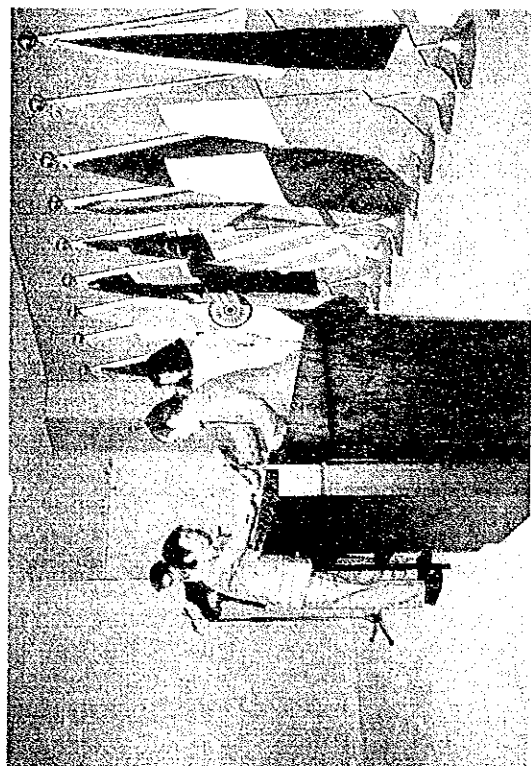




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15-16 Farewell Party

VI. FINAL REPORTS

HUMAN RESOURCES MANAGEMENT IN THE BANGLADESH CIVIL SERVICE

Mohammad Mohsin.

Formulation of appropriate policies and the implementation of these policies presuppose an efficient public administration. The quality of public service forms the basic foundation for the successful implementation of development plans. Governments of developing countries like Bangladesh are committed to bring about changes in economic, social and cultural life of the people through bureaucracy in the form of preparing and implementing projects for the benefit of the people. The civil servants are considered an agents of change. Development of their potential through a comprehensive human resource management program can go a long way in achieving the goal of socio-economic transformation of the country. This report, mainly based on one of the major themes covered in the training program 'National Government Administration-11'(93), will specifically focus on the improvement of human resources management in the civil service of Bangladesh. References to the human resources management practices in the Japanese bureaucracy will frequently be made.

The subject matter of human resources management is wide and broad, and includes employment and selection, training and development, job description, personnel transfer, dismissal, job evaluation, the remuneration system, and so on. Of all these, however, only a few important functions will be addressed here.

Unlike the Japanese system where recruitment is governed totally by the merit principle, recruitment in the Bangladesh Civil Service is being influenced by socio-political conditions of the country. Normally 45% vacancies are filled up exclusively on merit quota and the rest on district, women, freedom fighters and tribal quotas. However, a compromise is being made by following merit as the main criterion in these latter quotas. It sounds ridiculous now to maintain quota for the freedom fighters even though more than twenty one years have passed since independence. Indeed this ushers in corruption in recruitment when the age limit of freedom fighters is fixed at thirty years. The competitive examinations comprising written test, psychological test, and interview conducted by the Public Service Commission (PSC) have so far elicited no major criticisms. Instead it is still considered as the last resort of fairness in selection.

The PSC can ensure recruitment of well qualified civil servants only when the selection base is broad and contains meritorious personnel. However, deteriorating standard of education has increasingly made it difficult for the PSC to recruit brilliant boys and girls into the civil service. No system of recruitment can fundamentally change the character of civil service when the standard of education deteriorates. Unless the overall education policy is reformulated according to the needs of the society it is unlikely that the selection base for the recruits to the civil service will improve. Added to this is the frequent changes made in the number of intakes to the civil service, which is based on inappropriate/faulty human resource planning. This, in turn, calls for frequent changes in the minimum qualifying marks, causing variations in standard of recruitment.

While the objective of recruitment is to select potential candidates, mere selection does not make the person-job match unless the skills and abilities of the employees are developed through training. In the Japanese civil service there seems to be a comprehensive program for training of civil servants both by National Personnel Authority (NPA), and the ministries and agencies concerned. On-the-job and off-the-job training, and also job rotations are the components of training. While on-the-job training is implicitly and explicitly provided at the worksite in Japan, it is mostly implicit in Bangladesh Civil Service (BCS). The probation of BCS officers consists of foundation training in the Bangladesh Public Administration Training Centre (BPATC), training in departmental institutes, and on-the-job training. However, the various components are not well-planned. The timing and duration of these components are dictated by the exigencies of the government rather than by a well-designed plan. The main reason for uncoordinated training is the unpredictable and erratic recruitment to the civil service. Job rotation is generally confined to a particular ministry or agency in Japan because the recruit develops his/her career as a personnel of that particular ministry. Job rotation in the Bangladesh Civil Service is not, however, confined to a particular ministry as the recruitment is made to various occupational groups (cadres). The members of generalist group, in particular, have the wider opportunity to build up career gaining experience from their work in various ministries. Both the systems have their relative advantages and disadvantages.

While the Japanese system provides for greater specialism and perhaps also gives the civil servants a tunnel vision of their activities, the Bangladesh system provides for wider vision with less specialism. However, within the occupational groups civil servants of Bangladesh do attain specialism.

It is essential to have a well thought out and meticulously enforced promotion policy for all tiers of civil servants in order to keep them happy, satisfied and eager to assume responsibility. Japanese promotion policies seem to have succeeded in making a harmonious balance between the seniority and merit principles. While seniority principle is emphasized more in matters of promotion upto mid-level positions, merit principle gets upperhand in the case of senior positions. In the latter case, senior officials who have not been promoted are customarily advised to resign in their mid-fifties so that they do not have to serve under the officer of the same cohort. Early retirement also allows for promotion of junior colleagues, and thus to maintain morale and the vitality of the organization. These retired officers are, however, gainfully employed elsewhere (may be in the corporations) with the help of the ministry concerned. The prospect of quick promotion and a good job in case of early retirement help to maintain a high standard of service by the Japanese civil servants and their honesty and dedication are almost beyond question.

Although objectivity and fairness are the avowed policies in matters of promotion in the civil service of Bangladesh, irregularities are not infrequent due to pressures from various quarters. Absence of clear-cut seniority rules and gradation lists of civil servants is, however, a great factor contributing to these irregularities. Ante-dated seniority granted to certain officers (freedom fighters, for example) has created some confusion and lack of uniformity in the application of this principle has also been responsible to some extent. Promotion to senior positions is determined by the political leaders (Council of Ministers), which is not desirable. Bureaucracy should have its own mechanism to choose the right person for promotion. A promotion system which can not be influenced by external pressure minimises favouratism and therefore earns the confidence of the employees.

Performance appraisal is a fundamental requirement for improving the productivity of an organization's human resources, because it is through an appraisal that each individual's productivity is evaluated. It serves as the basis for counselling and developing an individual to maintain and increase productivity. It also identifies who is in need of training and/or motivation, besides serving as a measuring rod for incentives. Opinions vary as to the degree of openness the appraisal system should allow, but it seems that the more open the system is, the more it is possible to apprise the person evaluated of his/her strengths and weaknesses and through counselling & guidance it is possible to overcome the weaknesses. None of the performance evaluation systems of Japanese and Bangladesh civil services are open, though the civil servants in Japan get the result almost immediately through pay rises/transfers, etc.. The performance evaluation in BCS is mainly used as one of the criteria for promotion decisions. With about three evaluators and of course a coordinator to oversee the whole procedure and rectify imbalances, the performance appraisal system in the Japanese civil service has come to be thought as more objective and there is apparently no major discontentment. Informal evaluation through discussion with the colleagues of the person evaluated also helps to have an unbiased evaluation which in turn has important significance in maintaining high morale. Perhaps more objectivity and openness in the BCS appraisal system would bring salutary impact on the productivity of BCS officers -- a significant number of who suffer from a sense of discontentment and frustration. Measures should also be adopted to relate evaluation results to the incentives provided.

A fair and equitable salary structure is absolutely necessary to attract the best talents and retain them. Equity connotes that work of equal effort or effectiveness will have to be rewarded equally. But the uniform salary structure throughout the government sector in Bangladesh is one of the major factors reducing motivation of high level officials. Their jobs are complex and decisions made by them are critical in nature affecting the social, economic and political life of the public compared to similar level of jobs elsewhere with same pay but requiring less intellectual capacity. Job evaluation methods must be used to compensate jobs on the

basis of their relative worth, importance, difficulty and other factors. A system must also be derived and implemented to identify merit of personnel, giving them due recognition through an award system. Perhaps the salary administration of the Japanese civil service and that of the New Remuneration System of Malaysia contain some imitable aspects. Salary schedules are composed of grades and steps in Japan. Grades which change with promotion or higher responsibility correspond to the level of complexity, difficulty and responsibility of the position, while there are two types of step increases -- regular increase for good performer and special increase for outstanding performer. Similar system of linking pay rises to performance has recently been adopted in Malaysia with rather more accelerated pay increments for the high flyers.

The role of the central personnel agency in improving the human resources management practices in any civil service is pivotal. In Bangladesh, the Ministry of Establishment is the central personnel agency of the government. One of the main difficulties in the Ministry of Establishment is the lack of expertise for the formulation of comprehensive and effective human resource management policies throughout the government machinery. The role of this Ministry in setting personnel policies has become especially important after the introduction of a new service structure in 1980. This entails a challenging task of formulating personnel policies for a large number of existing employees. Acute shortage of qualified staff in such functional areas as training, organizational development and supervision has been seriously hampering various programmes of staff development and organizational improvements for which the Ministry is directly responsible. It seems necessary that a well trained cadre of specialist to analyze the impact, strategies, and implications of the policies is developed through in-country and foreign training programmes. The trained specialists should be appropriately utilized. The responsibility of the Ministry in the area of sound policy analysis requires that it should also reduce its operational and administrative activities in the secondary matters of personnel administration by way of delegation.

To conclude, the public sector provides essential infrastructure and the necessary framework for economic and social development. It plays a major role in the planning and implementation of development programmes, in the management of the economy, in the creation of a congenial atmosphere to promote investment and economic growth as well as in providing social services. Therefore, effective management of human resources in the public sector is the key element in leading the country towards development and prosperity. Civil servants are responsible for advising the government on administration and development policies, translating the government directives into specific policies, preparing detailed plans for putting the policies into action and finally for executing these plans. For a service required to shoulder responsibilities of such magnitude and influence, no effort should be considered too great to ensure that it is staffed and manned by suitable personnel who are dedicated to duty and possess the zeal and ability to produce results.

THE ROLE OF PUBLIC ADMINISTRATION OF
ECONOMIC AND SOCIAL DEVELOPMENT IN PARTICIPANTS COUNTRIES

Khalid Khalaf Refae

The Concept of Management

DEFINITION AND DESCRIPTION

The concept of management is universal and as old as the human race. In essence, management is simply the process of decision making and control over the actions of human beings for the express purpose of attaining predetermined goals. There are at least five basic ingredients in the managerial process: (1) deciding on a course of action, (2) obtaining the necessary physical means, (3) enlisting others to assist in the performance of the requisite tasks, (4) seeing that the job is properly accomplished, and then (5) apportioning the product of the joint venture. This broad definition applies not only to the economic sphere but to every human activity wherever the efforts of two or more individuals are combined to perform a task. The conductor of a symphony orchestra, the producer of a television program, and the coach of a football team are equally as deserving of the title of manager as is the executive of a manufacturing enterprise.

Management: An Art. In addition to instincts, management depends upon the mental faculties. As was stated previously, management consists in deciding what is to be done, securing the necessary ingredients, enlisting others to lend their efforts, coordinating the various components, and finally apportioning the benefits accruing from

the combined endeavor. These decision-making and decision-activating functions--planning, procurement, staffing, control, and performance evaluation--depend upon the manager's ability to exercise judgment and volition. The importance of judgment and volition in decision making elevates management to the status of an art. Although it is not classified among the fine arts, music, painting, and sculpturing, management is nevertheless a true art in both the creative and applied sense. Management qualifies for this designation since it is a way of doing things through the application of rules and principles developed out of experience. It is the function of the arts to get things done through deliberate effort. Situations which in all probability would not come about by chance are carefully arranged. Acquired know-how, then, is applied to produce the desired results.

Management: A Science. In addition to viewing management as an instinct and as an art, it is imperative that modern management should also be considered a science. In general, a science is a branch of knowledge dealing with a body of facts systematically arranged and showing the operation of general laws. The objective of any science, including that of management, is to replace guesswork with exact knowledge so that worthwhile goals can be reached with a minimum expenditure of time, effort, and cost. This conservation of energy is accomplished by a careful study of cause-and-effect relationships, measured numerically whenever possible. The importance of measurement as the basis for the scientific method was succinctly set forth by Lord Kelvin. "I often say that when you can measure what you are speaking about, and express it in numbers, you know something about it; but when you cannot measure it, when you cannot express it in numbers, your

knowledge is of meager and unsatisfactory kind: it may be the beginning of knowledge, but you have scarcely, in your thoughts, advanced to the stage of science, whatever the matter may be." The scientific method is sometimes called the research or experimentation method since it rests upon the collection, classification, and correlation of large masses of pertinent data. Out of the analysis of these data conclusions are logically drawn and then corroborated through application. Generally this scientific sequence results in the establishment of standards, formulas, rules, or even laws, which can be used as guides to future action.

