

**REPORT OF THE TWENTY-FIRST GROUP TRAINING COURSE  
IN NATIONAL GOVERNMENT ADMINISTRATION**

**(The Fiscal Year of 1988)**

**June 24, 1988**

**Japan International Cooperation Agency**

**National Personnel Authority**

**Japan Institute of Personnel Administration**

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IN NATIONAL GOVERNMENT ADMINISTRATION

(The Fiscal Year of 1988)

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June 24, 1988

Japan International Cooperation Agency

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## **1. LIST OF TRAINING PROGRAMME**





## LIST OF TRAINING PROGRAMME

### 1. Preface

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

This course 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 present world, one of the main functions of the national government is to promote the socio-economic development of the country.

For this purpose, it is very important and indispensable to elevate the professional level of government officers who play the key roles in the implementation of public administration.

Therefore to provide the training course of elevating the professional level is useful not only to participating countries but also to the harmonious development of the world.

#### Aims;

The purpose of the training course is primarily intended to provide participants with the fundamental knowledge and skill of administration in order to contribute to the modernization of the public administration of the participating countries.

## Objectives;

In line with the above, the participants are expected to:

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

## 3. Duration

From May 9 (Monday) to June 24 (Friday), 1988 (7 weeks).

## 4. Administering Agencies

### (1) Japan International Cooperation Agency

First Training Division,

Training Affairs Department,

P.O. Box 216, Shinjuku Mitsui Bldg.,

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

1-2, Kasumigaseki 2-chome, Chiyoda-ku, Tokyo, 100 Japan

Tel.: Tokyo (03) 581-5311

(3) Japan Institute of Personnel Administration  
TBR 923, Syuwa-Kioicho Bldg.,  
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  
3131, Miyadera, Iruma City, Saitama Prefecture, 358 Japan  
Tel.: (0429) 34-1291

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

It 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 capacity to promising administrators of Japanese government.

Main Training Facility;

Tokyo International Centre (TIC), JICA  
49-5, Nishihara 2-chome, Shibuya-ku, Tokyo, 151 Japan  
Tel.: Tokyo (03) 485-7051

Accommodation;

Tokyo International Centre (TIC), JICA  
49-5, Nishihara 2-chome, 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 a government officer promising to be a senior staff in the national government,
- (3) be graduated from the university or college in business administration, public administration or other social science,
- (4) have professional working experiences more than five years, at least two years in national government or an international organization,
- (5) have a sufficient command of spoken and written English,
- (6) be not less than twenty-five (25), and not more than thirty-five (35) years of age,
- (7) 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 ¥3,900 per day and other allowances for outfit, books and literature-transportation in addition to free accommodation and breakfast at JICA Training Centers.
- (3) Medical charges for participants who may become ill after arrival in Japan.
- (4) Expenses for study tours.

## 8. Participants

Nine persons from Chile, Iran, Malaysia, Maldives, Nepal, Peru (2), Sudan and Turkey.

## 9. Language

The course 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 a half hours)

2:00 p.m. to 4:30 p.m. (including a recess of 10 minutes)

11. Units of Instruction Hours

Total is 74 units (2 units per day -- 10 units per week, from Monday to Friday for 7 weeks).

12. Schedule of the Course

Schedule is announced at the beginning of the course.

13. Lectures and Seminars

Lectures are generally conducted in the form of lecture-forum. Seminars are conducted according to the instruction.

14. Lecturers

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

15. Prior Preparation and Submission of Reports and Data

(1) Country Report

In order to enhance the effectiveness of the training, the participants are requested to write out summary reports on the following two (2) themes, which will be used in the seminars on "Comparative Study" as well as in other studies of the course. Each report should be typewritten in accordance with the attached form and submitted to the Embassy of Japan (or JICA office) together with the Nomination Form.

The First Theme:

Each participant is requested to make 50 minutes presentation of his/her country report including 20 minutes discussion at the seminar (comparative study on National Government).

The organization, functions and roles of the National Government of the participating country.

Sub-headings suggested for the First Theme

- 1) Historical background of National Structure
- 2) Legislative, Executive and Judicial Branches of the Government
- 3) Relationship between central and local government
- 4) Policy making and legislation process, and budgeting
- 5) Management systems of government resources (manpower, budget, office equipments)
- 6) Any other items of your interest in public administration

The report should be attached with the organization chart of your whole government and a detailed organization chart in which you work.

The Second Theme:

Present state of economic and social development in the participating country.

In this report, it is advisable to cover most recent published data on the following social development-related issues as much as possible:

- 1) gross national products (in U.S. dollar),
- 2) total amount of national budget,
- 3) social welfare expenditure,
- 4) international balance of payments,
- 5) population size, growth and structure,
- 6) birth rate, death rate, infant mortality and life expectancy,
- 7) school enrollment, educational attainment and literacy,
- 8) housing and consumption of water supply and electricity,

- 9) health and nutrition,
- 10) employment,
- 11) income distribution.

(2) Preparation of Other Materials

To facilitate group discussion during the training course, it is desirable for the participant to bring with him/her a copy of the most recent statistical yearbook (or summary) and official documents (or summary) describing the current state of his/her country.

16. Certificate

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



THE OUTLINE OF THE CURRICULUM FOR  
GROUP TRAINING COURSE IN  
NATIONAL GOVERNMENT ADMINISTRATION

Part 1. Modernization Problems (4 Units)

Goals

- (1) Study the meaning and process of modernization in Japan and examine its problems.
- (2) Study the meaning and process of modernization in the participating countries.

Methods

This part is conducted by means of lecture-forums and discussions.

Part 2. Comparative Study on the National Government  
of the Participating Countries (9 Units)

Goals

- (1) Acquire general knowledge on systems of government.
- (2) Comprehend the functions and roles of the National Government through comparative study of the National Government in the participating countries.

Methods

This part is conducted by means of lecture-forums and seminars.

Part 3. Public Administration and Civil Service System  
(8 Units)

Goals

- (1) Comprehend the role of public administration in the policy makings and study problems arising in the process of implementation of that policy.
- (2) Understand the principles of modern administrative management and civil service system.

Methods

This part is conducted by means of lecture-forums.

Part 4. Policies for the Economic and Social Development  
(14 Units)

Goals

- (1) Comprehend the principles and problems concerning some governmental policies in such fields as economics and industry.
- (2) Comprehend the problems of population, labor force, social welfare and study the problems of social development.
- (3) Comprehend the problems of the project planning of regional development.

Methods

This section is conducted by means of lecture-forums, discussions and seminars.

Part 5. Actual State of Departmental Administration and  
Attachment to Relevant Ministry Offices (4 Units)

Goals

Comprehend the actual state of administration in some ministries through on-the-spot study.

