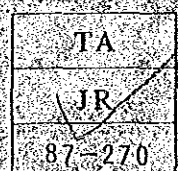


**Report of the Seminar
on National Government Administration
(Senior Class Officials)**

The Fiscal Year of 1987

October 30, 1987

**Japan International Cooperation Agency
National Personnel Authority
Japan Institute of Personnel Administration**



Report of the Seminar
on National Government Administration
(Senior Class Officials)

The Fiscal Year of 1987

JICA LIBRARY



1066910E9J

17873

October 30, 1987



国際協力事業団

17873

CONTENTS

| | Page |
|---|------|
| I. Gist of Seminar Programme..... | 1 |
| II. Opening Ceremony..... | 13 |
| III. Reports of Comparative Study..... | 21 |
| IV. Reports of On-the-Spot Studies..... | 77 |
| V. Observation and Study Tours..... | 117 |
| VI. Welcome Reception by Chief of Cabinet..... | 125 |
| VII. Lunch by the President of N.P.A. | 133 |
| VIII. Closing Ceremony..... | 139 |
| Annexed Papers | |
| A. List of Participants in "Seminar on National Government Administration (Senior Class Officials)..... | 153 |
| B. Daily Schedule for the Seminar on National Government Administration for Fiscal 1987..... | 155 |
| C. Lecturers' and Officials' Addresses of the Seminar on National Government Administration (Senior Class Officials) for Fiscal 1987..... | 160 |

I. Gist of Seminar Programme

GIST OF SEMINAR PROGRAMME

1. Preface

This seminar is organized by the Japanese Government as a part of its Technical Cooperation Programmes for developing countries.

This seminar is conducted by the National Personnel Authority and the Japan International Cooperation Agency (JICA) in collaboration with the ministries and agencies concerned.

2. Purpose

Rationale

In the current society, promoting the social and economic development is one of the main responsibilities of the national government.

For this purpose, it is very important and indispensable to elevate the professional level of senior administrative staffs who play key role in execution of public administration.

Thus conducting the seminar to enhance senior administrator's capability on administration for social and economic development is useful not only to participating countries but also to the future harmonious development of the world.

Aims

The purpose of the seminar is to introduce participants to modern public administration for social economic development (mainly Japanese case), and to exchange information and views of the actual state of them. Thus to seek for the better way to modernize public administration and to develop participating countries.

Objectives

In the above line, the participants are expected to:

- (1) study the process and problems of public administration and policies in modernization of the country;
- (2) make a comparative study on the central government and roles of public administrators among the participating countries;
- (3) study the principles of the public administration management and the civil service system; and
- (4) study the fundamental problems to build a modern economic society.

3. Duration

From October 1 (Thursday) to October 30 (Friday), 1987 (4 weeks).

4. Administering Agencies

- (1) Japan International Cooperation Agency

First Training Division,
Training Affairs Department,
P.O. Box 216, Shinjuku Mitsui Bldg.,
No. 1, Nishi-Shinjuku 2-chome, Shinjuku-ku, Tokyo 163 Japan
Tel.: Tokyo (03) 346-5155
Cable Address: JICAHDQ TOKYO
Telex: J22271

- (2) National Personnel Authority

No. 2-1-2, Kasumigaseki, Chiyoda-ku, Tokyo, 100 Japan
Tel.: Tokyo (03) 581-5311

(3) Japan Institute of Personnel Administration

TBR 923, Syuwa-Kioicho

No. 5-7, Koji-machi, Chiyoda-ku, Tokyo, 102 Japan

(4) The ministries and agencies concerned

5. Training Institution and Facility

Planning Office

Institute of Public Administration

National Personnel Authority

No. 3131, Miyadera, Iruma City, Saitama Prefecture, 358 Japan

Tel.: (0429) 34-1291

National Personnel Authority (N.P.A.) of the Japanese Government was established in compliance with the National Public Service Law. The Authority has been entrusted with the missions to ensure just and fair operation of personnel management for national public service.

The Authority is responsible for recruitment, compensation, equity, employee relations, training and efficiency etc.

Institute of Public Administration (I.P.A.) of N.P.A. conducts administrative training with the aim of equipping high-level administrative capability to promising administrators of Japanese government.

Main Training Facility

Tokyo International Centre (TIC), JICA

No. 2-49-5, Nishihara, Shibuya-ku, Tokyo 151, Japan

Tel.: Tokyo (03) 485-7051

Accommodation

Tokyo International Centre (TIC), JICA
No. 2-49-5, Nishihara, Shibuya-ku, Tokyo 151, Japan
Tel.: Tokyo (03) 485-7051

6. Qualifications of Applicants

Applicants should:

- (1) be nominated by their government in accordance with the prescribed procedures;
- (2) be ranked senior class officials (at least directors of division) in the central government offices;
- (3) be university graduates or equivalent, with occupational experience of more than five years (at least two years of experience in recent years in central or national civil service) in public service or semi-government service;
- (4) have a sufficient command of spoken and written English;
- (5) be not less than thirty (30), and not more than forty-five (45) years of age and
- (6) be in good health, both physically and mentally, to undergo the training. Pregnancy is regarded as a disqualifying condition for participation in the training.

7. Allowances and Expenses

The government of Japan bears the following in accordance with JICA rules and regulations:

- (1) return air-ticket (normal economy fare) between the international airport designated by JICA and Tokyo;
- (2) an allowance of ¥9,500 in addition to free accommodation and breakfast at JICA Training Centre.
- (3) medical charges for participants who have fallen ill after their arrival in Japan and
- (4) expenses for study tours.

8. Participants

Twelve persons from Brazil (2), Egypt, Indonesia, Iran, Korea, Malaysia, Maldives, Nepal, Philippines, Sri Lanka, and Thailand.

9. Language

The seminar is conducted in English.

10. Study Hours

10:00 a.m. to 12:30 a.m. (including a recess of 10 minutes)
(lunch time of one and half hours)
2:00 p.m. to 4:30 p.m. (including a recess of 10 minutes)

11. Units of Instruction Hours

Total of 46 units (2 units a day - 10 units a week, Monday through Friday for 4 weeks).

12. Schedule of the Seminar

Schedule is announced at the beginning of the seminar.

13. Seminars

Seminars are conducted according to the instruction.

14. Lectures

Lectures are generally conducted in the form of lecture-forum.

The names of the scheduled lecturers are announced at the beginning of the seminar.

15. Prior Preparation and Submission of Reports and Data

(1) Country Report

In order to enhance the effectiveness of training, the participants are requested to prepare a summary report on the following theme, which will be used in the seminars on "Comparative Study" as well as in other studies of the seminar. The reports should be typewritten in accordance with the attached form, in single space within 10 sheets of typewriting paper and submitted to the Embassy of Japan (or JICA Office) together with the Nomination Form.

Theme: The Role of the National Government of the
Participant's Country

Part I: Brief sketch of the development of the national government and problems it faced with.

Part II: Actual state of, and the participant's opinion on:

- i) Specialization of function and its coordination within the government;

- ii) Reorganization of the government to meet changes in administrative needs in the recent social and economic conditions.

The report should be attached with the national government's organization chart and a detailed chart of the organization which the participant belong to. The participant is kindly requested to mark his or her position in the chart.

Participants are requested to make oral presentation of the report at the seminar (audio-visual system such as overhead projector, slide etc. is available).

(2) Preparation of Other Materials

To facilitate group discussions during the seminar, the participant is requested to prepare and bring in the following materials.

1) Required materials:

- i) Organization chart of the participant's government;
- ii) Civil Service Law or Rules (or outline);
- iii) Constitution
- iv) Statistical year book (or summary);

2) Desirable materials:

- i) Document (or summary) describing the current state of the participant's country;

ii) Document (or summary) of National Plan for economic and social development and

iii) Rough statistics on budget of Central Government.

(3) Inquiry on Actual State of Departmental Administration and Attachment to Relevant Ministry Offices

One or two days on-the-spot study at the Government Agency according to your preference is planned. (refer to part 5 of curriculum on page 10). Please describe your concern in actual public administration and/or ministry you want to visit and discuss on that. This inquiry will help us to make necessary preparation for the on-the-spot study.

Please describe your preference in accordance with the attached form within 50 words and submit it with the country report.

16. Certificate

A participant who has successfully completed the seminar is awarded a certificate by JICA and I.P.A.

THE OUTLINE OF THE CURRICULUM FOR SEMINAR ON
NATIONAL GOVERNMENT ADMINISTRATION

Part 1. Modernization Problems

Goals

To enable the participant to:

Study the meaning and process of modernization and examine its problems in the developed countries and in the participating countries.

Methods

This part is conducted by means of lecture/discussion and seminars.

Part 2. Comparative Study on the Central Government

Goals

To enable the participant to:

Study modern governmental systems, their principle and practices through the discussion on different country's experiences.

Methods

This part is conducted by means of lecture/discussion and seminars with presentations of country reports and discussion on them.

Part 3. Public Administration and Civil Service

Goals

To enable the participant to:

- (1) Comprehend the roles of public administration in the policy making and study problems arising in the process of implementation of that policy.
- (2) Understand the principles of modern administrative management and civil service.
- (3) Seek for the ways and means by which to streamline public services vis-a-vis growing people's expectation.

Methods

This part is conducted by means of lecture/discussion and seminars.

Part 4. Policies for the Economic and Social Development

Goals

To enable the participant to:

Study the principles and problems concerning some governmental policies in such fields as economics and social development.

Methods

This part is conducted by means of lecture/discussion and seminars.

Part 5. Actual State of Departmental Administration and Attachment to Relevant Ministry Offices

Goals

To enable the participant to comprehend the actual state of administration in some ministries through on-the-spot study.

Methods

The participant is to select, in consultation with the National Personnel Authority, an appropriate theme and is assigned to the ministry concerned.

Part 6. Study Tours

Goals

To enable the participant to deepen their understanding about Japan by visiting plants and institutions of private industries and governmental and public facilities and cultural properties.

Methods

For the above purpose, observation trips to Hiroshima, Kyoto and other places are organized at the expense of JICA.

II. Opening Ceremony

WELCOME ADDRESS FOR THE SEMINAR ON NATIONAL
GOVERNMENT ADMINISTRATION IN 1987

(On October 5, 1987)

by Mr. Jiro Oshiro
Director,
Institute of Public
Administration,
National Personnel
Authority

Dear participants, Honorable guests, Ladies and Gentlemen:

It is a great pleasure and honor for me to give a few words at this opening ceremony of the Seminar on National Public Administration in 1987. On behalf of the Government of Japan, I'll extend hearty welcome to each participant from different eleven countries. At the same time, I wish to express our sincere gratitude to the participating states, Japan International Cooperation Agency and all others concerned, for their large contributions and kind cooperations to this Seminar.