There has been no period in modern Egyptian history in which economic crisis has reached such a critical level, threatening the basic fabric of Egypt's economic existence.

Problems have been brewing for decades, but no strategic action has been taken to change course. The government concentrated on short term tactical responses to deal with day-to-day problems, but delayed costly and unpopular long term solutions.

Although Egypt is not classified by the World Bank as one of the seventeen highly indebted countries, it is nevertheless a border line case. Thus, publicly guaranteed long-term debt out standing and disbursed, as a percentage of GNP, was 59.3% in Egypt in 1986, as compared to 60.8% as an average for the group of seventeen highly indebted countries in the same year. Interest payment, however, as a percentage of exports of goods and services, was only 8.6% for Egypt as compared to 23.8% for the group in the same year. Egypt's loans (mainly owed to governmental sources) were under soft terms, while

those of the group were mainly owed to private banks on a commercial basis.

Recent government development strategy in Egypt, has relied primarily on borrowing abroad, rather than on suppression of the already high consumption level, a policy which seems to be motivated mainly by political rather than economic considerations. Economic growth was made possible through heavy foreign borrowing, with no parallel policy to stimulate domestic savings in order to reduce the demand for the ever increasing foreign loans.

The critical situation which the Egyptian economy faces is not a result of the poverty in resources as it is a result of the lack of the modern ways of management, Egypt has gone through several circumstances, beginning of the long period of war (over 40 years), the turn over from the socialist system into the free market system (started 1974), the old concepts of management prevailed in Egypt after the 1952 revolution, etc...

The resources of Egypt can be called "huge" mainly in its human resources, and natural resources, which, if well benefited of, could move it from the class of developing country into a developed one. Here comes the role of "Management," this role can be summarized in one question:

How can we apply the modern concepts of management to use the resources to its full capacity?

The answer for this question led us to take large strides towards the modernization of management, the Egyptian government, began to find out the reasons of the critical situation, from my aspects, economy and

society. some decisions were taken. to get rid of all obstacles facing the modernization of the Egyptian economy, such as , the law of foreign investment (1974). the role of the public sector, the law of labour productivity, etc... Those solution will lead the Egyptian economy to a new stage, which for sure will reflect to the social situation.

How can the management help the economic and social development?

The first role of management is to achieve the efficient productivity. it could be done through increasing both the willingness and the capability of working, through rising the level of those who are already in the labor market or those who are willing to get into it.

The competent authorities in Egypt (Ministries, Organizations, Universities, etc..) have gone through out a large scale program to fulfill the needs for well prepared generation able to deal with the modern ways of management and in the same time to enable the generation already in power to go on with the current methods.

FINAL--REPORT

ON

GTC IN NATIONAL GOVERNMENT ADMINISTRATION II

(MAY 18, TO JULY 4, 1993)

BY----- K.N.SHRIVASTAVA

INDIA

I have been a very keen Japan -watcher as also its admirer right since my childhood. This country poses a unique example to the world ,more particularly to the countries of Asian Continent, as to how a war-ravaged and economically crippled country like Japan could recover and catch up with the most developed countries of the world in such a short span of 40-50 years. A careful study of Japan from this point of view, would provide an analyst, a fair idea of the factors responsible for miraculous recovery of Japanese economy resulting into over all development of the country. Such studies do help in formulating policies for the growth of developing countries.

The Course enabled me to understand that Japan used to be a very backward and inward looking country uptill the middle of nineteenth century when it was being ruled by Shoguns (feudal lords). Besides the fact that the economic conditions of Japanese people was very bad, even the Japanese society was class ridden. Meiji restoration in the year 1868 heralded the country into an era of cohesion and speedy development. The administrative machinery was restructured, education received the deserved impetus and academic centres of excellence were promoted. These were some of the major steps that were taken to develop the country. The result was there to see for every body. Within a short period of 50-60 years, Japan emerged as a super power in the world. Unfortunately, due to its Military leadership gaining upper hand, the country was dragged into World-War II and it had to pay a very heavy price in terms of economic devastation and loss of human-lives. Post war period has witnessed channelization of the country's resources for positive and constructive purposes and the results are before us.

My understanding of Japan is that the development of a good education system has been the single largest contributing factor for its development. Education would be the main theme of

this report. Before dwelling upon the Japanese education system per-se I consider it necessary to briefly analyse the country's socio-economic conditions as they exist now and as they existed in pre and post Meiji restoration periods. It may also be essential to take into account some unique features of this wonderful country.

As we all know, Japan is an island nation comprising of 4 main islands. Seventy percent of its area is covered by slopy mountains. It is one twenty-fifth of the size of U.S.A. but presently supports a population of 120 million which is roughly half that of U.S.A. Bulk of its land being under mountains and hills, the availability of land per capita gets drastically reduced. The country is highly deficient in mineral resources and is heavily dependent upon import of minerals. Indegenous petroleum-products are virtually non-existent. The most invaluable resource of this country is its human-resource which has amply demonstrated its intrinsic potentialities. The developing countries of Asian Continent can learn a good lesson from Japan as to how a country's human resources could be adeptly utilised. It would be very useful for the developing countries since they too have large population and are generally obsessed with it. Among the uniqueness of Japan, I would like to highlight some factors that make the Japanese society, a homogenous one. It has one language, one culture, one race and also one religion. No doubt attempts were made during the Tokugawa regimes to create a class structure but this deformity was quickly undone after Meiji restoration. Singularity of these social factors makes the Japanese society most cohesive and prevents fissiparous tendencies that have been plaguing most of the developing countries. This aspect of the societal structure of Japan tells that a developing country must control the divisive forces and continuously endeavour for forging cohesion among its people.

Japanese people always have nationalistic outlook. They have always thought in terms of preservation of their national pride. This point can be further buttressed by quoting from Japanese history but I am not going into those details as the same would digress me from the main theme of this report. Today Japan stands on the highest pedestal of economic development. Its breakthroughs in the field of high-tech and ever increasing strength of its currency are indicative of its economic might. The constructive role that the Japanese Government plays in shaping up of the country, deserves special mention. The construction of Honshu-Shikoku bridge over sea, popularly called Seto-Ohasi bridge, construction of new Kansai-Airport on artificially created island in sea, under sea-water tunnel connecting Honshu and Hokkaidu islands, Shinkansen Railway System (Bullet-Trains), achievements in knowledge intensive fields e.g. computers, semi-conductors, revolution in telecommunication and not to forget the ambitious plan of Japanese Ministry of International Trade and Industry (MITI) to bring minerals from moon, are some among significant identifiers of Japan.

Japanese society amidst its economic modernization continues to remain by and large traditional. The family ties continue to be very strong. Even its social customs, rituals, cuisines and clothings have been preserved and as matter of fact the technologies have been harnessed for their better preservation and perpetuation. It shows that one should not forget one's roots and values.

The aforementioned background, I feel, would help us to understand and appreciate Japan and its people better. Now I come to the main theme of this report i.e. the Educational System of Japan vis-a-vis that of India. As I have mentioned earlier, the development of education system in Japan has largely contributed to its development. Right since the time of Meiji restoration and upto the present days, the thrust in Japan has been on education. Universal education

has been the hallmark of this country.

The Course provided us an opportunity to study the Japanese education system both through class-room interactions and observation-visits. The institutions that provide basic education i.e. elementary schools, junior high schools and high schools have been very well developed. We had an opportunity to visit Fudou elementary school, Tokyo. I noticed that the Government have spent a lot to provide the best possible facilities to the children. The school has a very nice 4 storeyed building, an indoor stadium cum assembly hall, a playground for outdoor games, all modern teaching aids and excellent kitchen facilities. ALL the children are being provided with nutritious food. They have to compulsorily participate in sports and other extra-curricular activities. The teachers were highly committed and the principal was most articulate. My visits to the class-rooms, when the classes were going on, gave me an impression that the class-room atmosphere was relaxed but yet the basic discipline was maintained. The students, besides learning the usual subjects, have to learn music also. My impression, in general, of the school was that the emphasis was on the over-all personality development of the children and not on making them book-worms. On the other hand in my country, I find that the primary schools are ill-equipped. In every aspect our schools are deficient. Lack of resources and population pressure are plausible explanations. The true reasons lie else where. If we underline and appreciate the fundamental importance of basic education, we too can provide the desired thrust. What we need is total commitment and strong political will as demonstrated by Japan. We have to understand that education is the basic foundation for development of super-structure of a society. We, in India, often feel that burgeoning population is major impeding factor to our development but fail to realise that population can be controlled only through universal education in our country and that there are no short cuts.

India is largest democracy in the world in terms of its size of population. The democratic traditions can be well nurtured and strengthened only through education or else they would always be under threat of anti democratic forces.

Elementary education in Japan is of 6 years. There after , Junior High School is of 3 years and finally the High School is of another 3 years. Education is free of cost right upto the High School. Standard of education through out Japan is the same. A student has to necessarily go to a school that is nearest to his house. The cross-country racing of students to selected few schools of elitist type, as one finds in Indian cities, is not there in Japan. This is basically on account of uniform standards of schools in Japan. It gives me a fair idea as to how basic education system in India could be reformed.

Now I come to vocational and higher education system of Japan. The Course enabled us to study this subject through reading materials , lectures and also arranged our visit to Tokyo Institute of Technology. I find that in Japan , the students who are desirous of university education normally go to High Schools. Others branch off to vocational courses after the Junior High Schools. The students know that higher education is very tough and costly. A mediocre student would not venture to strive for university education for he would not be able to pass the rigourous entrance test. This system enables the country to invest its resources meant for higher education on the bright students and prevents frittering away of resources on all and sundry. On the contrary , I find in India , mushroom growth of sub-standard universities, colleges and technical institutions has taken place. Even an average student gets bachelor and master degrees. It does not help the country. As a matter of fact it creates more multiple social problems.

I found that the Meiji Government established a number of centres of academic excellence.g.University of Tokyo.For doing so, the Government had hired high paid academicians from foreign countries One such person was a young technocrat from England, Henry Dyre. He was brought in as advisor to the Ministry of Industry in the year 1873. He was paid salary more than the then Prime Minister of Japan. He set up Imperial College of Engineering which is the present Tokyo Institute of Technology. The products of this college mostly joined Ministry of Engineering and Ministry of Post and Telegraph. They were primarily responsible for laying the foundation for technological development of Japan. The same approach has been pursued by the Japanese Government even in the present days. A number of centres of academic excellence have been promoted. This is a good model worth adopting in a developing country like India. We have to only ensure that real brilliant students come to such centres.

Japan provides great emphasis on vocational courses. It recognises the importance of skilled labour force. Its education system diverts the mediocre students towards vocational courses as they are not fit for higher education due the limitation of their abilities. Such system is not there in India and so also in most of the developing countries. It would be an ideal situation if the persons on the basis of their abilities , could be diverted to appropriate fields. Any kind of meddling or aberration in this area would be prejudicial to the interest of the country concerned.

Finally at the end, I would like to record my deep gratitude to the organisers of this Course .I have been immensely benefitted from this Courses. I consider Japan as beacon of hope for the developing countries of Asia and pride of this great continent.

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NATIONAL GOVERNMENT ADMINISTRATION II

COURSE: MAY 18 TO JULY 4, 1993

KENYA COUNTRY REPORT

THE ROLE OF PUBLIC ADMINISTRATOR IN PROMOTION AND EXPANSION OF
PRIVATE INDUSTRY IN KENYA

BY

JOHN PKECH NGIMOR (PARTICIPANT)

THE ROLE OF PUBLIC ADMINISTRATOR IN PROMOTION AND EXPANSION OF
PRIVATE INDUSTRY IN KENYA

Background

Kenya achieved her independence from British rule in 1963. Since then the country has made considerable progress in social and economic development despite internal and external impeding factors such as the Oil Shock of the 1970s, the severe drought of 1984, the declining coffee prices in the international market, the Gulf War and the recent devaluation of the Kenya Shilling to meet demands of economic reform programme by the IMF and the World Bank.

It is with this background that the government spelt out the direction of economic development in the 6th National Development Plan 1989 to 1993 (Appendix A). In this policy document, emphasis is placed on managing the economy to create employment, revitalise the industry and promotion of Small Scale Enterprises so as to earn greater foreign exchange through expanded industrial sector to support the traditional sources, namely agriculture and tourism.

The significant role played by the private sector is reflected in the Economic Survey of 1992. According to this survey, the total payments for wage employment in the Private Sector to which Private Industry is a major player, amounted to K£ 1 296 million very much close to that of the very large Public Sector (Appendix B).

To show commitment in industrial development, the government has already given incentives to promote private industry by

- (a) initiating Manufacture Under Bond programme,
- (b) reducing import tariffs on production inputs,
- (c) eliminating restrictions on imports of raw materials and intermediate goods,
- (d) tax elimination on capital gains and
- (e) removing price controls to most goods.

Also undertaken is the launching of a very attractive Export Processing Zones Scheme in 1990. To further attract foreign investment Investment Promotion Centre was established. Through this Centre (IPC), lengthy procedure of application and approval are made much shorter since all relevant ministries are represented in IPC—that is why it is generally referred to as a "one-stop" facility.

