

V. FINAL REPORTS

FINAL REPORT
ON
GROUP TRAINING COURSE ON NATIONAL GOVERNMENT ADMINISTRATION II
by
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COLOMBIA

1. ACKNOWLEDGEMENTS

I would like to start this final report with special gratefulness to the Government of Japan and its authorities, particularly to the Japan International Cooperation Agency - JICA, for this opportunity to visit Japan and to enrich my knowledge with a fruitful experience. Also I must thank the Government of Colombia, for its interest in this training program. My thanks also to the National Personnel Authority - NPA for the coordination of this training program.

I would like to thank all the lectures of this training course, specially to Professor Itoh, for their enlighten teaching. My sincere acknowledgement to our tutors: Mr. Wakabayashi, Mr. Sugimoto and Mrs. Nemoto, for their invaluable support. Finally, I am thankful with the participants for their contributions and for their generous friendship.

2. INTRODUCTION

This paper attempts to summarize some issues of my particular interest, from the training program on National Government Administration II, which are related to the process and policies of Public Administration. This brief analysis will be done under the light of comparing the Japanese experience to the current situation of Colombia in the subjects. First, the role of National Government will be considered as an important agent affecting the economy and contributing to the solution of critical problems to achieve social and economic development. Some main issues on the educational system and public administration system will be mentioned. Alongside with the aim of this training program, the focus of this report lies on the modernization of National Government Administration in order to improve social and economic development of our countries.

3. ROLE OF NATIONAL GOVERNMENT

Two comparative approaches in the role of the state can be proposed in defining the intervention of Governments in the economy. These are also different orientations toward private economic activities. They are defined as regulatory orientation and developmental orientation. Colombia alongside with a strong American influence can be considered as an example of a state with regulatory orientation. On the other side Japan is an example of a state with developmental

orientation. In analyzing these orientations some distinctions are to be taken into account. While regulatory state concerns with the forms and procedures of economy competition, developmental state, by contrast, has focused in substantive social and economic goals. Furthermore, the priorities in economic policy have different emphasis. For instance, regulatory orientation does not recognize an industrial policy, but it stresses rules and procedures. Contrary, developmental orientation gives special attention to industrial policy and promoting its structure. Whatever the orientation of states orientation, it is recognized that the National Government must create the environment for economic growth and economic development. Also, it should be concerned with providing favorable conditions for industries and enterprises and economic activities, because the Government is responsible for the economy as a whole. However, the role of the Government must consider the presence of underlying national circumstances in order to support competitive advantages in a particular industry. Although it is necessary to accept the limitations and the partial effect of the Governments to control national competitive advantages, its role is significant in creating and sustaining the national advantages of each country.

In analyzing the modernization process and the role of National Government, some theories have explained underdevelopment and inefficiencies based on the called 'obstacle to modernization.' The cause of underdevelopment is attributed to the role of public service, to aspects of the society, to cultural traits and others constrains. However, in a developmental process, it seems to be more useful to apply a contingency view of organization, in order to achieve more effectiveness in dealing with the problems of administration and development in developing countries. Then to improve a development process a more relevant approach should be based on understanding the present and particular situation in order to deal with it and eventually to change it (Ayubi, 1986). In this way, the experience of Japan as a successful model of development may assist a learning process to achieve development in our countries. But at the same time, it must allow to determine the degree of transferability in a specific organizational environment. In this purpose some lessons may be valuable to deal with organizational and developmental problems in developing countries.

4. LESSONS FROM JAPANESE EXPERIENCE

4.1. EDUCATION SYSTEM

Governments in nearly all nations today, are concerned with the formulation of policies to improve the general education system and to modernize public administration. In this sense, let us consider some comparative aspects in these specific subjects.

Education constitutes an elemental point to all levels of Government in upgrading economic growth. Improving the general education system is an essential priority of government, and a matter

of economic policy. Although the appropriate policies toward education must reflect each nation's particular circumstances, some characteristics are important to the educational policy (Porter, 1990).

Education system in Japan is based on fundamental principles which are provided by Constitution. Colombia also has followed similar principles to the education system. However, while in Japan elementary and secondary education is compulsory, in Colombia the access to education is in practice limited, and it is not universal to the total population. As an introductory comparison by 1985, in Japan the percentage of appropriate population enrolled in primary school level was 99.9%. In the case of Colombia, at that time the figure was 80%. It implies an important number of children who can not enter to the school. But, another crucial characteristic is the educational standard, because not only the success is fundamental, but also a national standard is to be set. In Japan, access is open and standards are rigorous. In Colombia, both factors in public education are no good enough. It seems that these characteristics can not be achieved without a decisive state involvement in providing compulsory education and setting the standards. As Porter (1990) says, the world standards for workers, technical personnel, and managers are high and rising. Education is an important factor in providing these standards.

Another factor in analyzing education quality is the profession of teaching. In Japan, teaching at all levels is a prestigious profession. In fact, teaching is considered almost as a sacred profession, giving example of respect and admiration in the society. In Colombia it is not an attractive occupation. Teachers are not well paid, but also the qualifications are poor. It implies a low prestige, specially in elementary levels of education, and then a simple consequence is low standards of education.

Although this paper agrees the observation of Ayubi (1985), when he sets up that educational expansion has in fact followed, not preceded, industrial development, with the only possible exception of Japan where the two went more or less hand in hand. The comparison claims for rising the quantity and quality of education in Colombia. And in this request, the role of the Government is crucial in formulating a educational policy that links the educational system to industry and economic development.

4.2 PUBLIC ADMINISTRATION SYSTEM

In terms of bureaucracy organization and also in economic and political decision-making is suitable to arise other comparisons. In Japan, official agencies attract the most talented graduates of the best universities in the country. On the other hand, Colombia's public agencies enroll the bureaucracy usually through political appointment, neglecting the necessary competition in the recruitment process. Japan's officials have been of high prestigious in the society. In contract, Colombia's officials are not the most talented not the most prestigious in the labor market.

In the field of decision-making also it is possible to draw a parallel line but in different directions. Although there is a influence by pressure groups and politicians, the bureaucracy of Japan makes most major decisions, drafts virtually all legislation, controls the national budget and enhances policy innovations in the system. In the case of Colombia, national decision-making is dominated by staff members rather than by the bureaucracy. But more complicated situation arises because the most relevant economic decision are influenced very often by political leaders. This intervention most of the times, affects the adequate formulation and implementation of policies, but also it breaks up the coordination into the bureaucratic organization.

As Craig expresses in commenting 'Functional and Dysfunctional aspects of Government Bureaucracy', it seems that any public administration system may discover some dysfunctions such as bureaucratism and corruption. And of course they are entirely negative inputs. Then, at least, a public administration system must have comparative standards of competence, honesty and effectiveness if a nation is trying to improve its social and economic conditions. For the case of Colombia, these qualities are strongly desirable in order to meet the goals of development.

5. CONCLUSION

Comparative studies among countries and within the patterns of development must take in account particular circumstances. Most of the time they apply with relative value. But, some successful modes can improve our understanding for appropriate development strategies. In this way, each Government has an essential role in supporting the modernization process according to special goals for economic and social development. For instance, Japan has showed to the world a leading state and its contributions to the economy and prosperity of the country. Many lessons are to be learned from this good example. To conclude, let me follow the words of Ayubi (1986): things done, then the focus must be emphasized in a learning process from successful cases and determining the degree of transferability in an specific organizational environment.