This Seminar was founded last year for senior class officials of developing countries, with the aim of introducing participants to modern public administration for social economic development and exchanging informations and views on the actual states of public administration.

We have conducted Group Training Course in National Government Administration for twenty years. Based upon experiences in those training courses, we arranged this Seminar as senior advanced course, in which we expect each participant to study further on the higher level.

For the programme of this year, we planned the curriculum to study Modernization Problems, Comparative Studies on the Central Governments, Public Administration and Civil Service and Policies for the Economic and Social Development. These are all important problems for developing coun-

tries and detailed comparative studies will contribute largely to the development of participating states.

We are very glad to accept all of you from eleven countries as participants in this Seminar held in Tokyo. Needless to say, Tokyo is the metropolitan city of Japan and the centre of economy, culture, education and administration. Therefore, you can find almost everything in Tokyo that seems to be characteristic of our country. However, what we really expect you to see is, the actual states of affairs in our whole society. Our country is now faced with various problems socially, economically and internationally. In these circumstances our people are always making every effort in any fields of our society with their great vitality, which is the only rich resource of our country. In your study tour you will visit public facilities, plants and institutions of private industries or cultural properties, where I hope you will have valuable informations and experiences.

In concluding my address, I wish all of you will be successful in this Seminar and enjoy Japan in the best season of the year.

Thank you very much.

OPENING ADDRESS OF NATIONAL GOVERNMENT
ADMINISTRATION SEMINAR IN 1987

(On October 5, 1987)

by Mr. Kazuo Okabe
Director of Training
Affairs Department,
JICA

Mr. Jiro Oshiro, Director of the Institute of Public Administration, National Personnel Authority, honourable guests, dear participants, ladies and gentlemen,

It is indeed my great honour and pleasure to say a few words on behalf of Japan International Cooperation Agency, on this happy occasion of the opening ceremony of National Government Administration Seminar in 1987.

First of all, I would like to extend my hearty welcome to all of you participants who have come to Japan all the way to participate in the seminar.

As you know, one of the main responsibilities of the governments is promotion of social and economic development of the societies. In this sense it is vitally important for the governments to elevate the professional level of senior administrative staffs who play key role in execution of public administration.

Against this background, the seminar has been organized by the Government of Japan for the purpose of introducing to the participants Japanese public administration for social and economic development, as well as seeking for the better way of modernizing public administration of the participating countries.

I hope that you would do your best to get maximum profit from the seminar. On our part also, we assure you that we will do our utmost to

make this course successful. Before closing, I would like to take this opportunity to express our deep gratitude to Institute of Public Administration for the efforts and contribution in arranging this excellent seminar programme.

To conclude, let me extend our sincere wish to all of you for your fruitful and pleasant stay in Japan.

Thank you very much.

Reply Address of the Representative of Participants
Given by Mr. RHJ Soeharto from Indonesia
at Courtesy Call at N.P.A.
on October 5, 1987

His excellency Mr. Ishizaka,

" Mr. Kagoshima,

Mr. Kato, Mr. Oshiro, Mr. Nomura, Distinguished guest,

Ladies and gentlemen and all participants:

First of all,

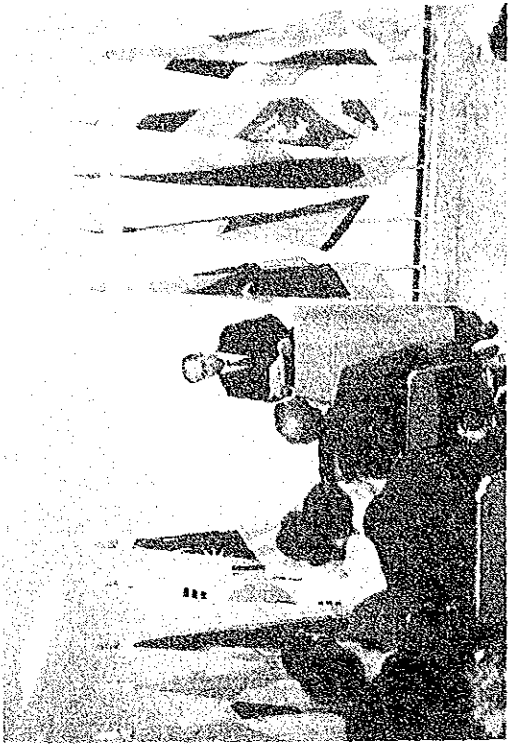
On behalf of myself and all participants from ten countries in the seminar of National Government Administration, I should have to say thank you very much especially to National Personnel Authority and generally to Government of Japan, which had received all of us nicely and hospitably.

Secondary,

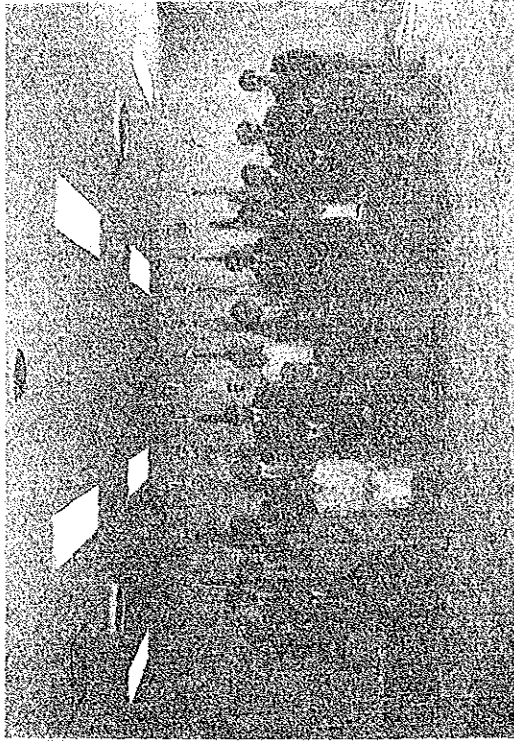
According to the JICA's programme of this seminar, we hope that we as the senior administrators can enhance a capability on administration for social and economic development which is useful not only to participating countries but also the future harmonious development of the world.

We hope that we can enjoy our staying in Japan. Once again thank you very much.

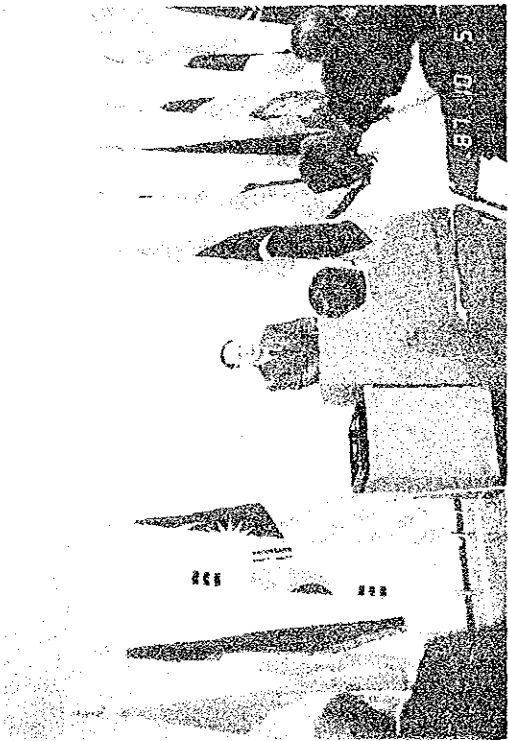
Arigato gozaimasu.



2



4



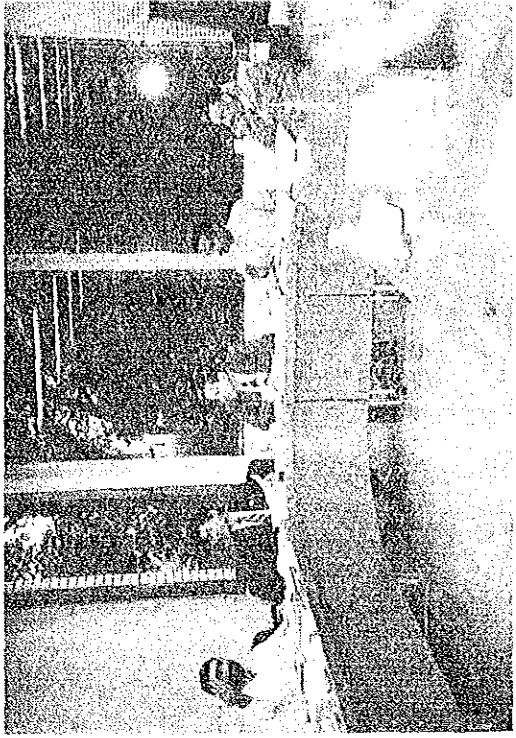
1



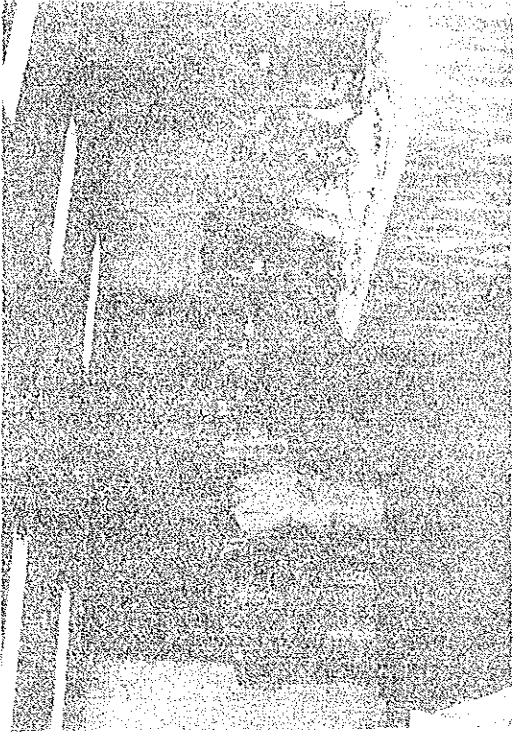
3

1, 2, 3 Opening Ceremony

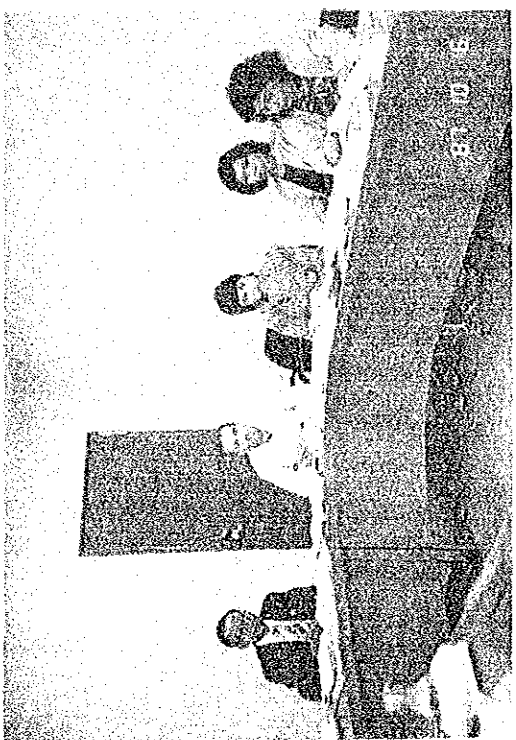
4. Member of Participants



6



8



5



7

- 5, 6 Orientation by N.P.A.
- 7. Courtesy Call at N.P.A.
- 8. Reception by N.P.A.