Through the Sessional Paper No. 2 of 1992 on Small Enterprises and Jua Kali Developments, the government demonstrated that it recognised the role played by these firms in the mainstream of the economy.

Policy implementation and formulation

The public administrator is both to be seen as the implementer of the Industrial Policy currently in force as well as play a leading role towards future policy change to ensure the country's economic progress.

To carry out policy implementation of existing policy, there will be need to ensure availability of necessary infrastructure as well as financial institutions e.g. export and import banks. In the light of the important role played by the Small Scale Enterprises, commercial banks, Central Bank of Kenya will need to come up with finding ways of making it easy for these enterprises to get access to credit. Here, the Japanese Small Enterprise Insurance corporation or the following three from Korea can be discussed to find the best that is suited to the Kenyan case—Credit Guarantee Fund, Small Industry Promotion Fund and Small Industry Promotion Corporation.

Promotion of social and political stability through good governance based on democratic practices in the spirit of transparency and accountability will go a long way in creating an environment for further industrial development.

The Public Administrator will inevitably have to develop consultative and professional dialogue with the various bodies from the industry such as

Kenya Association of Manufacturers, Kenya Chamber of Commerce and Industry and the Kenya External Trade Agency. Through such interactions, better and more relevant technologies can be incorporated as well as identifying and developing areas of the country's comparative advantage for further industrial growth. Previous policy formulations have been made almost exclusively by the Ministry of Industry. The public administrator will have to tap the inputs from all possible concerned sectors and bodies. By doing this not only can the quality of policy be improved but the rate of its acceptability and hence its implementability will be higher. An Advisory body can be set up to include various ministries connected with industrial development, academic staff in science and technology, Kenya Association of Manufacturers, Kenya Chamber of Commerce and Industry, relevant trade union bodies and the Kenya Union of Journalists.

Whatever inputs are received from this body, the same are further discussed by the bureaucrats of the Ministry of Industry before arriving at draft policy formulation to the Minister for Cabinet approval. In this way, profitable policies can be made to accelerate the social and economic development of Kenya.

Conclusion

It is one thing to make policies and yet another to implement and also it is yet another to make acceptable and easily implementable ones. The success of a policy is measured by its capability to be executed. It is in this regard that the public administrator's role is important in the promotion and expansion of private industry in Kenya to bring about the social and economic development in the country.

KENYA'S SIXTH NATIONAL DEVELOPMENT PLAN 1989 - 1993SUMMARY

The current five year plan is the Sixth since Independence in 1963. It comes in at a critical turning point in the approach to management of the National economy. It is in this that the long-term development objectives and strategies for structural adjustment process (SAP) contained in the Sessional Paper No.1 of 1986 on Economic Management for Renewal Growth will be implemented. Other underlying policy framework upon which this Plan rests include the KANU manifesto and the District Focus for Rural Development.

The development of the economy since Independence in 1963 has been satisfactory in all its dimensions. Real income per head has risen, employment has grown, diversification and broader participation has been easily observed while the economy's stability and resilience have provided a source of great satisfaction. Nevertheless, the international shocks of the 1970s such as the oil price rises and the collapse of the East African Community and even the recent Gulf War have imposed serious pressures upon our economic structure. In order that the country returns to stable growth, every effort is being made to address the potential of agriculture, the investment environment, the efficiency of the government's use of resources and the major welfare distribution characteristics.

In the above context, the major aims of this Plan in order to priority include:

1. That the economy expands in such a way as to create productive employment for over two million new entrants to the labour force.
2. That this growth will have to come from agriculture, revitalised industry and small - scale enterprises.
3. That the greater foreign exchange will have to be earned through expanded capacity of the industrial sector to diversify into export

orientation in support of the traditional agricultural exports and tourism.

4. That there will have to be moderation in government provision of basic needs services which calls for cost-sharing.
5. That the government will play a more significant role in caring for the environment apart from providing policy and operational support to private initiatives.
6. That the private Sector will be given a greater role in the economy and requisite technical and financial resources will be made available.
7. That in achieving the foregoing, due regard will be given to judicious management of public debt, the stability of the currency and the balance of payment
8. That while growth and employment generation are of critical importance in the SAP, certain safeguards will be taken to ensure equitable distribution of growth in order to improve welfare of as many Kenyans as possible. The District Rural Development strategy will be used to achieve regional balance in growth and in the provision of infrastructure and basic needs services.

To this end the Plan theme "Participation for Progress" Calls for commitment of all to develop activities.

Structurally, this Plan has ten Chapters broken down as follows:

- Chapter 1. Reviews historical performance since independence and describes the economic base from which the latter Chapters will be launched.
- Chapter 2. Develops the plan theme relating to major policy statements of the past reflecting their continuity and consistency.
- Chapter 3. Lays down the major growth targets

Chapter 5, 6 and 7. Here, the Private Sector's response to spatial characteristics of development in undertaking industrial, commercial and agricultural activity as anticipated. The consequences of all such growth will be to put heavy demands on the natural resource systems of the nation, leading to Chapter 8.

Chapter 8. The Plan covers the strategies for environmental protection.

Chapter (9 and 10) Since the theme "Participation for progress" is not merely a statement of simple economic growth, these two Chapters deal with the "Participation" by way of many facets of employment creation and Man Power Planning, while "Progress" is examined in its welfare rather than in the mere income context. This fittingly closes the Plan with the focus squarely on the people of Kenya for whom the Plan was prepared.

WAGE EMPLOYMENT BY INDUSTRY AND SECTOR, 1988-1991

	1988	1989	1990	1991*
'000's				
PRIVATE SECTOR:				
Agriculture and Forestry	198.4	195.1	202.4	200.9
Mining and Quarrying	3.3	3.4	3.4	3.6
Manufacturing	141.1	141.8	146.1	149.5
Electricity and Water	0.2	0.2	0.5	0.5
Building and Construction	31.1	33.4	36.8	40.7
Wholesale and Retail Trade, Restaurants and Hotels	98.0	101.4	104.6	108.8
Transport and Communications	23.2	24.5	25.5	27.6
Finance, Insurance, Real Estate and Business services	44.2	45.3	47.1	47.3
Community, Social and Personal Services	137.1	137.7	142.5	147.7
TOTAL PRIVATE SECTOR	676.6	682.8	708.9	726.6
PUBLIC SECTOR:				
Agriculture and Forestry	68.4	66.7	67.3	71.2
Mining and Quarrying	0.6	0.6	0.7	0.8
Manufacturing	39.1	41.0	41.6	39.3
Electricity and Water	20.9	22.1	21.9	21.9
Building and Construction	38.4	35.3	34.6	31.7
Wholesale and Retail Trade, Restaurants and Hotels ..	8.4	8.9	9.3	7.9
Transport and Communications	50.4	51.3	49.0	48.6
Finance, Insurance, Real Estate and Business	17.1	18.4	18.2	19.0
Community, Social and Personal Services	426.0	441.2	457.8	474.6
TOTAL PUBLIC SECTOR	669.3	685.5	700.4	715.0

* Provisional.

SECURING THE FOUNDATIONS FOR LONG TERM ECONOMIC GROWTH

SIM SAY KIONG
(MALAYSIA)

INTRODUCTION

With the expiry of the New Economic Policy (NEP) in 1990, the NEW DEVELOPMENT POLICY (NDP) was adopted in 1991 as providing the policy thrust for the current decade. While upholding the twin objectives of the NEP, the NDP nonetheless has as its overriding goal rapid industrialization. In the longer term, the Malaysia is to become a highly developed nation in 30 years' time, a goal which is encapsulated in the concept 'Vision 2020'.

Five year plans are the major planning vehicle of the government. The Sixth Malaysia Plan cover the 1991-1995 period and implements the NDP. The main thrust of the plan is 'balanced development'.

Managing success means finding solutions to issues that have emerged as a result of the rapid growth of the economy. The fundamental issues that must be dealt with in the years ahead are related to the challenge of sustaining growth process which the country has been enjoying since the rapid recovery following the recession in 1985-86. Due to rapid growth generated by high levels of private sector activity and the rapid expansion of manufacturing for exports the requirements for higher quality labour and better infrastructure to cope with needs of a modern economy have become more urgent. In addition, there are also higher expectations from our increasing affluent society not only for wider access to public services but also for better standards of such services. With modernization and urbanization, these expectations will surely increase further in the future.

THE CHALLENGE OF SUSTAINING GROWTH PROCESS

If Malaysia is to satisfy its domestic demands and expectations it is absolutely essential that Malaysia secure the foundations for long term economic growth. At the same time, these foundations must be structured and managed to meet these demands and goals.

During the 1990s, maintaining domestic demand-led growth in Malaysia will be a fundamental policy. Our industry, the driving force for economic development must challenge new issues in maintaining its vitality and adapt to continually changing internal and external conditions. Smooth structural change must be promoted while considering the impact on employment and regional society. Industry must undergo increasing renewal through technological innovations and informationization and by stimulating the continual dissolution and reforming of industry. In this regard, small and medium-size industries should play an important role in establishing the foundations for long term economic growth. Policy development for the small and medium size industries must support self help efforts of the small and medium size industries to continually cope in accordance with the principles of the free market economy. Measures for fair competitions are important and suitable organizational policies to cradle the diverse small and medium size industries must be developed. These policies must be easily understood and widely promulgated.

Science, technology and informationization will hold the keys needed to secure the foundations for future economic development. The widespread application of science and technology will provide more effective and sustainable means towards achieving a competitive diversified and global based economy in order to attain higher standards of living in the future. The goals of science and technology policy will be to ensure continuous science and technological developments that will sustain high rates of economic growth, accelerate overall development and lay the foundation for the attainment of a scientific and technologically advanced industrial society by the year 2020. The role of government should be large in the fundamental areas which are high risk and require long term efforts.

Informationization advances through the synergism of data processing and communication. It also advances through activity in interaction with society's needs, in order to promote informationization it is essential to have advances in information structures such as information networks and databases. Information infrastructure will form a base for the economy from the 1990s into the 21st century. We will need 'soft' infrastructure such as rules for electronic transaction.

The importance of intellectual property will increase with the advance of science and technology and informationalization. Appropriate protection of intellectual creations is important for the advance of technology innovations and the smooth exchange of science and technology. Most important are rapid and appropriate provisions for patents and other industrial property. We must develop strong comprehensive policies such as the paperless plan, more patent examiners and reasonable measures for patent applications.

The development of energy resources will not only have to be in tandem with the rising demand from anticipated strong economic performance but also the acceleration of the nation's industrial growth, particularly the growing emphasis on the development of energy intensive and energy based industries. As a supplier of energy resources to the economy, the task is not only to meet sufficiently the nation's energy requirements but more importantly to ensure efficient development of energy resources based on a least cost option

In view of the need to develop water resources and implement programmes to support the promotion of economic development and population growth as well as to improve the quality of life, concerted efforts will have to be made to conserve the catchment areas and protect the potential sources for future development. A comprehensive and integrated approach must be adopted towards water resource planning development and management to ensure efficient use of this depleting resource and facilitate the implementation of multi purpose projects as well as inter basin and inter state water transfer.

There is also a need to ensure a stable workforce. This is particularly so when labour supply and demands becomes tight. There will also be increased labour and supply mismatch depending on factors such as age, region, type of work, type of industry and size of company. These conditions call for having industrial management which correctly recognizes labour as a precious resource, long term qualitative and quantitative labour policies which continually takes into account social changes such as changes in the view of work higher education in the workforce and increased entry of women in the workforce, and maximum efforts to improve productivity on a time basis.

In order to secure long term foundation for economic growth, it is important that Malaysia also appropriately deal with the influence of finance and financial activities on industry.

Public facilities are essential for the diverse economic activities and must be treated as the infrastructures for economic development. There is fear that restrained public works spending lagged the infrastructure development for industrial bases will impede industrial development. If the level of Malaysia's public facilities are compared internationally, we can see major lags not only in facilities related to daily life such as water utilities but also in airports, highways, and other major transportation and large scale research facilities. General and planned development and improvement of public facilities must be carried out at a level appropriate to the country's economic capability.

IMPROVEMENT IN THE QUALITY OF LIFE

People consume in order to work, learn, enjoy leisure and raise the next generation. The gap between economic success and people's lives is considered as the result of emphasizing growth and production and lack of attention to people's lives. An environment must be nurtured that accommodates self-fulfillment, better quality of life and purpose in life for every person in the country as a worker, as a consumer, and as a member of local society.

In the 1990's there is a need to achieve a better quality of life such as opportunities for individuals to choose and realizing a free and fair society and improving working and living environments. As such industry must recognize that they have more important responsibilities as entities which create attractive work conditions and as good corporate citizens which actively contribute to society. The government must actively support the social contributions of industry.

CONCLUSION

Although Japan is one of the most developed countries at present she was once a developing country. Japan made efforts to catch up with the developed countries using a combination of government and social measures. It has been pointed out on numerous occasions

that if there is a secret to reveal about Japanese development, it may well be that development and its benefits to society, Japanese or otherwise, are the result of human resource development.

Finally, an old proverb for all of us to ponder, ' A nation without vision will be destroyed. Effort without vision is easily wasted, Vision without effort is no more than fantasy'.