FINAL REPORT
ON
GROUP TRAINING COURSE ON NATIONAL GOVERNMENT ADMINISTRATION II
by
RAJWANT SANDHU
INDIA

The course titled National Government Administration II commenced on 14th May 1991 and is scheduled to end on 17th June 1991. During this course I have gained useful knowledge in the following areas:

(a) Exposure to the process of modernization of Japan, especially with reference to the role played by the government in the same. This was very relevant in the context of present day developments in my country where a debate is going on regarding the extent to which government should be involved in economic activity (directly and indirectly) as well as the quality of involvement in development activity. The sessions taken by Prof. Ohuchi about "Role of administration for development" and the discussions with Prof. Itoh were especially relevant.

The role of MITI in the industrial development of Japan was thoroughly elaborated upon. It is also the credit of the Professors taking the seminar that they could refer to the negative as well as the positive aspects of the initiatives taken by government or the role played by it. During the discussion that took place regarding the situation in the countries to which the participants belonged, when particular issues were posed, the Professor drew attention to what Japan had done faced with similar situation without appearing to prescribe Japanese solutions.

(b) During the training course and at JICA, I have observed the group system of working in operation. It does encourage the consensus approach and avoids confrontational and conflict situations. It also helps in getting the junior members of the group make meaning full contributions since their view are also heard. However women appear to play an excessively subservient role.

(c) The training course as well as study of the books and materials available in the library helped me understand the effort put in by Japanese corp. in penetrating world market. It has not been easy. A lot of hard work and application has gone into it.

(d) An aspect of the Japanese way of functioning that interested me was the close networks between LDP politicians and the bureaucracy. Perhaps this is only possible in a country where one party, in this case the LDP, has been continuously in power for the last 36 years. The bureaucrats indirectly manage to educate the politicians, both the ones in top positions and those in the ranks about the need for certain policy initiatives and the choice about available options. Many bureaucrats

even join the LDP after giving up their jobs. As such the ignorance generally displayed by politicians in developing countries about sound principle of economic does not exist here and even policies that may be unpalatable in the short term but are necessary in the long term interest have a chance of being adopted.

(e) The visits to Hiroshima and Kyoto have also been very interesting. The Hiroshima Peace Memorial illustrates graphically men's inhumanity to men and the lessons of war. It is also however a symbol of hope for the future.

Kyoto strikes one as the cultural heart of Japan. It is a place of great beauty symbolized by the many historical monuments. The high point of the visits was the shrine of the great Buddha at Nara.

The visit to the Honshu Shikoku Bridge authority and the Kyoto Prefecture were very interesting. The bridge itself is an outstanding engineering feat that has been achieved with science harnessed for the good of mankind. What also impressed me is the small number of employees working with the Authority.

(f) Another highlight of the course has been the close interaction with the participants from nine other countries. One has improved considerable one's knowledge of these countries and made friends.

Overall, the training course has been a useful experience. The JICA officials as well as NPA have made a great effort to put forth their best. However, I must point to two lacunas in the sense.

(i) In the developing countries generalist administrators are required at some point and the other in their careers to deal with agriculture and related subjects and industry. Field visits relevant to these two areas should have been included in the curriculum.

(ii) Also, there is no provision in the course for special areas of interest. Participants should be assisted in taking advantage of their visit to Japan to inform themselves about particular areas that they are interested in. To say that the course is of a 'group' nature and not an 'individual' one is to side track the issue. After all, a person who has been sent for a training course to Japan is not going to be sponsored again separately to study particular areas.

Other countries, notably U.K., which run Colombo Plan courses do have a program of meeting special requirements of the individual participants and a few days in the course are set aside for their purpose.

Referring to the possibility of the ideas picked up during the course being applied in my work in India, I may first point out the major differences in the Indian and Japanese situations. Japan is a homogeneous society - one religion, one language and is highly developed economically. It is also facing a labor shortage and is concerned about the falling birth rate and an aging population. In contrast, India has a high degree of religions, ethnic and language diversity. The growth rate of the population is too high and creating additional employment opportunities is the biggest challenge for

the government of the day. The country is also facing a foreign exchange crisis and the funds available for investment in development activity are totally inadequate. However ideas that have appealed here and which I feel one can push in work situations that may arise in the future era.

1. Improve facilities for tourism. India has a lot to interest potential visitors from abroad but the infrastructure to take advantage of this is not adequate. Tourism can help improve the earning of foreign exchange and gave a livelihood to large number of people.

2. Dismountable controls on investment and allow the private sector to have a freer hand. Government can act as a facilitator for development but need not directly involve itself in the noninfrastructure sector. The private sector can even be allowed to another the infrastructure sector in the areas of power, transportation, steel, etc.

3. Floriculture can be developed well as many regions in India have suitable agrochemical conditions.

4. There is scope to develop and expand the volume of trade in handicrafts with Japan. The goods available at present from India are low quality items and there is little for the discerning buyer.

5. The quality of Japanese goods is impressive. Also Japanese managers are committed lot and Indian would benefit from Japanese investment as have countries like Malaysia, Thailand etc.

Overall this training course was an excellent experience for my future career development.

FINAL REPORT
ON
GROUP TRAINING COURSE ON NATIONAL GOVERNMENT ADMINISTRATION II
by
SRI SULASTRI
INDONESIA

This paper is a requirement for the Course on National Government Administration under JICA Training Program in Japan.

The topic of this paper is related to my understanding gained from the course as an evaluation report.

In this paper, I will try to demonstrate my understanding in National Government Administration Course as presented. The purpose of this report as I would say, is to describe in brief the knowledge I have got from the training course so that it can be useful for the coming course.

I hope that this report would fulfill the requirement. Finally I would like to express my thanks to all those who have given me such knowledge.

A. INTRODUCTION

The course focuses on the early stage of modernization in developing countries referring to the Japanese experience in the Meiji era.

Along with the Meiji Restoration, occidental science technology and civilization surged into Japan and on the basis the Japanese people at a rapid rate established a modern nation with modern industries modern political institutions and a modern pattern of society.

The Japanese people also created new forms of culture harmonizing western culture with the traditional Japanese culture. Thus it was not more than a few decades after the Meiji Restoration that Japan ranked with major western developed countries in many fields.

The following are brief introductory descriptions on each of the items in the course:

- 'Japanese Spirit and Western Skill'- Tracing back from where it began, Japan as it is today, has evolved from what we may perceive as a pre-eminent vicissitude development, a primeval circumstantial experience that led to a surmountable struggle for advancement through human and manmade resources.

- 1868, the year that has brought one of the basic foundations for growth knowledge, skill and behavior exposing western education among its young scholars to westernized educational system which enabled these potent products of such learning institutions to fulfill the task of assuming the role of change agents and major leads is the process of Indoctrination of Japanese people -Educations

researches- all wrapped up onto one to form a combined solid force to turn silk weaving into a twenty four (24) carat gold molding of Japanese industry and technology.

