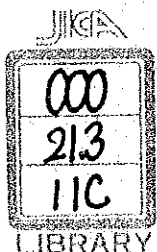


**Report of the Seminar
on
Government Human Resource Management
1991 - 1992**

February 28, 1992

Japan International Cooperation Agency
National Personnel Authority

Japan Association for Civil Service Training and Development



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on
Government Human Resource Management
1991-1992

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February 28, 1992

Japan International Cooperation Agency
National Personnel Authority
Japan Association for Civil Service Training and Development

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I. TRAINING PROGRAM

1. Preface

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

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

2. Purpose

Rationale:

Improvement of productivity in the public sector is crucial for the development of any country. The performance of public officials is generally acknowledged to be a key element in efforts to build a more efficient and productive public sector. Consequently, Human Resource Management plays an important role in public service modernization.

It is indispensable to develop the professional abilities of executive officers who play key roles in the formation of Human Resource Management policy.

Aims:

This seminar introduces the participants to modern Japanese human resource management of the government, which supports national prosperity.

Even though the actual framework of Human Resource Management varies from country to country, understanding of the dynamism of Human Resource Management may be of great help for identifying crucial problems of each country's Human Resource Management.

The purpose of this seminar is thus to assist participants in forming policies of Human Resource Management which are suitable for their own country's climate.

Objectives:

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

- (1) comprehend the function of Human Resource Management for promoting efficient administration and for securing the fair operation of administration;
- (2) identify the process and problems of Human Resource Management policy implementation;
- (3) find measures to improve Human Resource Management in order to increase public sector productivity.

3. Duration

From February 4, 1992 to February 22, 1992

4. Administering Agencies

(1) Japan International Cooperation Agency

Operation Division,
Institute For International Cooperation (IFIC)
10-5, Honmura-cho, Ichigaya, Shinjuku-ku,
Tokyo 162 Japan
Tel.: (03) 3269-3022
Fax.: (03) 3269-2185

(2) National Personnel Authority

2-1-2, Kasumigascki, Chiyoda-ku, Tokyo 100 Japan
Tel.: (03) 3581-5311
Fax.: (03) 3580-6092

(3) Japan Association for Civil Service Training and Development

4-25-4, Shimbashi, Minato-ku
Tokyo 105 Japan
Tel.: (03) 3459-6708
Fax.: (03) 3459-6709

5. Training Institution and Facility

Training Institution:

Office of International Affairs,
National Personnel Authority
2-1-2, Kasumigaseki, Chiyoda-ku,
Tokyo 100 Japan
Tel.: (03)3501-1067
Fax: (03)3580-6092

The National Personnel Authority (NPA) was established as the central personnel agency in 1948.

The NPA, as an independent administrative commission under the Cabinet, is responsible for the administration of the personnel programs of the Japanese government.

The NPA plays a key role in the field of training of government personnel. The agency coordinates the training programs of the ministries and agencies, and conducts inter-ministerial administrative training programs for potential senior executives.

The Office of International Affairs of the NPA is the unique interface with foreign countries and conducts international training with the aim of assisting foreign countries to improve their own administrations.

Training Facility:

Institute For International Cooperation (IFIC), JICA
10-5, Ichigaya-Honmura-cho, Shinjuku-ku,
Tokyo 162 Japan
Tel.: (03) 3269-3022
Fax.: (03) 3269-2185

Accommodation:

Institute For International Cooperation (IFIC), JICA
10-5, Ichigaya-Honmura-cho, Shinjuku-ku, Tokyo, 162 Japan
Tel.: (03) 3269-2911

6. Qualifications of Applicants

Applicants should:

- (1) be nominated by their government;
- (2) be ranked senior class officials (at least directors of division) who are in charge of personnel policy formation in national government offices;
- (3) have a university degree or equivalent, with occupational experience of more than ten years (at least two years of which in the government);
- (4) have a good command of spoken and written English;
- (5) be in good health, both physically and mentally, to undergo the training. Pregnancy is regarded as a disqualifying condition for participation in the training course.

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 ¥9,583 a day 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

10 persons from the People's Republic of Bangladesh, the People's Republic of China, the Arab Republic of Egypt (two participants), Hong Kong, India, the Republic of Indonesia, the Islamic Republic of Pakistan, the Republic of Singapore and the Kingdom of Thailand (referring to Annexed Paper A)

9. Language

The course was conducted in English.

10. Study Hours & Place

(1) Study hour

10:00-12:30 and 14:00-16:30 from Monday to Friday.

(2) Place

Seminar room No. 201AB at the Institute For International Cooperation

11. Responsible Officers

(1) Course Leader: Mr. Hideki Goda (NPA)

Assistant Course Leader Mr. Yoichi Niiya (NPA)

(2) Coordinator: Ms. Masako Nemoto (JICA)

(3) Organization:

1. Institute For International Cooperation, JICA

Mr. Akira Kasai, Managing Director

Mr. Haruo Suzuki, Deputy Managing Director

Mr. Akira Murata, Director, Operations Division

Mr. Ichiro Mukai, Training Officer, Operations Division

Ms. Hazuki Kamata, Training Officer, Operations Division

2. Japan Association for Civil Service Training and Development

Mr. Fumishige Yamaji, Director General

Mr. Makoto Ueda, Senior Executive Officer

12. Outline of the Curriculum

(1) Role of Human Resource Management

Lecture by Mr. Tadayoshi Nakajima, Secretary General of National Personnel Authority

(2) Practice of Human Resource Management

1. Changing Role of Central Personnel Agency

Lecture & discussion by Mr. Takeshi Mori, Director, National Institute of Public Administration, National Personnel Authority

2. Human Resource Management in Japanese Private Companies

Lecture & discussion by Professor Masaru Sakuma, Kanagawa University

3. Career Development in the Government of Japan

Lecture & discussion by Mr. Kyoji Kikkawa, Director General, Bureau of Recruitment, National Personnel Authority

4. Characteristics of Japanese Bureaucracy

Lecture & discussion by Dr. Takashi Nishio, Assistant Professor, International Christian University

(3) Study Tour

1. Tokyo Area

Visit to Economic Planning Agency

Visit to Tokyo Metropolitan Government

2. Kansai Area

Visit to cultural & historical places in Kyoto and Nara.

3. Numazu Area

Visit to Training Facility and Numazu Complex of Fujitsu Limited

(4) Final Discussion

1. Group Discussion

with Mr. Tsuneo Fujiwara, Director, National Personnel Authority
and Mr. Kenichi Sakuma, Director, National Personnel Authority

2. Concluding Discussion

with Mr. Ku Tashiro, Member of International Civil Service Commission of the United
Nations

(5) Report Writing

13. Schedule of the Course

See the daily schedule (Annexed B)

14. Preparation of the Course

In order to enhance the effectiveness of Seminar, the participants are requested to write out a short report on "Problems of Human Resource management in participating countries". This report was used in the concluding discussion.

II OPENING CEREMONY

1. Opening Ceremony

(1) Place

Institute For International Cooperation

(2) Time

10:00-10:30, February 6, 1992

(3) Ceremony

1. Opening Address

by Mr. Seinosuke Niwa, Director General, Bureau of Administrative Services, National Personnel Authority

2. Welcome Speech

by Mr. Haruo Suzuki, Deputy Managing Director, Institute For International Cooperation, Japan International Cooperation Agency

2. Program Orientation

by Mr. Hideki Goda, International Officer, National Personnel Authority

3. Courtesy Call on the President of the National Personnel Authority

(1) Place

The President's office

(2) Time

16:30-17:00, February 6, 1992

(3) Ceremony

1. Welcome Address

by Mr. Keinosuke Yatomi, President of the National Personnel Authority

2. Reply Address

by Mr. Mohammad Nazul Islam from the People's Republic of Bangladesh

4. Welcome Party hosted by the President of National Personnel Authority

(1) Place

Toranomon Pastral

(2) Time

18:00-19:00, February 6, 1992

(3) Ceremony

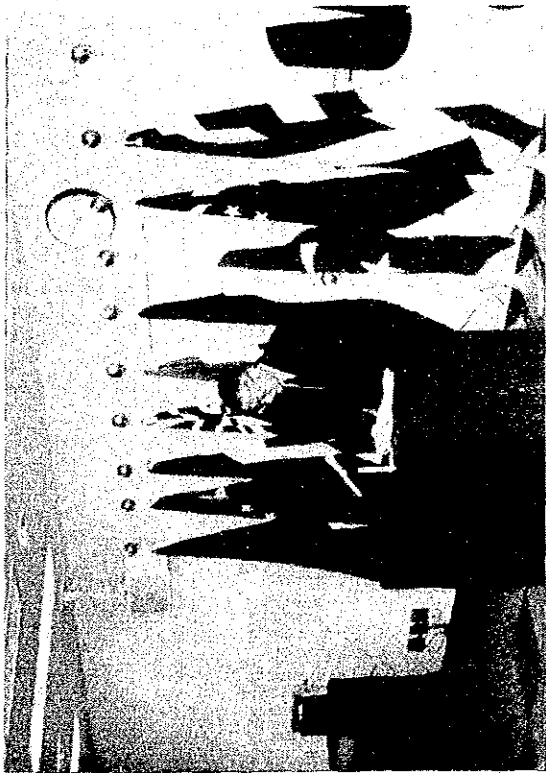
1. Welcome Address

by Mr. Keinosuke Yatomi, President of the National Personnel Authority

2. Reply Address

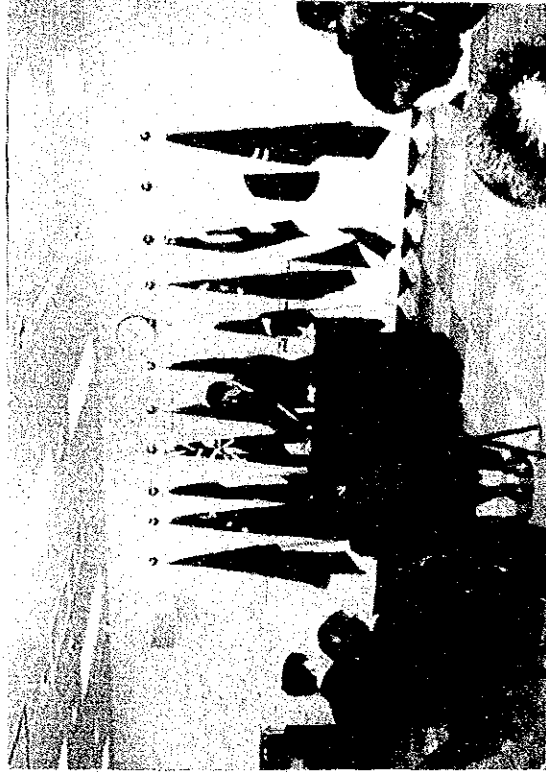
by Mr. Azmy Mahmoud El Sheikh from the Arab Republic of Egypt