ROLE OF PUBLIC ADMINISTRATION FOR ECONOMIC AND
SOCIAL DEVELOPMENT IN NEPAL

BY TIRTHA PRASAD LIGAL

I consider it necessary to give a brief introduction of my country, Nepal in order to project a comparative analysis of Japan and Nepal in forms of social; political and economic factors. Thereafter I intend discussing the role of Public Administration in socio-economic development of a country with particular reference to Nepal and Japan. Finally I would like to enumerate the benefits that I got from the course with particular focus on Public Administration systems of the two countries.

Nepal is a land-locked Himalayan country with an area of 147181 sq. km. and population of about 19 million. The other salient statistics about Nepal are annual economic growth rate 3.9%, annual population growth rate 2.6%; literacy 33%; per capital income US\$200. Geographically, Nepal can be divided into three regions viz: mountains, hill and tarai (plain). The mountainous region comprises of world's highest peak Sagarmatha (population called as everest peak). Nepal is world famous for its ancient temples, historical palace of Lord Buddha called Lumbini is also in Nepal. The country has Parliamentary System of democracy. The advent of democracy in Nepal dates back to the year 1951.

The modern public administration system came to Nepal in the year 1951 after the democratic system of government was adopted by the country. Democracy brought about attitudanal change in the

bureaucracy which used to be autocratic and irresponsible. In order to develop the public administration system of Nepal on modern lines, help of foreign advisors was taken. Administrative Reform Commissions were set up and their recommendations were implemented. Nepal now has merit based public administration system with proper accountability.

Nepal has laid stress on educating its people. Elementary education through vast network of primary schools is available to the citizen but higher education eludes them. The country can ill afford to spend more on higher education due to its weak financial condition.

Nepalese society is generally agrarian with 90% of its population engaged in agriculture. Barring a handful of farmers having access to modern agricultural practices, majority of the farmers follows the traditional methods. Agriculture accounts for 60% of the Nepalese economy.

Now I would like to describe briefly the Nepalese Public Administration as it exists today. An efficient bureaucracy is known for its self-motivation and high morale. Nepalese bureaucracy suffers from low morale. The facts responsible for it can be summed up as below -

- (1) Low salary
- (2) Limited promotional opportunities
- (3) Uncertainty of future of bureaucrats having put in 20 years or more of service.
- (4) Lack of proper job descriptions.
- (5) Ambiguity about terms and conditions of public services.
- (6) Excessive political interference in administration.

During the course of discussion with the co-participants and what I saw of public administration system in Japan, I consider that the following points shall be useful for revamping the Nepalese Public Administration --

- (1) Public Administration should ensure that business, commercial and other economic activities should be in private sector.
- (2) People of integrity should be appointed in economically regulatory public sector.
- (3) Government should provide necessary infrastructure for industrial sites.
- (4) Quality and price should be controlled.
- (5) Public Administration should provide some educational facilities for school.
- (6) Government should check against discrimination in educational system and make education.
- (7) Ensure standard of education and provide vocational career for the unemployed.
- (8) Special attention to back ward area.
- (9) Over lapping of functions of public and other private sectors must be avoided. Business, commercial and other economic activities should be in private sector while the public sector should confine itself to social service sector e.g. basic education, health, social securities, maintenance of public order.
- (10) Central Personnel Agency should be made by law.
- (11) Recruitment to Public Sector should be through open competitive examinations and promotion should be on the basis of merit cum seniority. The system must provide for faster

- movement of brighter personnel up the ladder of hierarchy.
- (12) The C.P.A. must ensure parity of wages and perquisites between private and public sector. The C.P.A. must make annual study of the situation and make recommendation.
 - (13) Service conditions of people working in private and public sector must be more or less the same.
 - (14) Basic facilities e.g. residential accommodation, educational allowances must be provided to all public sector personnel.
 - (15) Minimum tenure must be ensured for the executives of public sector.
 - (16) Political interference in the matter of recruitment and transfer of personnel and in the functioning of public sectors must be eliminated.
 - (17) Objective assessment be done annually and all the personnel dead-woods must be removed.
 - (18) Periodical training and upgradation of skill is essential.
 - (19) System of reward must be encouraged and recognition must be introduced.
 - (20) Functioning of public sectors must be made more and more transparent.
 - (21) Public should be encouraged to act as watchdogs over the public sector through public awareness programme.

I may like to mention that a high power Administrative Reforms Commission (A.R.C.) was set up in the year 1990 by the Nepalese Government under the chairmanship of none other than the Prime Minister himself. The said A.R.C., has recommended to set up a National Personnel Agency (N.P.A.) by and large on the

pattern of Japan. The A.R.C. had laid stress on better promotional opportunities, performance appraisal, job descriptions of the public servants besides emphasizing on decentralization of administration.

At the end, I express sincere thanks to JICA, NPA and all the persons associated with organization of this course which has helped me a lot in better understanding of public administration in international perspective.

THE ROLE OF PUBLIC ADMINISTRATION FOR ECONOMIC AND SOCIAL
DEVELOPMENT IN NIGERIA.

PRESENTED BY D.D.N. KAZE ON JULY 3, 1993.

1. PROLOGUE

1.1 This report will attempt to analyse the Nigerian practical and theoretical framework on the role of public administration for its economic and social development. Suggestion and comparism may be drawn from the Japanese experience based on the knowledge gained on National Government Administration II course held in Tokyo, Japan between May 4, 1993. The course esposed participants to the rich Japanese history and innovations as they affect the country's educational, industrial and administrative efforts. For clarity of concept, the report will use the term "Public Administration" to refer to a Bureaucracy or a Government, and the term will be used in this report inter-changeably. Public Administration can be broadly defined as the critical facet of a nation's institution responsible for policy formulation and implementation. From the foregoing therefore, it implies that administration of any country plays a pivotal role in the management of the national affairs, including of course, its socio-economic development.

2. THE ROLE OF PUBLIC ADMINISTRATION FOR ECONOMIC DEVELOPMENT.

2.1 INDUSTRIAL POLICY:

Nigeria was once a colony of Britain and has therefore a short history of about 33 years. It had pursued several economic policy directions which were aimed at achieving rapid development of the economy. Consequently, industrial policy was one of the major themes in the effort. These policy directions were more or less policy guidelines because they were not properly articulated as the present one in use in the country. It should be however noted that the so called policies of the past did not achieve the desired expectation

because their implementation were disrupted by occasional changes of governments. For instance, between 1960 (the year of independence) to date, the country had experienced 8 different regimes. The first prototype industrial policy was formulated at the end of the 1980s. The most discernible features of the past industrial policy guidelines, including the present one are as follows;

- (a) The encouragement of Nigerians to participate in business and industrial ventures.
- (b) Attempt to remove obstacles impeding speedy registration of business or any form of business transactions.
- (c) Location of industries outside urban areas to check Rural-Urban drift.
- (d) The promotion of small (cottage) and medium size industries.
- (e) Establishment of cooperative system.
- (f) Provision of necessary incentives; like tax holiday, subsidized land, support for research activities, etc.

In addition to the above, the present regime went further by liberalizing the economy by encouraging direct foreign investments, it also established more Export-Import trade related banks to service both industrialists and businessmen and women. The present policy was formulated in consultation with a large cross section of the economy. This included the Manufacturers Association of Nigeria (MAN), National Association of Chambers of Industries, Mines and Agriculture (NACIMA), the chambers of Commerce and industries, Bankers, the Nigerian Labour Congress, the academia, the Nigerian union of Journalists, the bureaucrats, etc.

Good as the policies have been, the implementation were bedevilled with lot of problems. These ranged from procedural bottleneck, inadequate provision of infrastruc-

tural facilities, political interferences or excessive government control, like in the location of Steel Rolling Mills at Jos and Katsina, inadequate capital base, ineffective price and quality control system, inadequate incentives, occasional socio-political instability and complacency on the part of the industrialists for whom the policies were designed to assist, to low level of education (literacy).

At this junction, it would be necessary to relate the Nigerian experience with the Japanese. On the other hand, Japan had a very long and stable administration spanning over several centuries. The Bureaucrats have a long established mutual and friendly relationship with the industrialists. The two groups cooperate very well in areas of Research and Development, as well as in areas of national policy direction. Whenever the need arose, the bureaucrats protected them from fierce international competition. The industrialists reciprocated with their almost unflinching cooperation especially in areas of developing national desirable direction for progress. For instance, the government may direct that business emphasis should be on steel production, electronics or semi-conductors etc. While it seems Nigerian bureaucrats related with their industrialists mostly through the issuance of powerfully worded regulatory laws or directives, which were often breached with impunity. Their Japanese counterparts performed similar role by way of informal consultations through the leaders of the industrial trade Associations. Deviants were effectively sanctioned to almost crippling level. This type of consultation is known in Japan as "Administrative Guidance",

2.2 AGRICULTURE, FINANCE AND COMMERCIAL POLICIES.

Like the industrial policy, the Nigerian Bureaucrats have also designed different other policies, these included those on Finance, Agriculture and Trade. Their implementation were equally impeded by similar obstacles mentioned earlier. With respect to agriculture, it was observed that the extension Workers in Japan were better trained, more friendly and helpful to the rural farmers. It was also observed that every farmer belonged to one cooperative association or the other, and every farmer was made to understand the advantages of belonging to cooperative association. Some of these cooperatives were based on specialised or a category of agriculture production. On the other hand, agricultural cooperatives were not so effective in Nigeria. The farmers were more or less conservative, financially poor, and generally illiterate. While it was easy to persuade the Japanese farmers to accept new changes beneficial to them, it was more difficult to do so in Nigeria. While the Nigerian extension workers served like instructors their counterparts in Japan served as advisers.

Concerning financial administration, the Nigerian bureaucrats have tried to promote the established export-import; Agriculture; Trade; Cooperative; and Industrial related banks. All banks were expected to reserve a percentage of their deposits for loans to the Agricultural, Industrial and Export purposes. Compared with Japan, there were more number of industries, Specialised Banks and business ventures with solid financial base both domestic and foreign, This was lacking in Nigeria.

Generally, the commerce system in Nigeria was mercantilist in nature without solid industrial base to support it.

Based on the foregoing, the analysis shows that the major differences between Japan and Nigeria were not too much on the policy formulation level but on the modus operandi of implementation. Whereas the Nigerian Officials paid emphasis on regulatory role, their Japanese counterparts emphasised promotional role.

3. THE ROLE OF PUBLIC ADMINISTRATION FOR SOCIAL DEVELOPMENT

3.1 Nigeria operated a democratic school system. This gave both Parents and Guardians the option to choose between enrolling their children or wards in tuition free public or fee paying schools. The choices existed from primary school level to the tertiary institutions. The Nigerian Bureaucrats considered education as an important basis by which the national future lies, they therefore felt it should be handled with utmost care. Although the Japanese Public Administration shared similar objectives, it however did not have the problems of school dropouts or unemployed school leavers because of its efficient and effective planning and implementation of their educational policy. Groupwork was regarded as an essential part the school /educational system. The Japanese authorities invested much in science and technology related courses as well as in schools' infrastructural facilities from primary school level to the tertiary level. For instance, all primary schools were well equipped with libraries, health, gymnasiums, music and arts facilities, and feeding complements. Nigeria needs to improve in this direction.

3.2 SOCIO-CULTURAL

The bureaucrats in Nigeria can be credited for their ability to maintain ethnic and religious harmony in a country with 88.5 million people 255 ethnic groups with diver-

ging languages and cultures. They performed the task through careful balancing act very unique to the country. Some of the policy implementation programmes included; Federal character/Quota system in appointments; promotion of National cultural festivals; granting of relative autonomy to the States, and Local Governments and the provision of basic social infrastructures. However, the Japanese administrators had no problems inherent in most multi-ethnic and multi-religious societies, perhaps this could be responsible for their relative social stability. However, this is not an excuse for lack of development, after all U.S.A. is multi-racial and multi-religious and yet it is one of the world most developed nations.

The problem with Nigeria had been more on implementation management and poor leadership.

FINAL REPORT

ON

IMPROVEMENT OF HUMAN RESOURCE MANAGEMENT IN PUBLIC SECTOR

BY

MR. MIGDONIO VIGO CHAVEZ

PERU

INTRODUCTION

This report attempts to analyze some issues of my country's interest, in the field of Improvement of Human Resource Management in the Public Sector. The analysis will be done under the light of comparing the Japanese experience and other experiences of the policies implemented in Peru and to relate it to the current situation.

ANALISIS

The peruvian government has been characterized by the existence of excessive bureaucratization in term of manpower. Just within the tenure of the last government, between 1985-1990, the Public Sector increased over 285,000 new public employees. This brought the size of the Public Sector to about 879,000 in a population estimated to be 21'550,300 in 1990 and did not permit to restore infrastructure and privilege expenditure in social sector. With respect to this point the present Executives in Peru is reorganizing the state structure and functions, establishing programs of incentives for public servants in order to reduce the size of state bureaucracy. Consequently, the size of the Public Sector is kept at optimum level, which is similar to the situation in Japan, where there is a small but strong Public Sector.

