it to the leader.

In this loop, training is implemented, and training effort and efficiency are achieved. Actually, in the Human Resource Department of CNAO, the Working Manual has been used for three years. It is tested to be very useful and helpful.

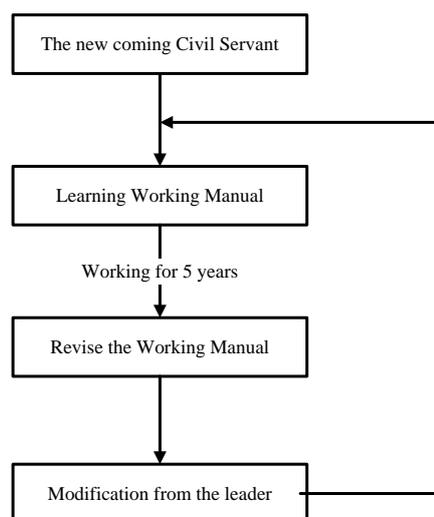


Figure 7.1 the Training by Working Manual

Source: created by author

7.3.4 Develop training during work

From the Adult Study Theory, the adults always learn by doing. And from the developed countries' experiences, it is an important way to train Civil Servants during work. This training method should be used in the Civil Servants' training system of China. Actually, some Agencies and Departments have already used this training method, like CNAO.

In CNAO, there is a training method called "Practice Mentoring System". It comes from the universities. A senior level Civil Servant, often the Deputy Director or Director of a Division, has to guide one or two junior level Civil Servants as the practice mentor, just like the professor guiding the students in universities. A Civil Servant has to work at least for eight years to become a practice mentor. The Civil Servant who is under mentoring is often the new recruit. The mentoring period is three years. After three years, the Human Resource Department and the Training Department of CNAO will evaluate both the mentors and students. In the teaching and learning course, both the mentors and students will improve their work abilities. After the students have worked for eight or more years, they could have chance to become mentors and teach students.

This training method is different from the Working Manual. The Working Manual is mainly for the work positions which need more knowledge, and the Practice Mentoring System is mainly for the work positions which need more practical skills and experiences. Generally speaking, the practical skills and experiences cannot be written down to a Working Manual, but they could be taught when working and could only be taught when working.

The other Agencies and Departments which need the Civil Servants to have a lot of working experiences should develop this training method.

7.4 Suggestions at the training plans level

Training plans are very important in the training system. When making training plans, the Training Department should pay attention to the training effort, and the coordination between work and training. There are three ways to construct the systematic model in the training plans level.

7.4.1 Pay more attention on the selection on trainees

Now, the Training Department organized training courses, and then selected the Civil Servants to attend the training program. This is the most common way to select trainees. However, the Training Department usually paid more attention to the design of the course, and paid little attention to the selection of the trainees. During some cases, Training Department just informed the other departments, and asked the other departments to select the trainees by themselves.

In fact, to achieve the best training effort, the Training Department should pay more attention to the selection of the trainees. Since the training Department design the courses, they understand the courses the most, and they know these courses are suitable for which people. If the trainees are selected by the other departments, some trainees may think the contents are too hard, and some may think they are too easy.

In the long run, the Training Department should organize training plans for each Civil Servant. Training Department should consider everyone's work responsibility, ability

and future plan, and design the training plan which could last in his whole career.

7.4.2 Provide more free elective training courses

Apart from the regular training courses, the Training Department should provide some free elective courses for the Civil Servants.

In the survey, some Civil Servants said that they didn't like the existing training courses. Some training courses they wanted to attend were not provided. For the Training Department, it is not possible to provide all the courses which could cover every Civil Servant's wants. But, it is possible to make a survey, and provide some most wanted courses, and the Training Department can make a rule which regulates and limits the number of elective courses every Civil Servant should take yearly.

Actually from 2008, the ODCPC has organized PSCC, CAG, Peking University, TsingHua University and other three universities to provide free elective training programs for the Directors (level 3) in the Central Government. The training courses include macroeconomics, finance, modern science, technology, social management, China's traditional knowledge and cultural construction. These courses are welcome among the Directors. In 2012, there are 4200 Directors from 120 Agencies and Departments attending this program, and about 600 courses are provided. (Jiang, 2012)

7.4.3 Enhance the training cooperation with the universities

After analyzing the experiences from the developed countries, it can be seen that the making cooperation with the universities to implement training is an important and

useful way. The universities could help Civil Servants' training in four different ways. Firstly, they could provide MPA and other Master courses for the Civil Servants. These courses could help Civil Servants to renew their knowledge. Secondly, the universities have experiences and advantages in cooperation with overseas training departments, and it could help to implement the language training and overseas training programs. Thirdly, the universities have an advantage in some short-term training programs, for example, economic theory and leadership training programs. Fourthly, the universities have a large amount of good professors, and they could send professors to help the Training Departments to teach courses.