-1945, had exploded a wrath of anguish bitterness and sufferings among these homogeneous culture in one part of Asia thus huddling more to recover in order to pursue what has been initiated upon by the education of the land from restoration, indoctrination, reformation, and reorganization processes which somehow were circumstantial to isolate Japan redeeming itself and relied upon to its educations to concentrate more for its country's efforts to contribute for growth -a unique but rapid transfiguration of major events that has completely accomplished and developed Japan into a modern society as early as 1950.

Although Japan has no basis for modernization, Japan has catapulted its way through his trial and sociological point of view with the aid of statistical and analytical tool.

-Modernization has already been inherent in Japan as early as 1950 and in 1960 Japan whose economy had already been successful with policy formation process, researchers as had been initiated by the scholars whose activities paved its way up through research processes on any development projects. These products of research, however, boosted more the investment of Japan and finally provided for every opportunities for advancement such as small and medium scale enterprises that have relatively helped Japan's economy. These industries have provided for people who are equipped with technological and engineering knowledge to assume greater responsibilities in these small and medium scale industries to share more for the facilities of changing environment, thus the necessity to cope with changing needs of consumers, industrial network changed and diffused, as well as managerial resources.

-Individual and collective efforts became the source of the largest economic growth especially in 1965.

Industrial policy then showed new visions. Government envisioned the best way for economy and provided policies to be able to produce and make new industrial ventures, both for public and private corporations, thus widening open competitiveness.

-Broadcasting and Telecommunications contributed to the development of the country which are nationally and internationally operating effectively and efficiently by the aid of modern technologies in a highly technological society. The high demands in markets of such services has undisputedly gained support from the government thus open competitions for industry with "shape and build" motto was encouraged by the government which stimulated knowledge and expertise in many forms to capital improvement innovation and mass consumption while relying greatly on domestic services and savings.

-For the past 20 years particularly at the end of 1960, competition among private companies have been encouraged. This was the period of where in computer industry has fully developed and MITI

encouraged competitions among private companies to develop not only one kind of computer such as the IBM to keep competitions among industrial companies as high as possible.

-Although 1965 to 1970 was confronted by the fluctuating situation between private and public sector, a balance of policy was pursued including creation of governmental financial institutions to influence the imbalance created by such competitiveness. Japan's development plan has greatly contributed to its development especially the import and export banks, catering to respective sector of industrial activities such as agriculture or small and medium size enterprises or infrastructure projects among 47 prefectures. Emphasis therefore, was focused to prioritize activities that would favorably affect development or directions of an industrialized country.

-The postal services and telecommunications have greatly managed to contribute to the country's economy as well as endure the welfare of the great mass of people.

-The loan programs a separate fund used by the government to finance such small and medium scale industries has greatly contributed to the economy.

B. Case Study

-All these as has presented to me by the different lectures invited by the JICA's NPA staff has substantially presented an empirical case study of modernized policy implementation decision-making process that has produced to its standstill the development of a homogeneous society into a highly technological and industrial country.

-The course, Group Training Course on National Government Administration II has assimilated every aspect of Japan's evolution into a modernized and consequently developed country of the world, taking into account all the activities, provided for us by the lecturers who dealt on the highlights of what made Japan as it is today.

-The observation tours that has taken place and the specific country reports have basically presented the strengths and weaknesses of such country as far as practicable modernizations process.

-Problems have been presented as have been experienced and which can only be solved through collective efforts based on available resources -government policy reviews, interventions, reformation, based on ones culture historical and social background and its adaptability to prioritized solutions for such problems, pre-figuring ideological background.

-Education as has been the basic foundation of society in terms of "progress has played a very important role in Japan's modernization." It's unique modernization process in consonance with human resource management.

-The pain-taking efforts of the government, supportive of its was manpower skill supporting the smallest venture of every fragments of society, public or private have undoubtedly by brought Japan to the peak of highly technological and cordinal development and advancement.

C. Conclusion:

As I am about to finish the Course, it is my opinions that I have deepened understanding of the principles of public administration management and civil service system for efficient implementation of policy, and I can understand the fundamental problems of building a modern economic and social system, the function of the national administration as well as including its role. By doing the comparison studies in the Course it is expected that the fact finding will give contribution to the development of my Administration.

FINAL REPORT
ON
GROUP TRAINING COURSE ON NATIONAL GOVERNMENT ADMINISTRATION II
by
MAJID PESARAN-E-GHADER
IRAN

Before coming to Japan I had been studying some books about Japan and its economic development as 'Not only for a bit of bread, management and Business morality, by Matsushita, "Japan as number one" by Ezia Vogel, and "Reconstructing and modernization of Japan after world war II" by Prof.Adeli (PH.D) the former Ambassador of Iran in Japan and at present the president of Iran Central Bank. Hence, this was a very good opportunity for me to observe the development and modernization of this country nearly.

Since this group training course was founded with the aim of introducing us 'participants' modernization of education system, and development human resource management, and generally modernization of public administration, I found every effort had been making to develop and improve the above purposes at the source. I'm sure these efforts have been done in order to contributing very much to the development of the participating counties in the various affairs and international cooperation.

I found that the designed curriculum for studying modernization problems on education, fostering private sector through cases study small and medium enterprises agency, communication, change of telecommunication service, post office life insurance and role of funds by means of postal insurance, modernization and postal service, post banking services and role of postal saving funds, and finally the various observation and study tours and lastly group discussions were very useful for the economic and social development of my country. Specially 'at present' that we are performing and experiencing our first five-year plan for economic, social, and cultural development after the eight-year imposed war for reconstructing the country. Though, we believe that your successful results may not be achieved the desired goals and objectives in other places. And, as contingency approach, the different situations, and various political, economical, technological, cultural, social, psychological, and physiological environment and structures are the basic and fundamental factors for using your successful experience and good results in developing counties. I, however, believe that deep study and research of your performance in the above mentioned subjects will be a good guide and helpful. Therefore, we are extremely interested in the subjects.

Some of my notable findings in this course are as follows:

-Existing equality and competition (in higher education and business)

- Being open educational opportunities to everyone on an equal basis in the country.
- Being keen competition between companies and therefore hard working to produce high quality industrial products and improve technical standards.
- Walking seriously and hurriedly the Japanese women and girls to and from work or school with their fellow men and boys.
- Being able to bury the sorrow of the past in the far back of the brains the sad memories of Hiroshima and Nagasaki and overcoming that past by building a good present and by setting the foundation for even a brighter future and making ready themselves for performing the 12th Asian games in 1994.
- Existing deep rooted traditions, culture specially for the eldest persons.
- Using postal insurance, postal banking services, postal saving funds, and resulting rapid service and therefore limiting the size of bureaucracy and motivating and leading the people to productive works.
- Giving decision making responsibility to the lower level of the management / Deputy Director results to speedy services.
- Existing "Job rotation" within the same ministry or organization in order to providing promotion opportunities for employees and motivate them to better performance through developing their experiences, making familiar with the advancement and rapidness of the services, and 'finally' being satisfied with changing the position.
- Existing multi-jobbed employees in most of the developing countries, according to country reports and group discussions.
- Existing three level of entrance exams for applicants who wish to serve the nations. And then introducing the successful examinees to each ministry and agency in accordance with the participants with and interviewing by the concerned ministry or agency.
- Undergoing the newly-employed people on-the-job training after taking part in orientation classes.
- Existing private sectors/institutes and cooperating between NPA and these sectors in the field of training.
- Knowing the important and basic factors for promoting of employees in Japan are as follows:
 1. experience
 2. performance record
 3. background
 4. seniority
- Understanding the Basic information on Japanese Economy in 1988:

GDP	16.7% of world GDP
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Population	2.4% of world population
Population increase	0.6% (1980 - 88)
Unemployment rate	2.5%
Price Increase	103 (1985 = 100)
Export	9.8% of world exports
Import	6.7% of world imports
GNP per capita	US\$ 21,020
Volume of ODA	US\$ 9,134 millions (USA: US\$10,141 million)
ODA as percentage of GNP	0.32% (DAC AV: 0.36)

-Changing the trend of Japanese Economy before and after Oil Price Hikes in the 1970s

	Before	After
Economy	Quantity-oriented	Quality-oriented
Age	High Economic Growth	Information Economy
Economic-Target	Quantitative-Growth	Qualitative-Growth
Product Feature	Heavy, thick, long and big	Light, thin, short and small
Firm Behavior	Scale Merit	Merit of Diversification
Main Industries	Steel and Automobiles	Electronics, Communication Bio-technology
Trade Policy	(Big Business) Export-oriented	(Venture capital) Import-oriented

-Achieving a lot of information about the national government organization and administration of the participants' countries, their education system, human resource management and civil service.

-Knowing the main information about work force, recruitment, promotion and retirement, training, salary and fringe benefits, employee organizations, disciplinary actions and grievance procedures and so on of Japan and also the Japanese financial organization and management.

-Being introduced of small and medium enterprises and small-scale enterprises structure, financing system, personnel training, research institute, and informational and technological development.

-Knowing how increasing in the number of students related to the socio-economic growth of Japan.

-Being introduced of Ministry of International Trade and Industry (MITI) and its implementation for the development of Japan.

-Knowing about broadcasting administration in Japan; laws, structure, system, plan, improving TV and new broadcasting media and developing of broadcasting technology.

-Being introduced of the changing trend of the Japanese telecommunications system, policy objectives, and feeling need for international cooperation, promoting of fair and effective competition, improving NTT's management, promoting research and development.

-Finding this fact that there isn't any budget allocated for army (except the budget of Self-Defense), as your claims and the census, therefore being able to allocate a high percentage of your annual budget to education, research and development affairs.

-Being very deep groupism and homogenous characters that have had very important, heavy and considerable role on Japanese economic development.

Conclusion:

As every country has different facilities, geographical situation with different environments; and also a high volume of budget of developing countries is spent to army and national defense affairs, hence, for solving the problems of education system and human resource management a lot of time is needed and allocations of more budget with considering all effective factors and environments. But we mustn't forget that the experiences of the development and modernization of Japan can be a very good guide for the developing countries.

FINAL REPORT

ON

GROUP TRAINING COURSE ON NATIONAL GOVERNMENT ADMINISTRATION II

14th. May 1991 - 28th. June 1991

by

WONG YOI MUN

MALAYSIA

INTRODUCTION

The National Government Administration Course II covered a very broad perspective of Japanese Government Administration and its experiences in the modernization process. It has provided the participants with an indepth insight into the secret of the Japanese Miracle. The course has succeeded in achieving its aims and objectives due to the following reasons:

- i. lectures by academicians provided a very strong introduction and the theoretical framework for the understanding of Japan's public administration especially its historical perspective, policy making process and management style;
- ii. briefings by representatives of government agencies and private organizations gave an insight into actual practices, operational issues and problems;
- iii. study tours and observation visits gave a "seeing is believing" perspective to the course;
- iv. country paper presentation and discussion gave the participants an opportunity to share and discuss mutual problems related to public administration and the modernization process.

HIGHLIGHTS OF THE JAPANESE EXPERIENCE

During this course many issues regarding Japanese Public Administration system and its experiences in the modernization process have been highlighted. In my opinion, many of these issues and experiences are unique to Japan and are key reasons for the success of Japan and they provide good lessons for developing nations embarking on the modernization process. Below are discussed some of the issues that I have observed during the course.

i. Role of Government in the early stages of the Modernization Process

The role of the Post-Meiji Restoration Government in taking a leading role in the economy through such steps as direct investments in industries, the importation of Western expertise and technology and the development of the educational system and infrastructure would provide many nations with ideas as to the possible approach in the early stages of the modernization process.

ii. Current role of the Japanese Public Sector

The Japanese Public Sector adopts the 'developmental approach' in planning and engineering the economy by setting the goals of both the public and private sector. This strong planning process has provided Japan with a competitive advantage over other nations. Examples of this developmental approach would include the role of MITI in providing the vision for trade and industry and the part played by the Small and Medium Enterprise Agency in fostering the development of small businesses. In addition to providing the lead in the economy, the Japanese Inc. concept has succeeded in obtaining the cooperation of the private sector in policy formulation and involvement in government policy projects.

iii. Policy implementation

Prof. Ouchi in his lecture discussed 5 dimensions of policy effectiveness but, in my opinion, the most important factor is the third factor, namely,

policy implementing capacity and ability. Visions and policies are important but what is more critical is the ability to translate visions and policies into actions. The Japanese approach of policy implementation is to address critical organizational structure issues, tackling human and financial factors and ensuring good public relations with the customers through close rapport and communication. This approach of policy implementation could provide valuable lessons to developing nations that are besieged with problems of, not poor policies, but the lack of this implementing capability and capacity.

iv. Social Responsibility and Economic Development

In my opinion, Public Administration in Japan adopts a very broad macro perspective outlook to development. Policies tend to have dual role, incorporating a strong social element to economic policies. This has resulted in more overall development and nation building. Examples of this aspect of Japanese Public Administration that I have observed during the course are as follows:

- a. port and harbour development as part of a comprehensive socio-economic development rather than just transportation development
- b. postal banking and postal life insurance as part of social security rather than just the mobilization of funds.
- c. non-commercial nature of NHK TV in promoting welfare through nationwide broadcasting

v. Political Stability

Political stability is a key ingredient for economic growth and national development. Japan has been blessed with this critical factor as the ruling Liberal Democratic Party has been in power since 1955.

vi. Japanese Human Resource Management

Japanese Human Resource Management has lately been recognised as one of the reason for the success of Japan and has been emulated by many nations.

The course have further exposed us to this aspect of public administration and some aspects of it which might be relevent to developing nations are as follows;

- a. participative techniques such as the 'nemawashi' and 'ringisho' system.
- b. the 'kanyro' system in the core of the civil system
- c. life-long employment.
- d. system of job rotation
- e. emphasis on equity and efficiency in the civil service
- f. competitive compensation comparable to the private sector.
- g. open competitive exam, for recruitment into the public sector.

vii. Japanese experience in economic recovery and rehabilitation

The rehabilitation and recovery of the Japanese economy after the devastation of the Second World War can be a lesson to many developing nations recovering from economic recession, natural calamities and social and civil uprisings. The Japanese experience of determining goals and policies, establishing of priorities ^{for} ~~of~~ economic activity and the strict control and distribution of limited resources played a major role in its recovery after the war.

viii. Homogenous nature of Japanese society

The homogenous nature of Japanese society in terms of race, language and religion has, in my opinion, been one of the reason for the ability of the Public Sector to engineer the direction of the country with relative ease compared to many other nations. This indicates the importance of nation building as a prerequisite for economic development.