Opening Ceremony



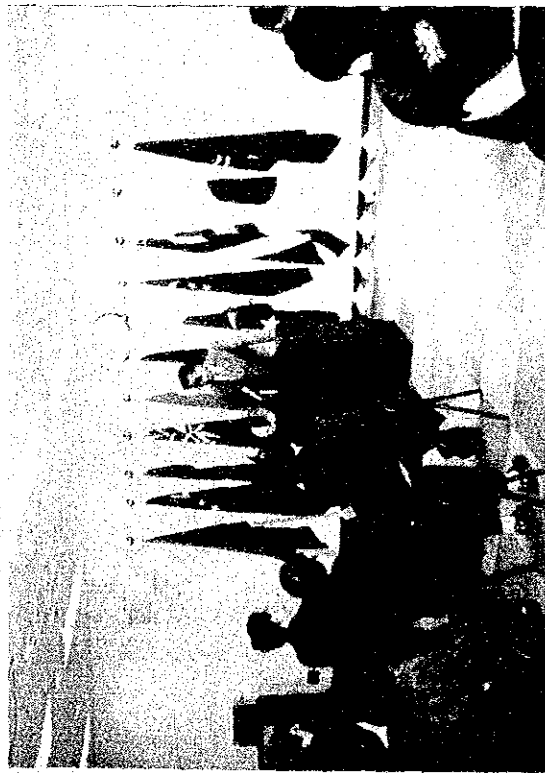
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1. Opening Address at the Opening Ceremony



2

2. Welcome Speech at the Opening Ceremony



3

3. Reply Speech at the Opening Ceremony



4

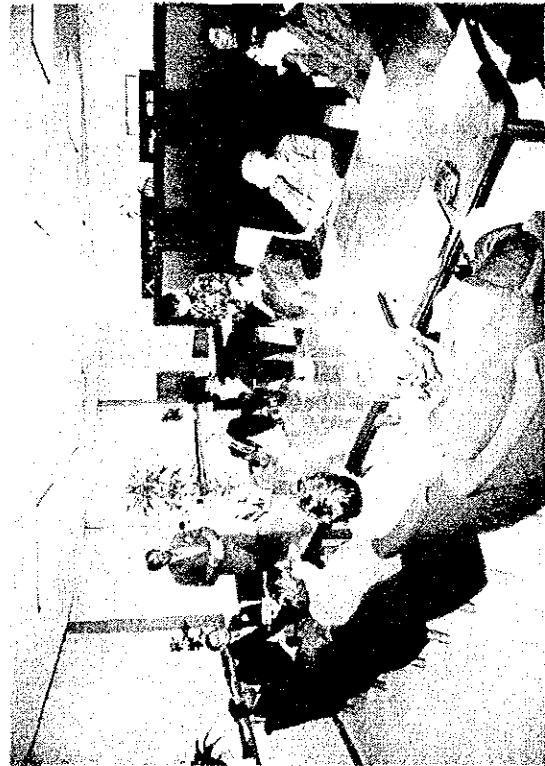
4. Opening Ceremony

Courtesy Call



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1-2. Welcome Address at the Courtesy Call



3

3. Reply Address at the Courtesy Call



2



4

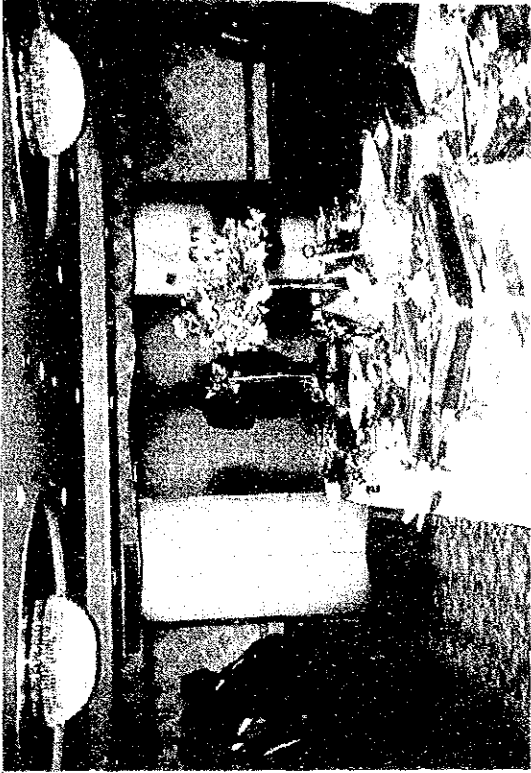
4. The Courtesy Call

Welcome Party



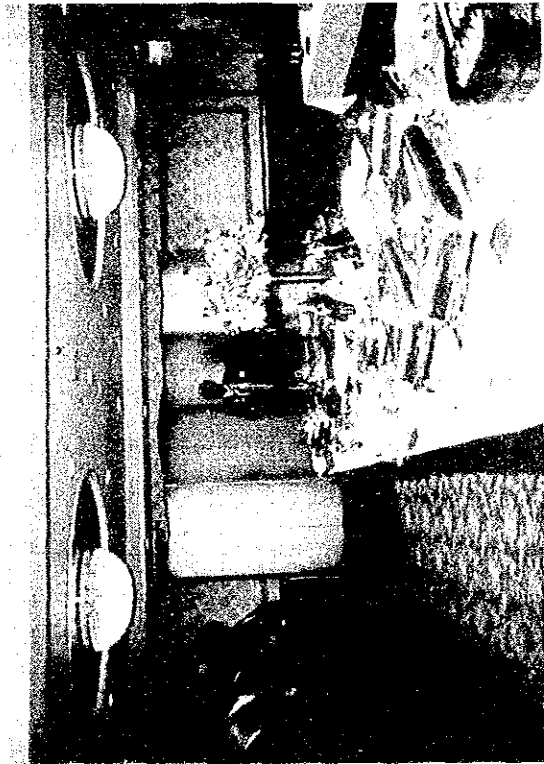
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1. Welcome Speech at the Welcome Party



2

2. Reply Speech at the Welcome Party



3

3-4. Welcome Party



4

Opening Address

Mr Seinosuke Niwa
Director General,
Bureau of Administrative Services
National Personnel Authority

Ladies and Gentlemen,

It is a great pleasure and honor for me to give a few words at this opening ceremony of the First Seminar on Government Human Resource Management. On behalf of the Government of Japan, I would like to extend a warm welcome to each participant from the eleven countries represented here. At the same time, I wish to express our sincere gratitude to the participating States, to the Japan International Cooperation Agency and to all others concerned, for their large contributions to this seminar.

This seminar is being launched as the first seminar on government human resource management conducted by the government of Japan. It will provide participants with rare opportunity to consider human resource management in the government sector through the examination of government human resource management in Japan and through discussion with fellow participants.

Although the public sector is often criticized for its inefficiency and rigidity in various parts of the world, Japanese civil servants have received from the public a high evaluation because of its high morality, neutrality and excellence. The National Personnel Authority has endeavored to maintain democratic and efficient personnel administration so as to provide the public with equal, efficient and excellent service. I hope you will examine the Japanese civil service system for possible ways to improve human resource management in each country.

For the seminar, we have arranged various sessions so that you can examine government human resource management from several viewpoints: basic lectures by the senior executives of the National Personnel Authority; analyses of human resource management in the public and private sectors in Japan by Japanese academics; discussions with the lecturers and fellow participants; a visit to the training institute and factory at a private company. In addition to the seminars in this center, you will also have the opportunity to observe cultural facilities in Kyoto, the ancient Japanese capital, through the Study Tour.

On this special occasion of your visit to our country, I hope you will have the opportunity to observe the actual state of affairs in our society with your own eyes. It is the basis which has given birth to the Japanese style of personnel management. Please analyze the Japanese society in comparison to that of your country. Your findings will also give us many new viewpoints. Furthermore, I will be pleased your understanding of Japan and the cooperation between your countries and Japan is improved through your stay in Japan.

In concluding my address, let me thank you for the time and energy you will be putting into the seminar. I hope you will find its rewards worth the effort, and I hope you enjoy your stay in our country.

Thank you, and the best of luck to all of you.

Welcome Address at the Courtesy Call

Mr Keinosuke Yatomi
President,
National Personnel Authority

Ladies and gentlemen,

I would like to welcome all of you wholeheartedly to the National Personnel Authority. It is my great honor and pleasure to have a few words with the senior officials of central personnel agencies from the various participating countries.

Civil servants are the foundation of government, and the improvement of human resource management is an indispensable condition for the further development of any country. The Japanese civil service system has earned a high reputation, having played a crucial role in the process of Japanese development. The National Personnel Authority was established as a central personnel agency in 1948. Since then, the National Personnel Authority has worked to improve Human Resource Management in the national government to maintain fair and efficient personnel administration.

I hope that the seminar will provide you with clues and ideas for the development of Human Resource Management in your own countries through examination of Japanese style management and discussion with our staff and fellow participants. I am sure that you will examine the Japanese Human Resource Management from various viewpoints. Your discoveries may be beneficial to us also.

Although the term of the seminar is limited, I hope that you are able to see various aspects of Japan: her society, culture and the life of her people.

In closing, I hope that you have a pleasant, enjoyable and fruitful stay in Japan and that we will reinforce our relationship.

Thank you.

Welcome Address at the Welcome Party

Mr Keinosuke Yatomi,
President,
National Personnel Authority

Ladies and gentlemen,

Welcome to Japan and the National Personnel Authority. It is our pleasure that you have come all the way to Japan to participate in the First Seminar on Government Human Resource Management.

As we already had an opportunity to exchange words during the formal session in this afternoon, we have already started our friendship. We hold this reception to express our warmest welcome to you. Since this is an informal occasion, please make yourselves at home and enjoy conversation with other participants, with guests or with our staff for as long as time allows.

I hope you have an enjoyable time in the seminar and a pleasant stay in Japan.

Thank you!