III. Reports of Comparative Study

Introduction on Comparative Study

1. Subject: Comparative Study on National Government of the Participating Countries.
2. Purpose: To enable the participants to study modern governmental systems, their principle and practices through the discussion on different country's experiences.

After the briefing of the governmental system by the lecturer, each participant, based on his/her country report, present actual state and recent movement of his/her central government for 20 to 30 minutes. Following that, discussion is carried out by answering the questions from the participants and lecturer, as well as exchanging opinions among the group. In closing, the lecturer adds comments on the whole discussion.

Following is the report by the participants, summarizing the opinions of all the members presentation at the seminar.

No. 1 Comparative Report

by Soares, Marcos Flavio
(Brazil)

It's not difficult to specify in general terms which are the differences and the similitudes between the foreign countries participants in "the seminar on National Government Administration".

First of all, we should recognize that there are great diversities among the countries participants such as population, size, national objectives, physical area, costumes and also culture.

Another aspect should be observed: these countries, in spite of all these differences, are on different stages of economic development, and this fact has important cimplications of the changing economic structures.

I'm sure that the basic objectives of these countries are to promote the economic and social development, but in some countries, especially in Latin America, the Government, in spite of the efforts in this sense, has not achieving any tangible results.

Theoretically speaking, all these countries have same problems: Brazil, Maldives, seek high level of development and development means industrialization, rationalization, organizations, goods, services and consume's one.

In my opinion it is quite impossible to survey all the problems which we observe in the historical evaluation of the development countries, but we can mention at least:

Structural level: General Problems

- o As a result of the vast increases in the urban population, particularly in the 1950/60; today almost 60 percent of the total population is concentrated in the metropolitan areas;

- o We observe a dramatic decline of commodities prices: then these countries can not support their efforts to build an industrial capacity and the infrastructure considered vital to the national growth;
- o The low level of institutionalization (Samuel Huntington) political has not favorize the clime after the investment. The "Elites" prefer to put the money in the Bank Suisse than to invest in their own countries;

In line with this three "structural factors", we have, however, many political problems such as:

- o Today, we observe a clear correlation between the variables "economic development and expansion of governmental functions: in order to transfer the society, at the present time, the government (legislative, judiciaries, and executive power) try to make the modernization;
- o The politic culture is still dominated by the traditional values, as for example the control of the power by the oligarchies or the system paternalist;
- o By the way, we observe a third element: in spite of this context the Civil Society is weak while the state get strong and indifferent for the popular participation: political party are not mobilized to change "the Status Quo".

Specific Problems

- o Unemployment: almost 15 percent of the people in the developing countries are the unemployed and more than 50 percent work in the "Informal sector".

- o Social inequality: the governments in these countries are not able to change the income distribution by the creation of new employment opportunities;
- o The government in these countries has not concentrated their efforts in changing the productivity by the introduction of new technologies, which are imported from abroad;

Administrative Problems:

Administrative problems can be characterized as follows:

- o Incompetence and inertia of the bureaucracy
- o We observe the emphasis on the principle of the proliferation of taxes instead of stimulate the economic development (the basic pattern in this bureaucratic paternalist, in sense we ;
- o In effectiveness of central planning: all kinds of governmental objectives are assigned in the plan, but unfortunately, this not mean harmony or unity. We can not remove the bias: theory to practice.
- o Overcentralization: the overcentralization of the bureaucratic systems in the most important aspect of Public Administration among developing countries.

This is a brief overview of the developing countries. Their problems are the same. In the past, these countries were different, with their customs and culture, but now both want to achieve the same objectives: a welfare state. In the respect, Brazil, for example: "has composed and important governmental medium in order to sometimes rationalize economic development or, in the order time, to face problems like social seclusion or uncontrollable urbanization, which were under products of a discontinuous process of dependent industrialization.

If we want to compare the development countries we should recognized their diversity. On the one hand we have recession, inflation, problems in the the balance of payment, disparities between riches and poors. On the other hand, for solving these problems, the government in these countries, try to change the political and social structure, through the modernized of society. For these problems as described above, the strategies consist in to choose some actions to complement the best outcome in economic and social development.

It's quite clear that the issues are more or less similar of any developing countries. How to maximize the utilization of available resources: land, manpowers, and capability politic. The government should mobilize the people to participate in the process of development, because us not all sufficient to reorganize the structure administrative: the goals could be formulated by the politicians and bureaucrats but should be integrated with the participation of the people.

No. 2 Comparative Study on National Government of
Participating Countries

by Maria Herrmann Destefani
(Brazil)

Introduction

My report on comparative study on national government of participating countries will contemplate three great items: (1) Outline of economic development; (2) Public administration in developing countries; and (3) Civil services practices.

On part I, I'll try to nominate the common problems of economic development in developing countries that interfere on government administration and public policies; on part II, I'll give an overview of public administration common practices in developing countries; and part III will be dedicated to a brief outline of the civil service.

I would like to say that my report is a result of the information I obtained from the participating countries in three days of presentation, so it may lack further study. I suppose that an hour of discussing to each country is not enough to have a correct view of such a crucial problem such as public administration and economic development. I hope this report can be considered as an essay to a future study on this subject. So, please, be sure to understand this report more as an exercise than as a paper.

Thank you very much

Economic Development in Developing Countries - AnOutline -

Developing countries, as we could observe, have some common problems as: (1) low level of percapita income; (2) inequal distribution of wealth income; (3) primary commodities production; (4) no or poor diversification of export commodities; (5) low level of industrial activities; (6) budget deficits - BOP deficits; (7) unemployment and under employment

of human resources. (8) underutilization of manpower; (9) underutilization of natural resources; Just to mention some of them. In fact, we had a lot of testimonies from the participants that this is true in their countries. we could observe too that the majority of them pointed out the political instability, the level of education and, of course, the inefficient bureaucracy they have.

As we all know, the interference of the state in socio-economic process is increasing. The government is expected to deal not only with the consequences, but also with the roots of the problems facing developing countries, of course, it's not easy to run a nation that has budget deficits as some Asian, African and Latin American countries have. But if we study the economic development of industrialized nations, we can observe they faced similar problems. Of course, they had some special characteristics that made the difference. But we do have to study our strong points to lead the nation to the so desirable development.

It was said, by one of the participants of the seminar that on his country they have "very good policies on papers, but not on practice, that is, they have to remove the bias from theory to practice". I guess that poor objectivity on plans is a tonic in developing countries. There is a lacking of how to plan, how to manage and how to evaluate plans, programmes and projects. Of course, (1) the stages of economic development, (2) the social structure, (3) the culture, ethics and religion, and (4) the political implications reflect on policies for formulating plans in any country.

The growth performance of developing countries are also dependant and strongly influenced by conditions in industrial countries, as well as on changes of technology, trading patterns, international institutions, structure and directions of industrial economics.

Public administration also cannot be neglected in economic development: the government provides the services such as educational facilities, transport net, health services and so forth; the government formulate policies; the government regulate social and economic activities by policies that

can help to achieve economic development. So, a good public administration is an important factor to the social and economic development.

Public Administration in Developing Countries

Little argument is needed to show that the success of public undertaking depends on effectiveness and efficiency of public administration and management.

What are the reasons for the administrative weakness which often hamper economic development?

Just to point some characteristics we observed on the country resorts, that every government is facing in one way or another:

Poor planning,

Lack of management,

Over centralization and poor coordination

Planning

Planning has to reflect the desire of people. What we have seen is that plans are often too ambitious for the reality. Planning has to be based on what you can achieve. It should be a bit ambitious but not too ambitious. The correct balance of resources become important. We have to combine money, material and manpower. Planning in developing countries has been unclear and objectives ill defined. Also, if planning is not in rapport with people, they will not cooperate to its success.

Management

Functional management and general management are great problems of developing countries. Let's take a look in the country reports.

- o "Some proposed solutions to enhance the role of Egyptian public administration:... evaluating the efficiency and effectiveness of

public administration outcomes through adopting various up-to-date control methods. In fact, control methods should compare and evaluate the actual outcome. . ." Egypt, p.6.

- o "The difficulties which public administration is faced to in fulfilling the above objectives are as follows:... Non existence of correct control systems; multiplicity of decision levels; lack of unity between different departments which have the same functions" Iran, p.4.
- o "Among symptoms of particular organization weakness which can be identified include:... Inadequate management systems for setting priorities and managing programmes within most departments." Maldives, p5.
- o "The administrators also should change their approach from colonial thinking to the development-oriented activities to enable them to manage scarce resources efficiently and effectively to fulfill the needs of the people" Sri Lanka, p.10.

Over Centralization and Poor Coordination

Many countries are engaged on an effort to rationalization. The overlapping of activities is not a desirable situation and they are trying to rationalize services, procedures and organizational structure.

Civil Service

- Why are there too many persons employed in civil service?
- Why employees are not qualified by training or experience to do the work?
- Why personnel laws and regulations are designed to protect the civil servant instead of promotion of efficient administration?

- Why the emphasis is on job instead of on careers?

- Why civil servants do not have equal opportunity?

"The corruptable behavior of some public employees who used their jobs to realize their own personal interest regardless of the state benefits". Egypt, p.3.

"The difficulties which public administration is faced:... The lack of regulation and standards of manpower selection; weakness of training; inflation of manpower; the slow down of employees which cause the insatisfaction of clients; the existence of different regulations for the attraction of man power; non existence of correct personnel evaluating systems." Iran, pp.3, 4.