Methods

The participant, according to his/her interested subjects in the departmental administration, is to be dispatched to the ministries concerned. The participant is to make on-the-spot study on the theme at the aforementioned ministries.

The participant is to submit a report on the results of his/her research and study within 10 sheets of typewriting paper.

Part 6. Study Tours

Goals

Deepen their understanding about Japan by visiting governmental and public facilities, cultural properties, and plants and institutions of private enterprises.

(1) Governmental and public facilities

Observation trips to local government offices and/or local branch offices of central government assist to deepen their comprehension about the actual state of administration.

(2) Development area

Observation trip to the spot where regional development assists

undergoing to study the actual state of the socio-economic development.

(3) Cultural properties and industry works

Observation trips to the historical places, plants and institutions of private enterprises assist to understand the background of the modernization of Japan and experience the actual state of Japan.

Methods

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

## II. OPENING MEETING



WELCOME ADDRESS FOR 21ST GROUP TRAINING COURSE  
IN NATIONAL GOVERNMENT ADMINISTRATION  
GIVEN BY MR. JIRO OSHIRO, DIRECTOR,  
INSTITUTE OF PUBLIC ADMINISTRATION,  
NATIONAL PERSONNEL AUTHORITY

ON MAY 16, 1988

Dear participants,  
Honourable guests,  
Ladies and gentlemen:

It is a great pleasure and honor for me to give a few words at this opening ceremony of the 21st Group Training Course for the National Public Administration. On behalf of the Government of Japan, I would like to extend our hearty welcome to each participant from eight different countries. At the same time, I wish to express our sincere gratitude to the participating States, Japan International Cooperation Agency and all other concerned, for their large contributions and kind cooperations to this course.

We founded this Group Training Course in 1968 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. Since then, we have been making every effort to develop and improve this course. As a result, this course has been participated by 285 persons from 39 different countries of the world. We are sure all these participants have contributed very much to the development of administration and international cooperation.

For the programme of this year, we designed 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 countries and detailed comparative studies will contribute largely to the

development of participating States. In order to enable you to comprehend the actual state of our Government, we arranged on-the-spot study in some ministries. In addition, study tours will provide you with valuable informations and experiences to your better understanding about Japan through your visits to public facilities, plants and institutes of private enterprises or cultural properties.

On this special occasion of your stay in our country, we truly hope you will get closely acquainted with our society and our people. Today, our country is trying very hard to carry out adjustment of economic structure, expansion of domestic demand and other measures. We sincerely wish that our efforts would have a favorable effect on international economy and cooperation, and furthermore contribute to the peace and prosperity of the international community.

We are very glad to accept all of you in this course held in Tokyo. Needless to say, Tokyo is the capital of Japan and the center 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 state of affairs in our whole society. Our country is now faced with various problems socially, economically and internationally. In those circumstances our people are always making every effort in any fields of our society with great vitality, which you can understand to be a key factor of the development of our country.

In concluding my address, I wish all of you will be successful in this course and have a comfortable stay in our country.

Thank you very much.



OPENING ADDRESS OF  
NATIONAL GOVERNMENT ADMINISTRATION COURSE IN 1988

by Tsuneo Okabe, Director of Training Affairs Dept., JICA

On May 16, 1988

Mr. Jiro OOSHIRO, 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 have this opportunity to  
address to you, on behalf of Japan International Cooperation Agency, at the  
opening of the Group Training Course in "National Government Administ-  
ration" in 1988.

First of all, I would like to extend my heartiest welcome to all of  
you participants for attending this course.

As you know, this course has been organized by the Government of  
Japan. During about seven weeks, from now, you will be going through the  
period of training, taking lectures concerning government administration  
and participating in field trips and other activities. As all the partici-  
pants here are hardworking, I believe that the programme will be a very  
successful one.

Speaking about the field trips, you will be visiting various places in  
our country, including Hiroshima and Kyoto. I hope that these trips will  
give you some insight to the culture, history and life of people of this  
country. Dear participants, it is our sincere hope that you will harvest  
the maximum benefit from the course by your active participation in it.

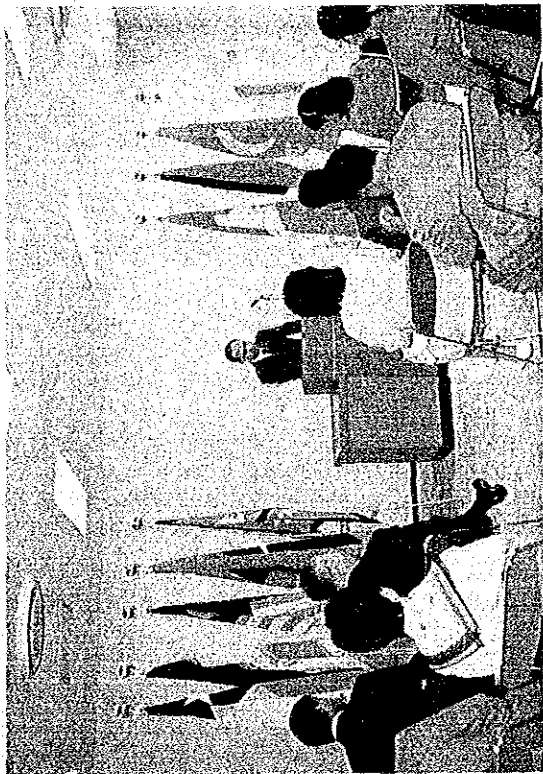
On our part also, we assure you that we will do our best to make this  
course successfully.

Before closing my short speech, I would like to take this opportunity

to express our deep gratitude to the staff of the Institute of Public Administration for their efforts and contribution in arranging this excellent course programme. To conclude, let me say, please take good care of yourself and enjoy your life in Japan.

Thank you.