On the other hand, Peru's officials are not

considered the most talented nor the most prestigious in the labor market. Its public organizations recruit the bureaucrats usually through political appointment, thereby neglecting the necessary process involved in the recruitment. Japan's officials have been of high prestige in the society and its official agencies attract the most talented graduates from the best universities in the country . In this sense , it is necessary to mention that the recruitment of personnel should be through open competitive examinations into the Public Sector

Also, the promotion in service should be consistent and designed to recognize merit and intellectual ability as well as promote efficiency and award honesty and hard work. For instance, the basic factors for promotion of employees in Japan are as follows:

- experience
- performance record
- background and
- seniority

In Peru, the salaries of public service employees are very low, and this may be one of the reasons of immorality and corruption that the new government has found in the Public Sector. On the contrary, in Japan, there exists a competitive compensation comparable to the private sector. A fair and equitable salary structure is absolutely necessary to attract the best talents and retain them in the Public Sector.

Besides, it is necessary to give in Peru due importance to periodic training, which should be need based, implemented by competent trainers and evaluated properly.

This is one of the aspects that Japan carries out.

Finally, in my country the Executive Power has established since last year a semiyearly evaluation in the public service and such measure is in accordance with the goal of achieving the efficiency of workers in their duties, requirements and guarantee the availability of human resources in order to reach the purpose of the present theme.

CONCLUSION

The experience of Japan as a successful model of development may assist Peru to carry out the Improvement of Human Resource Management in Public Sector, considering, of course, the different circumstances in which it has emerged and our own reality.

VISIONS AND STRATEGIES FOR DEVELOPMENT
IN THE PHILIPPINES

Atty. Carlito J. Catayong

I - Introduction

This report spells out the visions and goals of development as well as the socio-economic development policies of the government of the Philippines in the light of what was gained from the training course in National Government Administration II and the country reports of the other participants.

The Japanese experience capsulizes the impact that it gave to the participating countries particularly in the field of human resource management, industrial policy and educational modernization. The writer, therefore, seeks to dissect and analyze the viability and acceptability of this experiences into the Philippine setting taking into account its present socio-economic problems plus their possible countermeasures.

II - Overview of the Philippine Situation

More than ten years after the Philippines initiated its structural adjustment program, sustained development remains elusive. Real per capita income in 1992 was 7.2 percent below its 1980 level. Savings and investment as a percent of gross domestic product (GDP) have been on average one-quarter lower than their 1980 average. Export growth has been half that in the 1965-80 period; external and internal public debt combined have doubled as a share of GDP; inflation has been higher by around five percentage

points per year; and the poor population continue to rise.

This performance stands in sharp contrast to that of neighboring East Asian countries where economic "miracles" have spread from the original four "tigers" to Malaysia, Thailand and Indonesia. And other East Asian countries have been able to attract sizeable levels of foreign resources from private investors and creditors, while the Philippines has continued to rely on exceptional financing from official creditors over this period.

Yet, although stagnation appears to be deeply rooted in the Philippines when viewed in this fashion, the potential for rapid growth and development has been displayed. Strong growth during the 1986-89 averaged over 6 percent; manufactured exports have regained their world share and more recently, there are signs of improved microeconomic fundamentals which augur well for future growth, high corporate profitability and reduced leverage, greater dynamism by small and medium scale industries and tight labor market.

Four (4) key issues shape the remaining macroeconomic policy agenda for the Philippines:

1. Although the fiscal deficit is currently at a sustainable level, the composition of public finances is a cause for concern. To spur growth, the nation must increase public investment and maintenance (especially of the road network) and allow the real exchange rate to depreciate, both of which will make the measured deficit rise.

2. Expanding the deficit cannot just resolved the crises with public infrastructure even when foreign creditors are willing to provide a high percentage of total project costs. However, given the breathing room, some increase in the deficit can be tolerated in the short term to accomodate the backlog of public investment needs, especially in power. To ensure sustainability, it is suggested that the government must accompany the deficit increase with a concerted revenue effort, encompassing improved tax collection efficiency, new taxes, user fees and other public revenues.

3. Interest and personnel expenses as a percentage of total government expenditures have soared and the budget inflexible. Painful but sustainable fiscal adjustment measures - reducing the number of public employees and improving the productivity of publicly provided services, both within the administration and public enterprises - have to be undertaken.

4. Inflation, interest rate, exchange rate and foreign-reserve targets cannot be met simultaneously because the burden of stabilization has fallen disproportionately on monetary policy. Restoring, therefore, the independence of the Central Bank is a priority.

In spite of the several ups and downs, the Philippines has progressed significantly in implementing remedial measures and adjustment programs. Reforms in agricultural pricing and marketing, the financial sector, privatization, trade and tariff liberalization, direct and indirect taxes, and investment incentives have been undertaken, along with procedures to set priorities for public investments. Sugar and coconut monopolies have been disbanded, interest and exchange rates are now determined by market forces; the bias towards capital intensity in investment incentives has been effectively removed; the Board of Investments has streamlined procedures and taken on a more promotional role; a value added tax and improved income tax measures have reduced tax distortions; and trade reform has been pursued.

Taken together, the above-measures have substantially opened the Philippine economy to competition and corrected major policy-induced internal distortions. If plans for extending these reforms into remaining areas, like transport, energy, capital markets and wage setting are realized and a track record of implementation follow-through is effectively developed, the incentive system in place can support rapid medium-term growth.

III - Key Components Affecting Strategies For Development

1. Deficiencies in infrastructure are the most serious bottleneck to rural and industrial growth. Although the government has just announced reforms in energy pricing and sectoral policies, implementation problems continue to delay resolution of the short-term crises in power

and threaten medium-term growth as well.

2. Aside from power shortages, infrastructure problems remain the most serious obstacle for rural development. The private sector has responded by providing services itself.

3. A major outstanding issue is the extensive oligopolistic structure of industry and agribusiness. In over half of manufacturing subsectors, the top four (4) firms account for more than 70 percent of total sales, a level that is high relative to the level in other industrialized and developing countries. Unlike other East Asian countries, large firms in the Philippines have developed in order to take advantage of fiscal incentives and other publicly provided protection rather than in response to market conditions.

4. Targeting real exchange rates to spur manufactured export growth should be encouraged. The real problem appears to be a political use of minimum-wage legislation which has driven up the wage floor and compressed wage differentials in the formal sector.

5. The Philippines, admittedly, has yet made little progress at improving quality goods and products and the export promotion effort should focus on this process. Several policies could be implemented to improve quality: fostering an export culture; promoting foreign investment; acquiring technology; setting and enforcing standards by industry groups and government agencies; facilitating the flow of information on domestic and international market

conditions and least-cost production techniques; encouraging specialization; providing direct and indirect exporters with access to duty-free intermediate inputs; and pursuing technology diffusion through subcontracting activities.

It is observed that the policy agenda outlined here should enable the Philippines, like Japan, to achieve macroeconomic stability, open trade, integrated domestic and international markets, and rapid poverty reduction. Such strategies calls for active policies to promote private industry, export activities and foreign investment, the deregulation of the industrial and agribusiness sectors, federal partnerships with private companies and non-governmental organizations (NGOs), environmental management and more effective targeting of social programs.

IV - Visions For A Better Philippines

Democratization and devolution, structural reforms and the process of urbanization, demographic change and remittances from abroad have reinforced the confidence and capacities of the middle segments of Filipino society - an encouraging sign that makes prospects of sustained reform for better today than at any time in the past decade. Several actions are required to make the reforms take hold. First, the government must build a critical mass support for reforms by articulating an overall vision of how an export-oriented, labour-intensive approach can meet the demands of different groups for welfare improvement. The removal of protectionist legislation on exter-

nal trade is one step in the right direction. Second, given the imperatives of consensus building and multi-level actions, difficult trade-offs must be made to maintain the integrity of public finances. Third, the Philippines must modify some of the institutional structures of government. Example, is the transforming of the Board of Investments from regulatory to a promotional agency; rethinking the functions of the Central Bank's import monitoring and exchange control staff; making public corporations more accountable for financial and operational performance; and increasing monitoring and accountability by line agencies, so that the sectoral allocation of actual public investment can be compared with budgetary authorizations. Fourthly, the legal system has to be modified. Special tax courts should be created to handle tax cases expeditiously. Finally, private sector resources must be mobilized. One way is for private sector to become the implementing agent for development programs and this avenue is fortunately explored. The government role may then be merely administrative guidance.

Last December 15, 1992, the Medium-Term Philippine Development Plan for 1993-1998 was approved by the Philippine cabinet. The MTPDP, or the Philippine Development Plan, in short, spells out the vision and goal of development for the Philippines for the duration of the Ramos administration. This plan provides the guide-

posts, the development 'road map' to attain this vision.

Global excellence or world competitiveness is one of the twin objectives of the Philippine Development Plan for 1993-1998. This objective calls for a situation in which Filipinos are able to produce world-class products for the world market and are able to compete against imports in the domestic market on an even footing. Where global interdependence is increasing, a country's capacity to produce an increasing range of products and offer opportunities comparable to those in the rest of the world is a test of national viability and world competitiveness. To be internationally competitive, some preconditions must be met. Among others, it is necessary to discard traditional trade and industrial policies that dispense protection to domestic industries so excessively that inefficiencies are encouraged. This means opening the economy purposely to international trade and the discipline it imposes. A more open economy prods entrepreneurs to improve productivity, use least-cost components, newer technologies and advanced managerial know-how.

The Philippine Development Plan aims to establish the following conditions to ensure that the development objectives and priorities as contained in the Plan will be successfully realized: 1) Political stability and national unity; 2) A positive work ethic, which necessitates redirecting cartels and monopolies to create and widen

opportunities for new enterprises and strengthening linkages for worker rewards and recognition, thus enhancing productivity; and 3) A commitment of the economic and political elite to the common good, by sharing their talents and resources; by joining in the campaign against tax evasion and smuggling; by demonstrating greater concern for the environment; and by helping in the elimination of graft and corruption which often sustain the present ills of society.

V - Conclusion

Based on the foregoing, the assessment in this report is that the Philippines now faces its best prospect for sustained development in almost two decades. Circumstances are now favorable for moving to growth of at least 5.5 percent per year over the medium term, consistent with a graduation from exceptional balance of payments financing arrangements within three years. By 1998 the macroeconomic target is at least \$1,000 per capita income; GNP growth rate of at least ten percent; and reduction in poverty incidence to thirty percent.

In contrast to previous growth spurts where public consumption also increased, future growth would be supported by higher amounts of public infrastructure investment, complimented by large private investments in such sub-sectors as telecommunications, energy and air and sea transport. In the medium term, other private investments and exports would be the engine of growth.

Thus, a solid foundation of growth with low inflation and low foreign public borrowing appears feasible, provided that all parties are committed to a common program. A consensus between government and business, the executive and legislative branches, the local government and NGOs is necessary to support consistent policy implementation.

The course, indeed, complimented these series of measures and strategies, and based on the Japanese experience, the Philippines could attain the same economic status in the years ahead once the above-measures are effectively and efficiently observed and implemented. The Philippine government, therefore, in pursuing an agenda of mobilizing domestic and foreign resources, implementing administrative, regulatory and further structural reforms, providing a strong infrastructure and targeting more and better services for the poor, has recognized and accepted the challenge to streamline its operations and increase its effectiveness.

THE ROLE OF PUBLIC ADMINISTRATION FOR ECONOMIC AND SOCIAL
DEVELOPMENT IN SRI LANKA.

Dadallage Jinasiri.

Sri Lanka.

Introduction.

The course of public administration II which was conducted by JICA during the period of seven weeks is very relevant with the public administration. The historical background of Japan, its modernisation period, its hardships, were discussed in the training period. The lecture discussions, observation tours, seminars and other relevant activities of the programme covered the very important relevant background of the Japan overall development.

The following areas were discussed in the training programme,

- ✓. What is the reality of modernisation.
- ✓. How is the education help to the nation building.
- ✓. What is the role of private sector industry.
- ✓. The importance of human resources development.
- ✓. The relevancy of the agricultural development policy in the country.
- ✓. What would be the real way of policy making.
- ✓. What is the relevancy of better infrastructure development on national development.
- ✓. What is the importance of cultural stability on development process.
- ✓. How to plan the future of the nation.

What is public administration.

Above all these areas are very relevant with the public administration. In any country people are the source of development and they are the major resource. In overall development in any country would be depended on better management of resources and policies.

Then we can consider this as key role of development. To upgrading the people's living standard there should have been proper administration setup of utilisation of all the resources. First of all to utilise the human resources other development factors, such as private sector, and cooperative efforts of the people, and so the policies which are taken by the people for their own development and their own safety. In this process the policies in everywhere is very important and essential.

The public administration sector can be and should be played a prominent role on this way relating to the social and economic development of the country. In the policy making process the important role would be played by the following agencies.