III. LECTURE AND SEMINARS

Lecture -Role of Human Resource Management

Date: Friday, February 7, 10:00-12:30

Lecturer: Mr. Tadayoshi Nakajima, Secretary General, National Personnel Authority

Assistant: Mr. Yoshiteru Sugimoto, Deputy Director, Office of International Affairs,
National Personnel Authority

Place: Institute For International Cooperation (IFIC)

Practice of Human Resource Management

Seminar -Changing Role of Central Personnel Agency

Date: Monday, February 10, 10:00-12:30, 14:00-16:30

Lecturer: Mr. Takeshi Mori, Director, National Institute of Public Administration,
National Personnel Authority

Assistant: Mr. Yoshiteru Sugimoto, Deputy Director, Office of International Affairs,
National Personnel Authority

Place: Institute For International Cooperation (IFIC)

Seminar -Human Resource Management in Japanese Private Companies

Date: Wednesday, February 12, 10:00-12:30, 14:00-16:30

Lecturer: Professor Masaru Sakuma, School of Business Administration, Kanagawa
University

Assistant: Mr. Eiji Suzuki, Employment Policy Officer, Office of Policy Planning for
Aged Personnel, National Personnel Authority

Place: Institute For International Cooperation (IFIC)

Seminar -Career Development in the Government of Japan

Date: Thursday, February 13, 10:00-12:30

Lecturer: Mr. Kyoji Kikkawa, Director General, Bureau of Recruitment, National
Personnel Authority

Assistant: Mr. Yoshiteru Sugimoto, Deputy Director, Office of International Affairs,
National Personnel Authority

Place: Institute For International Cooperation (IFIC)

Seminar -Characteristics of Japanese Bureaucracy

Date: Friday, February 14, 10:00-12:30, 14:00-16:30

Lecturer: Dr. Takashi Nishio, Assistant Professor, International Christian University

Assistant: Mr. Yukio Ukai, Women's Welfare Officer, Welfare Division, National
Personnel Authority

Place: Institute For International Cooperation (IFIC)

Final Discussion

Group Discussion

Date: Wednesday, February 19, 10:00-12:30, 14:00-16:30

Chairman: Mr. Tsunco Fujiwara, Director, Legal Affairs Division, National Personnel Authority

Mr. Kenichi Sakuma, Director, Office of Policy Planning for Aged Personnel, National Personnel Authority

Assistant: Mr. Yoshiteru Sugimoto, Deputy Director, Office of International Affairs, National Personnel Authority

Place: Institute For International Cooperation (IFIC)

Concluding Discussion

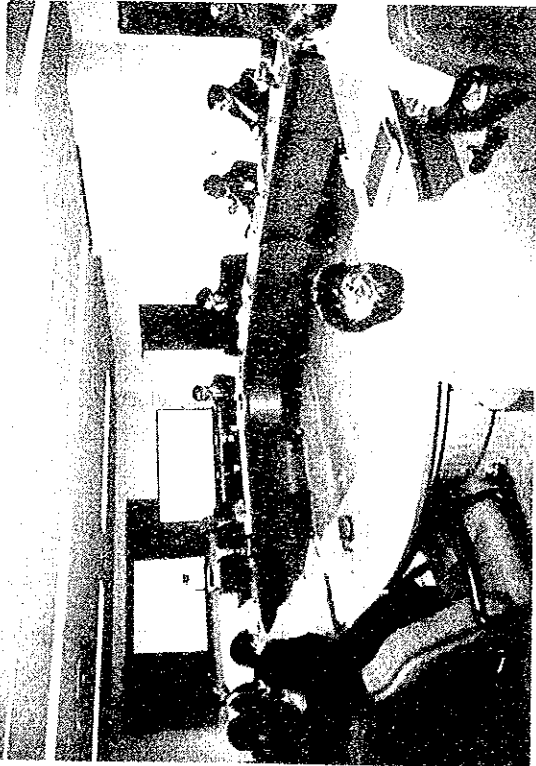
Date: Thursday, February 20, 10:00-12:30, 14:00-16:30

Chairman: Mr. Ku Tashiro, Member of International Civil Service Commission of the United Nations

Assistant: Mr. Yukio Ukai, Women's Welfare Officer, Welfare Division, National Personnel Authority

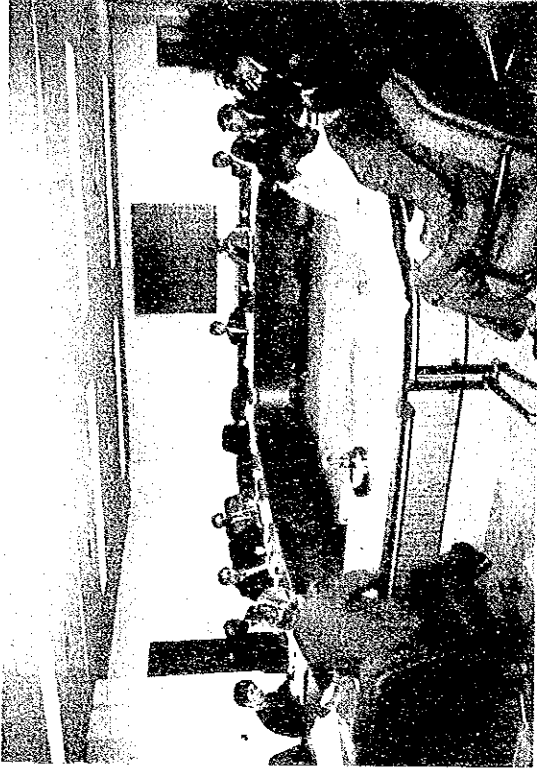
Place: Institute For International Cooperation (IFIC)

Lecture and Seminars I

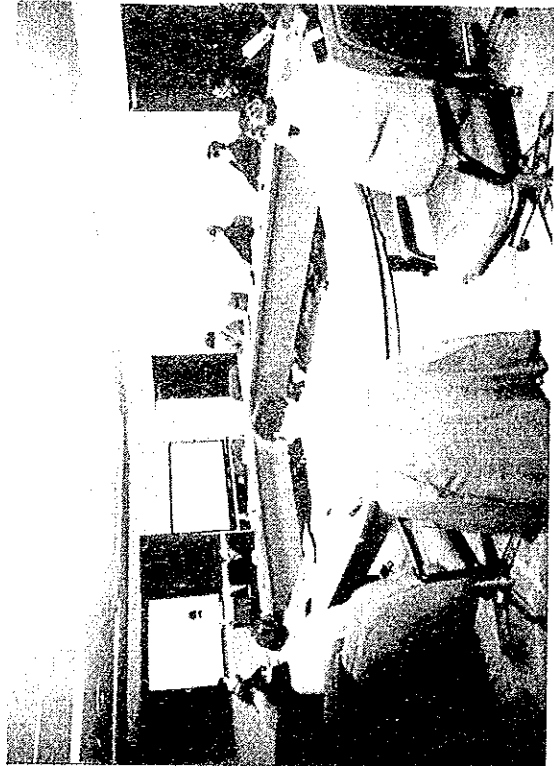


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1-2. Lecture by Mr. Nakajima

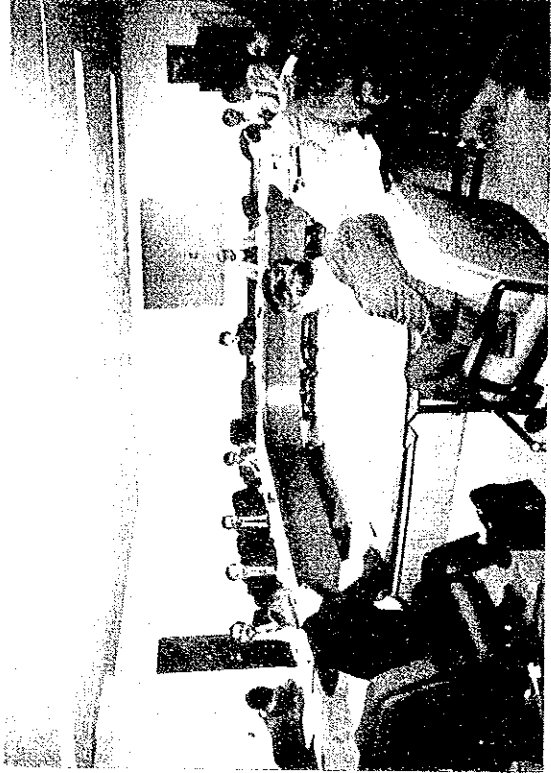


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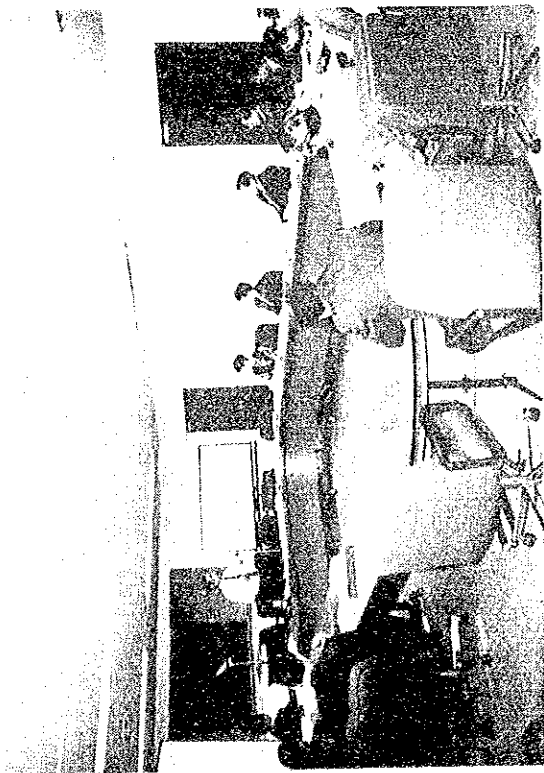
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3-4. Seminar by Mr. Mori



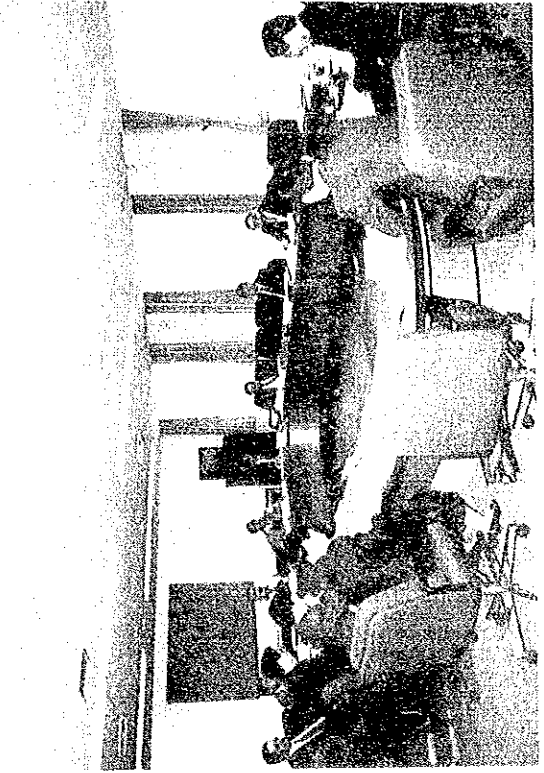
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Lecture and Seminars 2