Opening Meeting



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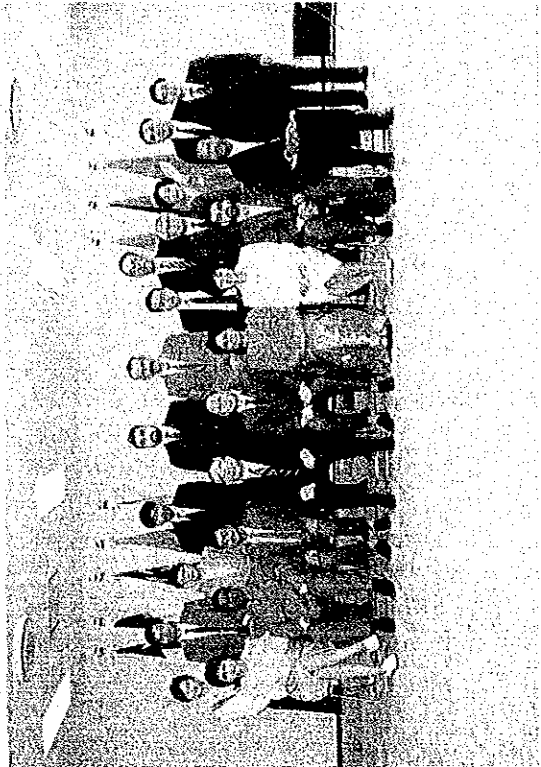


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1-3 Opening Ceremony  
4 Member of Participants



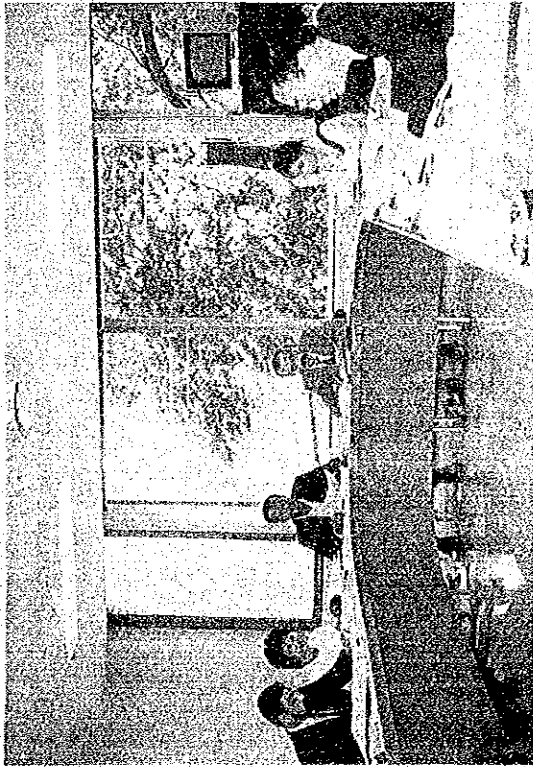
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5 Orientation by N.P.A.  
6-8 Courtesy Call at N.P.A.



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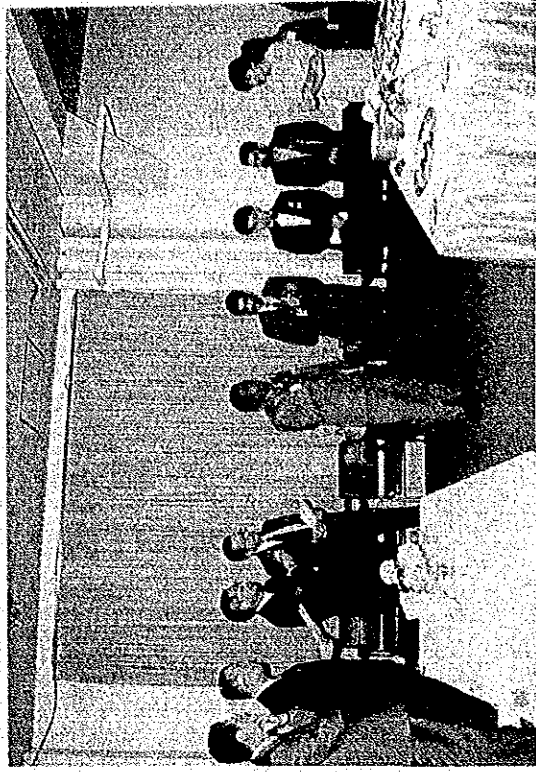


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9-12 Reception by N.P.A.



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13



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13-16 Reception by N.P.A.

### III. REPORTS OF SEMINARS





## INSTRUCTION ON SEMINARS

### Seminar I.

1. Subject:

Comparative Study on National Government of the Participating Countries

2. Purpose:

To enable the participants to understand the organization, functions and roles of the National Governments of the participating countries (the first theme) on the basis of comparative study and clearly recognize the differences in their functions and roles as viewed from their basic principles.

Each participant, based on his/her Country Report, expresses his/her opinion one by one on the general affairs of the nation, and the organization, functions and the roles of the central government of his/her country for 20 to 30 minutes. Discussion is carried out by answering the questions from the participants and the 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 present at the seminar.

### Seminar II.

1. Subject:

Problems of Social and Economic Development

2. Purpose:

To enable the participants to understand present state of industrialization, economic and social development in the participating countries (the second theme) on the basis of comparative study and clearly recognize the differences in the roles of the National Governments of the participating countries.

Each participant has discussions to the subject, grounded on the result of the analysis of the data for each country presented by the lecturer, and the Country Reports which all the participants preliminarily submitted. Discussion is closed with the summarization of the roles of the central government in improving social and economic development of the participating countries. Then the result is shown to other participants in the general session where problems are discussed further under the guidance of the lecturer. Following are the group reports of the seminar.

## SEMINAR I.

### SUMMARY REPORT ON COUNTRY REPORTS FOR THE 21ST NATIONAL GOVERNMENT ADMINISTRATION GROUP TRAINING COURSE

#### Presentation:

The presentation of the first theme of individual country report by participants from 8 countries forming the group started on Monday 29th, May, 1988 and ended on Friday 24th, June, 1988 in the following order:

- |             |                                    |
|-------------|------------------------------------|
| 1. Chile    | Miss Sara Maria Donoso Richard     |
| 2. Iran     | Mr. Morteza Ebrahimian             |
| 3. Malaysia | Mrs. Sharifah Zarah Bte Syed Ahmed |
| 4. Maldives | Mr. Ibrahim Rasheed                |
| 5. Nepal    | Mr. Binod Prasad Acharya           |
| 6. Perú     | Mr. Vladimir Kočerha               |
| 7. Perú     | Mrs. Julia Sakay Okawa             |
| 8. Sudan    | Mr. Mohamed Ali Fadol              |
| 9. Turkey   | Mr. Mehmet Ali Balta               |

The sessions were presided over by Mr. Ito, Professor, Saitama University with the course leader Mr. Yamada and the course coordinator Mrs. Saito in attendance.

During and after the presentations, questions were asked by other participants, the chairman -- Prof. Ito, the course leader and course coordinator to give clear understanding of certain points. Appropriate or almost appropriate answers were given to the questions posed. Each participant highlighted his or her country report with special reference to the following headings:

- (a) Historical background of national structure
- (b) Legislative, Executive and Judicial Branches of the government

- (c) Relationship between Central and Local government
- (d) Policy making and legislation process, and budgeting
- (e) Management systems of government resources (manpower, budget, office equipments)

In comparing Japan with our various countries, we were able to see some differences and in some cases similarities in some of the areas quoted above since some of our countries were cradled in either the British or American systems which formed the framework of the Japanese system. Notwithstanding this traits of one or both of the systems above were proved to be in the system of rule.