CONCLUSION

The issues that I have highlighted above, if given careful consideration, could provide many developing nations an insight into possible alternatives in which to address some of the critical issues and problems in its modernization process. However any attempt at emulating the Japanese experience must take into consideration the different socio-economic-cultural-political environment that exists between the two countries. As an example, any attempt by the Malaysian Public Service to adopt the Japanese experience must take into cognizance the multi-racial composition of Malaysian society; the constraints of financial resources; the small but young and growing population; the constraints of infrastructure and manpower which are quite different from the Japanese context.

As a concluding remark, it is my sincere opinion that the course has been very effective in imparting the experience of Japan in National Government Administration. It has also provided the participants with a good forum for the sharing of experiences and ideas. Last but not least, I would like to record my sincere thanks and gratitude to JICA and NPA for having provided me with the opportunity to attend this course. CONGRATULATIONS FOR A JOB WELL DONE!

ICKENDRA LALL RAJBHANDARY
NEPAL

FINAL REPORT ON
GROUP TRAINING COURSE ON NATIONAL GOVERNMENT ADMINISTRATION II
May 14 up to June 28, 1991

INTRODUCTION

The National Government Administration II sponsored by JICA had the following aspects:

- (a) Process of Modernization in Japan
- (b) Improvement of Human Resource Management in public sector
- (c) Modernization of Education system
- (d) Fostering private sector

The methodology applied during the course are very effective and consists of :

- (a) Lectures by specialists and expertise
- (b) Observation visits to the industries, institutions, public agencies, the relevant cities and the lectures referring to the observations
- (c) Presentation of the country report by the participants discussion and pointing out problems and possible solutions to each problem

I. Process of Modernization in Japan:

The process of modernization depends largely on historical, cultural, political, socio-economic aspects of every country. Consequently, Japan's modernization in my opinion can be divided into two headings based upon the above indicators:

- (a) Before second world war period, and
- (b) Post second world war period
- (a) Before Second World War Period

Japan had to remain isolated from rest of the countries for a very long period. The modernization begins from the Meiji restoration period which was at 1868 known as Meiji era. The main purpose of the government was construction of society. The leaders started importing developed modern technology as well as education system from the various western countries. The government itself involved in the development of industries by assisting specific industries or individual companies in all respects and also introduced subsidies for research and development.

The school education was introduced and elementary education made compulsory. Started sending persons abroad for training. Universities were opened. Side by side the infrastructure as roads, bridges, ports, etc. were built. Started exporting the heavy machines, cotton fabrics, etc. Due to the efforts of the homogenous society and that of the government, ~~of~~ Japan became one of the economically strong country in the world.

b. Post Second World War period:

The period of post-world war II 1945 was a crucial period for Japan. Economy of the country decreased extensively. Japan is the only country in the world which had a miserable experience of atomic bombing. Hence, the country firmly uphold the three non-nuclear principles of "not possessing nuclear weapons, non producing them and not permitting their introduction into Japan" as a matter of National policy. This policy must follow by all the countries of the world to keep the beautiful earth in peace.

Japan have a very stable political government of Liberal Democratic Party (L.D.P.) ruling since 1955 continuously. Hence, it should realize that the ruling party and the government have a great effort in modernization of Japan.

Executive power is vested in the Cabinet. Decision making plays a vital role in the development of a country. The process of decision making is bottom up system. Decentralization of powers within the public authorities is one

of the important factors of modernization. Young officials are given important work almost from the time they enter in the job, as policy formation and coordinators. Senior officials only tones them and finally forms the policy.

The development of transport and communication network is as important for the National economy, as blood circulation is for human life. To be able to develop the economy the transport and communication network must be developed. The road transportation, marine transportation and air transportation are equally developed in Japan.

In communication sector, the broadcasting sectors as the radios and televisions as well as telecommunications system have their own effort for the development of Japan.

The post office is performing the jobs of postal savings, postal life insurance in addition to manage the posts and parcel. The postal life insurance fund and postal savings funds have a great role for the development of Japan, ^{investing} ~~investing~~ ^{through state} ~~state~~ ^{FILE} it in the development works of the country. It is one of the reasons for the rapid development of the national economy as well as the development of the society.

Without the contributions of private sector, public sector only cannot develop a country. The private sector in Japan are very strong. Hence, most of the big and small industries, as well as railways, airlines (except JAL), television broadcasting (except NHK), telecommunication, radio broadcasting, etc., are in private sector. Private sector and the government are as two hands of a person ^{in the process of} the development of the country. Specially "Ministry of International Trade and Industry" (MITI) played vital role at the modernization process of Japan. Some of the important functions of MITI are innovation of new technology, performing research, long term planning, promotion of experts coordination of enterprises, etc.

2. Fostering of Private Sector

The vital role of the private sector is generating employment. The public sector has to emphasize in its policies how to promote the private sector. Without the development of private sector, ^{public sector} only cannot drive the country on the

path of economic development and cannot give the greater opportunity of employment for the people.

The private sector in Nepal is weak to generate sufficient job opportunities. The Public sector enterprises also did not running satisfactorily. The policy directives of Interim Government of HMG/NEPAL announced on May 28, 1990. Some of the relevant policy directives are:

"It has become a need and challenge of the hour to give maximum autonomy to public enterprises, to separate them from political interference, to appoint efficient person to the board of directors, to arrange for appropriate incentives and disincentives and thereby to increase its economic and commercial efficiency."

"Necessary studies will be undertaken to bring about management reform in some public enterprises, to look into the possibility of privatization and to involve the Private sector in the management of these enterprises. In this process studies will be undertaken to look into the practical side of share sales to laborers and their representation and involvement in the management of such enterprises."

"Necessary steps will be taken to reduce recurring expenditures in these enterprises and to make them more independent and efficient. In addition to these, incentives will be provided to adopt new technology for increase in productivity. Likewise, any leakage and misutilization of the resources of these enterprises will be cautiously watched whether these enterprises have provided direct benefit to the people through improvement in distribution system."

3. Human Resource Management

Skilled and trained Human Resource is essential for effective implementation of development plans. In fact, quantitative as well as qualitative growth of human resources is quite necessary as is the growth in financial investment for the achievement of the plan targets. Lack of trained personnel and technicians have been a great obstacle for utilization of investments in most of the

developing countries. Similarly, lack of effective management and economic constraints in providing internal and foreign training to personnel as needed is also hampering the supply of required manpower. Development of the quality of education system is essential. An effective manpower planning system is the basis for human resource development. A careful analysis of manpower need by types of job levels of responsibilities, opportunities to career progression, private/public sectors and training facilities will help in programming human resources development effectively.

4. Modernization of Education System

General Lack or low level of awareness, among the people about the importance of education is general in the developing countries. Despite the commitment of many developing countries to provide basic education, the commitment is not reflected in budgetary allocation. The absence of skilled educational manpower results in an ineffective and inefficient use of resources available. Teachers do not get due professional recognition and incentives to their job as well as most of the working conditions are poor.