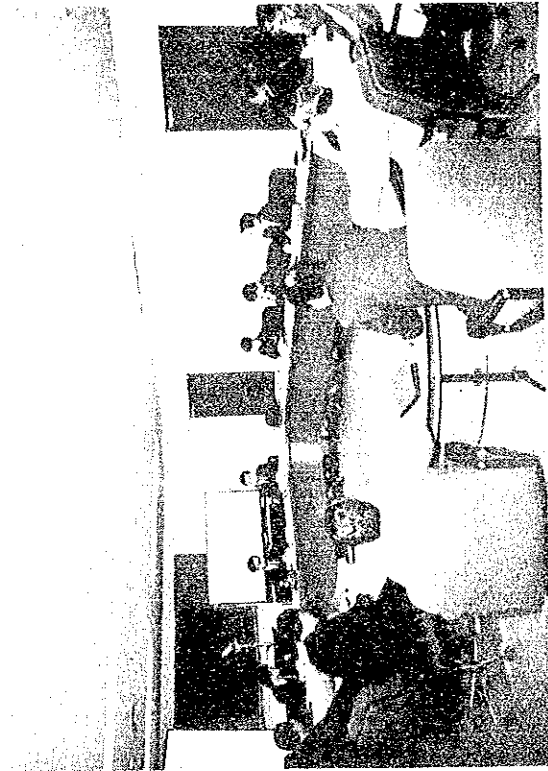
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1. Seminar by Professor Sakuma



2

2-3. Seminar by Mr. Kikkawa



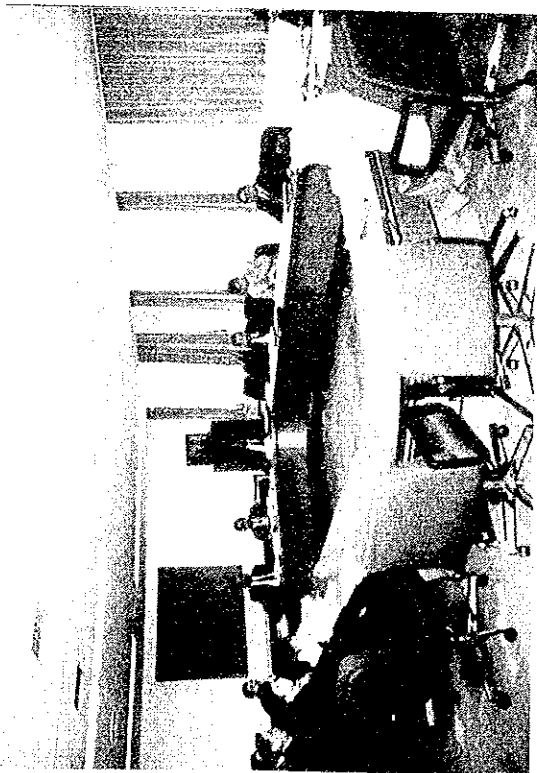
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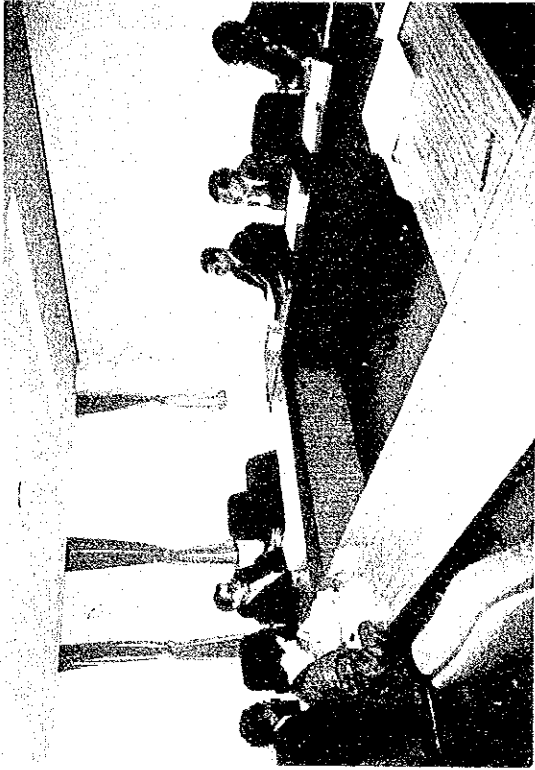
4. Seminar by Dr. Nishio

Lecture and Seminars 3



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1. Seminar by Dr. Nishio



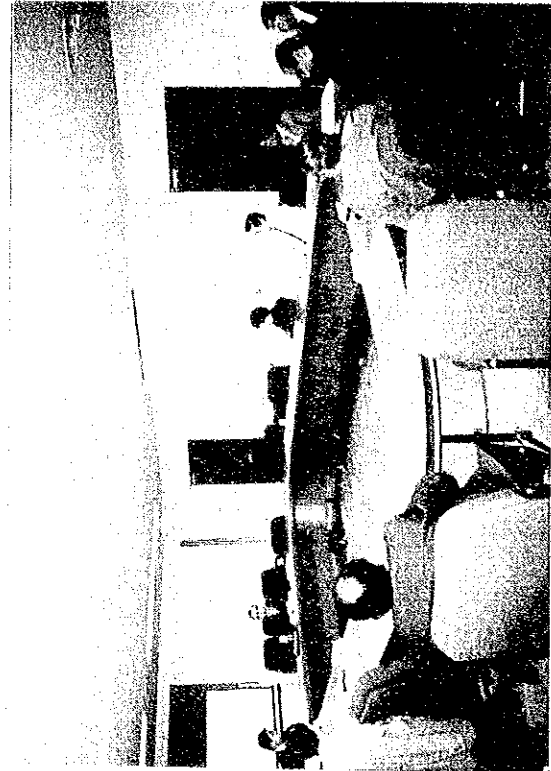
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2. Discussion with Mr. Sakuma



3

3. Discussion with Mr. Fujiwara



4

4. Discussion with Mr. Tashiro

IV. OBSERVATION AND STUDY TOURS

Tokyo Area

- (1) Visit to the Economic Planning Agency

Date: Friday, February 7, 15:00-16:00

Briefing by: Mr. Yoshio Mita, Director, Accounts and Budget Division, Economic Planning Agency

- (2) Visit to the Tokyo Metropolitan Government

Date: Thursday, February 13, 14:30-16:00

Briefing on Personnel Management in Tokyo Metropolitan Government

by: Mr. Takashi Koyama, Assistant Director, Personnel Division, Tokyo Metropolitan Government

Kansai Area

Observation of Cultural & Historical facilities in Nara

Date: Sunday, February 16,

Observation of Cultural & Historical facilities in Kyoto

Date: Monday, February 17,

Numazu Area

Visit to Fujitsu Limited

Date: Thursday, February 18, 13:00-17:00

Briefing on: Human Resource Development system in Fujitsu Limited

Briefing by: Mr. Yasuo Nakajima, Director, Personnel Development Department, Fujitsu Institute of Management, Fujitsu Limited

Observation of: The facilities of Numazu Complex, Fujitsu Limited

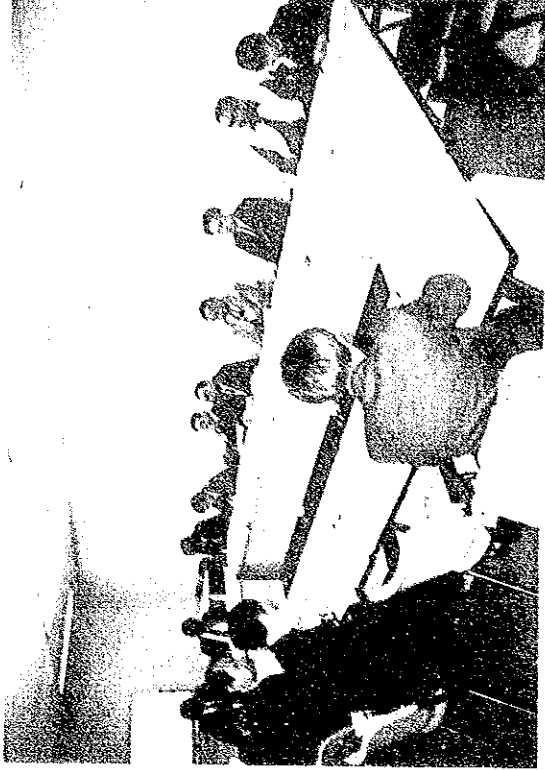
Guided by: Mr. Goro Amano, Assistant to General Manager, Numazu Complex, Fujitsu Limited

Observation and Study Tours 4



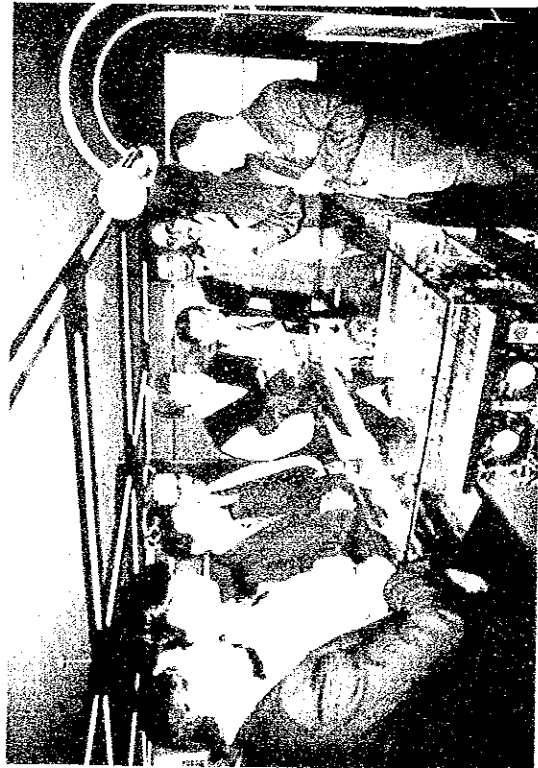
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1. Economic Planning Agency