#### Comparative Study:

According to the presentation of participants based on country reports, Prof. Ito requested them to make a discussion and report in three major items; (1) productivity of public service, (2) relationship between public and private sectors, and (3) legitimacy of government.

In order to give exact picture of the materials presented at the end of the conclusion.

One principal fact deduced from the presentations is that though our systems vary from country to country, yet there are elements of democracy in various forms that suit each country at that time and a quantum of efficiency in almost all of our governments. These make it possible to say that there could be seen elements of MODERNIZATION in our various forms of Governments with the BUREAUCRATS playing a role in the governmental machinery of our various countries thereby sharing in one or all of C.J. Friedrich's six criteria of bureaucracy. Please refer to pages 1 and 2 of Prof. Ito's handout entitled 'MODERN GOVERNMENTAL SYSTEMS AND ITS IMPACT ON SOCIETY'.

#### Group Reports:

Reports made by participants are the following.

## 1. PRODUCTIVITY OF PUBLIC SERVICE

When thinking about the State and the role that public servants must play as members of such a State, it is necessary to make a distinction between the productive institutions (such as corporations, enterprises, financial organizations, etc.) that belong to the public sector and the service institutions that take their share in satisfying the general needs of the population.

Regarding the first group -- the production-oriented institutions --, their work can be evaluated better in terms of the quality and quantity of their output, which is usually a material commodity. Thus, successful economic ventures among public corporations prove their higher efficiency and/or productivity through an adequate management of public resources.

About service institutions, it must be said that even though it is difficult to measure their productivity the general image that individually or collectively these institutions project, makes them appear as efficient organizations or not. Therefore, in order to determine the efficiency of service institutions, two main areas of importance should be established: the human resources aspect of efficiency (usually related to the quality of the output) and the physical resources needed (in terms of quantity), to implement the service to be given. It also must be mentioned that this distinction can be applied to the production-oriented institution of the public sector, given that besides their productive role, they also have a public service orientation.

The human resources aspect of efficiency among public servants is a broad concept. It deals among other things with the attitude of the individual public worker regarding his/her work, the relationship with the general public and the overall context (the workplace), in which he/she is engaged. If there is not a general positive attitude towards work, such as trustworthiness among fellow employees and incorruptibility, then something is not working right. All these aspects can be comprised in a single idea of the "service oriented attitude" that must be part of the daily life of

public servants. This "service oriented attitude" is closely related to the identity of the individual worker with his/her work superiors, government and in his/her belonging to the broader framework of the nation/state. Enthusiasm for work which usually allows for a higher efficiency among public servants is a consequence of the role that the individual must play within society whether or not he/she is in agreement with the temporary context (the government, the superiors, etc.) in which the work takes place.

It happens in some countries, that there is a high degree of politicization among the workers, thus extracting energy from the actual labours that must be done. Efficiency therefore is lower. In any case the measurement of efficiency is related directly with the satisfaction of the general public needs. The more the general public accepts their public servants as performing a service without expecting higher retribution beyond their salary, the more efficient such a public service system is. It could be said that the higher the level of education is, the better the quality of the human resources available, and usually a more efficient service is provided.

Regarding the physical resources aspect of productivity, it could be said that primarily this is a quantifiable function. In order to provide an efficient service three basic prerequisites are needed: adequate manpower (which can be measured in terms of the human resources aspect dealt with before), material equipment and the financial variable which conditions both of the above. The structuring of an effective organization which can coordinate these three elements also plays a key role in enhancing the efficiency of service. This means a dynamic and decentralized delegation of responsibilities in order to comply with the decision-making process eliminating all sorts of unnecessary steps.

The responsibility of state officials towards the implementation of a responsible public service is crucial. The basic policies needed in order to fulfill this task comprise not only an innate responsibility by public employees but also an effective accountability system which could allow for a merit-oriented model to be set into place. Besides, so as to achieve a

service-oriented mental framework in the workplace, certain incentives and promotions are necessary. On top of the promotion by merit system, in-service and on-the-job training schemes are very rewarding and high-yielding for elevating the productivity of the public service. At some-times this might mean a structural reorganization within the administration but the effects are usually positive.

Another set of policies that are very important towards the develop-ment of a productive public sector are related to the welfare and benefits of the employees. Guarantees such as health and life insurances, facili-ties like transportation and housing for certain types of jobs, and fringe benefits for special services even though they are common practice in many countries, need to be considered cautiously to extract a higher cost-effectiveness of the public employee.

Finally, as part of the overall context that should surround an efficient public service, some other aspects are determinant in condition-ing the participation of employees to support the measures oriented to enhance their productivity. An adequate enforcement of laws and regu-lations within the workplace and among fellow public servants is crucial not only for the service to be given but also for the image, prestige and harmony that public institutions must have.

## 2. RELATIONSHIP BETWEEN PUBLIC AND PRIVATE SECTORS

The relationship between public and private sectors takes place in two spheres; economic and social spheres. This bilateral relationship is very complex. The two sides of this relationship effect each other and benefits from their actions; such as private sector pays taxes and this money turns to the private sector as a services of government like schools, national defense, etc.

The first side, government (public sector) represents the interest of the whole society, but it has a power to control and guide society. There is always some conflicts within the society, and government must act on behalf of society as a whole and it must not be one part. It must compromise different benefits. Therefore, the role of a government in a society is to establish sets of rules and norms to which individuals acts accordingly. Government is the highest authority within the society to set those general rules for everybody and individuals are expected to obey those rules. Those rules are constitutions, laws, ordinances, etc.

Public sector must be centerman and indifferent (neutral) within the society and among the different interest groups. That is, it should not act as a representative or agent of one interest group or class. Instead, it must be representative of whole society. The first function of the government is to ensure freedom for each individual and groups and create a good atmosphere for development as whole and development as individuals. The costs of those actions of government to the private sector are taxes and obedience to those rules.

In economic level, the relationship between public and private sectors is very complex. In market-oriented economies, government is the biggest and monopolistic economic sector in economic life. Its expenditures effect economy very much. So the government has a power to control the economy. First of all, government must control domestic market, from foreign intervention, that is, to control imports and exports. By using customs and tariffs government can control imports in order to protect domestic produc-



tion.

In economic development process, the role of government is very important, especially in developing countries. As we said earlier, government is the biggest sector in economy; in developing countries, resources are very scarce, so the only government has enough resources to make investments such as infrastructure, etc.