"Lack of appropriate personnel records and information system". Maldives, p.5.

Those are some problems of civil service administration of the developing countries. Equal opportunity, self discipline, nationalism, financial incentives and personal honour I suppose, are matters we have to think about in dealing with civil service, because maybe they are the key to success.

As we have been told to write about our performance evaluation in civil service, let me explain what is happening in Brazil.

Although some states evaluate once a year their employees, employee appraisal is not a regular practice all over the country. We used to make employee appraisal once a year, but as the data we were obtaining were not trustful we are reformulating the whole system. When I say the data were not trustful, I'm saying we were not obtaining, on the result, the media we were supposed to obtain: the grades were too high: 8 to 10 in the average.

We used to evaluate the 5 major task and aspects such as quality of work, demand, promptly, potentiality. Due to the results we could not use employee appraisal as a management resource. We are thinking about evaluation in other levels, that is, more people evaluate the same person, or maybe, group evaluation. Anyway employee appraisal is not working in Brazilian public administration.

No. 3 Coordination Mechanism in Egyptian Government and the
Participants Opinion on How to Make It More Efficient

by Khairat Khaled Abdo
(Egypt)

Part 1: Introduction:

Egypt occupies a dominant position in north-east Africa amidst the continents of the old world and their crossroad. It's located in the heart of the Arab world. The Western borders of Egypt extend 1,100 kilometers, and lie between 24° and 36.55° longitudes east and between 22° and 31.5° latitudes North. The Mediterranean forms its Northern boundaries, and the Red sea its Eastern boundaries. On the Northeast it borders Palestine, and extends from Ras Taba on the Aquaba Gulf to Rafah. It has southern borders with Sudan extending over 1,230 kilometers on the 22° latitude north from the Red Sea to the Ouwaynatt Mountain. The population of Egypt is about 50 million. 17.4% of the population accounts for the public employees.

Part 2: Coordination Mechanism in Egypt:

Executive power in Egypt lies with president who is nominated by the people's. Assembly and approved in a public referendum.

Egypt has 52 centuries of history since her emergence as the world's first organised state.

Egypt enjoys a republican, multi-party political system. People is the source of all power.

The political system of Egypt is composed of 3 major powers: the legislative power, the executive power and the judiciary power. The press is a forceful controlling influence which balances power between the three partners of constitutional rule.

The head of the state is the President, and he promotes coordination through hierarchy.

In addition to the ministries a variety of commissions and agencies exist grouped under the President's secretariate. They include commission of National Security, Commission of Economic Development, Commission of Social Development, Commission of Energy and Armed Forces High Command.

It is evident from the above statement that a co-ordination mechanism exist in the civil service at the top levels of government. However the present arrangement requires modification and refinement to enable speedy decision making and timely delivery of plans for the social and economic development of the country.

Part 3: Participant's Opinion on How to Make the Coordination Mechanism More Efficient:

Where to start?

For the development of the country sectors of primary importance should be identified. These sectors could include the Agriculture, Local Industries, Mining, Sues Canal, Tourism, Transport Communication, Education, and Culture.

Allocation of resources should be conducted in a manner that these sectors receive pertinent priority in terms of financial, human and material resource allocation.

No. 4 Comparative Study Report

by RHJ. Saeharto
(Indonesia)

The several country report which had been presented by the all participants of the eleven countries showed nearly similar cases, similar problems.

The differences can be appeared by the geographic, political, cultural and historical background.

Almost all of the countries have similar problems which must be soleved in the recent time. The problems are about:

1. Unavoidable impact of the world economic recession. The consequence of this reason in the developing countries in general not enough money. They have imbalance of payment.
2. Personnel Administration
3. Too many people as civil services or government officials, to the result of this problem is inefficiency.
4. Lack of coordination
5. Some countries no political stability or war.
6. What level of education in the civil services?
7. Inefficiency of bureaucracy, corruption.
8. And if I count all of these problems I mentioned above, my opinion is miss-management.

Almost all of the countries are characterized as a presidential system or parliamentary system, constituted by the President, the Prime Minister, the Cabinet and the Parliament. I can always identify the Ministries. The Ministries are showed in different names. But the functions, they are similar. A great deal of the participant's, countries have similarity of the structure of the government.

In Indonesia the President as the head of the State and as the head of the Government, promotes coordination, integration and simplification mechanism through hierarchy. I supposed that all participants tried to present how coordination, integration, simplification mechanism to be done in their countries.

People from developing countries used to go to U.S., to Europe to U.K. to study, to have some trainings. When they went back to their own countries they introduced what they had learned. Now we were in the Seminar of National Government Administration in Japan. We did the same thing. We will adopt several things that had been already discussed in the seminar. We have had many experiences, many ways to do to solve our own problems.

As I have explained above that my opinion which the most important problem is mismanagement. It seem to be that it must be solved as soon as possible.

For example:

The Brazilian's Problem is Personnel Administration. Payment of the civil service represents 90% of the state budget. Other problems are poor objectivity on public plan. Administrative discontinuity. Brief time horizon, commonly four years, intense personnel mobility etc.

Egypt has the same problems. There are too many civil services and they are too bureaucratic. Those are problems of management. Malaysia has better experiences about personnel administration. Malaysia has National Institute of Public Administration (Intan) and National Institute of Education and Research (IPPN). Intan and IPPN emphasize on training programme

were aimed increasing efficiency and instate positive attitudes and values among civil services. Management Planning Unit (MAMPU) was also established as a means to streamline and reorganize the administrative system. Indonesia, Philippines and Thailand have similar way out of the personnel administration. For example Philippines and Indonesia have the same rule to evaluate civil service's job, because we have the job-discription of each civil service. So many body has the own job.

It is a factor that developing countries have men, one of the three factors of management; men, money and material. But the human resources aren't qualified. They must be educated, they must be trained, dedicated and clean. The developing countries must have strong leader or manager, is which nationalistic, dedicated and clean.

For the No. 1 problem that I had appointed above, developing countries must work hard in order to get more money. For example; now Indonesia is promoting non gas and oil export. Instead of export raw material now is starting export processing material. Indonesia now also is trying to make the best quality in production export. It is certain that we have to make economy strong. We must have capital accumulation.

I suppose the developing countries have the thrith factor of management - "materials".

So management must be done very well.

In addition to the problems showed above, participants' opinion also on how to make coordination mechanism more efficient. Because coordination is a very important aspect of management its main objective is to smooth and iron out of any problems encountered by the implementing agency.

My conclusion: my opinion at the present is that management must be done in every effort. without better manager better leader nothing can be done. We need better and strong manager or leader. We need better management.

I hope that all participants as the senior administrator can enhance a capability on administration for social and economic development which is useful not only to the participating countries but also the future harmonious development of the world.

No. 5 Summary Report and Comparative Study of
Developing Countries

by Houshanq Zamani
(Iran)

Joint Characteristics:

Developing countries have joint specifications as follows:

1. All of the affairs are governmental and lack of role for private sector.
2. Too rich and too poor people a few percent enjoy much percent of the income and wealth of the society.
3. Existence of hungry people.
4. Child mortality.
5. Lack of schools, teachers, hospitals....
6. Unplanned cities.
7. Epidemic diseases.
8. Greatest resources of water and mineral materials.
9. High growth of population.
10. Unemployment.
11. Deficit of balance of payments.
12. To govern of western and eastern values on the society and lack of consideration to national values.

13. Centralization of public administration structure.
14. Multiplicity of laws, regulations.
15. Complicity of public administration system.
16. Lack of government employee's welfare and possibility of corruptibility and preferring private interests to state interests.
17. External debts.
18. Increasing public expenses.
19. Great personnel administration payment of civil service include much of the budget.
20. Hiring the new employees and increasing the number of employees because of sole active sector of the government.
21. To govern of relationship and not the regulations and criteria
22. Lack of efficiency
23. Non consideration to maintenance of machinery and less of useful life of them.
24. Inflation.

In the name of God the merciful and the beneficent.

The comparative study of developing countries shows that, they have joint difficulties in the way of removal developing.

This report is submitted in three sections as follows:

1. Characteristics

2. Difficulties
3. Solutions
4. Opinion on performance appraisal

2. Difficulties:

- 1) Lack of clear policies.
 - 2) Poor objectivity or public plans.
 - 3) Administrative discontinuity and noncontinuing of the policies and plans after changing the government.
 - 4) Existence of discrimination
- Lack of existence of a convenient wage and salary system
 - Lack of sound & exact criteria for measuring the efficiency of public administration performance.
 - The existence of many ministries and organizations with multiplicity on objectives and functions.
 - The existence of many many posts without real need.
 - Changing the government structure without consideration to objectives and policies.
 - The absence of coordination among various state organizations.
 - Shortage of high-level and skilled managers and specialists.
 - Lack of appropriate information system.

- The limitation of financial resources.
- Non existence of organizational standards.
- The slow-down of employees which causes the unsatisfaction of clients.
- Non existence of correct executive methods.

3. Solutions:

- 1) Necessity of reorganization of executive power for fulfillment of development.
 - 2) Determining clear-cut targets for every ministries and removal of multiplicity of their functions.
 - 3) Enhancing the coordinations among various state organizations.
 - 4) Delegation of authority to low level of organization.
 - 5) Evaluation of the public administration efficiency through adopting control methods.
 - 6) Identifying, assembling, up to dating the administration laws and regulations.
- Setting a fair and flexible wage system.
 - Consideration of to national values to conducting the state affairs.
 - Establishment of an organizational structure to prepare development plans.
 - Basing the civil service system on merit principles.

- Emphasizing or training and high level education.
- Non-essential programmes in the budget was discontinued and replaced with productive projects.
- Emphasis of the budget on education, health, social welfare, agricultural and affiliated industries.
- Improvement of the structure of tax system.
- Encouraging private sector by convenient laws and regulations.
- Investment on human resources.

Opinion on performance appraisal

Evaluation system as the one the sub-systems of administration system itself consist of two sub-systems.

- 1-appraisal of performance
- 2-appraisal of personnel

Performance appraisal of personnels has direct relationship to training system, promotion system incentive & punishment system and also payment system. I think that performance appraisal system must be the combination of open and secret systems, open for employee that was evaluated and secret for other personnels.

I think that every job has two characteristics:

- 1-Special
- 2-General

These two type of characteristics of job and employee of this job must be evaluated, so evaluation forms must be contained questions according to job and several factors for introduction of special and general characteris-

tics of job and employee.