2

2. Tokyo Metropolitan Government



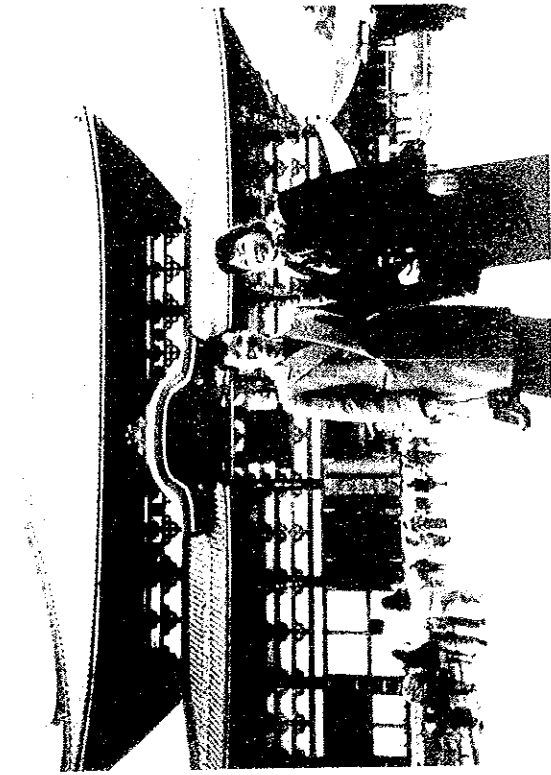
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3-4. Fujitsu Limited



4

Observation and Study Tours 2



1

1-4. Todayji Temple



2

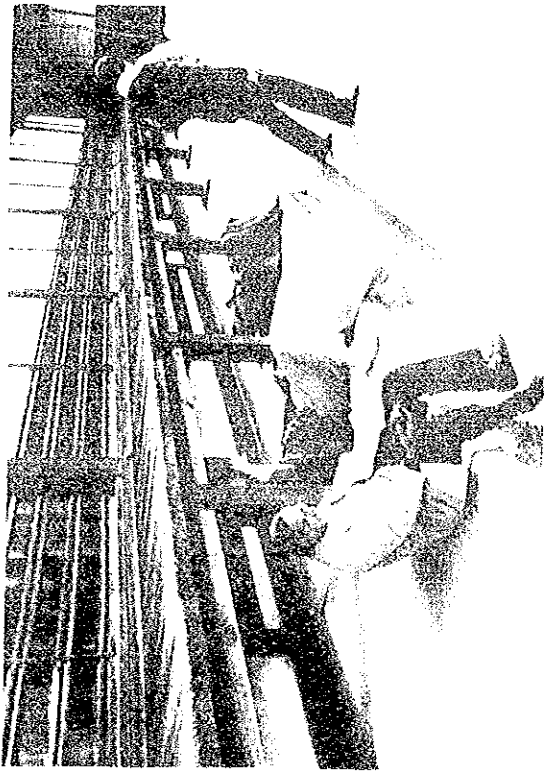


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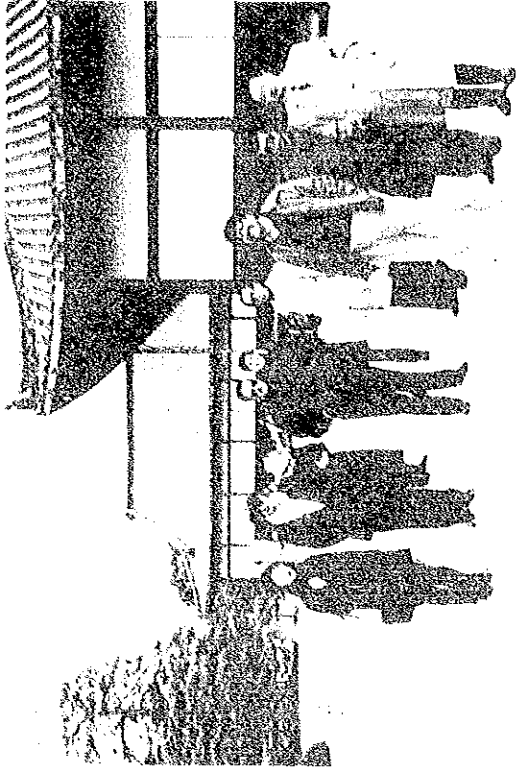
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Observation and Study Tours 3

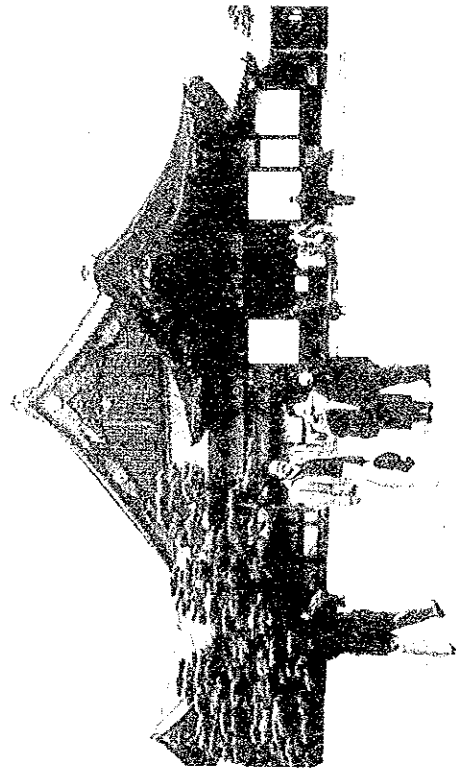


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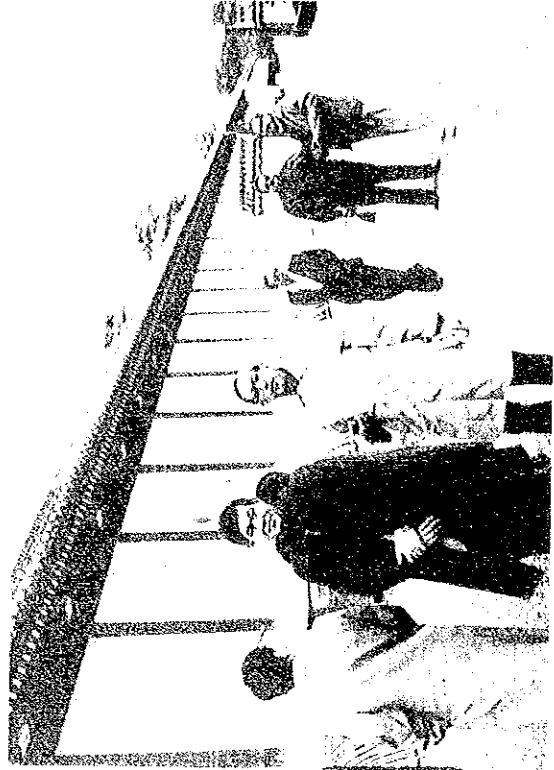
1-4. Nijojo Castle



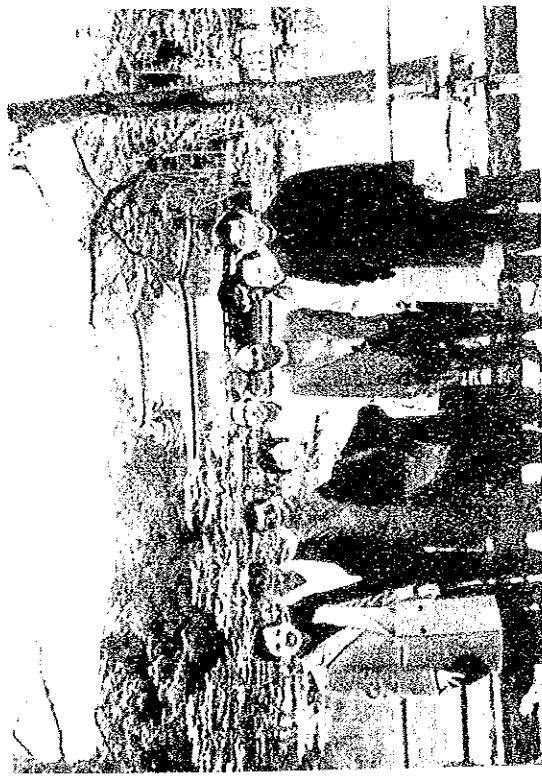
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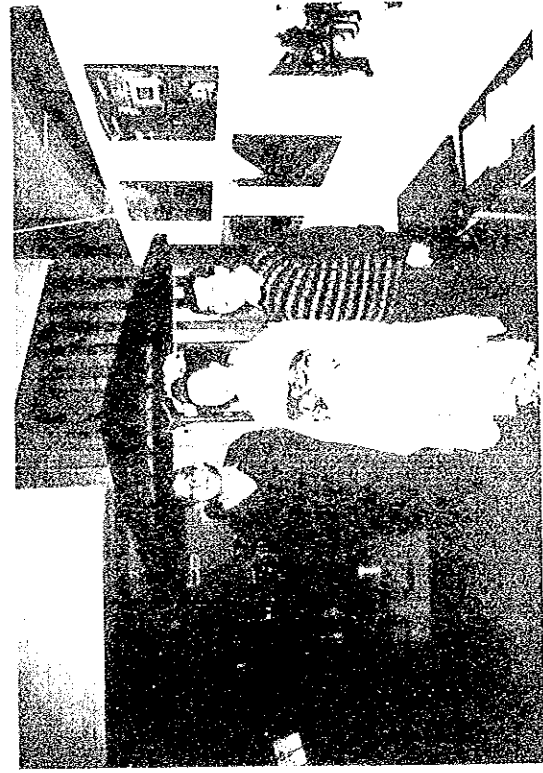
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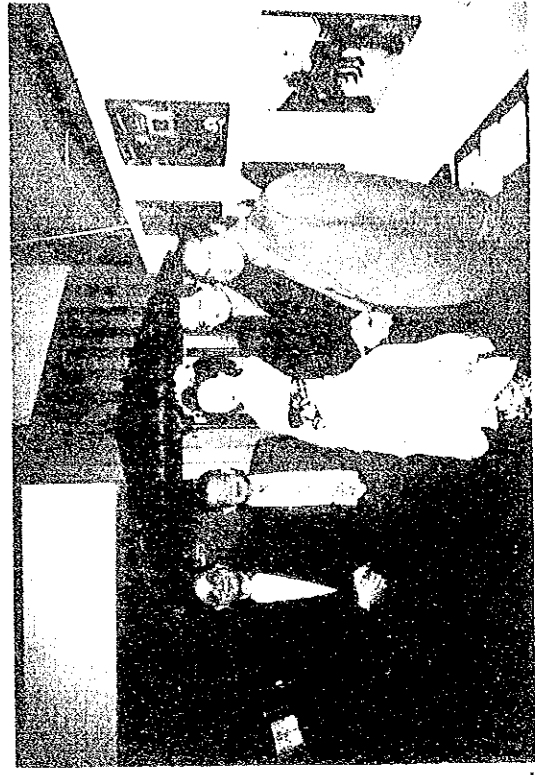
1. Kinkakuji Temple