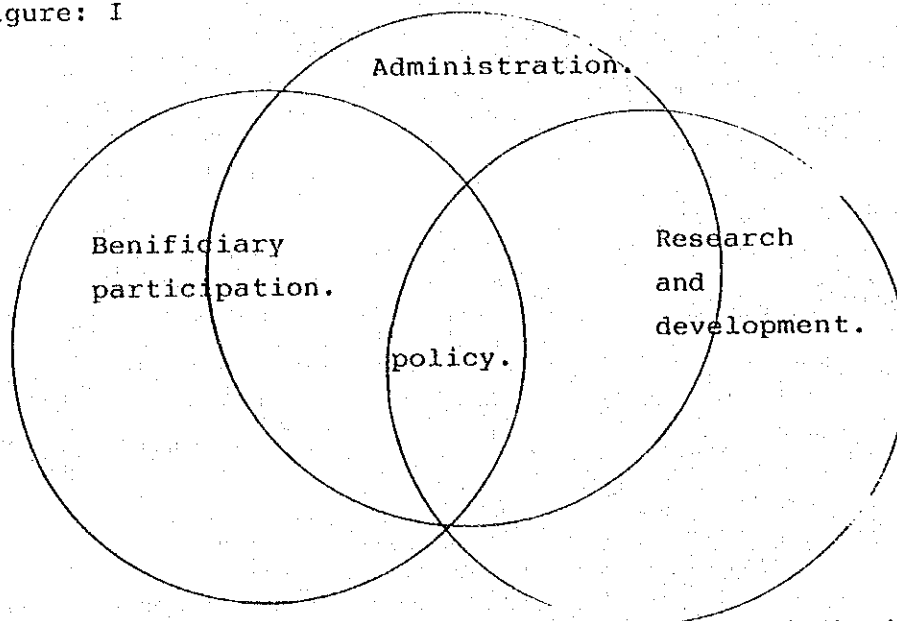
1. Beneficiary participation or their representation.
2. Administration body or management.
3. The efficient and skilled people of the relevant field or society.

If these three agencies are get together proper policies can be made. In this way the administrator can play very prominent role to get involved the other two parties.

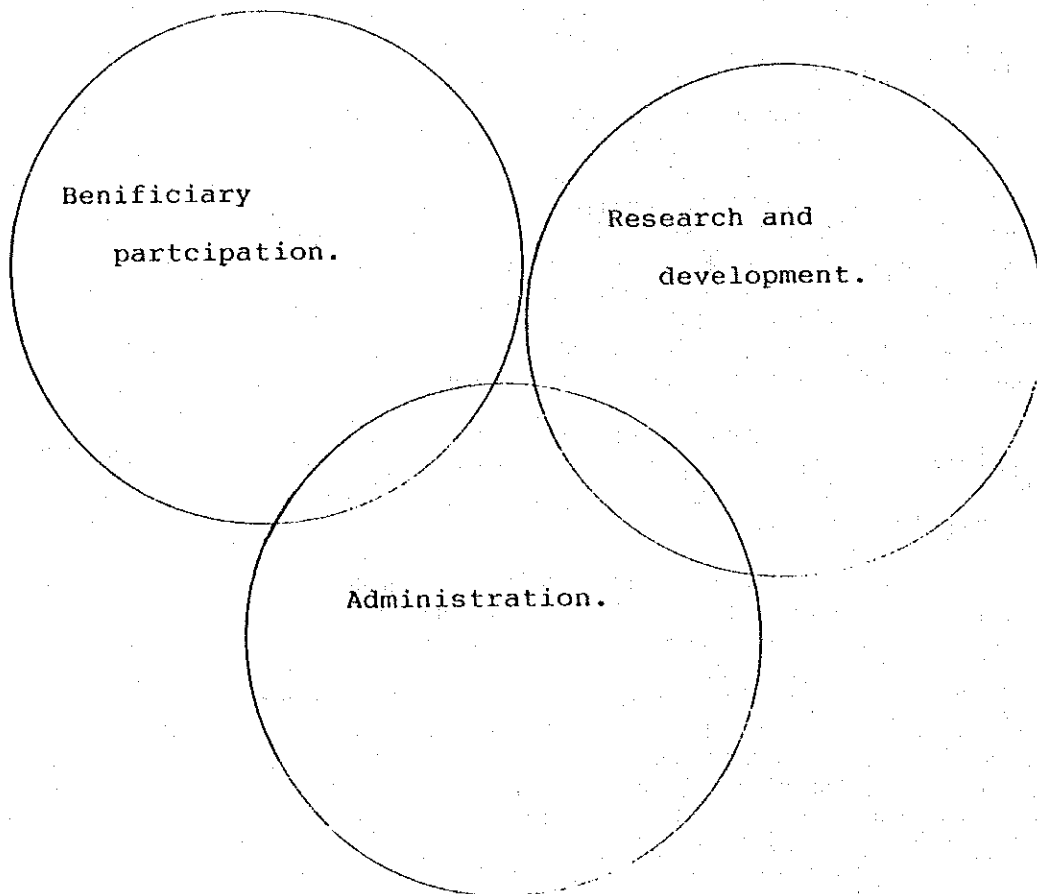
When we consider the Japan experiences they are being experienced on this process and so when we consider the developing countries the three factors are not closely related.

The figure I indicates the described situation. (see figure I)

Figure: I



The desired situation of policy making and the basic role of public administration.



The almost present situation of developing countries.

In this figure we can see the desired cooperation of the relevant factors and the actual situation of our countries. The has developed this way of policy making almost every aspects.

In our training programme when exchanging views among the participants we talked more about cooperative efforts of the people and so appropriate technology development. When we consider the historical way of development Japan, The results of present conditions due to hard working. The real cooperation, and appropriate technology should be based on the community level. It would be depended on the policy matters which are taken by the real participation.

Targetig for catching policy.

This is one very good point of view which i taken in to account during this training programme. in our countries there is a waiting policy. sometimes waiting for external resources. we should initiate our targets and proceed towards them. This one major task of our administration. we will have to realised our hard ships, learn, and try. The historical background of the Japan development, this lesson can be learnt.

In this way the administration capacity is very important. In this way we can define the key arias of up grading the economic and social standard of the people

- Y. How to minimize the dependancy attitude of nationwise.
- Y. how to re correct the policy making strategy.
- Y. how to develop self development efforts.
- Y. how to encourage the nation building and other relevant factors.

- Y. How to develop efficiency and effectiveness.

These major tasks are mostly responsible of administration. When we get involved or work hard on these objectives we can come to the targets easily. Finally this may bethe way of modernisation of the country.

How is the education help for economic and social development.

The education is the mostly relevant factor in national development for various aspects. This is the form of human capital development. It should be understood the national needs human resources. when we consider Sri lanka situation it has a higher literacy rate among the developing countries. The rate is 90%. It is more than with comparing some middle level income countries and close to some highly developed countries. Free education is given in sri lanka up to the university level.

The following negative characteristics can be seen in the education system in sri lanka.

- Y. Very different education standard of the country.
- Y. Class system or graded in the education institute.
- Y. Low facilities on rural level.
- Y. Highly competitiveness of education.
- Y. Low attention of other factors, such as physical education, easthatic education, moral education etc.
- Y. Low attention on life skill and technical education.
- Y. Colonial education framwork.
- Y. Higher drop out ratio in secondary education.

In higher education

- Y. Low percentage on selection.
- Lower digree relevancy of university education with social and economic requirment of the country.
- Y. Less cordination with the policy makers to research and development.
- Y. Insuffciant facilities of universities and higher education institution.

✓. Under Utilisation of remaining facilities.

✓. Braindrain problem of free educated people.

In generally these characteristics can be seen in Sri Lanka education system. It is bound with the other financial situation of the country. Although we have some economic barriers the following steps can be identified for up lifting of education with relevance to the national development.

✓. Establishment of national education institute in 1991.

✓. Supply of free text book up to secondary education.

✓. Supply of midday meal with the purpose of physical imbalance.

✓. More attention to get more parents participation through establishment of school development societies.

✓. Some attention of taking public sector participation.

✓. Establishment of affiliated university system to facilitate more in university education.

✓. Establishment of open university system.

Some counter measures on education system in the countries,

✓. More attention should be given on compulsory level education. And the curriculum pattern should be evaluated according to the social and economic requirements.

✓. Steps to be taken to reduce the different education standard of the country. The different class system in education system is very related with the social and economic class system in the country. The grade A1 and B schools are highly facilitated and there is a keen competitiveness to enter these schools. This should be minimized with giving more educational facilities to the rural level or backward areas.

✓. The highly spread private educational institution should be regularised. That has become a commercial type industry due to the highly competitiveness of the education system. The participation of private sector in education should be taken into carefully and systematically. This has become social problem as well as economic problem specially for middle level and low income level families. Therefore there should be proper administration guidelines relating to this area.

✓. More attention should be given to upgrade the technical education relevant to the social and economic situation. Most of the academic areas in the technical institutions have been based on the general type technical education.

✓. Involvement of research and development activities of higher education institutions on social and economic development should be increased in various ways.

The professionals should be encouraged on this exercise.

✓. Sri Lanka is one most failure example of utilisation of developed human resources. Most free educated professional and specialists are being served by various developed countries. Either this should be regulated or they should be facilitated to serve the country. They are the best product of our national education. The problem is no return of this products.

How to get involved the private sector and industries for social and economic development .

The proper industrial policy dynamic industrial sector would develop the income level of the people as well as the national economy. There should have been a proper industrial policy to any country and it should be familiar with the other sectors of the economy.

To develop the proper industrial policy the following factors are desired to be guided in positive way.

- ✓. the national economic policy.
- ✓. proper export and import policy.
- ✓. protection and developing policy of small and medium size industries.
- ✓. proper financial policy for industrial development.
- ✓. proper human resources management policy.
- ✓. proper administrative guidelines for promotional rather than regulatory.
- ✓. promotion of cooperative systems.

When we consider the Sri Lanka policy on industrial development, there can be seen positive characteristics as well as some negative features.

Some positive conditions of industrial policy.

- ✓. open economy policy after 1977 to get more involvement of private sector for industrial development.
- ✓. some promotional incentives were given to upgrade the private industries.
- ✓. more attention to attract the foreign investment for export oriented industries.
- ✓. establishment of free trade zone system to promote private industries.

- ✓. development of infrastructure facilities as essential part of the industrial development.
- ✓. transformation of the primary domestic market oriented industries to export oriented market and non traditional productions.
- ✓. generation of employment for youth.
- ✓. attitude of diversify the economy and strengthen the balance of payment.

As well as these type of positive characteristics in the industrial policy there can be seen some other negative feed back also in the past industrial policy. Some of them as follows.

- ✓. opening of the economy without having proper investigation of remaining conditions of the industries.
- ✓. negligence of promotional and protection policy on local small and medium size industries in the open economy.
- ✓. poor coordination with other sectors and other policies.
- ✓. politicalwise decision making on industries and privatisation of public sector industries.
- ✓. poor consideration of exploitation capacity of private sector.
- ✓. increasing of political and social instability relating various economic and economic problems.

According to this situation the following countermeasures can be applied as administrative guidelines and to minimise the negative approaches.

- ✓. establishment of national level policy making agency to coordinate the other sectors and minimise the political interventions on industrial policy.
- ✓. development of research and development activities to make sure for promotional on every aspects, and establishment of consultation systems.
- ✓. re evaluate the import policy relating to promote the national level production.
- ✓. to take necessary measurements to develop quality control management.
- ✓. adoption of cooperative efforts to develop bargaining standard of small and medium industrial sector and minimise the unhealthy competitiveness among themselves.
- ✓. development and establishment of political and social stability with proper democratic ways and means.

The importancy of human resources management development.

The importency of human resources management development is basically relevent with various ways. The major two factors can be identified as very important.

1. Human resources can be identified as basic resource to the nation.
2. Human resources can be developed with having proper administrative guidlines.

This development can be led to development of.

- ¥. Labour produtivity,
- ¥. Whole produtivity capacity,
- ¥. Overall development of the country,
- ¥. Proper adaptability,
- ¥. Motivation of the working force,

The following characteristics can be seen in present human resources management development inthe country within the subje-ct matter.

- ¥. Various type of interuptions on employment and selection policy.
- ¥. Continuous harm to the promotional policy.
- ¥. Non recognition of appropriate trasfer policy.
- ¥. Poor adapterbility of proper deciplinary procedure due to various reasons.
- ¥. poor policy of evaluation employees efficiency and ability.
- ¥. Low attention of training development and research.
- ¥. Less attention of job evaluation.
- ¥. Enaducate salary wages and social welfare system.
- ¥. Unproper and unsatisfactory working conditions.
- ¥. Poor standard of employer-employee relationship.
- ¥. Lack of participatory approach.
- ¥. Lack of trade union democracy and participation.

After realisation of all negative featuears the following measurments can be taken for further immprovement.

- ¥. Establishment or reconsidering the role of central personnal authority and further development or improvment of personnel policies in broder aspects.
- ¥. Getting involved the experties and skill personnels for over all research programme for overview.
- ¥. Try to develop unique policy on personnel managementon above weeknesses.
- ¥. development of participatory approches for awariness concept decision making approach, quality circle sytems etc.

- Y. Necessary measuraments for skill development, joint consultation, off the job in the job training, rotative working systems, multi skilling development etc.
- Y. Development of comparative appraisal systems, promotion systems, motivative systems for all level employment.
- Y. Development of salary, wages, policy and development of work place conditions and environment.
- Y. Recognition of mental and physical health upliftment of the human resources. Having development of sports activities recreation facilities, cooperative systems etc.