Direct manager of personnel every year according to performance fill out the form and this appraisal must consider for training and promotion, payment increases and incentive and punishment.

It must be secret but announced to the relevant personnel to removal its insufficiency.

No. 6 Comparative Study on the National Government Administration of
the Participating Countries - Employee Training System for
Performance and Efficiency -

by Kyoung-Won Kim
(Korea)

To motivate and maintain employ performance and efficiency, personnel management includes such important factors as political neutrality, merit system, status protection, training, performance appraisal, compensation, health and safety, suggestion, citations and awards, discipline, and so on.

In this respect, Employ training is essential for promoting the performance and efficiency.

Statutory and regulatory basis is upon the "Government Employee Training Act" and "Enforcement Decree on Government Employee Training".

Government employees in service should undergo relevant training courses to increase their knowledge technical skills, and abilities in relation to their jobs.

1. Training programmes and types

a. Training in training institutes

- o Morale and motivation training
- o Grade-level basic training
- o Professional and technical training

b. In-service training

- o On-the-job training
- o professional training by related agencies

c. Special training

o Overseas government fellowship training

- Long-term: 1-2 years
- Short-term: 2-6 months

o Domestic government fellowship training

d. Periodic policy-orientation training

- o Public employees economic orientation
- o Orientation for spouses of government officials

2. Training agencies

The training division, personnel bureau of the Ministry of Government Administration (MOGA) is responsible for policy-making, curricular development, and control of training institutes. Details of the function of the training division are as follows:

- o Research and development of government employee training systems.
- o Formulation and coordination of government employee training policies and programmes.
- o Control and audit of various government employee training institutes.
- o Arrangement and coordination of training systems.
- o Implementation of overseas government-fellowship training for government employees.
- o Management of in-country government-fellowship training for government employees.

There are 38 training institutes, which include 1 central training institute, 25 professional and technical institutes and 12 local public service training institutes.

3. Management of training records

Training records are considered in employee promotion and transfer. Specifically, 20% of employee performance appraisal is based upon training records for employees of grades 5-9 and those in technical services.

4. Special training

In order to recruit and maintain well qualified personnel within the civil service, the government established a programme under the auspices of MOGA in 1977 to provide work incentive and to meet the long-range training needs of its staff. This programme, called the "Government Fellowship programme for overseas study", sends promising young officials to universities and research institutes in the advanced countries for post-graduate study as well as on-the-job training.

To date, a total of 390 officials have been sent to universities in the United States and other advanced countries as long-term fellowship awards, while 530 have been sent to training institutes and research facilities as short-term trainees. After completing their training, awardees are expected to be appointed to positions previously designated or which are closely related to their field of training.

To conclude this fact, I would like to summarize the training problems simply.

I learned that the employee training system in my country is similar to any other countries'. I couldn't find the difference between them. For the purpose of promoting working efficiency, the National Personnel Authority (NPA) of Japan has established basic standards for evaluation of work performance, training, recreation, and welfare. The performance evaluation system entails rating and recording the actual performance achieved by an

employee in the discharge of the duties and responsibilities assigned, together with character, ability, and aptitude observed in relation to work performance.

This system is used as an effective guidance for supervision and control of employees and as a suitable bases for personnel management in promoting the employee efficiency.

Training of employees is designed to improve knowledge and skills and to contribute to the effective execution of public administration through disciplined and systematic educational activities. With regard to the maintenance of health and safety of employees, the personnel authority should provide basic standards and assume responsibility for investigation, inspection, guidance, and coordination for the prevention of diseases and elimination of accidents in the public service. More effort be given to training, better personnel powers be maintained:

I hope that my Government would have an independent personnel authority earlier as possible as it can.

No. 7 Comparative Study on the National Government Administration
among the Participating Countries

by Sharifah Zainah Salim
(Malaysia)

1. Introduction

There are 11 participants representing their respective country to present the country report on their government administration system, problems faced and their ways in attending and tackling them. From the discussion it was observed that some of the country like Indonesia, Thailand, Republic of Korea, Sri Lanka and Malaysia is practice a democratic system whereby there are party system which formed the Government. On the other hand, Maldives, Iran and Nepal there is no party system who run the Government.

For the purpose of comparative study, the discussion will be focussed on the administrative system of the Government of Malaysia and the Government of Maldives.

2. Administrative System of Malaysian Government

The Malaysian Government is based on the system of parliamenary democracy with constitutional monarchy. The Government follows the principle of separation of power and is divided into the legislative, the executive, and the judiciary. The Yang Dipertuan Agong (the King) is the supreme head of state and presides over the legislative, the executive and judiciary.

Three levels of administrative have been established under the federal constitution, there are the federal level, the state level and the local government level. At the federal level currently there are 24 ministries, each headed by a minister, which were established to implement government development programs. Each ministry consist of departments and statutory agencies. The role of ministry is to formulate policies, and

coordinate the functions and activities within the particular ministerial portfolio.

As with the federal government, the State Government possesses Legislative, Executive and Judicial authority and this is divided from the principle of separation of powers as tabulated in schedule 9 of the federal constitution. At local government level, its power are embodied in the act of pertinent relating local government which was assented and implemented by every state.

The secretary general of a particular ministry is its chief administrator, and also the advisor to the minister on administrative matter, particularly in the policy making aspects. The chief secretary to the government is the head federal public service. He is responsible for the smooth-running of are the federal government administrative machinery including the coordination of the state government administration and the local government.

The coordinating machinery for ministries at the federal level is undertaken by several means. For example through the cabinet. The cabinet or the council of minister is a body which carries out the executive function on behalf of the Yang Dipertuan Agong (The King). The policy and directives of the Cabinet are implemented by the Government Administrative machinery at the federal level. The cabinet is headed by the prime minister and consists of members who are collectively responsible for all the decisions that are made.

Apart from coordinating all matters related to national development, all coordinating machinery at federal level and at state level are established to settle the problems which cannot be resolved by the ministries and departments at federal and state level.

In view of the rapid economic and social development the government has introduced several strategies aim as improving and raising the efficiency of the public service. These strategies are as follows:

- i) the re-evaluation of the role, function and activities of government organization to ensure that they are, in fact geared towards the effective achievement of the objectives for which they have been established.
- ii) The review of organizational functions to eliminate or minimize duplication or overlapping of functions between public sector organization.
- iii) The deletion of redundant post
- iv) The selective privatization of service previously being provided by the government such as telecommunication and post services.
- v) Productivity program and,
- iv) Control of development finance and management.

All the above mentioned strategies are intended as a step in the direction towards reducing the size of the public services, as well as creating a more efficient and effective administration and to instill positive values amongst the civil service.

3. The Administrative System of the Maldives Government:

The system of public administration in the Maldives comprise the president is the head of state and chief executive, and is elected every five years in a national referendum. He is nominated by the citizen's Majlis. The citizen's Majlis is the supreme legislative body consists of 48 members, 8 of these nominated by the president, 2 elected by the people of Male' and 2 from each of 19 atolls (Administrative areas). The citizen's special Majlis has powers to amend the constitution.

The president is the supreme authority to protect and propagate tenets of Islam within the republic of the Maldives. He is responsible for the efficient management and control of the national public service and is

empowered to make decisions on all personnel matters.

The structure of government organization of the republic of Maldives are divided into the president's office, 12 ministries, 9 departments and 7 public enterprises. The president's office is headed by the President. It comprise the office of the executive secretary to the President and office of special under secretary. Beside that there are six specialized functional branches or sections. Each of the six sections is headed by a Presidential Aide who reports to the president through the minister and executive secretary as the case may require.

Each ministry is headed by a minister or deputy minister. A minister is responsible for the formulation and implementation of government policies and programmes. Government departments are normally headed by a director general or a director.

Under the constitution of the Maldives, the president is responsible for the efficient management of the national public service and is empowered to deliberate on all matters of personnel including appointments, promotion, transfer and termination and review of state services as their organization and conditions of employment.

Currently with the expanding civil service and the increasing complexity of government administration system to respond effectively to national plans and development needs while a number of features in government administration soon become apparent. In view of situations the government has responded to problems by introducing major reforms in these areas;

- i) Re-constituting of the civil service: a set of civil service standards has been drawn up to supplement future introduction of a comprehensive civil service code.
- ii) Creation of national office of personnel and administrative reform (NOPOR).

iii) Introducing a programme of administrative improvement.

Conclusion

From the discussion above, it can be concluded that the fundamental difference in the administration of the countries can be traced to party system although both countries are practicing parliamentary democracy. Malaysia is governed by a coalition party but no party system exist in Maldives. This differences can be attributed to their historical background. Maldives had never been colonized and the existence of only one race, having the same language and practicing the same faith help molded this situation.

There are differences in the government administrative set up of both countries. Malaysian Government is based on the system of parliamentary democracy with constitutional monarchy, and follow the principle of separation of power, but not in Maldives. Maldivian Government administration system there have only federal government level compared. with Malaysian have three level government administration. three are, federal Government, State Government and Local Government. Even though there are similarities in the government administration set up at the federal level of both countries, both government consists several ministries, department and various government agencies. It should be noted, however, that there are differences in the structure of the organization and, their implementation program and function of the ministries, departments and agencies.

Both the Government of Malaysia and the Government of Maldives have the aspiration to upgrade the performance of their respective public services through major administrative reform and policies in their ways. Comparatively, the Malaysian Administrative reform and policies are more wider and comprehensive. This is because Malaysian Government public services and Government administration is bigger than the Maldivian Government administration.

No. 8 Comparative Study Report

by Mohamed Hussain
(Maldives)

Although the participating countries vary in size and in achievement of economic and social development they share a common objective of increasing efficiency and productivity. A number of constraints hinder attainment of the aforesaid goal.

The countries represented in the seminar continue their efforts to diversify their economies and industrial restructuring is taking place in many countries.

One serious problem common to many participating countries can be identified as the phenomenon of high growth civil services. This problem deserves deeper probing and analysis.

In many countries the problem is identified with inefficiency of government machinery. Several causes and symptoms were discussed in the comparative study sessions and a general understanding was achieved that this problem is a deterrent factor in the process of development. A more performance oriented approach is desirable here.

It is hard to believe that in these countries human capital is looked at as the most valuable resource base. Full recognition is still yet to come, despite the fact that in many countries there is a move towards this end. Development of Japanese industry and Japan's excellence in economic development owe much to the development of the country's human resources. Long before Japan became an industrial country it introduced compulsory education for all citizens and for a very long period of time the country invested heavily in the education sector. Japan continued to spend more than 50% of it's annual budget for education.