Without increasing educated population with quality educational system, modernization will be the dream for the country.

CONCLUSION:

In Nepal, the achievement so far made in the field of education is certainly encouraging for us, in view of our limited resources and the rough topography of the country and we must give greater attention to improving the quality of education in all aspects.

In the changed democratic setting in NEPAL, personnel planning function become more important because it is the personnel who ultimately contribute to national development. As I mentioned in my presentation, at the end of the seventh national plan of Nepal, 1985-1990, there are deficit in the number of *technical* human resources.

We shall be doing the best we can and at the same time we look forward to receiving assistance, as we have in the present, from the friendly countries

as well as various international donor agencies.

In my opinion, Nepal, as a new democracy, can learn much from the efforts and experience of Japan in its government administration and modernization process especially in the field of education and human resource management, and fostering private sector.

Finally, I take this opportunity to express my deepest gratitude to the organizers, to the financiers and to the JICA and NPA for hosting this National Government Administration II. I hope by discussing and sharing our opinions and experiences in Education System and Human Resource Management of our countries and of the host country Japan, we can contribute something better to our organizations.

FINAL REPORT
ON
GROUP TRAINING COURSE ON NATIONAL GOVERNMENT ADMINISTRATION II
by
JOSEPH IKEM OBIANWU
NIGERIA

APPRECIATION

I seize this opportunity to register my gratitude to the Japanese government which provided the scholarship for this course through JICA. The management of the training course has been thorough and the contents well researched. I give credit to the personnel of National Personnel Authority and the other related agencies for their organization, management and execution of this course.

My thanks go to the federal military government of Nigeria for nominating me for this course. The efforts of the staff of federal ministry of finance and economic planning and the federal ministry of employment, labor and productivity who have contributed in processing my nomination need a mention. I salute them.

Finally, I register my appreciation to my colleagues in this course who have come from different parts of the world. They have increased my knowledge of their parts of the world without a fee. We have, within the limited time of this course, forged great bonds of friendship. I wish them safe journey back to their different homes.

1. Aims of the Course:

The course focused on the early stage (Fundamental phase) of modernization in developing countries referring to the Japanese experience in the Meiji era. The purpose of the source was:

- (i) to assist participants in seeking better ways to modernize public administrations in order to assure efficient implementation of modernizing policies,
- (ii) to introduce them to modern public administration appropriate to economic and social development.

2. Objectives:

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

- (i) comprehend the process of public administration and problems associated, and policies in their early stage of modernization;
- (ii) comprehend the principles of public administration management and the civil service system for efficient implementation of policy;
- (iii) comprehend the fundamental problems of building a modern economic and social system; and
- (iv) comprehend the function of the national administration and its role.

3. Methodology:

The following methods were used in the course of training:

- (i) Lectures
- (ii) Handouts
- (iii) Group discussions
- (iv) Case studies
- (v) Visuals including videos
- (vi) Group tours and visits
- (vii) Role play
- (viii) Report writing

Lectures:

The training off by lecturing participants on the history, politics, society, education, language and so on of Japan in the way of orientation. It later settled down to a classroom type lecture from experts on various fields. Even at various group visits outside the center, most of the partly employed the lecture type setting to explain their organizations before conducting participants round.

Handouts:

In all cases, both in group tours and classroom lectures, reading materials were generously handed out to participants to complement the lectures/discussions.

Group discussions:

Group discussions at every stage formed an integral part of this training course. There was free exchange of ideas between the participants and the individual lecturers.

Case studies:

Examples of individual topics were used as case studies. Such examples as:

- (i) Fudou Primary School, Meguro was used to demonstrate the modernization in education,
- (ii) Jyonan Gather - housing of mold industry, Ohta-ku, and Fuchu Techno Center, Fuchu were used to illustrate the fostering of private sector.
- (iii) The post office and communication served as case studies for communication while:
- (iv) the harbor of Yokohama provided a case study in the provision of infrastructure
- (v) Hiroshima and Kyoto served as case studies for Local government administration

Visual including videos:

Both at lectures and group tours, visuals were used to drive home the points.

Group tours and visits:

Tours and visits were undertaken to places relevant to the subjects of training in order to enhance participants' participation of the issues involved.

Role play:

Participants played roles in the form of lecturers on their country reports and chairmanned their individual sessions.

Report writing:

Report writing by the participants both before and at the end of the training was employed.

4. Observations and findings

(i) The national administration course delved in detail, into the history, society, education, economy, the private and public sectors. It traced the development of government before Meiji to the present day, through the war years to the enactment of the present Japanese Constitution in 1947. It

attempted to broaden participants knowledge of links between the national administration, undertaken directly by the central government and the local administration, undertaken by local public entities. This relationship, we were told, meant that the intervention of the central government is restricted to minimum necessary to maintain consistency in public administration and that for any intervention, a separate legal mandate would be required. The course also focused on the cooperation between the public and private sectors. Finally, the course traced in greater details, the role of the public service and in particular, the civil service and its decision making process. The course further touched on the employment patterns, labor relations and the eventual cause of privatization and its resultant effect on the economy.

(ii) In most cases, the lectures were well delivered and were supplemented with handouts and visuals. Efforts were made to analyze the organizational frame work of most structures treated to the extent to which the roles of finance human resources administration managements interacted to produce goods and services for the growth of the nation. In this regard, the role of the administrative staff of the civil service appears to be the catalyst for greater growth in the economy.

(iii) The discussion supplemented the lectures and some cases assumed greater significance than the lectures themselves. They tended to generate more interest among participants, judging by the relaxed atmosphere and number of questions or clarifications they generated.

(iv) The group did not seem to agree on an absolute criteria for motivation in a working environment. Salary, promotion, welfare and so on seemed to weigh more in favor of the definition.

(v) Productivity, the group agree, comes nor easily define the social service rendered by a government.

(vi) Initiation and formulation of policies lead to dominate the discussions. Views varied from formal to informal consultations both vertically and horizontally in order to win a consensus on a policy. Origin of policies, whether emanating from the politician or from the civil servant was discussed. The role of the civil servant in policy making and execution dominates the discussions.

(vii) The merits and demerits of special administrative class came for mention., Most agreed that the administrative officers should initiate policies in view of their roles in their execution. Others believe that the issue of policy foundation is dictated by the politics of the individual nation but all agreed that expertise in terms of planning, budgeting, executing, evaluating for improvement in the policy and efficient management of the human resources were the pre-occupation of an efficient civil service.

5. Possible contributors to Japan's success

(i) Stability of Government

The operation of near "one party" system seems to have ushered in peace and tranquility.

Though there are opposition parties in Japan, their impact does not appear to be felt. The system whereby one party has remained in power for almost 50 years leaves the country with enough energy for growth. This party is further replenished with the products of the Bureaucracy which in itself guarantees a perpetuation of tradition. This is a health development for economic growth.

(ii) Homogeneity of society:

The Japanese society is homogeneous and has a common language. Elements of mistrust are therefore eliminated. All energies are dissipated in achieving a common goal - that of nation building. The culture is harnessed to support modern technology.