Other important factors which should be guided for social and economic development.

- Y. we should focus our attention to get into self sufficiency in food production or make sure we have proper agricultural development policy. Therefore necessary steps to be taken for agricultural development.
- Y. Other basic factor is the infrastructure facility development relating to the overall national development. without having proper infrastructure in the country it is very difficulty to reach targets really.
- Y. In the development process we should have to keep proper attention the influence of cultural background of the country and there relevancy. Cultural heritage is very assential point to consider in the development process.

Finally, what ever it is we should focus on future attention and sustainability of development. Some times development measurements might not be relevent with future concerned.

Conclusion.

All these social and economic development process should be based on upgrading the peoples living conditions. The public sector as well as the private sector should involved in this exercise. For getting more involvements any changes or policy making on development stratagy the public sector must be responsible to get maximum benifits over the proper guidelines.

F I N A L R E P O R T

1. Name of Training Course :
 The Group Training Course in
 National Government Administration II
2. Name of Participant: Niran JONGWUTIWES
3. Name of Country: Thailand
4. Theme:
 Role of Public Administration for Economic and
 Social Development in Thailand -- A Conceptual
 Improvement Based on Japanese Experience

INTRODUCTION

Thailand, "Land of the Free", is, in southeast Asia, bordered by Malaysia to the south, Myanmar (Burma) to the west, Laos to the north and northeast and Kampuchea (Cambodia) to the east. Thailand is approximately the size of France (513,115 square kilometer) with a population of about 57 million.

The country is divided into four regions: the mountainous North, where the temperatures in winter are cool enough to permit cultivation of temperate fruits such as apples and strawberries; the Northeast, a rolling semi-arid plateau which was once the center of Thai agriculture; the Central region, one of the most fertile rice growing areas on earth; and the isthmus of the South, whose heterogenous topography encompasses hilly rubber plantations and fruit orchards, coves and bays filled with

fish and rugged terrain from which high-grade tin ore has been extracted for centuries.

Almost equidistant from India and China, and historically something of a Southeast Asian migratory, cultural and religious crossroads, Thailand, known for centuries by outsiders as "Siam", has been fashioned into a modern kingdom by a combination of strategic location, ethnic diversity, religious tolerance, adroit diplomacy and abundant natural and human resources.

The Kingdom of Thailand has been a constitutional monarchy since 1932; however, the monarchy has continued to be the "heart" of the nation. Importantly, Thailand is the only Southeast Asian country never to have been colonized by Western powers. This undoubtedly accounts for its unique character, continually developed during more than 700 years of cherished independence.

Thailand's population is still predominantly Buddhist and rural. The birth rate is now put at 1.4 per cent per annum, death rate at 7, infant mortality rate at 24, and literacy rate at 93, with GNP (per capita) at USD 1,420 in 1990.

CURRENT SITUATION

Thailand is a unitary state and administrative power lies firmly with central government. Over 100 cities and municipalities form the only effective tier of local government, but, apart from Bangkok Metropolitan Administration, few have an adequate tax base and these

depend on grants from central government. Provincial administration is composed of representatives of central government line agencies and, although there are elected provincial councils, effective power there lies with the bureaucracy.

Thailand's economy has undergone dramatic change over the last 25 years. From an agricultural economy based on a narrow range of export commodities--rice, rubber, tin and teak--the country has begun to be numbered among the world's "newly industrializing countries". This is not to say that agriculture is not still important; indeed it has been the sector underlying economic growth for most of the last quarter of a century and after considerable diversification Thailand has retained its position as one of Asia's main agricultural exporters. It is rather that the growth of manufacturing and the services sector, particularly tourism, has reduced agriculture's dominance, particularly over the past five years.

Following a period of policy adjustment and unsteady economic performance during the first half of the 1980, the Thai economy has achieved an impressive record of economic expansion since 1986, characterized by surging exports, narrowing fiscal and external deficits, price stability, and an investment boom. Between 1988 and 1990, GDP growth rates averaged 11.7 per cent per annum, making Thailand the fastest growing economy in the world. This economy boom is taking place against the backdrop of rapid agricultural shifts in Thailand that have made the economy

distinctly export oriented and establishing manufacturing as the main export center. Helped by a large influx of foreign direct investment in advanced manufacturing industries, Thai manufacturers are poised to move into higher technology areas.

The drastic achievements from the Sixth National Economic and Social Development Plan (1987 -1991) have expanded the Thai economy, which uplifts the general well-being of the people. However, while this remarkable growth has allowed a steady increase in per capita income levels, and provided improved standards of health and education, it has also brought with it problems of infrastructure inadequacy, shortage of skilled labour, excessive concentration of resources around Bangkok--the Capital of Thailand, widening income disparities between agricultural and non-agricultural households, increasing problems in social adjustment to the changing economy and society, environmental degradation, and weakness of public administration system in adjustment to and management of the nation's socio-economic change, problems which are increasingly challenging the minds of national planners and administrators.

To reach the national goals of development, the Seventh National Economic and Social Development Plan (1992 - 1996) has the following determinations:
to maintain the economic growth rate at the appropriate level, to distribute income and development to the rural area, to focus on the development of human resource,

quality of life and environment, and to improve the public administration system, particularly human resource management.

PRESENT PROBLEMS AND POSSIBLE COUNTERMEASURES

This report is an attempt, under time and information constraint, to propose a conceptual improvement of the public administration system, particularly human resource management for socio-economic development in Thailand. Based on a rather-rough comparative analysis of the Thai and Japanese experiences, the report will not touch on either the similarities or the strength of Thai bureaucracy, but rather on some perceived salient weak points of the Thai Administration, with possible, hopefully, countermeasures

1. Thailand has a relatively short history in terms of unbroken cultural continuity and the attempt to adapt imported culture and technology to improve the living standards, compared with Japan which is an island nation with mountainous land 75% covered by forest in the temperate zone. With its cross-road location, Thailand, a nation among many, in the sub-tropical zone of the Indochinese peninsula of Asian continent, has been influenced by the two great Asian cultural systems- Chinese and Indian, and blessed with fertile natural resources. Predominantly Buddhist with abundant food, the Thais have developed to be peaceful in nature with determination for spiritual health rather than material

well-being, emphasizing universal truths rather than specific circumstances, and thus less pragmatic than the Japanese. While the Japanese has a sharp inclination to observe and re-create with the here-and-now and work-before-pleasure attitudes, the Thais, on the contrary, take life rather easy with the next-world and work-cum-pleasure attitudes. The Japanese are hard-working people, selfless devotion to work, as seen by long hours of work; however, the Thais are naturally also hard-working people, particularly those in the rural area.

From the general historical and cultural comparison between people of the two nations outlined above, it is apparent that they have different socio-cultural backgrounds and attitudes. On top of that, at present there are at least two distinct characteristics of the Japanese: groupism, "one made up of people who are constantly interacting with society and constantly aware of this interaction", or teamwork in the management sense; and lifestyle-enhancement, self-improvement view, or wise/creative use of time.

The First Proposed Countermeasure

It is possible and proper for the Government of Thailand, with a strong political will, to make a national campaign, particularly directing to the public servants, to cultivate the concept and practice of group spirit and self-development among the Thai people with described good points. Moreover, there should be an induced-cum-regulated change in the work-style of the public servants

to these teamwork and time management conducts, eventhough it has existed in principle in the Thai public administration system but not earnestly practised in reality.

This attitudinal change in work-style will form a solid foundation for the improvement of the public sector ventually.

2. Thailand has a relatively short history of bureaucracy, particularly modern administration, compared with Japan. With the introduction of Western thinking and technology in the late 19th century, the Japanese bureaucrats have long grafted on Western administration and founded modern national universities in an effort to build a strong bureaucratic corps and a pragmatic engineer corps, with the driving force to "catch up" with the West. The miraculous success of Japan has to give much of the credit for the bureaucracy. The public administration of Japan has worked so well because it has attracted outstanding people, it has considerable authority in drafting policy, and it enjoys the trust of the private sector.

The Second Proposed Countermeasure

Although Thailand does not have a long hitory of modern bureaucracy and universities, the lessons learned from Japan can be applied to the Thai context. Without exception, there must be political stability and political commitment to improve the bureaucracy by: attracting, developing and maintaining good and talented people in the public sector with merit and attractive pay; delegating considerable authority in drafting policy with

future direction and target-setting and in implementing with political support and less political interference to the civil servants; and attempting to win the trust of private sector with the change from a regulation-oriented to a development-oriented government.

Moreover, the government should put more emphasis on or more investment in education and human resource development, particularly in the market-needed fields (i.e, engineering, medical science), with the real intention to "catch up" and "catch all" for the sake of national modernization/industrialization. And that the size of public employee should be kept at optimal level, and privatization of public enterprises must be seriously considered so as at least to attract more and active participation and involvement in economic development from the private sector, and to reduce public expenditure.

3. Thailand has as many as 11 public personnel authorities to take care of various types of public employee, while Japan has only one--National Personnel Authority which has played a key role in securing personnel management by principle of merit and protecting personnel's welfare and interest with uniformity.

The Third Proposed Countermeasure

The Civil Service Commission of Thailand must be the central personnel authority with good vision, transparent merit, smart staff, and sufficient power, to conduct R & D to improve, modernize, and professionalize the civil servants (i.e, to be informative,

sensitive and receptive) as well as the public administration system (i.e, target-setting for fair performance evaluation and fair play, broadly-defined job for creativity and flexibility). In short, the role of the Office of Civil Service Commission must also be development-oriented, not regulation-oriented. With such role, the public organization shall be able to improve its service to the people and its performance to implement public policy effectively and efficiently. Public administration should be dynamic, and public servants should not be uptight and unfeeling people who rigidly go by the book. And importantly the bureaucracy should be able to "catch up" and "catch all".

Indeed, it can be done provided that the public and the private sectors are smart and work together to reach the common goal.

THAILAND -- OPEN SOCIETY AND DYNAMIC ECONOMY

APPENDIX







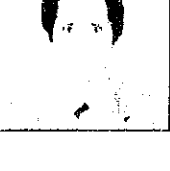
Appendix A





LIST OF PARTICIPANTS IN "NATIONAL GOVERNMENT ADMINISTRATION II, 1993"

(平成5年度 国家行政コースII 研修員リスト)

国際協力事業団
JAPAN INTERNATIONAL COOPERATION AGENCY

As of May 22, 1993 No. 1

No.	Photo	Country	Name	Date of Birth (Age)	Present Post	Final Education	Home Address
1		BANGLADESH バングラデシュ	Mr. Mohammad Mohsin (モーシン)	Aug. 19, '55 (37)	Senior Assistant Secretary, Ministry of Establishment, Bangladesh Secretariat バングラデシュ人事管理庁任用課長	M. A. (Economics) University of Dhaka	(H) 2/3 Officers' Quarters, New Baily Road, Ramna, Dhaka (O) Room-102, Building-1, Bangladesh Secretariat Dhaka
2		EGYPT エジプト	Mr. Khalid Khalaf Refae (カリッド)	Feb. 16, '61 (32)	Attaché Administrative, Data Bank Ministry of Foreign Affairs 外務省データバンク人事管理担当 アタッシェ	B. A. (Commerce) Faculty of Commerce, Cairo University	(H) 9, Sherif St., Helwan Cairo (O) Al Tahrir Square, Cairo
3		INDIA インド	Mr. Kailash Nath Shrivastava (シュリヴァスタヴァ)	Jan. 1, '54 (38)	Additional Secretary, Department of Rural Development, Government of KARNATAKA, BANGALORE カルナタカ州地域開発局次長	M. Sc. (Physics) Allahabad University	(H) Jeevan Beema Nagar Bangalore-5 60001 (O) Multistoreyed Building Bangalore
4		KENYA ケニア	Mr. John Pkech Ngimor (ニモール)	'52 (42)	Under Secretary (Administration) Ministry of Tourism and Wildlife 観光・野生生物省管理課長	B. A. (Education), Nairobi University	(H) P. O. Box 57, Kapenguria (O) P. O. Box 30027 Nairobi
5		MALAYSIA マレーシア	Mr. Sim Say Kiong (シム)	Mar. 31, '58 (35)	Assistant Secretary, Establishment and Services Division, Ministry of Education 教育省研修課長補佐	B. A. (Hons) University of Malaya Deploma in Public Administration	(H) JKR 465B, Jln, Meru 41050 Klang, Selangor (O) Damansara Town Centre 50604 Kuala Lumpur
6		NEPAL ネパール	Mr. Tirtha Prasad Ligal (リーガル)	Nov. 24, '48 (45)	Under Secretary Administrative Legal Advisory Section, Ministry of General Administration 総務省法制課長	M. A. (Nepali Literature, Political Science with Public Adm.) Tribhuvan University	(H) Kathmandu, Bhothe Bahal Ward No. 21 (O) Harihar Bhawan, Pulchok, Lalitpur
7		NIGERIA ナイジェリア	Mr. Delson Danjuma Nyam Kaze (カゼ)	Aug. 22, '58 (34)	Senior Personnel Officer, Personnel Department, Special Service Office, Secretary to the Government of the Federation, Presidency 大統領特別府人事部上級人事専門官	M. A. (Public Administration) Obafemi Awolowo University	(H) Block 101 Phase II, FHA Karu District, ABUJA (O) Presidency, Special Service Office, P. M. B. 9, Garki, ABUJA
8		PERU ペルー	Mr. Migdonio Vigo Chavez (ビゴ)	Oct. 26, '52 (40)	Executive Director, National Personnel Direction National Institute of Public Administration 大統領府公務員研修所給与課長	B. A. (Economics) San Marcos National University	(H) Urb. Leoncio Prado Mza. CH-1, Lote 7, RIMAC (O) Avenida Guzmán Blanco No 298-Lima