In some cases, maybe some groups within the private sector do not benefit from government's actions and some benefit from those actions. That is, in development process sometimes some sectors need priorities, like industrial sector has a priority over agricultural sector and government transfers resources from agricultural sector to the industrial sector. Those priorities are determined by the level of economic development and economic situation.

The relation between the participators of the economic activities is also determined and regulated by the government, such as the relations between workers and the owners of the means of production regulated by the government.

The transfer of resources from one part of the economy to the other sectors or from government to the private sector is very important. These transfers are subsidises, tax exempts, etc. The channels of these transfers differ according to the kind of resource. It can be financial technical, know-how, institutional, etc.

The educating of work force is a kind of transfer to the firms and at same time it is also transfer to the people. The resource transfers are determined by the level of economic development and current economic situation of the country.

### 3. LEGITIMACY OF GOVERNMENT

The concept of legitimacy of the government is indeed a very broad and abstract issue to discuss. It includes all aspects, levels of manifestation which are direct, indirect, visible or discreet. It might be seen merely in terms of image of the country, its coping capability to maintain equilibrium and stability in either political, economic or social aspects.

The legitimacy of the country can be better understand by looking at various factors.

#### (a) Authority

Authority here can be analyzed in two angles -- one is the authority of the government and the other is the authority of its people. Countries usually must have leadership, depending on the needs of the people. The govt.'s authority and its people's authority usually can be seen through the promulgation of the constitution. The constitution commonly becomes the supreme and overriding law of the country. It usually sets out a broad framework for the governance of the country, laying down the rights of the individual and the extent to which the executive power may limit these rights. It also, to a certain extent, guarantees liberty of the person; protection against criminal laws and trials; equality before the laws, freedom of movement, the right to property, so on and so forth. This framework of the governance is successful or not depends mostly on the acceptance or resistance of the people which can be seen through manifestation and reaction of the people.

In order to get the authority, the government needs to be supported by military, economic control, political referendum and recognition by foreign countries. Most countries believe that the primary responsibility for her defence rests with herself. With this principle most countries have their own defence forces to provide adequate defence or to meet external and internal attaches or disorders. The other criteria may be the level of promoting international cooperations and understanding which may be based

on certain factors such as justice and equality. This is usually seen when most of the countries try to get involve directly in the activities of world bodies.

(b) Loyalty

Narrowing the scope to this topic, loyalty can be discussed by looking at the attitudes, support and participation of the public. These will include their satisfaction either in material needs or spiritual needs. For public servants, positive attitude and strong support for the government are very crucial ones. This is because public servants in most countries are considered as a backbone of the government. They are involved in policy making and at the same time in implementing those policies. The sense of belonging, worrying as a team is a very important factor in support to the legitimacy of the government.

(c) Returns

In trying to achieve a strong support and loyalty from the public servants, government usually tried their level best to make sure that public as a whole, particularly public servants get their returns, such as respects (status), opportunities, fringe benefits, security and a live.

SEMINAR II.

GROUP REPORT  
ON  
SOCIAL AND ECONOMIC DEVELOPMENT

INTRODUCTION;

As part of the seven-week annual course on National Government Administration which was offered by the Japanese International Cooperation Agency (JICA) for the 21st time starting May 9th and concluding June 23rd, 1988, the nine participants from eight different countries were asked to come up with an economic report related to the developmental issues that were discussed throughout the course.

The present report attempts to fulfill this task, having as its main objective to put together the acquired knowledge by all the participants in the National Government Course on the social and economic issues that affect the development of our respective nations.

When discussing the main objective for this report, it was accepted by all the participants in lieu of the short time available and other general constraints, that it was much better to concentrate on specific topics such as population, labour, health and education in order to prepare a three-part report that would have a sequential methods -- logical approach looking first for a comparative analysis of the participating countries, trends on the above mentioned topics, with special reference to Peru. Secondly, a general conclusion regarding the topics and trends analyzed also forms part of this report so that the overall aspects found in the comparative analysis could be stressed and summarized. Finally, a set of very general recommendations oriented basically at the Peruvian reference case is also included so as to add some input into the everlasting debate on development. Besides, each participant was asked to come up with brief recommendations for his/her own country which proved to be not only an interesting exercise but also made this report less one-sided.

The reason why Peru was given special attention was basically because this country represented in very broad terms the median of all the remaining countries excepting the Republic of the Maldives. Therefore, when looking at the three main variables selected for deciding the "average" country (population, population growth rate, and gross national product per capita), Peru appeared to be at the middle of the seven country list.

At this point it is necessary to mention some of the constraints that made it difficult for the participants to come up with a thorough, more elaborated document. Basically, time-wise, given the short period allocated for producing this report, there was a need to rush in the selection of the main topic and decide fast on the methodology to be chosen in accomplishing the task. In any case, thanks to the adequate conduction and supervision by Prof. Ogawa of Nihon University it was possible to decide in choosing one of the possible alternatives that permitted the group to come up with the present report. Our recognition to him and the course coordination in supporting us to fulfill this task as well as the personnel of Nihon University who did the rough work in finishing this document.

## A. POPULATION ANALYSIS

### a) Population size

Out of the seven countries, Turkey has the largest population (50.2 million), while Chile has the smallest one (12.1 million). Peru's population size is the fourth one (18.6 million) and the remaining four countries are not substantially different from Peru in population size. As regards current population growth rates, Sudan shows the highest rate (2.89%), and the growth rate for Chile is the lowest (1.52%). Peru's current growth rate is 2.51%, which is close to the average of the growth rates for all the seven countries (2.3%). The rest of the countries shows the growth rates higher than 2%. This may indicate that all the countries are facing serious population growth problems except for Chile.

### b) Population structure

Let us analyze the population structure by age. In the age group 0-14 years Sudan has the highest percentage (45.1%) and Chile has the lowest share (30.2%). In Peru, it is 40.5% while the average of the seven countries is 40.1%. Nepal and Iran are higher the average while Malaysia and Turkey are lower.

With regard to the age group 15-64, Chile has the highest (64.1%) and Sudan has the lowest (52.1%). The corresponding figure for Peru (55.9%) is near the average (56.5%). Malaysia and Turkey show the values higher than the average, but the others below the average.

In so far as those at ages 65 and over, Sudan has the lowest percentage (2.8%), and Chile has the highest (5.7%). In Peru, it is 3.6%, while the average for the seven participating countries is 3.36%. Nepal and Iran are below the average, and others are above.

According to these figures the majority of the population is 15-64 age group. However, the age group 0-14 years corresponds to 40% of the total

population and 3.36% for those aged 65 and over. This implies that on the average, four working-age persons support three young and old dependents; this dependency ratio is considerably higher than that for Japan or other industrialized countries.