The participating countries differ from one another in the conduct of their civil service policies and necessarily vary in the degree of compe-

tence they master. The recruitment, promotion, training functions of the respective civil services employ somewhat common basic principles all. It is worth mentioning here that civil service systems and their rationalisation should be conducted with the aim of blending systems with the country's social and cultural values. The answers for the questions lie within the country rather than at outside the country. There is no need to do what others do unless paper analysis and study reveal the merits to the advantage of the country concerned.

In many countries development programs cannot achieve the optimum results anticipated due to the over ambitious nature of the plans. This issue is to be examined carefully in order to maximise programme implementation effectiveness.

It is evident from the study of country reports that a strong leadership is imperative to the achievement of economic development. No matter how good the plans are, when they come to implementation the good intentions of the top level management and faithful compliance to the leader is what really counts. Experience among the participating countries and the experience of Japan speaks for this crucial point.

Today we live in an inter dependent international society much more than we did decades ago. Our economies are inter dependent, however we must burden ourselves with the responsibility to minimise the destructive effects of what is happening in the international area on our respective economies. That is to say we must be always on our guard and respond quickly to the changing environment of international trade and commercial trends. At the beginning of my report I made reference to industrial restructuring and I would like to emphasise here the need for short term and long term measures of restructuring should be considered carefully. As far as practical the developing countries must follow upward adjustment policies to combat with the delimas of international trade decline.

No. 9 Comparative Study of the Reports Presented and the Discussion
Made by Participants of the Seminar on the Role of National
Government Administration

by Madhava Prasad Upadhyayn
(Nepal)

As reflected in the reports presented by the participants of eleven developing countries of Africa, Asia and Latin America different systems of government seemed to be represented. On the one hand there is Islamic Republic of Iran which is ruled by the edicts of the Holy Koran and on the other there is country like Nepal which follows partyless Panchayat System. In between them there are countries which follow parliamentary system of government. Some country follows her own system of government.

At some place the president is the head of the government as in the case of Korea, Philippines and Maldives etc. and at others the prime minister is the head of the government as in the case of Thailand, Malaysia, Nepal and others.

Whatever the system of government, the purpose of government administration is to bring about prosperity by eradicating poverty of the people. The structures of governments vary in accordance with the prevalent situation and the needs of the respective country. The number of ministries in different countries also vary, but the main functions entrusted to the ministries of different government appear to be similar.

The main objective of all systems of government seems to be same namely to lead the people to economic progress and profusion by driving away poverty and procrastination.

The steps taken by different governments towards ameliorating the socioeconomic condition of their respective people are sometimes similar as in the case of land reforms in Thailand and Nepal. Brazil has some sort of joint venture in generating hydroelectricity and exporting it to neighbouring countries (like Uruguay, Paraguay and Argentina) and Nepal has

already proposed joint venture to share the vast water resource of the country with her neighbours like India and Bangladesh. Nepal even now shares the water resource with India in the field of irrigation and hydro-electricity though more of the resource can be utilized in that direction.

The governments take steps to tackle the problems they are facing and steps vary according to the economic, social and political situations, traditions and customs of the people of the countries concerned.

The process of development is fast, of course, in Japan. Some other countries like Korea are making rapid progress. On the contrary the process of development in some other countries such as Nepal has been very slow. Education seems to play an important role in this regard. The literacy rate of most of the participating countries is very high, more than 90%, whereas the literacy rate of Nepal is only 30%. Strong determination on the part of people to go ahead and, of course, disinterested leadership in these countries seem to help them forge the way to progress.

Bureaucracy also plays very important role in making a country prosperous. That is what is shown, as we are told, by Japanese bureaucracy. Honesty, integrity, loyalty and devotion to duty and eagerness to help others are some of the qualities expected of a bureaucrat and in most of the developing countries the bureaucracy seems to lack these qualities so much, so that the government is rendered incapable of achieving the goal it sets for the development of the country.

Bureaucracy is made of civil servants and as the reports of the participants and discussions among them have shown the civil service system of many of the participating countries is similar.

The recruitment of personnel in the civil service is done in most of the countries through entrance examination. School graduates or university graduates can compete for the post equal to the level of their academic qualification.

In the civil service system of most of the countries the criteria of promotion is mainly based on work performance of the employee concerned, though there are other factors which vary from country to country. Somewhere there is stress on seniority and in other even academic qualification and training are taken into consideration. In most of the countries the retiring age of the employee is 60 years and there is the provision of old age pension in almost all the countries though the process of working out the amount of pension differ from country to country.

Promotion to higher grade or post is a great incentive in the career of a civil servant. And this promotion in the case of many countries is made on the basis of work performance.

In theory performance appraisal system appears very good but in practice it is tricky because performance cannot be assessed in terms of concrete measurement. There is no standard of measurement for evaluating the performance of an employee.

The assessment is made by the supervisor and as there is no fixed standard to evaluate the performance the marking may vary from one supervisor to another for the same performance because this performance appraisal is a subjective phenomena and must vary according to the personal psychology of the appraiser or evaluator. For the same performance one supervisor may give better rating than other supervisors depending on the mood and the nature of the person. The task of evaluation of performance is, therefore, very difficult and no standard measurement can be set. This evaluation of work performance of subordinates poses a great difficulty even for supervisors in many circumstances.

The standard of evaluation is doubtless the work performance of an employee. If an employee does his work well his rating must be high and if his performance is not good, he will get a low rating. For these work which give concrete result such as production of any material we can easily rate the performance, but clerical type of work which sometimes takes a long time to give any result is hard to be evaluated. In such case supposing that there is nothing wrong with the supervisor the employee should

be

put

under him and not be transferred from one place to another so that the rating is a little but constant and not fluctuating for the same sort of work performance.

Rating must be based on how much one performs, in what way and how much of time. So the quality of performance and skill along with the quantity of production in a given period of time are things to be considered for evaluation of an employee's performance. Thus the time, the efficiency to do a work systematically and skillfully and the quantity of work constitute the factors for evaluating the performance of an employee by the supervisor.

In the field of production of material goods it is easy to apply the above formula of evaluation. But clerical works are very very difficult to assess. They evade evaluation. Therefore, to evaluate the work of an employee the supervisor must keep an eye on his works. The supervisor must know how diligent and devoted to his work the employee is, how much honest and persevering he is and how skillfully he performs his duty, what is needed, therefore, in this case is a constant watch on the employee as to his performance of the work assigned to him, which entails that the supervisor must too be honest, disinterested and without any kind of prejudice.

No. 10 Comparative Analysis of the Reports of the Participating Countries with Particular Emphasis on Malaysia, Thailand and the Philippines

by Reynaldo Abella
(Philippines)

Of the eleven countries reported and analyzed at the seminar, there are many striking commonalities which could be considered as regular features characteristic of third world countries.

One common characteristic for example is the fact that except for one or two of the countries reported, namely, Thailand and the Maldives, all have been at one time or another, under the rule of an imperialist country, either as a possession or as a colony. Even Maldives for this matter, although not directly colonized, admits to the fact of having been the protectorate of a stronger nation, Great Britain. Although a shade different from being a colony, a protectorate status denotes a state of incomplete sovereignty since the "protected country" has no recourse but to subordinate its will to certain sovereign wishes of the stronger "protecting country" particularly on aspects of national defense and foreign policy.

As for the case of Thailand, it is again another case of impaired sovereignty having been considered, by mutual consent of two powerful empires to keep it as the buffer state between their giant empires, i.e. The French and the British Empires. Like Poland and Czechoslovakia of old, Thailand had the dubious distinction of serving as an "insulator" between two potentially clashing interests thus attaining a sort of guaranteed independence which is paradoxically based on inherent weakness which made further colonization of either of the powers to be more disadvantageous on their part. Such being the case, the buffer state often has no recourse but to agree on certain norms of conduct set for it not by one but actually two stronger countries, if it is to preserve its independence.

Needless to say therefore, practically all of the participating countries have done their time, so to speak, serving under the stronger will of other nations. Even at this point, some of these countries may have their economies tied up with the economies of some stronger nations either in the form of unequal treaties or maybe disadvantageous trading arrangements. If such should be their case, the evolution of a truly independent development plan or even foreign policy could be tremendously impaired.

At this point, even Korea, which is one of this seminar's participant could not be considered exempted from this situation although it may already be in the threshold of economic development. As long as it is basically dependent on a foreign power to protect its borders, which in this case, the United States which has sworn to maintain its presence at the 38th parallel, it must always contend with this factor in planning the course of its own policies and development.

This however, could not be said of Iran which recently has been manifesting a strong political will independent of all the stronger countries or power blocs. But then again, Iran is an exceptional case of a Theocratic State that is uncommon to a world comprised of secular governments, with the exception of course of the Vatican which is also a Theocratic State governed by a Holy man.

However, beyond this apparently similar features affecting all the countries concerned, three countries appear to show a strikingly similar pattern. These countries are Malaysia, Thailand, and the Philippines. To illustrate, the experiences of this countries, particularly in the areas of the civil service, public administration, and even political development seem to be following a set pattern. Incidental to this, it must also be pointed out that they also share a common racialstock, basically Indo-Malay, common climatic and geographic conditions which is in Southeast Asia, and also common economic and social interests. In fact, all three are charter members of the Association of Southeast Asian Nations (ASEAN).

To be specific, Thailand and Malaysia both have had recent experiences in subduing communist insurgencies. As it is, Thailand is still in a

precarious situation since its borders with Laos, Kampuchea and Vietnam makes it a natural receiver of refugees. Even at this point both countries are in the process of containing the communist insurgents which have been confined along their common borders.

The same had been true to the Philippines which, like the then British Malaya, had been fighting the Huks, who are communist guerrillas who fought during the Japanese war but continued fighting the government long after 1945. As in the case of British Malaya, the Philippines was also able to reverse the tide of insurgency. However, unlike the now Malaysia and Thailand which appeared to have recovered from this critical stage of insurgency, the Philippines is currently experiencing a recurrence, this time facing the same communist problem but a different guerrilla force, the Maoist New Peoples Army, or NPA for short.

Unlike Malaysia however, both the Philippines and Thailand are sharing problems which pertains to a politically hyperactive military. Following the political pattern of Thailand whose history has been marked by a series of attempted as well as successful coups d'état, the Philippines recently has been falling under the same problematic situation.