No.	Photo	Country	Name	Date of Birth (Age)	Present Post	Final Education	Home Address
9		PHILIPPINES フィリピン	Mr. <u>Carlito J. Catayong</u> (リト)	Sep. 20, '46 (46)	Attorney VI, Legal Office Office of the President 大統領府法制課法務官	B. A. (Political Science & Law) San Beda College	(H) No. 8 Leonora St. Ramax Sbd., Mapayapa Village, Diliman Quezon City (O) Malacañang, Manila
10		POLAND ポーランド	Mr. <u>Maciej Jankowski</u> (マチェック)	Nov. 20, '60 (32)	Advisor to the Minister for European Integration Office Council of Minister's Office 閣僚会議府欧州統合担当大臣顧問	Ph. D. (Law) University of Lodz	(H) Obywatelska 61/11 93-558 Lodz (O) Al. Ujzowski 9 Warsaw
11		SRI LANKA スリランカ	Mr. <u>Dadallage Jinasiri</u> (ジナシリ)	Feb. 18, '57 (35)	Assistant Divisional Secretary, Kolonnawa, Public Administrative Provincial Councils and Home Affairs Ministry 内務省コロンナワ州課長補佐	B. A. (Education) University of Colombo	(H) 36/30, Sirima Bandaranayake Mawatha Mahara-Kadawatha (O) Divisional Secretaria Kolonnawa-Wellampitiya
12		THAILAND タイ	Mr. <u>Niran Jongwutiwes</u> (ニラン)	May 5, '48 (45)	Director, Training Division, Department of Community Development, Ministry of Interior 内務省地域開発局研修課長	Ph. D. Agricultural Education (Community Development) University of Philippines, Los Banos	(H) 186/4 Soi Prachanukul 1 Rajdapisek Street, Bangsue Bangkok 10800 (O) Comm. Development Dept. Bangkok 10200

Appendix B

Daily Schedule for Training Course
in National Government Administration II, 1993

5.18(Tue.) Arrival

5.19(Wed.) JICA Briefing, Orientation

5.20(Thu.)

5.21(Fri.)

5.22(Sat.)

5.23(Sun.)

5.24(Mon.)

10:00~10:30 Opening Ceremony

10:30~12:00 Program Orientation

16:30~17:00 Courtesy Call on the President of the National Personnel Authority

18:00~19:00 Reception hosted by Secretary General of the NPA

5.25(Tue.)

Part I Modernization in Japan

"Public Administration and Civil Service System in Japan"

10:00~12:30 Lecture & Discussion by Mr. Matsumoto, Director of International affairs,
Bureau of Administrative Services, NPA

14:00~16:30 Continued

5.26(Wed.) "Modernization Process in Japan"

10:00~12:30 Lecture & Discussion by Professor Yoshimura, Graduate School for Policy
Sciences, Saitama University

14:00~16:30 Continued

5.27(Thu.) "Modernization Process in Japan"

10:00~12:00 Lecture & Discussion by Professor Nishino, Graduate School for Policy
Sciences, Saitama University

14:00~16:30 Continued

5.28(Fri.)

Part 2 Fundamental Policy Areas for Modernization - Case Study

Case Study 1 "Developmental Policy for Industries"

13:30~16:00 Visit to Nippon Steel Kimitsu Works

5.29(Sat.)

5.30(Sun.)

5.31(Mon.) Case Study 2 "Educational System"

10:00~12:30 Lecture by Mr. Higuchi, Head of Division, National Institute for Educational Research, Ministry of Education

14:00~16:30 Continued

6. 1(Tue.) Case Study 2 "Educational System"

10:00~11:30 Visit to Tokyo Institute of Technology

13:30~15:00 Visit to Fudou Primary School

6. 2(Wed.) Case Study 1 "Developmental Policy for Industries"

10:00~12:00 Visit to the Tokyo Jonan Industry Co-op

Case Study 3 "Infrastructure Building - Transportation(Aviation)"

14:00~16:30 Visit to the Haneda International Airport

6. 3(Thu.) Case Study 3 "Infrastructure Building - Transportation(Aviation)"

10:00~12:30 'Aviation Administration'

Lecture by Mr. Mizusima, Deputy Director of the General Affairs Division, Administration Department, Civil Aviation Bureau, Ministry of Transport

14:00~16:30 'Construction of Airport'

Lecture by Mr. Sato, Deputy Director of the Construction Division, Aerodrome Department, Civil Aviation Bureau, Ministry of Transport

6. 4(Fri.) Case Study 1 "Developmental Policy for Industries"

10:00~12:30 Lecture by Mr. Kodama, Associate Professor, Graduate School for Policy Sciences, Saitama University

14:00~16:30 Lecture by Mr. Otaka, Deputy Director, International Affairs and Research Department, Japan Small Business Corporation

6. 5(Sat.)

6. 6(Sun.)

6. 7(Mon.) Case Study 4 "Infrastructure Building - Communication"

10:00~12:30 Lecture by Mr. Kokuryou, Assistant Professor, Graduate School of
Business Administration, Keio University

14:00~16:30 Continued

6. 8(Tue.) Case Study 4 "Infrastructure Building - Communication"

11:00~12:00 Visit to NTT Network Control Center

14:00~15:10 Visit to NTT Kasumigaseki Communication Center

6. 9(Wed.) National Holiday "Cerebration for the Wedding of the Crown Prince"

6.10(Thu.)

Part 3 Fundamental Policy Areas for Modernization - Framework Analysis

Framework Analysis 1 "Human Resource Management"

10:00~12:30 Lecture & Discussion by Mr. Morishima, Assistant Professor, Faculty
Policy Management, Keio University

14:00~16:30 Continued

6.11(Fri.) Framework Analysis 2 "The Role of Administration for Development"

10:00~12:30 Lecture & Discussion by Professor O'uchi, Faculty of International
Relations, Ritsumeikan University

14:00~16:30 Continued

6.12(Sat.)

6.13(Sun.)

6.14(Mon.)

Part 2 Fundamental Policy Areas for Modernization - Case Study

10:07~14:58 (Tokyo → Hiroshima)

6.15(Tue.) Case Study 5 "Public Policy in Hiroshima City"

9:30~12:00 Visit to Hiroshima Municipal Government
Peace Memorial Museum
Peace Memorial Park

13:30~17:00 Visit to New Transportation System, etc.

6.16(Wed.) Case Study 6 "Public Policy in Hiroshima Prefecture"

10:00~12:00 Visit to Hiroshima Prefectural Government

13:30~16:30 Visit to Miyajima

17:00~18:00 (Hiroshima → Okayama)

6.17(Thu.) Case Study 7 "Large-scale Development Project"

10:00~16:00 Visit to Honsyuu-Shikoku Bridge

16:30~17:00 (Okayama → Kyoto)

6.18(Fri.) Case Study 8 "Agricultural Development - in Takashima Town"

8:30~14:30 Visit to Takashima Town

19:30~21:00 Visit to 'Gion-Corner'

6.19(Sat.) Case Study 9 "Cultural Sites"

8:30~12:00 Visit to cultural sites in Kyoto

15:00~18:00 (Kyoto → Tokyo)

6.20(Sun.)

6.21(Mon.)

Part 3 Fundamental Policy Areas for Modernization - Framework Analysis

Framework Analysis 3 "Financial Management"

10:00~12:30 Lecture & Discussion by Mr. Kato, Senior Economist, Office of Historical Research, Institute of Fiscal and Monetary Policy, Ministry of Finance

14:00~16:30 Lecture & Discussion by Mr. Ohnishi, Deputy Director, Office of International Cooperation, Institute of Fiscal and Monetary Policy, Ministry of Finance

6.22(Tue.) Framework Analysis 4 "Analysis of Policy Process in Japan"

10:00~12:30 Lecture & Discussion by Professor Sone, Faculty of Policy Management, Keio University

14:00~16:30 Continued

6.23(Wed.)

Part 4 Modernization of Public Administration in Participating Countries

Discussion 1 "Improvement of Human Resource Management in the Public Sector"

10:00~12:30 Group Discussion led by Professor Itoh, Graduate School for Policy Sciences, Saitama University and Mr. Fujiwara, Director of Legal Affairs Division, Bureau of Administrative Services, NPA

14:00~16:30 Continued

6.24(Thu.) Discussion 1 "Improvement of Human Resource Management in the Public Sector"

10:00~12:30 Discussion by all members led by Professor Itoh, Graduate School for Policy Sciences, Saitama University and Mr. Fujiwara, Director of Legal Affairs Division, Bureau of Administrative Services, NPA

14:00~16:30 Continued

6.25(Fri.) Discussion 2 "Developmental Policy for Industries"

10:00~12:30 Group Discussion led by Mr. Kodama, Associate Professor, Graduate School for Policy Sciences, Saitama University and Mr. Akuzawa, Assistant Director, Bureau of Administrative Services, NPA

14:00~16:30 Continued

6.28(Sat.)

6.27(Sun.)

6.28(Mon.) Discussion 2 "Developmental Policy for Industries"

10:00~12:30 Discussion by all members led by Professor Itoh, Graduate School for Policy Sciences, Saitama University and Mr. Kodama, Associate Professor, Graduate School for Policy Sciences, Saitama University

14:00~16:30 Continued

6.29(Tue.) Discussion 3 "Modernization of Educational System"

10:00~12:30 Group Discussion led by Professor Itoh, Graduate School for Policy Sciences, Saitama University and Mr. Fujiwara, Director of Legal Affairs Division, Bureau of Administrative Services, NPA

14:00~16:30 Discussion by all members led by Professor Itoh and Mr. Fujiwara

6.30(Wed.) [Report Writing]

7. 1(Thu.) [Report Writing]

7. 2(Fri.)

10:00~12:00 JICA Center Orientation

14:30~16:30 Evaluation Meeting

16:30~17:00 Closing Ceremony

17:00~ Farewell Reception

7. 3(Sat.)

7. 4(Sun.) Departure

Appendix C

LECTURERS' AND OFFICERS' ADDRESS

1. Lectures

- | | |
|---|---|
| (1) Professor Toru Yoshimura | Saitama University
255, Shimo-okubo, Urawa ,
Saitama Prefecture 338, Japan |
| (2) Professor Fumio Nishino | Same as above |
| (3) Professor Daiichi Ito | Same as above |
| (4) Professor Minoru O'uchi | Ritsumeikan University
56, Tojiin-kita-machi, Kita-ku,
Kyoto 603, Japan |
| (5) Professor Yasunori Sone | Keio University
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Fujisawa 252, Japan |
| (6) Mr. Toshihiro Kodama
Associate Professor | Saitama University
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Saitama Prefecture 338, Japan |
| (7) Mr. Jiro Kokuryo
Assistant Professor | Keio University
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Yokohama 223, Japan |
| (8) Mr. Motohiro Morishima
Assistant Professor | Keio University
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Fujisawa 252, Japan |
| (9) Mr. Nobuya Higuchi
Chief, Section for
International Cooperation
in Research | National Institute for Educational Research,
Ministry of Education
6- 5- 22, Shimomeguro, Meguroku,
Tokyo 153, Japan |
| (10) Mr. Satoshi Mizushima
Deputy Director, General Affairs
Division, Administration
Department, Civil Aviation Bureau | Ministry of Transport
2-1-3, Kasumigaseki, Chiyoda-ku,
Tokyo 100, Japan |
| (11) Mr. Hirotaka Sato,
Deputy Director, Construction
Division, Aerodrome Department,
Civil Aviation Bureau | Same as above |

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|---|--|
| (12) Mr. Satoshi Otaka
Deputy Director, International
Affairs and Research Department | Japan Small Business Corporation
37th Mori Bldg., 3-5-1, Toranomom,
Minato-ku, Tokyo 105, Japan |
| (13) Mr. Shinichi Kato
Senior Economist,
Office of Historical Research | Institute of Fiscal and Monetary Policy,
Ministry of Finance
3-1-1 Kasumigaseki, Chiyoda-ku,
Tokyo 100, Japan |
| (14) Mr. Yasushi Ohnishi
Deputy Director
Office of International Cooperation | Same as above |
| (15) Mr. Toshiaki Matsumoto
Director, Office of International
Affairs, Bureau of Administrative
Services | National Personnel Authority
2-1-2 Kasumigaseki, Chiyoda-ku,
Tokyo 100, Japan |
| (16) Mr. Tsuneo Fujiwara
Director, Legal Affairs Division,
Bureau of Administrative Services | Same as above |
| (17) Mr. Toru Akuzawa
Assistant Director, Office of
International Affairs, Bureau of
Administrative Services | Same as above |

2. Officers

(1) Course Leader

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