The economic development has important effects on social life. As economic development proceeds, people's attitudes change in many areas. For instance, married couples do not want many children, and their norms also change from large extended families towards nuclear families. The material conditions lead people's behavior towards having a smaller number of children. In old days one more child means more worker for production; but in modern days more child means high costs.

The comparison between Tables 3 and 5 shows the relation between the size of family and economic development. The countries with higher per capita income among these seven countries have lower total fertility rates. For example, Malaysia and Chile have the highest per capita income but they have the lowest TFR. On the contrary Nepal and Sudan have the lowest per capita income with the highest TFR.

Table 1. Population Size (1985)

Country	Population (Millions)	Percentage of Participating Country	Annual Growth Rate (%)
Chile	12.1	67	1.52
Iran	44.6	24.8	2.77
Malaysia	15.6	8.7	2.12
Nepal	16.5	9.2	2.28
Peru	18.6	10.4	2.51
Sudan	21.9	12.2	2.89
Turkey	50.2	28.0	2.06
Total	179.5	100.0	
Average	25.64		2.3



Table 2. Structure of Population by Age (1985)

(Thousands)

Country	Age					
	0-14	%	15-64	%	65+	%
Chile	3,638	30.2	7,719	64.1	680	5.7
Iran	19,058	42.7	24,079	53.9	1,495	3.3
Malaysia	5,875	37.8	9,093	58.4	589	3.8
Nepal	7,136	43.3	8,874	53.8	473	2.9
Peru	7,971	40.5	11,019	55.9	707	3.6
Sudan	9,727	45.1	11,223	52.1	600	2.8
Turkey	17,924	36.4	29,273	59.4	2,093	4.2
<b>Total</b>	<b>71,329</b>	<b>40</b>	<b>101,280</b>	<b>56.5</b>	<b>6,637</b>	<b>3.36</b>

Table 3(A) Trends - Crude Birth Rate, Crude Death Rate,  
Total Fertility Rate (1984)

Country	CBR		GDR		TFR	
	1965	1980	1965	1980	1965	1980
Chile	27	17	29	25	44	58
Iran	49	36	26	33	25	31
Malaysia	59	42	13	19	29	39
Nepal	94	93	2	1	4	7
Peru	50	40	19	18	32	42
Sudan	82	71	5	8	14	21
Turkey	75	58	11	17	14	25
Average	62	51	15	17	25	32

Table 3. Trends - Crude Birth Rate, Crude Death Rate, Total Fertility Rate (1984)

Country	CBR					CDR					TFR				
	1960/70	1970/80	1980/90	1990/2000	1960/70	1970/80	1980/90	1990/2000	1860/70	1970/80	1980/90	1990/2000			
Chile	33.4	24.7	22.35	19.9	10.9	7.85	6.65	6.7	4.61	3.08	2.54	2.4			
Iran	50.15	43.75	39.65	32.45	16.65	12.55	11.4	8.5	7.84	6.43	5.42	4.3			
Malaysia	40.85	32.55	29	22.3	11.85	8.85	6.2	5.35	6.3	4.63	3.6	2.67			
Nepal	45.65	45.8	40.55	36.6	24.25	21.45	17.55	14.5	6.01	6.53	6.04	5.17			
Peru	44.9	39.25	35.5	29.6	16.6	12.25	9.95	7.2	6.71	5.69	4.74	3.73			
Sudan	47	47.05	45.05	40.65	23.8	20.3	16.4	12.75	6.68	6.68	6.48	5.8			
Turkey	40.3	34.5	29.7	25.1	14.3	10.95	8.9	7.15	5.9	4.87	3.80	3.07			
Average	43.17	38.22	34.54	29.51	16.9	13.45	11	8.87	6.22	5.41	4.71	3.87			

Table 4. Urban - Rural - Population

Country	1985		1980		Trends Toward Urbanization
	Urban	Rural	Percentage of Population in Largest City	In Cities of Our 500,000 Persons	
Chile	83	17	44	44	0.55
Iran	54	46	28	47	0.85
Malaysia	38	62	27	27	0.60
Nepal	7	93	27	-	0.15
Peru	68	32	39	44	0.80
Sudan	21	79	31	31	0.40
Turkey	46	54	24	42	0.70
Average	45.3	54.7	31.4	33.6	0.57

Table 5. Gross National Product

Country	Population (Million)	GNP per Capita (US\$)	GNP (US Million)
Chile	12.1	1,430	17,303
Iran	44.6	-	-
Malaysia	15.6	2,000	31,200
Nepal	16.5	160	2,640
Peru	18.6	1,010	18,786
Sudan	21.9	300	6,570
Turkey	50.2	1,080	54,216

## B. LABOUR FORCE

With regard to the average annual growth rate of the labour force to the countries selected, it was 2.5% on the period 1965-1980, and rose to 2.7% during 1980-1985. It is anticipated to decline to 2.5% between 1985-2000.

The increase is seen in most of the analyzed countries (Chile, Iran, Nepal, Sudan and Turkey). Peru has not suffered major changes during the 1980-1985 period as compared with the 1965-1980 period, expecting its labour force to increase higher than the average of the remaining countries.

For 1985-2000, the decrease that is projected could take place in most of the countries, with exception of Nepal this decrease will be significant in Chile.

Even though Peru is expected to reduce its labour force growth over the 1985-2000 period, it will be still higher than the average.

The increase of the labour force in the 1980-1985 period is a consequence of a change in the size and structure of the population by age of the countries selected, from 15 to 64 years old (1960 - 53.8%, 1985 - 56.5%).

In relation to the participation of women in the labour force, we can say that the average of the countries analyzed has been stable since the 1960-1985 period, but is expected to increase by the year 2000.

However some countries such as Malaysia and Chile have shown an important increase in the female labour force.

In Peru we can see an increase around 1985, but the women participation in the labour force is less than the average.

Turkey, Nepal, and Sudan show a decrease in women's labour force as a consequence of the decrease of female participation in activities related to the agricultural sector, and a limited participation in other sector.

Pertaining to the distribution of the labour force in the primary sector (Agriculture), Secondary (industry) and tertiary sector (services) we must say that all the countries showed a decrease in the number of people working in the agricultural sector, shifting to the industrial and services sectors.

This sectorial shift has taken place together with a migration process from the rural area to the urban area. This process is a consequence, amount others things, of the improvement of technologies in the agricultural activity and of better living conditions and employment opportunities in the urban areas.

Table 6.