2. Kyoto Imperial Palace



3-4. Gion Corner



V CLOSING CEREMONY

1. Closing Ceremony

(1) Place

Institute For International Cooperation (IFIC)

(2) Time

16:30-17:00, February 21, 1992

(3) Ceremony

1. Closing Address

by Mr. Akira Kasai, Managing Director, Institute For International Cooperation, Japan
International Cooperation Agency

2. Congratulation Speech

by Mr. Hiroaki Sumino, Councillor, Bureau of Administrative Services, National
Personnel Authority

3. Presentations of Certificates

by Mr. Akira Kasai, Managing Director, Institute For International Cooperation, Japan
International Cooperation Agency

4. Reply Address

by Mr. Mohammad Nazul Islam from the People's Republic of Bangladesh

2. Farewell Party

(1) Place

Institute For International Cooperation (IFIC)

(2) Time

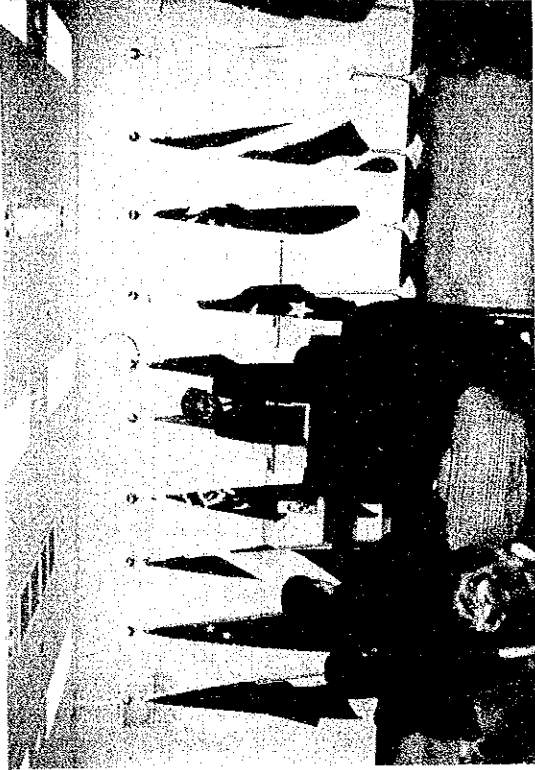
17:00-18:00, February 21, 1992

Closing Ceremony I



1

1. Closing Address



2

2. Congratulation Address



3

3-4. Presentations of Certificates



4

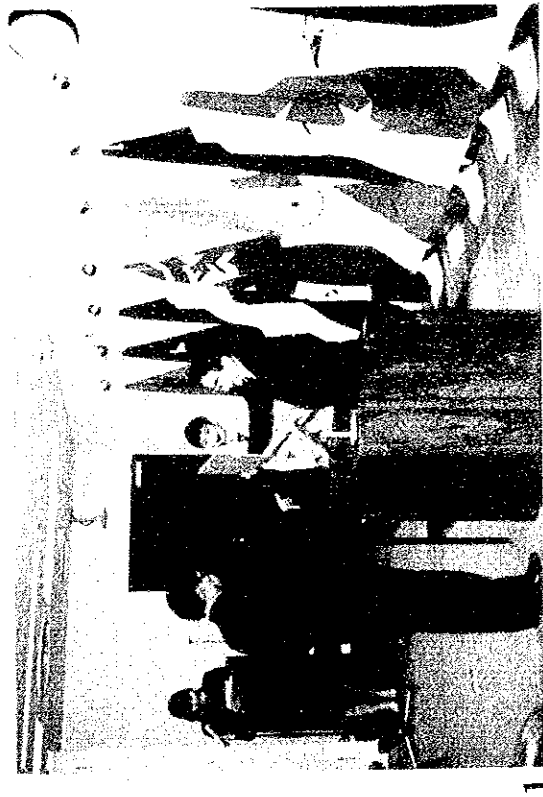
Closing Ceremony 2



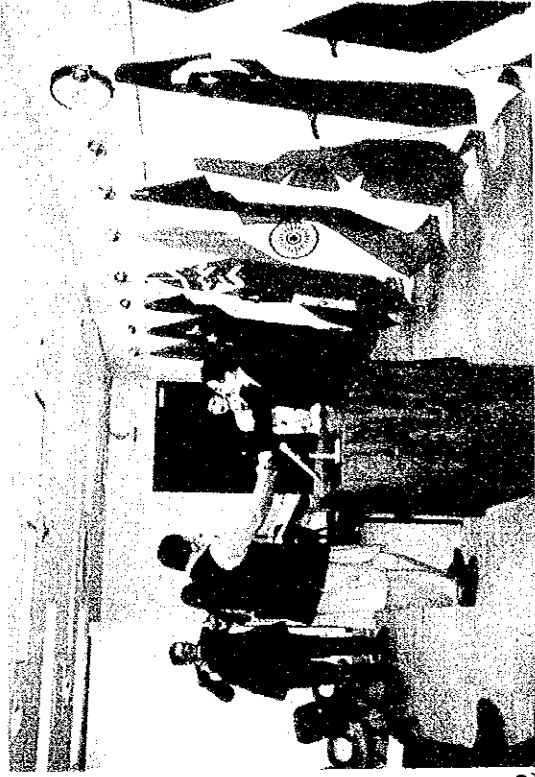
1-4. Presentations of Certificates



Closing Ceremony 3



1



2

1-4. Presentations of Certificates



3



4

Closing Ceremony 4



1

1. Reply address



2

2. Member of Participants and Staffs



3

3-4. Farewell Party



4

Congratulation Speech

Mr Hiroaki Sumino
Councillor,
Bureau of Administrative Services
National Personnel Authority

Ladies and Gentlemen,

It is a great pleasure and honor for me to give a few words at this closing ceremony of the First Seminar on Government Human Resource Management. On behalf of the Government of Japan, I would like to extend our heartfelt congratulations to all of you for your successful completion of the Seminar. At the same time, I wish to express our sincere gratitude to the Japan International Cooperation Agency and to all others concerned, for their large contributions to the success of this seminar.

I am convinced that this seminar has enhanced your views on Human Resource Management through examination of Human Resource Management in Japan and your countries and through exciting discussions with the staff of the National Personnel Authority and fellow participants. In addition, I hope this seminar has assisted in expanding the mutual understanding between your countries and Japan. I think you have found several aspects of Japanese Human Resource Management, its advantages and drawbacks. Also you have, I think, improved your grasp of Japanese society, which composes the Japanese style of Human Resource Management. I heard that discussions with you were very interesting and beneficial to our staff because they gave us new findings in Human Resource Management and new analyses of the Japanese civil service system. I hope that we will maintain this good relationship in the future so as to improve Government Human Resource Management in both your countries and Japan through cooperation.

Now, looking back over the period of this seminar, I am surprised that time has flown so quickly. I feel as if we have been friends for many years. It is a extreme pity for me to see off my intimate friends. I hope your experience in Japan will enhance the mutual understanding and good relationship between your countries and Japan.

In closing my address, I wholeheartedly wish you good health and success. We look forward to seeing you again in the near future.

Congratulations again, and thank you for your eager contributions.

Thank you.

Future Government Human Resource Management in Bangladesh

1. Objective:

The main objective of the seminar was to identify the key issues in the Government Human Resource Management and to draw lessons if any in the light of the post World War II experiences of Japan during the discussions for future Human Resource Management in an individual participating country.

2. Analysis:

(i) It cannot be said that the system of the civil service of a country is superior to that of another. Because the stature of such service depends on different factors --- like the history, the level of political development, social and cultural norms etc. Even then from this point of view of efficiency and productivity a comparison can be made and some findings and conclusions are drawn.

(ii) It has been found that the Japanese bureaucracy has contributed immensely to the economic development of the country. This seems to have been possible because of its efficient management. In the developing countries like that of ours where is more need for an efficient bureaucracy because, on the one hand, shortage of natural/material resources and on the other, government's increasing intervention in different socio-economic aspects because of the undeveloped condition of the private sector.

(iii) The Japanese bureaucracy has many admirable aspects. The system of initial recruitment on absolute merit, intensive and planned job rotation, close performance appraisal serving as the basis for future promotions, a fair compensation system, group spirit and loyalty to the organisation and finally the practice of life-long employment are some of its very attractive features, which have been responsible for its contribution to the development of the country.

(iv) But the system is not without its dysfunctions which are showing some signs already. The staggered working hours, the intense sense of competitiveness, the system of secondment from the government device offer 50 years of age to the public sector or private companies are already creating problems. The civil servants have started to pay the price of such success in the forms of alcoholism, emotional breakdown, or even suicide. Besides a future sense of job expectation in the private sector seems to compromise the impartial character of a civil servant and induce him to fend for the private sector.