Moreover, the Training Department could cooperate with overseas universities. Some overseas universities, for example, the Lee Kuan Yew School of Public Policy at NUS, have a lot of experiences on Civil Servants' training. These universities are also willing to cooperate with the Agencies and Departments of China. In recent years, ODCPC and CNAO have cooperation with the Lee Kuan Yew School of Public Policy at NUS. Every year ODCPC and CNAO send Civil Servants to attend the training program in Lee Kuan Yew School, and the training effort is impressive.

7.4.4 Encourage Civil Servants to attend the training courses from other organizations

Sometimes, there are some useful and popular training courses in the society, but the inner Training Department cannot organize these training courses because of some limitation. In this case, the Training Department should encourage the Civil Servants to attend the training programs organized by the other organizations.

In CNAO, the Training Department encourages the Civil Servants to attend the training program for Certified Public Accountant, which is useful for audit work. As

long as the trainees pass the exam, the Training Department will help to pay the training fee.

However, the Training Department must make sure that the training courses are useful for the work. Not all the training courses are encouraged to attend. When making training plan, the Training Department should provide a list to inform the Civil Servants which courses in the society are encouraged to attend.

7.5 Suggestions at the training implementation level

Through the questionnaires and interviews, a lot of the Civil Servants don't have enough time to attend the training program. This problem can be solved in the training implementation level.

7.5.1 Use the network to implement training program

At now, most Agencies and Departments have inside network. However, most of them use it for work, seldom use it for training. In fact, the network should be used as an important way to implement training program.

Nowadays, the work responsibilities of Civil Servants have increased a lot than ever before. In the survey, a lot of Civil Servants said that they cannot leave for several days to attend the training program, because every day they have a lot of work to do. The training course in the network can help to solve this problem. The Training Department could take videos on the courses, and provide them on the network. The Training Department could make rules to request the Civil Servants to watch these training courses in their spare time. In this way, the Civil Servants could study the

course and they don't have to leave their work.

In CNAO, there are more than 400 training courses in the inside network. Every course has three parts: the video of the teacher, the slides, and the notes from the teacher. The trainees can control their learning progress. For the difficult part, they can learn more than once. In this way, the training effort is even better than the traditional training.

In the future, the Training Departments which haven't used network for training should begin to establish the network training system. The Training Departments which already use network for training should improve their network training system and provide more and better training courses.

7.5.2 Use video broadcast to implement training program

Sometimes, a lot of people need to learn some courses. But because of the copyright, the training courses cannot be made to video and put in the network. In the traditional way, the Training Department will put all the trainees together to implement training program. Some trainees even need to travel for 1000 miles to attend a training course, and the Training Department needs to pay for the travelling fee. In this way, the training funds are wasted.

At this time, the video broadcast should be used to implement the training program. The trainees can be gathered in several different areas. The training courses will be broadcasted in these areas. From the double way video broadcast, the trainees can see the trainers, and the trainers can also see the trainees in different areas. It is just like face to face training.

Some departments think it will cause a lot of money to build this video broadcast system. Actually, the money saved from using this system will be much more than the money for building it.

7.6 Suggestions at the training evaluation level

7.6.1 Enhance the evaluation on the training courses

Nowadays, a lot of the Training Departments have used questionnaires to evaluate the training efforts. After the training courses are ended, a questionnaire will be distributed to the trainees. The trainees can evaluate the training course and the trainers by using this questionnaire. It is tested to be a good way to improve the training.

However, some trainers did not pay enough attention on the evaluation: not all the training courses were evaluated by trainees; some courses had been evaluated, but the results were not well used in the next training program.

All the training courses should be evaluated from the trainees. Not only the questionnaire, but also the other evaluation methods, for example interview, should be used for the training program. The evaluation results should be used to analyze the trainees' needs, to make the training plans, and to design training courses in the following training program.

7.6.2 Enhance the evaluation on the trainees

The target of training is to help the trainees to improve themselves. So the evaluation on the trainees is also very important for training. Every training course, including the course on the network, should have the evaluation on the trainees. But now, seldom Training Departments pay attention to the evaluation of the trainees. They just operate training courses, and make evaluation on the courses. Sometimes, the evaluation results from the trainees were good, but actually, the trainees did not learn a lot from the course. Some trainees even did not attend the training course, but still evaluated “good” on the course.

To end this situation, the evaluation on the trainees must be implemented. Generally speaking, the exam is the best evaluation method. The exam can help the trainees to pay more attention on the contents of the course, and help them to learn more. For the long term training program, the other evaluation method, like report or thesis, could also be used.

7.6.3 Use the training performance to evaluate the Civil Servants

Nowadays, all the Civil Servants in China have to go through the evaluation every year. The evaluation is mainly about their work performance. The result of this evaluation is very important for the Civil Servants’ promotion.

As training is important for the Civil Servants’ development in the future, and good learning ability is the basic demand for a Civil Servant’s promotion, the training performance should also be used in every year’s evaluation on Civil Servants.

Now because seldom Human Resource Departments use the training performance to evaluate the Civil Servants, some Civil Servants don’t consider training important. Some Civil Servants even take training as a rest from work. In this case, no matter

how well the training courses are organized, the result cannot be good.