(iii) In-house unions and societal norms:

The absence of organized trade unions in Japan has greatly left the workplace peaceful. "Union" energy is channeled to a more productive use. The in-house unions are not a threat to any organization. The Japanese has dragged its family system into its working place. Employers look on their employees as their "children" while the employee plays the role of the "child" of the employer. In such a circumstance, the prime interest of the organization is the welfare of its employees. This in turn generates life-long loyalty, hence the saying "life-long employment." Informal relations are encouraged and practiced.

(iv) Efficient Civil Service

Judged by the performance of the economy and the overall efficiency of the services to the public, one concludes that the civil service of Japan has earned the confidence of the people it serves. The civil service is the core of the public service.

6. Conclusion

In the main, I am of the view of that the objectives of the course have been met. Participants were able to:

(i) comprehend the role of public administration and associated problems and the early stage of modernization;

(ii) comprehend the Japanese principles of public administration management and the civil service system for efficient implementation of policy;

(iii) understand the fundamental problems associated with the building of a modern economic and social system; and

(iv) appreciate the function of the national administration and its role.

FINAL REPORT

NAME : RODOLFO ACUNA NAMIHAS
COUNTRY : PERU
COURSE : NATIONAL GOVERNMENT ADMINISTRATION

INTRODUCTION

It is not my purpose in this final report to try to obtain final solutions to the issues that have my country, however it is an opportunity to compare some points that in matters of government administration are focused in developing countries and undeveloping countries.

Regarding these points, I want to emphasize in two points that I considered important for the development in my country. The first of them is administrative decentralization, this point is in the present time developed in my country. The second point is to build a salary system that incentives the efficacy and efficiency of the workers in the public administration in my country.

ADMINISTRATIVE DECENTRALIZATION

The Japanese administrative government system is oriented toward decentralization. It has two organizations, the first is the Central Government, that takes over about the National Administration; and the second one is the Local Government that takes over about the local administration.

Though this system is similar in structure to the system of my country, exist a main difference, its consists in the emphasis that has the second organization in Japan. The education, welfare services, health and hygiene, public works, industrial promotion, fire defence and police are specially implemented by the local government. Thus the local government in Japan is divided in two principal bodies:

- a) the assembly similar to legislative body, and
- b) the chief executive similar to executive body

Since 1980, Peru has embarked in obtain a descentralized system and the Regionalization was the path to follow. This meant to build a microregional planing, that permit a rural areas improve and develop by themselves.

Further, we have constituted twelve regional governments, they consist in populary elected regional assemblies that manage all internal regional affairs, shuch as, education, welfare services, health and hygiene, etc.

The main difficulty that this process has in my country is the decentralization of the general budget, even the Central Government drive all incomes and take over about final expenditure. This means that the regional government have a legislative branch but still the executive branch is in the central government.

In this form we need to emphasis the budget descetralization but always with the support and orientation of the Central Government.

SALARY SYSTEM

The second point is about to establish a salary system that incentive the productivity of the administrative workers in the state.

Japan has, according to statistics, similar salary level in the public and private administration. Moreover, the recruitment system in the public administration is through a several examinations, that are took by only one organism (NPA), doing a fair competition and the workers selection is better.

Fairly the first objective in my country is to solve the fiscal issues in order to raise the salary level and moreover to improve the recruitment system and qualification of the workers carrying out examinations and training in several areas for our workers.

EDWINA D. DAQUIUAG
PHILIPPINES

FINAL REPORT

on

GROUP TRAINING COURSE ON NATIONAL GOVERNMENT ADMINISTRATION II

May 14 1991 up to June 28, 1991

"Japanese Spirit and Western Skill" - Tracing back from where it began, Japan as it is today, has evolved from what we may perceive as a pre-eminent vicissitude for development, a primeval circumstantial experience that led to a surmountable struggle for advancement through human and manmade resources.

1868, the year that has brought one of the basic foundations of growth, knowledge, skills and behavior, exposing Western education among its young scholars to westernized educational system which enable these potent products of such learning institutions to fulfill the task of assuming the role of change agents and majore leads in the process of Indoctrination of Japanese people - Educators, Researchers - all wrapped up into one to form a combined solid force to turn silk weaving into a twenty four (24) carat gold molding of Japanese industry and technology.

1945 had exploded a wrath of anguish, bitterness and sufferings among these homogenous culture in one part of Asia, thus huddling more to recover in order to pursue what has been initiated upon by the educators of the land from RESTORATION, INDOCTRINATION, REFORMATION and REORGANIZATION - processes which somehow were circumstantial to isolate Japan, redeeming itself and relied upon its educators to concentrate more for its country's efforts to contribute for growth - A UNIQUE BUT RAPID TRANSFIGURATION of major events that has completely accomplished and developed Japan into a modernized societ as early as 1950.

Although Japan has no basis for modernization, it has catapulted its

way through historical and sociological point of view, with the aid of statistical and analytical tool.

Modernization has already been inherent in Japan as early as 1950 and in 1960, Japan, whose economy had already been successful with policy formation process, research, as had been initiated by the scholars whose activities paved its way up through research processes on any development projects. These products of research, however, boosted more the investments of Japan and finally provided for every opportunities for advancement, such as small and medium scale enterprises, that have relatively helped Japan's economy. These industries have provided for people who are equipped with technological and engineering knowledge to assume greater responsibilities in these small and medium scale industries to share more for the facilities of changing environment, thus the necessity to cope with changing needs of consumers, industrial networks changed and diffused, as well as managerial resources.

Individual and collective efforts became the source of the largest economic growth especially in 1965. Industrial policy then showed new visions. Government envisioned the best way for economy and provided policies to be able to produce and make new industrial ventures both for public and private corporations, thus widening open competitiveness.

Broadcasting and Telecommunications contributed to the development of the country which are nationally and internationally operating effectively and efficiently by the aid of modern technologies in a highly technological society. The huge demands in markets of such services has undisputedly gained support from the government, thus open competitions for industry with "shape and build" motto was encouraged by the government which stimulated knowledge and expertise in many forms to capital improvement, innovation and mass consumption while relying greatly on domestic service and savings.

For the past 20 years, particularly at the end of 1960, competitions among private companies have been encouraged. This was the period wherein computer industry has fully developed and MITI encouraged competitions among private

companies to develop not only one kind of computer such as the IBM - to keep competitions among industrial companies as high as possible.

Although 1965 to 1970 was confronted by the fluctuating situations between private and public sector, a balance of policy was pursued, including creation of governmental financial institutions to influence the imbalance created by such competitiveness. Japan's development plan has greatly contributed to its development especially the import and export banks, catering to respective sector of industrial activities such as agriculture or small and medium size enterprises or infrastructure projects, together with the efforts of 47 prefectures.

Emphasis, therefore, was focused to prioritized activities that would favorably affect development or direction of an industrialized country.

The postal services and telecommunications have greatly managed to contribute to the country's economy as well as ensure the welfare of the great mass of people. The loan programs, a separate fund used by the government gained from postal savings to finance such small and medium scale industries have greatly contributed to the economy. All these, has have been presented to us by the different knowledgeable lecturers of varied expertise invited by the JICA and NPA staff have substantially presented an empirical study of modernize policy implementation, decision making process that have produced to its standstill the development of a homogenous society into a highly technological and industrialized country as it is now.