3. Findings and conclusions:

In spite of the limitations of the Japanese civil service system, some of its features could be considered for future Human Resource Management in Bangladesh. They are as follows:

a. The size of the government should be small as in Bangladesh it is already straining the financial ability of the government. As such the organisation and Management wing of the Ministry of Establishment should be strengthened and made independent of the Ministry to consider very objectively the proposal for reorganisation of a Ministry/Division/Agency. The small size of the Bureaucracy will enable the government to pay more for the civil servants.

b. Recruitment

Recruitment should of course be fair but but hundred percent on merit like the Japanese system is presently out of question as reservations for backward areas, disadvantaged groups have to be maintained to ensure fair and equal opportunity to all.

c. Placement:

Placement and job rotation should be more careful and planned. Present nature of extraneous interferences including political should be reduced much, if not eliminated completely.

d. Training:

In-house training should be more intensive like the Japanese system. The present attitude towards training should change that it is meaningful. It has to be linked with career development prospects. In training institute, instead of lectures, system of group discussions to increase and develop the negotiating power of a civil servant should be given much importance and urgency.

e. Promotion:

Promotion should be strictly based on performance appraisal which has to be fair and objective. The present state of over assessment in the performance appraisal in our country should be avoided very carefully. Besides no extraneous considerations in promotions should be allowed to take place as in the Japanese system complete political insularity must be maintained.

f. Compensation:

As compensation system is directly related to efficiency, productivity and overall morale of the civil service, it should be fair and adequate and commensurate with the prevailing cost of living. We may not, however, have the paying ability like that of Japan, but the system of reviewing the whole compensation system annually in Japan should have an institutional arrangement in the government, say, the public service commission like the NPA here can be entrusted with the task.

g. Independence of the Public Service Commission

The Public Service Commission, the constitutional body should be allowed to have more independence and there should be no attempt on the part of any quarters to influence any of its advice/opinions. While framing the rules of business, for the Government, the present authority of the MOE to advise the Prime Minister/President to override and advice/direction of the commission should be reviewed to keep such a body completely independent.

h. Life-time employment

The concept of life-time employment has definitely contributed to efficiency of the civil servants. But the present practice of placement/dispatch of the civil servants being persuaded to retire (not being found highly capable) at the age of 50, creating scope for a civil servant to compromise his position and neglect public interest cannot be followed.

The civil servants should ordinarily be allowed to serve up to the retirement age and in case of exceptions the present practice of retiring them after serving 25 years should be resorted to. The present retirement age of 57 should also be reviewed as there is not sufficient senior and experienced civil servants in the government. In Pakistan the retirement age is 60 years of age and in India it is 58 years of age, so in a consideration of comparability among these three countries, the retirement age should be revised upwards.

i. Retirement benefits:

The present retirement benefits which have very recently revised in view of the report of the Pay and Service Commission 1991, fixing 80% of the last pay drawn need not be revised again. But the consideration that a retired civil servant should be allowed such allowance so that he can live a comfortable living, should be there.

Mr Mohammad Nazrul Islam
(The People's Republic of Bangladesh)

The Future Human Resource Management in China

In order to improve the quality of governmental staff and the efficiency of government, an important task facing our country is how to develop the human resource management in government. The answer should be to establish the civil service system fitting Chinese situation. This may include the following issues:

A. Time-table.

It is a rather long social course to establish and basically complete the civil service system. In many cases of the world, some countries spent several years, others spent decades on it. As our country has large area and population, situations are complicated, moreover, we are very lack of experience, and at the same time have to overcome traditional habits in personnel management, which has produced for many years. So it is not easy to establish and implement civil service system, i.e. impossible to succeed at one blow. According to the basic country policy "Reform and Open", the civil service system is required to come into being as soon as possible. These have decided that we have to adopt active and prudent principle and create conditions to carry out civil service system gradually and methodically.

B. Extent

So far there are various extents of civil service in different countries. Initially we limited the extent of civil service only for government officials. Now we must pay an attention to a special case, there are certain number of officials in the organizations of the Communist Party and People's Congress as well as some National Companies with the function of public administration. It may be necessary to allow them follow the civil service system to develop their management and also to keep the progress of civil service system smoothly.

C. Classification

What kind of classification should be chosen, that is not only important but also basic problem. Any kind of classification has own advantages and disadvantages, to absorb advantages and to avoid disadvantages are the criterion for design of classification schedule. China has a long history of rank in personnel management, a chosen classification should be carried out with the consideration on factors of person's rank, ability and seniority. There are about 4.6 million government officials at present, classification must be simple, flexible. Otherwise, classification could not be accepted by government officials.

D. Transition

When the present government officials transfer into the civil servants, we consider that two tendencies must be avoided: (a) to cut down the requirements, transit carelessly, or even make a mere show, (b) to set high requirements, or separate from reality, or effect the routine work. Merely making a show should be especially prevented. The different method will be adopted to junior and senior officials respectively.

E. Salary

A reasonable salary system corresponding to civil servants' role and the nature of work must be established, so as to attract excellent people to join in the force of civil servants and remain a relatively stable profession. Now we are planning to the present salary system by establishing gradually the grade salary system and raising salary of civil servants periodically. The salary level of civil servants shall keep a balance with worker in enterprises and adjusted with the increase of prices.

F. Training

It is an important content to give institutionalized trainings in the course of implementation of civil service system. Any newly employed or newly promoted civil servants must take pre-job trainings and others will also take trainings periodically to renew knowledge. The State Administration College and a number of administration college at local levels are creating to bear such responsibility. The training will be organized through multiple methods and ways beside institutionalized training, that may be the solution for urgent need of training at present, esp. training for transition of the present officials to civil servants, for example, the group training of 2 - 6 weeks by seminar style.

However, the legal codes also should be set up soon, on which all management of civil servants can be based and acted.

These are only my personal opinion and have not been approved by Chinese government. The Seminar on Government Human Resource Management organized by NPA and JICA should be fruitful and successful. I learned a lot of Japanese and other countries' experience. Another report will be submitted to Ministry of Personnel of PRC, after I come back China. I am looking forward next seminar. Let us try to do our best to contribute for peace of world, progress of countries, happiness of family.

Thanks, NPA and JICA for your hospitality.

Dr Ding, Jianquan
(The People's Republic of China)

Seminar on Government Human Resource Management

The seminar was very useful for us. It provided us with a standpoint on Human Resource Management especially the Japanese experiences. We will transfer what we benefit from this seminar to our organisations in Egypt. The "Central Auditing Organisation" and the "Central Agency of Organisation and Administration" particularly in the following topics:

1. Role of Human Resource Management
2. Changing Role of Central Personnel Agency
3. Human Resource Management in Japanese Private Companies
4. Characteristics of Japanese Bureaucracy.

We are grateful for all the employees in the National Personnel Authority for their intimate relationship during the period of this course. We also appreciated for everybody cooperated with us. Finally thanks a lot.

Mr Azmi Mahmoud El-Sheikh
Mr Mohamed Zaki Mohamed Omar Hashem
(The Arab Republic of Egypt)

The Future Human Resource Management in Hong Kong

I find it difficult to determine the future of HRM in Hong Kong after a two-week study of the subject and without reference to my colleagues in Government who are much more knowledgeable on HRM. I have nevertheless set down below, for what they are worth, my personal thoughts and observations.

Characteristics of HK Civil Service

Like the Japanese Government, we offer life-long employment to civil servants and their pay is comparable to that in the private sector. Our civil servants by and large are conscientious, hard working and well respected by the public. As Hong Kong is a cosmopolitan city, our young people are brought up in the Western style of education and a value system which is more western than Confucian. They are pragmatic and aggressive but not workaholic. Highly individualistic, they are less cohesive and less willing to go by consensus. The homogeneous and teamwork spirit in the Japanese civil service is inherited from its tradition and culture. They are essential ingredients for the success of the Japanese civil service, which the Hong Kong Government cannot possibly hope to inculcate in our civil servants through training.

The NPA in Hong Kong

The Civil Service Branch in Hong Kong Government is the equivalent of the National Personnel Authority in Japan. It is responsible for all the major decisions affecting the well-being of civil servants, including appointment and promotion, conducts and discipline, pay and conditions of service. Because of the size of the civil service, we have delegated much of the day-to-day staff management matters below director level to Heads of Departments. This trend of devolution of power and responsibility will continue, with the central authority retaining the more important functions.

Recruitment

As in Japan, recruitment of the civil service in Hong Kong is by open competitive examination to ensure that only people of ability are recruited. Apart from the recruitment of senior administrative staff which is conducted by the central personnel authority, all other recruitments of professional and other staff are decentralized to Departments. We have an independent Public Service Commission which acts as a watchdog on government, to ensure that appointments and promotions are conducted fairly. The system has worked well and we have been able to secure young people of high calibre to fill the civil service in the past years. Our main worry is with keen competition from the private sector, especially when the labour market is tight, the best talents may be lured to the large corporations who are offering more attractive remunerations. Moreover, with the uncertainty of the employment prospect in the Government Service (notwithstanding repeated assurance by both governments that the Joint Declaration of 1984 has stated there should be no change) after the integration with China in 1997, some of our young people may have second thoughts about joining the civil service. The situation is not serious at the moment, but if it does deteriorate, the Civil Service Branch obviously have to devise some measures to tackle the problem.

Principle of Merit

As in Japan, the principle of merit prevails in our civil service. This is generally accepted as essential in ensuring the quality of our service and in maintaining staff morale. Any deviation from this principle in future would have detrimental effect on our service.

Pay System

Hong Kong has established a system of Job Classification and the principle of pay for the

job. The system is subject of review every 10 years by an independent standing Commission, when both management and staff are invited to submit their representations. The last review was completed in 1991. The system has generally been accepted as fair and reasonable. Our system can be described as hard (as opposed to flexible) in that all salaries are fixed and set down in pay schedules, and we do not issue any bonus. Good performance is rewarded by promotion which carries with it a higher pay. The system is simple and easy to administer. The only minor criticism is that it does not motivate staff to put in their best, especially those who have reached the maximum of their salary scale and unlikely to progress further. We have introduced a long service travel award scheme, and is considering what more could be done to motivate these staff.

As in Japan, the Government of Hong Kong conducts annual pay trend survey, following which adjustments are made to the salary scales to ensure comparability with the private sector. For budgetary reasons, the pay adjustments in the last two years fell short of the survey's recommendations. The move was welcomed by the private sector who had accused the government of taking the lead in the annual pay hike, but was subject of severe criticisms by staff unions for overlooking the welfare of the lower grade staff. With inflation last year running at 12%, and government's commitment to build a new airport, the pay adjustment for 1992 is likely to fall short of staff expectation. The next round of pay negotiation is expected to be tough. Obviously something has to be done to control inflation, in view of the impact it has on HRM in the long run.

Training

Our training for civil servants is geared towards equipping them with the special knowledge or skill to carry out their duties. We do not have programmes along the line of that of the National Institute of Public Administration in Japan which emphasis on mission, leadership, sense of unity. This is an area which we should perhaps consider further, especially in the light of our special political circumstances.

Right to strike

Civil servants in Hong Kong are on the whole hard-working and responsible. Industrial actions by staff are few and usually connected with pay claims. They have not posed any serious disruption to the maintenance of public service so far. We accept that civil servants have a right to strike, and this approach is in line with the practice in the UK. I am amused to find that civil servants in Japan (and in Singapore) are forbidden to strike. I cannot see Hong Kong changing its apt policy in the foreseeable future, but the information is useful as reference material.