Encouraged by the then strongman and former President Marcos, the Philippine military broke the democratic tradition by sharing power with then President who had to summon the military to protect his martial law government. With President Marcos successfully unseated and with the new President Aquino in the lead towards the full restoration of the democratic and constitutional institution, the military finds it somewhat unacceptable to be kept in the barracks without its usual share of power and influence in the decision making process. And so it becomes a common occurrence to see the military staging a comeback either by coup attempts or by espousing seemingly righteous causes to justify their bid for power.

In both the Philippines and Thailand, the effects of an active military has resulted in a weakened economy, bloated budgets favoring military expenditures, weakened civil service and a generally demoralized populace. Until very recently, many major government offices in the Philippines were

headed by active or retired military officers contrary to the spirit of the civil service which fosters a strong career oriented and professional civilian bureaucracy. Even at this point, military men, although retired, continue to get appointed in some selected positions in the civilian bureaucracy.

As for the bureaucracy of both Malaysia and Thailand, over staffing seem to be quite common which is equally true in case of the Philippines. As mentioned in the report, Thailand even has more ministers than actual ministries available.

On the other hand, Malaysia is reportedly undertaking a restructuring and in the process, established an Organization and Methods program or O & M. This has been in effect for one year.

Such O & M program is not new to the Philippines which has adopted a similar program as early as during the time of the late President Magsaysay which was in late 1950s. During this period, a massive reorganization of government was effected which resulted in the establishment of a civil service system based on a new code, a system of program budgeting and salary and position classification. Along with this, a program of continuing management development and systems development was also implemented. As a result, performance rating became more systematic and regular which under the law became semestral or twice a year.

On the aspect of performance evaluation, Malaysia and Thailand also have adopted formal systems although differing in styles. In Thailand and Malaysia, rating is done once a year, and are both used as factors for promotion. However, in Malaysia, the rating is considered confidential and strictly discussed only between the supervisor and employee concerned. On the other hand, Thailand considers its rating system as open to all interested parties. Also, the scale of rating adopted by both country widely differ in the sense that while Thailand has adopted the percentage grading type of rating, i.e., 75%, 85% etc., Malaysia adopted the scale of seven type of rating which ranges from the "weakest" which is given the rating of "1", to the best or "excellent" which is read "7".

In the case of the Philippines, the performance rating system has undergone a continuing evolution. Starting from the traditional grade type of rating which is the percentage type similar to Thailand's, it was replaced by the adjective type with points equivalence. Taking effect in the early 1960s, this system has been in continuous use until about 1975. Under the adjective rating system, a total rating point of 48pts., the perfect score, is equivalent to "excellent" which qualifies the ratee to promotion, award, or other forms of incentive. A rating of 47 - 36 is equivalent to "very satisfactory", 35 - 28 is equivalent to "satisfactory" and below 28 is considered "poor". Two consecutive poor rating warrants a warning, another one after that warrants disciplinary action and further poor rating would mean separation from the service.

In 1975 however, this system was abandoned due to inherent inaccuracies and difficulty in measuring the factors for consideration. Of the 12 factors to be measured or rated, only the aspects of quality of work and quantity of work could be tangibly evaluated. All the other factors such as reliability, accuracy, timeliness, integrity, initiative, judgment, attitude, aptitude and others pertaining to intellectual and personality factors are highly subjective and could be perceived in any which way depending on the mood or feelings of the supervisor regarding the subordinate being rated.

At present, the performance rating system in use carries the acronym NPAS which stands for "New Performance Appraisal System". Under this system, the individual agency is given the leeway to adopt a system suitable to the needs of its operations, subject to the approval of the Civil Service Commission. Once approved and adopted by the agency, the supervisor and the employee agree individually to a given level of measurement based on the perceived capabilities of the subordinate. Having agreed upon a certain level of performance, the employee shall henceforth be rated on the basis of his ability to meet the working targets which he has agreed to perform.

What is apparently defective under this arrangement is that it leaves the system open for manipulation of the employee being rated. One possi-

bility which is often the case, is that the subordinate will set up work targets below his normal capacities. If the supervisor agrees to this, then the subordinate will consistently get excellent rating since he could come up with work above the set targets. On the other hand, an honest employee who really sets the limits of his capacity as his target will most probably get a lower rating than the former since his performance will just be rated as average.

Under the new government of President Aquino, all existing systems are being reappraised to test their suitability to the needs of present day management. This includes the system of performance evaluation. Although temporarily still being enforced, NPAS or the present rating system may yet be changed in time for the implementation of the government reorganization.

COMPARATIVE STUDY ON NATIONAL GOVERNMENT
OF THE PARTICIPATING COUNTRIES
SUMMARY REPORT

No. 11 PERFORMANCE EVALUATION SYSTEM IN THE PUBLIC SERVICE IN SRI LANKA

by Adduwa Hewage Nelson
Jayasekera
(Sri Lanka)

There are many differences among countries. These are basically due to differences in economic and historical background. For these reasons, there is no common principle of development strategy, because each country has different situations affecting domestic and foreign conditions. But at the same time there are also many similarities in the organization of the governments in the several developing countries.

The presentations by the participants of the eleven different countries showed several similar points. The issues and problems of development faced by Sri Lanka are more or less similar to those of any developing country. High growth of population, unfavourable balance of trade, gap between urban and rural areas, underutilization of resources, unemployment problem, economy oriented to primary stage production, other social problems of education, health, housing etc.

Decision making, coordination and performance evaluation provide parameters to the entire government machinery to guide its operation. Therefore performance evaluation is a very important aspect of public administration and its main objective is to smoothen and iron out any problems encountered by the public (CIVIL) service and develop the potentials of its personnel.

In Japanese civil service a number of laws were introduced which became the basis for the system to operate. There is also a system of performance evaluation which is done annually. Promotion of an individual to a certain extent dependent on the performance evaluation done by his

superior officer. Different ministries may use different appraisal forms which are most suitable for their needs. An assessment has been carried out and it was found that 4.9% of the ministries promoted their officers purely based on performance evaluation reports, 12.2% on general impression, 34% on combination of evaluation reports and general impression whereas 7.8% based on combination of performance evaluation reports, general impression and recommendation by superior officers.

In the Korean civil service system also there is a system of work performance evaluation. The work performance of personnel is evaluated every six months by the head or director of the employing government agency. First relative merits of each worker are assessed, and then workers are classified under any of the following categories; "excellent" -40%, "good" -30%, "normal" -20% and "insufficient" -10%. Work performance assessment factors are based on employee's performance records, measures of abilities, attitudes and integrity. Performance assessment accounts for 45% of the overall evaluation for promotion eligibility for grade 5 employees, and 40% for grades 6 - 9. One of the most fundamental factors for determining promotion under the Korean system is length of service. In calculating overall evaluation scores, seniority accounts for 35% for employees of grade 5 and 40% for employees of grade 6 and below. In determining overall evaluation scores, training accounts for 20% of the total.

Comparative Analysis

With the experience gained from the seminar on "National Government Administration", I would like to make some comments and compare the performance evaluation systems of Japan as a developed country and those of Korea as well as those of developing countries with the performance evaluation system of the public service in Sri Lanka. Public (civil) service in Sri Lanka can be categorized into three grades, viz, staff grades, subordinate grades and labour grades. The table below depicts the present position of the public service in Sri Lanka.

Public Service Structure

| | | |
|--------------------|---|---------------------|
| Staff Grades | o | Class - I |
| | o | Class - II Grade I |
| | o | Class - II Grade II |
| Subordinate Grades | o | Supra Grade |
| | o | Class - I |
| | o | Class - II - A |
| | o | Class - II - B |
| Labour Grades | o | Supra Grade |
| | o | Grade - I |
| | o | Grade - II |
| | o | Grade - II |

Class - II, Grade - II of staff grades, class II - B of subordinate grades and Grade - III of labour grades are recruitment grades and other grades are promotional grades.

In Sri Lanka performance evaluation system applies only for grade to grade promotion and for the annual pay step increase or salary adjustments. The annual increment (pay step) is not a right of the employee. He must earn the increment by working hard. Before he could be recommended for the increment, the head of department or secretary must evaluate his work performance. In addition to this, there is also another system of performance evaluation which is done annually. It is called the confidential report to be used for promotional purposes. This report is compiled on the basis of actual work performance, attendance, measures of abilities, attitude and integrity. First, relative merits of each worker are assessed and then employees are categorized by adjective descriptions as: "excellent", "good", "average" and "weak" which is based on certain % rating scales.

Appointments to higher grade will be made through promotion by the appointing authority of officers in lower grade of the service. Final recommendations for promotions to higher grade will be made after an interview by a selection board. Selection boards have been established in all ministries and agencies to assist the appointing authority in the judicious choice of persons to be promoted, taking into consideration seniority and merit.

Conclusion

The significant similarities in the systems of promotion and performance evaluation in Japan, Korea and Sri Lanka are undeniably in accord with the same democratic principles of merit and seniority. The variations in strategies for the operationalization of these principle may be explained by the differences in the socio-political and cultural make-up of these societies.

Comments

1. The promotional procedures as well as performance evaluation system in Sri Lanka have to be examined and restructured to meet the recent socio-economic changes.
2. Since promotion gives due importance to seniority, performance evaluation forms or confidential reports are not significant. It is more close to trait evaluation rather than job performance evaluation.
3. Public officers have to be protected from political pressure if the country is to benefit from the knowledge of their officers.
4. Departmentalism and duplication of activity in government departments have to be eliminated.

5. In the case where the work performance of an employee is exceptionally good, he must be given incentives by granting special increments in addition to his annual earned increment as in the Japanese civil service.

No. 12 Comparative Report

by Sunanta Kanchana-Akradet
(Thailand)

Each participant present the report about these topics such as:

1. Historical background of the country.
2. General knowledge of the country.
3. The role of the government's administration.
4. The problems that their countries have faced.

For the general problems from the countries considered as the common problems which are:

1. The widening income gap between the people in their countries
2. The national income is lower than the expenditure which is lacking of financial resources.
3. The weakness of the policy and plan making method which include lack of capability of an implementing agency, grass roots participation and financial constraints.

The seminar has discussed about those problems we have faced and figure out the suitable methods to solve those problems together.

The ideas come up in various ways which are quite useful for all participants to learn and can bring it back to solve the problems, the ideas and conclusions are as follows:

Each country has the weakness of plans so they should have to examine those strategies of plans and policies by comparing with the successful

country like Japan and get the methods and/or factors from those plans to determined for policy making by using major approaches such as growth-oriented approach, labor intensive, growth with equity oriented approach and basic minimum needs approach. Also have to delegate of a certain power from higher to lower organization. We also should have a budget formulation, implementation and evaluation procedures. We should have a close co-ordination among the responsible organization by having new technology education and good understanding among those.