Country	Average Annual Growth of Labour Force (Percent)				Percentage Participation to Labour Force of Population				
	1965-80	1980-85	1985-2000	1960		1985		2000	
				M	F	M	F	M	F
Chile	2.2	2.6	1.7	52.0	14.2	51.7	19.7	53.7	21.5
Iran	3.2	3.3	3.2	51.9	6.6	47.7	9.9	49.9	13.6
Malaysia	3.4	2.9	2.6	49.2	19.4	51.3	27.9	54.2	30.6
Nepal	1.6	2.3	2.3	62.6	35.1	53.4	29.4	55.5	28.2
Peru	2.9	2.9	2.8	50.3	13.4	47.4	15.4	50.3	16.5
Sudan	2.4	2.8	3.1	55.6	14.9	51.2	13.5	50.1	16.6
Turkey	1.7	2.3	2.0	58.5	42.7	55.7	30.4	56.4	31.1
Average	2.5	2.7	2.5	54.3	20.9	51.2	20.9	52.9	22.6



Table 7. Percentage Distribution of Labor Force

Country	Agriculture		Industry		Services	
	1965	1980	1965	1980	1965	1980
Chile	27	17	29	25	44	58
Iran	49	36	26	33	25	31
Malaysia	59	42	13	19	29	39
Nepal	94	93	2	1	4	7
Peru	50	40	19	18	32	42
Sudan	82	71	5	8	14	21
Turkey	75	58	11	17	14	25
Average	62	51	15	17	25	32

### C. EDUCATION

From the data available it can be observed that the enrollment differs from one country to another, although the majority have compulsory education especially on the primary stream. The standard age for the primary school is 6-12 years old, but in certain countries, such as Peru and Turkey, the enrollment is beyond 100%. This is mainly due to delayed entrance where children at school going age are engaged in farming in most of the developing countries.

Peru is an interesting case; there is a higher education enrollment number. The reason for this unique pattern is that Peru has many Universities and thus the capacity for higher education is more.

In contrast, Sudan has extremely limited number of students going for higher education. This is due to scarcity of Higher Educational Institutions. Similar patterns is observable in Malaysia where the corresponding number drops from Secondary to higher school pronouncedly. This might be due to tough examinations and great competition to enter High Educational Institutions. Also many students will go straight to the labour market after they graduate from secondary or Vocational School.

From the comparative analysis above, it can be said that for Peru there is no urgent need for improvement on Education Services. Peru's education development is quite stable in both secondary and high school.

But on the other hand, Peru is now facing a problems of under-employment, which become a more serious issue when students who graduated from higher education do not have professional skills.

Table 8. Number Enrolled in School as Percentage  
of Age Group

Country	Primary (6-12)	Secondary (12-18)	Higher Education (18+)
	(1984)	(1984)	(1984)
Chile	107	66	15
Iran	107	43	4
Malaysia	97	53	6
Nepal	77	23	5
Peru	116	61	22
Sudan	49	19	2
Turkey	113	38	8

#### D. HEALTH

In comparing the health-related indicators of the 7 collected countries listed Table 9, we should note the changes of every figure as discussed below:

- (1) The daily calorie intake per capita in Chile and Turkey are higher than other countries in 1965.
- (2) The daily calorie intake per capita in Nepal and Sudan are lower than other countries in 1966.
- (3) The daily calorie intake per capita in Turkey and Iran are higher than other countries in 1981.
- (4) The daily calorie intake per capita of Peru and Sudan are lower than other countries in 1981.

This brief comparison leads us to conclude that Peru's nutritional status relative to other countries has declined during 1965-1981. Because some countries have no data on the population per physician and/or the population per nursing person, intercountry comparisons of these data can not be complete. However, the arithmetic means for each indicator in Table 9, computed on the basis of limited data are presented as above.

Population per physician is extremely high for Nepal in 1965, but the situation improved substantially by 1981. The same can be said with Sudan;

Among the 7 countries, Turkey has the lowest population per physician.

It is rather strange that in Malaysia the population per nursing person increased slightly in the period from 1965 to 1981.

The reason is not known, but it seems that Malaysia might have neglected training of nursing person.

A common problem observed in many countries is a heavy concentration of physicians in urban areas, leading to a lower level of health and medical services for rural population.

Rural population in Nepal, in particular, suffers from difficult access to medical services due to mountainous topography and the lack of means of transportation.

Table 9. Health-Related Indicators

Country	Population per Physician		Population per Nurse		Daily Calorie Supply per Capita	
	1965	1981	1965	1981	1965	1981
Chile	2,100*	-	600*	-	2,591	2,602
Iran	3,800	2,900	4,170	1,160	2,140	3,122
Malaysia	6,220	3,920	1,320	1,390	2,249	2,684
Nepal	46,200	28,770	-	33,430*	1,931	2,034
Peru	1,620*	-	880*	-	2,324	2,171
Sudan	23,500	9,800	3,360	1,440	1,874	1,737
Turkey	2,900	1,530	2,290	1,240	2,636	3,167
Average	16,524	9,384	2,785	1,307	2,249	2,502

\* Average is not included in calculation for population per nurse.

## E. CONCLUSION

The average annual population growth rate for all the seven countries is approximately 2.3% in 1985; Peru shows a relatively higher growth rate than this. From Table 2, we can note that all of the seven countries have a young population structure. Mostly the population ranging between 0-14, which implies that greater investments on education are required.

Both birth and death rates are on the downward trend. Our reference country, Peru, has the same crude birth rate average with the seven countries. The fall of birth rates is due to the prevalence of family planning programs, higher education levels, increased female participation to labour force, urbanization and economic development level. But, in general, the crude birth rates are higher than that of developed countries. For those seven countries the decline of death rates depends not only on the better health care services and facilities but also on the population structure in which those at age 65 and over have the low percentage in all seven countries.

One of the important points here is the difference between the rate of a decrease in birth rates and that in death rates. The rate of a decrease in death rates is higher than the rate of a decrease in birth rates in all the seven countries. One of the factors affecting population growth is more pronounced reduction in death rate rather than that of birth rates.

Because of the availability of social services in urban areas such as education, employment opportunities, amenities and all those facilities available in big cities attract the population from rural areas. The other important factor which causes rural-urban migration is the mechanization of agriculture; consequently, these rural surplus in labour is shifted to urban areas for employment in nonagricultural sectors.

The urbanization is closely related with the change of production structure. There is a tendency in every country except for Nepal that the agricultural employment has been falling and employment has been increasing

in industrial and service sectors. In Chile and Peru industrial employment has been decreasing due to the fact that the population growth rate is higher than the investment rate in industry and it is a transitional phenomena. In Nepal, the sectorial structure of employment has been almost stagnant. Other countries are experiencing a decrease in agriculture and an increase in industrial and service sectors.