Ms Lolly Yuen-Chu Chiu
(Hong Kong)

Final Report

This seminar provided an excellent opportunity to understand the Government Human Resource Management in Japan. Since Japan is the most developed country in Asia it was necessary to know how the Japanese bureaucracy works.

On the whole the lectures were very interesting. There were certain aspects of Japanese bureaucracy which are quite different from the system prevailing in India. I would summarise these points below.

- (i) The life-long employment in one particular ministry.
- (ii) The group being more important than the individual.
- (iii) The merit system of recruitment.
- (iv) Promotion being based on seniority and instead of reliance on formal annual report, the informal system is used.
- (v) The increase of more than one step to officers whose record is very good.

In relation to the system in India my comments are as under.

- (i) In our system also an individual remains in government service, till he reaches the mandatory age of retirement. But in his career he has many chances of working in other ministries or secondment basis specially at the officer level.
- (ii) The group concept of Japan is missing in India, where the individual is more important. In my view this concept is difficult to implement in India.
- (iii) This is a very striking system, since the ills of performance evaluation system are avoided. However, the informal system of Japan works well because of life-long employment in one ministry and the group concept. In India, we may have to improve the performance appraisal system, or if that is not possible, to do away with a formal annual report at least at lower clerical levels.
- (iv) India also has a merit system of recruitment. However, there are certain reservations for the weaker sections of society. This will have to continue for some time. The reservation percentage is 22.5.
- (v) In India an annual increment (same as one step increase) is given to all government employees. But there is no system of giving more than one increment.

It is apparent from the above that although the Japanese bureaucratic system has a number of good points, these points are peculiar to Japan, based on their culture and life style. It may be difficult to implement them straightaway.

Apart from the Japanese system, I have also learnt the system of personnel management in other countries where participants were in the group. It is easy to see the plus and minus points of these systems.

On the whole the seminar has been a very educative one.

Mr Jyoti Swarup Mathur
(India)

Government Human Resource Management in the future in Indonesia

I. Introduction

Today's Government Human Resource Management system in Indonesia is called as the fusion of merit and career system which is clearly laid down in the Law number 8 year 1974 on Indonesian Civil Service Principles.

The implementation of the above-mentioned system are poured in several Government Regulations, several Presidential Decrees and in many circulation letters of the Head of the Agency of National Civil Service Administration (ANCSA).

The Head of the Agency of National Civil Service Administration is directly responsible to the President. However, in terms of financial administration, ANCSA is under the coordination of the State Minister of the State Secretary. Other Agencies dealing with Civil Service matters are:

1. State Minister of Administrative Reforms lays down general policy relating to Civil Service Management. The general policy (policies) are elaborated by the Head of ANCSA for their implementations, and
2. Institute of State Administration which is in charge of Civil Service training and education.

The Regulations as the elaboration of the implementations of the Law number 8 year 1974 consist of:

1. Government Regulation on Civil Service Formation
2. Government Regulation on Civil Service Recruitment
3. Presidential Decrees on Civil Service Salary
4. Government Regulation on Civil Service Promotions
5. Government Regulation on Civil Service Seniority
6. Government Regulation on Civil Service Performance Evaluation System
7. Government Regulation on Civil Service Disciplinary Action
8. Government Regulation on Civil Service Retirement
9. Etc.

Some of these regulations are being contemplated for improvements. These efforts are still in the process.

II. Japanese Human Resource Management

The Central Personnel Agency of Japan is the National Personnel Authority (NPA) which is an independent body.

This agency lays down the general policies on Government Human Resource Management which has to be followed by Ministries and other Government Agencies.

In terms of recruitment NPA plays big roles, because it is the NPA which conducts, Level I, Level II and Level III Examination for all applicants to the public services.

One aspect that might raise an adverse effect to those applicants is that there is still an authority in Ministries and other Government Agencies to reject those applicants who have passed the examination conducted by NPA, if these applicants don't pass the test conducted by each Ministry and Government Agency concerned.

However, Civil Service loyalty and Civil Service Salary are one of the best in the world, which can logically maintain the civil service productivities in Japan.

One other thing which is highly respected in the Japanese Government Human Resource Management system is the seniority system which is possibly one of the factor that might eliminate all kinds of resentment among those Government Human Resources.

Resentment is one of the factors which can decrease the human resource productivity. Nevertheless, seniority can also create resentment to several junior Civil Servants. But those kinds of resentment can be eliminated as long as those senior civil servants are provided with proper training

to make them able to handle their task properly.

There are still a lot of materials concerning Japanese Government Human Resource Management system which will be studied at home in Jakarta to be contemplated in connection with the efforts of improving the system which is being operated today.

III. Human Resource Management in the Future

It is quite difficult to explain the Government Human Resource Management System in the Future, because the policy is completely in the hand of the Government.

The existing system, merit and career system, must be the base of Civil Service Management, as long as it is not changed by the Government and the Parliament.

However, based on the existing records system, ANCSA has been able to issue directly, the rank promotion certificates of those Civil Servants from the rank of I/a up to II/d, as long as the criteria specified by the law and regulations on promotion are fulfilled by the Civil Servants concerned.

Based on the development in the Civil Service Management, it is being thought over the possibility of establishing a new Civil Service Information System, so that those new data-items can be recorded to the said new information system.

In connections with the existing Civil Service system, it is recognized that there are two kinds of positions in Indonesia, namely, "Structural Positions and Functional Positions".

The number of Structural Position is determined by organisation structure of a Ministry or an Agency which is a barrier for those Civil Servants to be promoted to the higher rank and position, because there is a close relationship between rank and position in Indonesian Civil Service System. Functional Position as stipulated by the Law number 8 year 1974, is one of the solution to enable civil servants to be promoted to a higher rank and position.

Today the number of functional positions in Indonesia has been around 50 kinds of positions which is still trying to look for other jobs which can be considered as functional position.

Drs Cyrus Manurung
(The Republic of Indonesia)

Future Human Resource Management in Pakistan

In the country report on the subject of Human resource Management in the Government of Pakistan, it had been pointed out that some of the fundamental problems related to rapid population growth and a very low rate of literacy. The question of benefiting from the experience of Japan or, for that matter, from any other developed country can, therefore, only be addressed after these basic issues have been tackled in an effective way. This does not mean that the Seminar on Government Human Resource Management held by NPA and JICA in Tokyo from 4th to 21st February, 1992 has not benefited the participants and, thus their countries.

In case of Pakistan, the most useful aspects of the seminar appear to be the system of life-long employment and the shifting of personnel from the Government to other sectors before their retirement. These two aspects of the Japanese experience can be put to great advantage in the future Human Resource Management in Pakistan.

One possible future policy could be to assure life-long employment to the employees in the Government as well as the private sector. This guarantee and security can also be linked to the level of literacy and the number of children in the family of the employees. This would combine the incentive and security of life-long employment to the national goals in literacy and population control. This would also take care of the lack of motivation that is presently a characteristic in Pakistan.

We could also use the concept of early resignations to ensure accelerated career enhancement to those who are outstanding. By providing alternate sources of employment to senior officials, would provide them the security of a source of income and, at the same time, ensure rapid advancement to those who are young, energetic and brilliant. This approach would also ensure a regular supply of young blood at the policy and decision-making levels in the Government of Pakistan. Of course, to adopt this approach, Pakistan would need to provide a necessary and effective framework --- legal as well as administrative.

Mr Tariq Ali Bokhari
(The Islamic Republic of Pakistan)

Final Report

It is not easy to put together some organised thoughts on the future HRM policies in Singapore or the applicability of Japanese style of HRM to Singapore in a couple of hours. After all, we have had some two and half weeks of lectures discussions and exchange of views. Nevertheless this paper will attempt to give some initial reaction and preliminary response to the topic.

The HRM system in Japan must be understood in the context of Japan's history, culture and tradition. The tradition of showing complete loyalty and dedication to the Shogun has been passed down through the generations. Today the employees pledge their loyalty to the 'Shoguns' in the workplace. The employers also play the roles of the Shogun by providing housing, food and talking care of the welfare of the employees. Until very recently, this tradition has been able to pass down from one generation to another with very little dilution. To a very large extent this must be attributed to the homogeneous people/race and culture and language of Japan. The Japanese language has also shielded the population at large from the influence of the West where the individual and the fulfillment of his needs take precedence over the organisational needs.

Singapore is in a very different situation. It is a cosmopolitan city and has four major races. It is situated at the cross-road between the East and West. The open political system has allowed Western ideas, value system to penetrate the society together with other oriental and Confucius feeling. In looking for a job, the starting point for the job seeker is himself. How much could I be paid? What has the organisation got to offer me? This in itself is not totally undesirable. However in a situation of near zero unemployment, the employee will look for alternative employment at the slightest dissatisfaction in the work place. Also the private sector actively compete for employees in the Civil Service because of the good training provided by the Service. Therefore unlike Japan, loyalty of the employee is not a given. The challenge to Human Resource Managers is to be able to continue motivating the employees in order to keep them loyal.

Changing jobs and employer are not viewed as undesirable by society in Singapore. Quite the contrary, the general impression and belief are that only very capable persons are able to do so and with each change in job comes with higher salary. The civil service must therefore keeps its salary and remuneration competitive vis-a-vis the private sector if it wants to retain talent and competent officers in the service. Like the private sector, the civil service may also want to consider mid-career recruitment from the private sector. However, this would require careful and detailed thinking as such a proposed is not without its disadvantages.

Most countries whose participants are in the seminar as well as Japan has some form of centralised competitive examination for recruitment into the civil service, in particular, the Administrative Service. In this sense, Singapore is unique in not having a competitive examination for recruitment. However, this does not mean that there is no common basis for selection and recruitment. The education system in Singapore ensures that students would have completed at least 3 national examinations before they proceed for tertiary education. Students sit for national examinations at age 12 (Primary School Leaving Examination), at age 16 (Cambridge GCE 'O' level Examination) and at age 18 (Cambridge GCE 'A' level Examination). As there are only 2 universities in Singapore, the standards of these who studied in local universities can also be gauged by comparing their performance in the University. Therefore although there is no competitive examination for civil service recruitment, the selection and appointment of civil servants is based on these competitive examinations which they have sat for earlier in their lives ('O' level, 'A' level, and university examination). And the final selection is based on the candidates performance at the interview with the Public Service Commission. This arrangement has worked well so far. One possible improvement for the elite Administrative Service is to have the requirement that for promotion beyond the equivalent of Grade 8 (in Japan), the Administrative Officer would have to sit for some suitable form of examination to determine his suitability.