Using the training performance to evaluate the Civil Servants can help Civil Servants to take training serious. In a long way, it can help the Civil Servants and the government to develop.

CHAPTER VIII CONCLUSIONS

The Civil Servants are the critical factor in public administration, and the effective Civil Servant training has become a focus of each country. However, the Civil Servant has a short history in contemporary China. The training system for the Civil Servants still has some problems. In the practice, the Civil Servants' training system in China needs a training model to guide the training.

In this study, the Rational Bureaucracy Theory, the Human Capital Theory, and the Adult Study Theory have been analyzed. The systematic training model and the other training models have also been analyzed. After that, the history of CPC's training, and the developed countries' training systems have been analyzed. Then the results of questionnaires and interviews that the author organized have been analyzed.

Towards the end, this study uses the Adult Study Theory and the systematic training model as references, and provides suggestions on constructing the systematic training model for the Civil Servants' training system in China. This model is constructed in five levels: the training needs level, training courses level, training plans level, training implementation level, and training evaluation level. All these five levels have close relations between them, and they form a loop system which could be continually used.

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APPENDIX THE QUESTIONNAIRE AND THE RESULTS

The Questionnaire about the Civil Servants' Training

This questionnaire is for a study about the Civil Servants' training in China. Your answers won't have any influence on yourself. However, your answers are very important for the study. Kindly dedicate a portion of your time to answer the following questions on this survey. Thank you very much for your kindness.

1. How long have you worked in China National Audit Office (CNAO)? _____
2. How do you evaluate the content of the training programs in CNAO? Please choose the number from the following (the same in the following questions): 1. Very bad. 2. Bad. 3. Ordinary. 4. Good. 5. Very good. _____.
3. If your answer in question 2 is very bad or bad, please give the reason.

4. Every year, you attend training programs for more than 12 days? 1. Yes. 2. No.

5. If your answer in question 4 is no, please write the reason why you could not attend.

6. At most of the time, you attend the training program by which way? 1. Sending by your own department. 2. Selecting by the Training Department. _____
7. Have you ever attended the training courses in CNAO's network? 1. Yes. 2. No.

8. If your answer in question 7 is yes, how do you evaluate these training courses? 1.

Very bad. 2. Bad. 3. Ordinary. 4. Good. 5. Very good. _____

9. Do you have chance to evaluate the training course after you have attended the training course? 1. Yes. 2. No. _____

10. Have you attended the training course which has an exam after its ending? 1. Yes. 2. No. _____

11. If your answer in question 10 is yes, how do you think about it?

12. Do you have any suggestion on training?

The Results from the Questionnaires

1. How long have you worked in China National Audit Office (CNAO)?

Years	1 to 5	6 to 10	11 to 15	Above 15
Number of respondents	56	72	40	32
Percentage	28%	36%	20%	16%

2. How do you evaluate the content of the training programs in CNAO?

Evaluation	Very bad	Bad	Ordinary	Good	Very good
Number of respondents	18	42	16	70	54
Percentage	9%	21%	8%	35%	27%

3. If your answer in question 2 is very bad or bad, please give the reason.

- (1) The contents are out of date. (24 respondents)
- (2) The courses are not helpful for the work. (20 respondents)
- (3) Other opinions. (12 respondents)
- (4) No answer. (4 respondents)

4. Every year, you attend training programs for more than 12 days?

Answers	Yes	No
Number of respondents	104	96
Percentage	52%	48%

5. If your answer in question 4 is no, please write the reason why you could not attend.

- (1) Could not leave the work. (63 respondents)
- (2) The courses are not attractive. (22 respondents)
- (3) The other reasons. (9 respondents)
- (4) No answer. (2 respondents)

6. At most of the time, you attend the training program by which way?

Ways	Sending by own department	Selecting by the Training Department
Number of respondents	164	36
Percentage	82%	18%

7. Have you ever attended the training courses in CNAO's network?

Answers	Yes	No
Number of respondents	172	28
Percentage	86%	14%

8. If your answer in question 7 is yes, how do you evaluate these training courses?

Evaluation	Very bad	Bad	Ordinary	Good	Very good
Number of respondents	22	20	40	58	32
Percentage	12.8%	11.6%	23.2%	33.7%	18.6%

9. Do you have chance to evaluate the training course after you have attended the training course?

Answers	Yes	No
Number of respondents	182	18
Percentage	91%	9%

10. Have you attended the training course which has an exam after its ending?

Answers	Yes	No
Number of respondents	44	156
Percentage	22%	78%

11. If your answer in question 10 is yes, how do you think about it?

- (1) Need improved. (11 respondents)
- (2) Not necessary. (23 respondents)
- (3) Other answers. (8 respondents)
- (4) No answer. (2 respondents)

12. Do you have any suggestion on training?

- (1) Ensure the training time. (22 respondents)
- (2) Separate the trainees and provide different courses. (17 respondents)
- (3) Provide training for the staffs who have just changed their work positions. (21 respondents)
- (4) Provide more training programs. (33 respondents)
- (5) Other answers. (18 respondents)
- (6) No answer. (89 respondents)