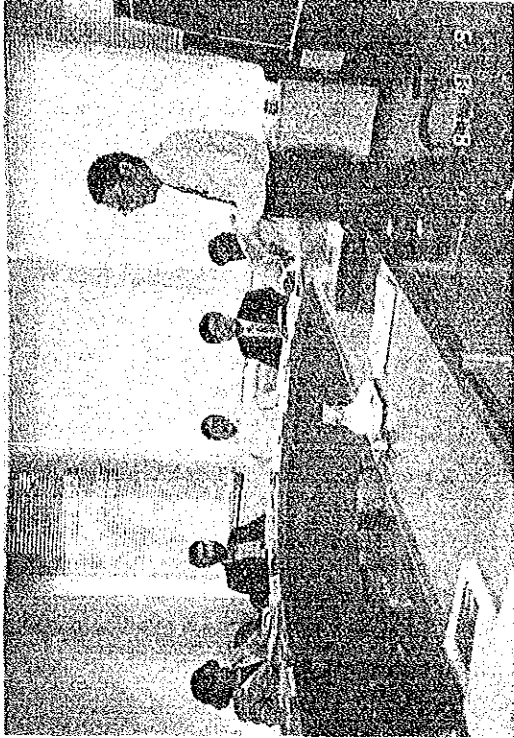
As my close consideration to the comparative study and discussion about it, I have found that the countries in "ASEAN" have the same problems mostly. For example, I found that the philippines and Thailand face most likely the same problems such as:

1. The budget's deficit problem, which the expenses are higher than the revenue. The major expenses are the dept services and expenses on defense.
2. The high rate of unemployment, there are a lot amount of students who graduated from universities go to job which are lower level than their education levels.

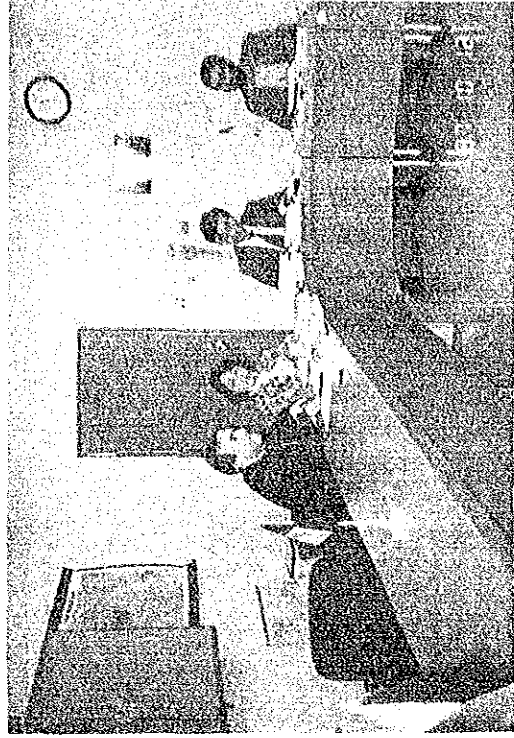
For the said 2 examples above, all the participants do agree that each country has these problems and it needs a period of time to solve the problem. Also the government should concern that it is the major problems and should pay a close attention to it. The seminar also agree with the two participants for the ideas that their countries should changed the production system from whole agricultural into manufactural system. Also the government should give the technology education to the people, especially, the technical "know how" by ask for grant and supervisors from the foreign aids at the early stage. This means, all the developing countries has to manage the budget by increasing to the education in a high rate.

In the conclusion, the comparative study is very important to all participants in order to know the problems from each country and can compare or study in each case for get the ideas to solve their problems.

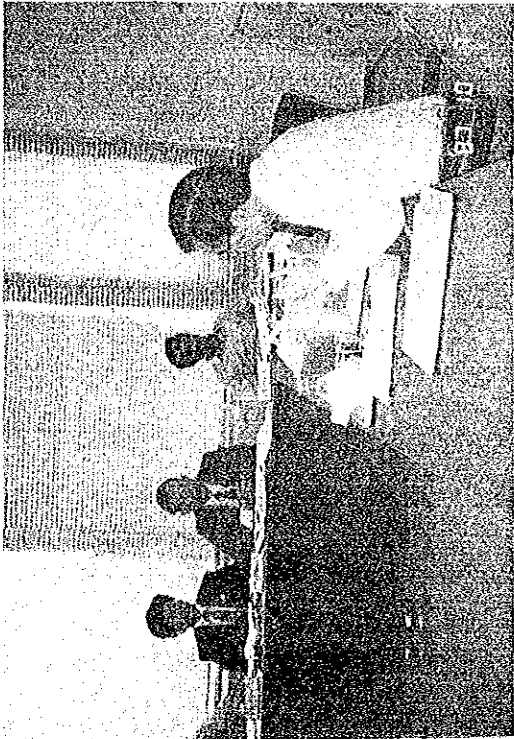
The very important and most useful among the comparative study and discussion, I would mention, are the information about the Japanese social structure, public administration in Japan and the development of Japanese economy and industrial policy also the civil service systems which we can study and discussion in order to learn how Japan is quite successful in those matters and why we are not. Also we can reach to that point even though it will take a period of time, but it is quite useful as we, the developing countries are moved forward in the right direction owing to the result of this comparative study.



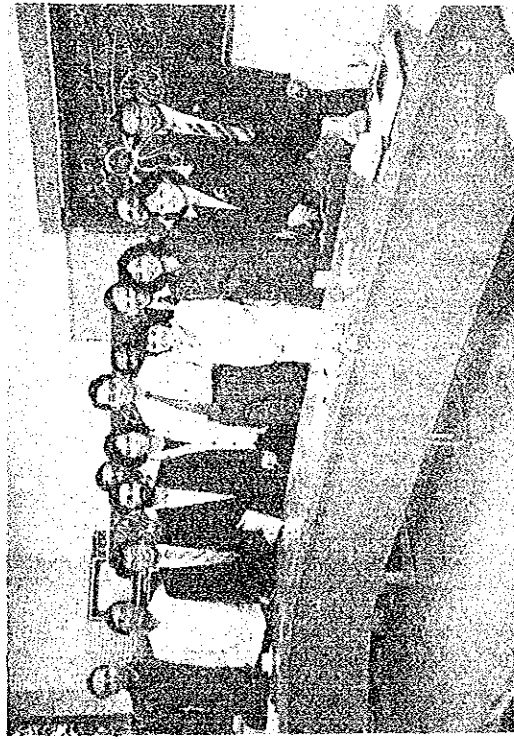
2



4



1

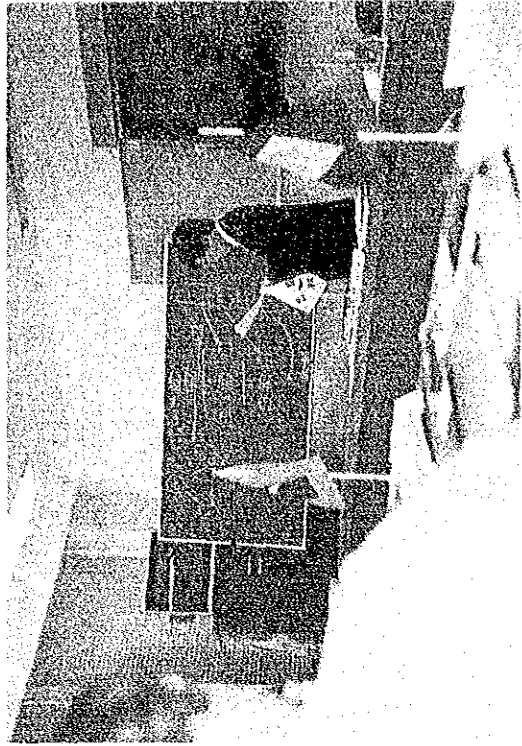


3

1, - 3. Seminars
4. Reports of Comparative Study



6



8

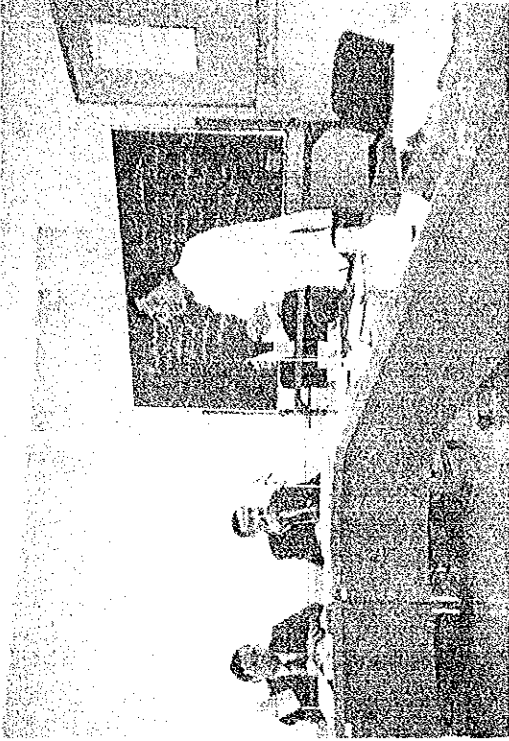


5

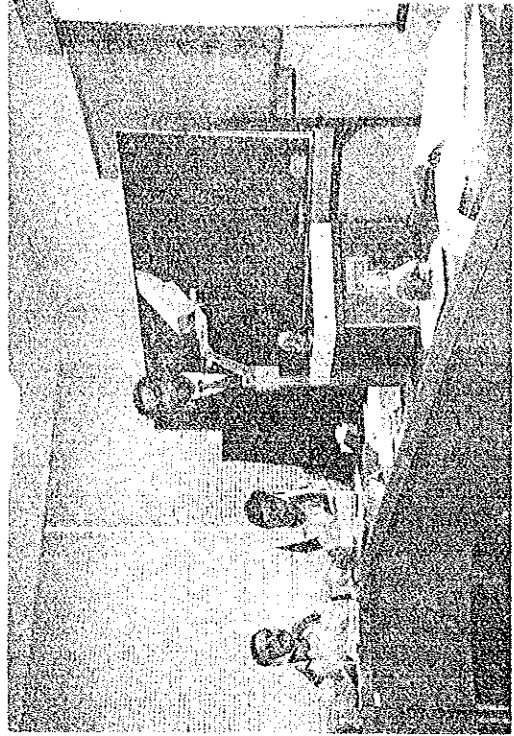


7

5. - 8. Reports of Comparative Study



10



12



9



11

9. - 12. Reports of Comparative Study