The annual growth rate of the labour in Peru has been remaining virtually unchanged and the pace of growth was 2.9% during 1965-1985 and it will continue to grow at the same rate. Interestingly, in Chile and in Turkey, the growth rate of labour force increased during 1965-1985, and one of the projections shows that there will be a decreasing tendency within next 15 years. This will happen because of the changing population structure and falling population growth rates. In the Malaysian case, the pace of growth will be low as compared with the one observed in the past. There will be also an increased female participation in the labour force in each country in the following 15 years.

Most of the countries have more than 100% primary school enrollment rates except Nepal and Sudan. As regards secondary school enrollment, Chile and Peru have the highest level. Peru has the highest high school enrollment, and Chile has the second. This brings forth the problem of underemployment; university graduates land jobs which are not suitable for them. Malaysia will suffer from obtaining qualified personnel with respect to her level of industrialization and development.

In summary, all of the seven countries have population problems which may cause other problems such as unemployment and underemployment. All of the seven countries have very young population and their governments must take measures according to the structure of the population.



## F. RECOMMENDATIONS

### a) Population

#### Problem Areas:

- (1) Population growth rate too high
- (2) Urbanization/migration
- (3) High TFR

#### Possible Solutions:

- Effective family planning measures (Supply side) → Suburban areas should be given priority.
- Given that development is highly interconnected with population growth, it is necessary that there should be a creation of awareness among the population that development is underway → Demand side family planning.
- Health and education programs.
- Higher women's participation in the labour force → Incentives.

#### Recommendations:

- (1) Target a 35-year span for doubling population. Bring down average population growth rate to 2% annually for the next 35 years.
- (2) To facilitate faster economic growth of the country which will at its time affect TFR and bring down CBR, attempts should be directed to rural and suburban populations for faster development efforts.

- (3) Target real GNP per capita growth of 100% to achieve by the year 2000.
- (4) Plan for a realistic spatial distribution of the population by the time it will double.
- (5) Continue with regionalization, decentralization and decentralization efforts.
- (6) Continue with programs that will bring down CDR, parallel to making people aware that TFR should also drop.

b) Labour

Problem Areas:

- (1) Work force grows at a higher speed than possible absorption by labour market because of a shift from primary sector activities to other sectors.
- (2) Massive rural-urban migration complicates the above problem.
- (3) High CBR has led to a rapid increase in the work force for the 1980-1985 period, although it is expected to stabilize or decline again by the year 2000.
- (4) Underemployment rather than unemployment is a major imbalance among the work force.

Possible Solutions:

- In the medium to long-term period, labour problems should be connected in the way consistent with population policies.
- For the short-term, an effective employment program should also be implemented in order to absorb not only the 2.9% annual

increase of working force but some of the underemployed population.

- Set up some restrictive measures to prevent a high rural to urban migration and if necessary direct the migration flows to smaller or medium-size cities and towns.
- Establish areas for development of labour-intensive industries away from major urban concentrations.

Recommendations:

- (1) Target an optimum percentage of working force to be employed in the primary sector, depending on the land resources available, ideal size of efficient administration of land and demand-side oriented agricultural needs within the domestic market. Programs to correct imbalances should be implemented by the year 2000.
- (2) Emphasize rapid growth development of activities related to the fishing, mining and forestry fields as export-oriented, comparatively advantageous areas that could allow for an immediate absorption of part of the underemployed and new population entering into the work force. This should also restrain rural to urban migration.
- (3) Determine at least two development areas away from the largest city in order to attract investments looking for labour-intensive industries that will allow for primary to secondary migration and the establishment of growth poles that could absorb most of the annual increase of the working force.
- (4) Insist on industrialization efforts away from the main city which should include training of unskilled workers, up-grading of the quality of services and creating a efficiency-conscious mentality among the work force.

(Recommendation for Chile)

Population:

- Population must grow according to the possibility of the counting for stepping up its economic and social development.
- Some measures to moderate the massive shift of population from the rural areas to the urban areas must be taken.

Labor Force:

Considering the shift of the labour force to the secondary and tertiary sectors, it must promote the training of the labour force, especially of the people who come from the primary sector, in new technologies allowing them to acquire some skill necessary for employment.

Induction Solution:

According to the figures of education, Chile must increase the number of young people who reach the secondary level in the school.

(Recommendation for Iran)

In the name of God

Brief information about Iran in field, population, labor, health and education

#### 1. Population and Human Resources

On the basis of the estimates by 'Iran Center for Statistics', in 1984 the population of the country had a growth rate of 3.2 percent with its population increase from about 42.1 million to 43.4 million.

A study of the geographical distribution of population indicates that about 21.1 million (48.6 percent) lived in rural areas while the remaining 22.3 million (51.4 percent) were urban dwellers.

Population growth rates in urban and rural areas were 4.4 percent and 2 percent respectively which indicates that the direction of migration was still from rural to urban areas. The economically active population was estimated to be about 12.3 million, of which 5.5 million lived in urban areas and 6.9 million in rural areas. When compared with the preceding year, the active population of urban and rural areas shows respective increases of 230 thousand and 132 thousand persons.

The ratio of active to total population was estimated at 28.4 percent in 1984.

The literacy rate in the population with 6-29 years of age was 90.5 percent amongst the urban dwellers and 57.5 percent in rural areas. In the preceding year the figures were respectively 90.4 percent and 57.4 percent.

During the year 1984, the ratio of the school-enrolled to education-eligible population was estimated to be 69.9 percent for the entire country; 82.3 percent for urban areas and 56.7 percent for rural areas compared with the figures of the preceding year, which were respectively 70.4 percent, 83.4 percent and 56.7 percent, the ratio relating to entire

country and urban areas have decreased.

Literacy Rate for the Population Aged  
Six Years and Over in 1983-84  
(Percent)

	Total		Urban areas		Rural areas	
	1983	1984	1983	1984	1983	1984
Male	58.5	58.6	47.3	74.4	40.0	40.2
Female	69.8	69.9	82.0	82.1	54.9	55.1
Total	46.0	46.1	65.7	65.8	25.7	26.0

Source: 'Iran Center for Statistics'

During the academic year 1983-84 the total teaching staff of the country increased by 1.5 percent over the preceding year. In this year the 4.8 percent increase in the teaching staff of the urban areas was offset by a 3 percent reduction in the number of teachers in rural areas. Compared to the preceding academic year, the number of classes rose by 5.2 percent (4.7 percent in urban and 5.7 percent in rural areas) and the number of schools increased by 5.4 percent (6.1 percent in urban and 5.2 percent in rural areas). In this academic year, total number of students in various levels of education was 9.2 million, which is 6.2 percent more than that of the preceding academic year.

## 2. Health and Medical Care

During 1984, government development payments for health, medical care and nutrition amounted to Ris. 35.1 billion and shows an increase of 8.9 percent compared to the preceding year's figure.