The course, GROUP TRAINING COURSE ON NATIONAL GOVERNMENT ADMINISTRATION II has assimilated every aspect of Japan's evolution into a modernized and consequently developed nation of the world, taking into account all the activities provided for us by the lecturers who dealt on the highlights of what made Japan as it is today. The observation tours that has taken place and the specific country reports have basically presented the strengths and weaknesses of each country as far as practicable modernization process. Problems have been presented as have been experienced and which can only be solved through collective efforts based on available resources - government policy reviews, interventions,

reformation, based on one's culture, historical and social background and its adaptability to prioritized solutions for such problems, pre-figuring ideological background.

Education, as has been the basic foundation of society in terms of progress, has played a very important role in Japan's modernization. Its unique educational system has brought about a rapid modernization process in consonance with human resource management.

The painstaking efforts of the government, supportive of its vast manpower skills, supporting the smallest venture of every fragment of society, public or private, have undoubtedly brought Japan to the peak of high technology and industry.

CONCLUSION:

As we are about to finish the course, it is my opinion that so much has to be given consideration as far as my country, the Republic of the Philippines is concerned, in terms of development. Since my country has been undergoing a process of policy intervention and reforms, much has to be done affecting stability in decision-making process as well as in the whole government machinery, taking into account its very limited resources.

Education has also been given priority in the government, but sad to say, most of the best products of the existing institutions have migrated to some parts of the world for greener pastures. Ironically, the promise of good future provided by education benefitted other nations much less the developed countries of the world thereby losing the qualities of skilled manpower and important values as well.

Because of man-made and natural disasters that hit the country for the past several years, and just recently, the eruption of the Mt. Pinatubo in one area of the country, the Philippine government is in a huddle for reforms, interventions, and restorations as well, which are deemed necessary and such entail huge amount of resources especially those affecting the depressed areas and the lesser privileged members of society.

Concertive efforts based on prioritized systems and procedures in the context of Philippine setting as manifested by the present needs of the country could somehow alleviate hopefully the difficulties of the past and the coming years.

With the decentralization of human resource management as well as the whole government machinery, the Philippine Republic, I am quite positive that the changing environment and the efforts to stronger internal systems and structures that would conceptualized and visualize the strengths and weaknesses of a country overburdened with problems and debts, thanks to some of the aids coming from other sources, could very well provide for economic growth and development.

With the end in view of my being a graduate of this training course, and as one of the 10 participating countries, I believe that everyone of us has a special responsibilities to assume. A responsibility to contribute to the best of our abilities to the development of our own respective countries as provided for in some possible areas of concern based on Japan's experience, processes and policy forming techniques and which are adaptable to our own setting.

The course has widen my horizons in keeping up with the trend of modernization process and has established linkages with other parts of the world, which are for me would form vital commitments for development and modernization process which has MADE JAPAN AS IT IS TODAY.

Consequently, I would like to take this opportunity to express my sincerest gratitude to all the JICA staff, NPA staff, prominent and Knowledgeable lecturers who are expert in their own respective fields, and TIC staff who have, in one or so many ways, provided us with substantial knowledge of the course, a fruitful and wonderful stay in this beautiful country and most of all for the explicit and empirical experience of Japanese culture, education, arts, magnificent infrastructure projects and other related programs, and the JAPANESE society as a whole. May you continue your unswerving desire to reach the whole part of the world by committing yourself to lead the world in economic growth and development. May GOD shower you with all his blessings. ARIGATO GOZAIMASU.



FINAL REPORT

**NAME OF TRAINING COURSE : THE GROUP TRAINING COURSE IN NATIONAL GOVERNMENT
ADMINISTRATION II (1991-92)**

NAME OF PARTICIPANT : MR. SANGUAN DHIRAKOOL

NAME OF COUNTRY : THAILAND

INTRODUCTION

45 days in Japan give me many experiences. I have learnt many ideas, met many people, visited many places - many organizations, and moreover I have known more deeply Japanese being. All these things are interesting to me and when I look back, from Japan aspect, to my country I understand my country better than before.

Thailand has started developing and modernizing country since the reign of King Chulalongkorn (1868-1910) which almost the same time of Japan's beginning of modernization in the reign of Emperor Meiji (1868-1912). It is Meiji restoration and Chulalongkorn restoration. We, Thai people, usually discuss together why Japan has now reached developed being while Thailand is still developing. We've got various answers. But after my training course in National Government Administration supported by JICA I think I've got clearer answers. Let's review briefly my ideas. Only some ideas interesting.

1. GEOGRAPHICAL ASPECT

Thailand, not like Japan, is on the Asian continent or mainland so we have been closely and easily inter-affected with neighbour countries (e.g. Myanmar, Laos, Cambodia, Malaysia and China). Almost 30 years, Thailand wasted a lot of time, human resources and public budget in fighting with Thai communist movement supported by some neighbour countries. This security problem delayed Thailand social and economic development.

Nowadays the communist movement has been completely finished. Ex-communist members accept the regime and become nation co-developing agents. Although we have still be burdened by neighbour countries' problems such as

being refuge for the Vietnamese, Laos and Cambodian refugees but these problems do not heavily delay Thailand development so much as Thai communist movement. So, after 1985 which Government-communist opposition was announced to be finished, Thailand economy has sped up (annual growth rate become 7.5% in 1985-1988 and grabbed 10% in 1989).

2. social and religion beliefs

One strong power that pushes Japan to fulfil her nation modernization so soon, in my opinion, is the beliefs in "CHU" (loyalty to the country), "KO" (obedience to the parents, leaders) and also belief in immediate situation (not other-worldly rewards). These beliefs make Japan become Japanese company and work smoothly. While Thai people with teravada Buddhism's teaching in uncertainty of life (all things of this world are transient and impermanent) and belief in reincarnation (other worldly rewards) seem to accept individualism more than "KO". Thailand often has a problem of conflict between employers:employees and problem of coordination. So, Thailand national development does not go as smoothly as Japan's.

Besides, I think that hostile nature such as earthquakes and active volcanoes may, more or less, influence Japanese to hold the belief of immediate situation (today rewards). Japanese must be ready for any emergencies, they have not so much time to care about tomorrow world. Thai people have no feeling like this.

3. ECONOMICAL ASPECT

3.1 In my opinion, domestic savings are one of the most important factors for national economic and social development. Most of Thai people have a low income so their marginal propensity to consume is naturally high and marginal propensity to save is low. Due to the economic theory, the effective way to increase national savings for a developing country like

Thailand is the "forced savings" e.g. increasing tax. But in practice, this theory is too ugly to be implemented because in every way humanity must come first. Thailand too, like other countries, we do not use this method. So I am surprised in Japanese capacity of accumulating domestic savings in spite of being seriously defeated in WW II.

In fact, Thai Government has issued many government bonds and also set up the Government Savings Bank for collecting small deposits just like Japanese's Postal Banking. But Thai domestic savings so to speak is still not enough for national development. However, the problem of lacking capital may be considered in 2 dimensions ; (1) not enough savings or(2) unreasonable expense of the capital.

3.2 Thailand has no long-run governing party as Japan's LDP. So Thailand national social and economic development lack continuity of development planning and implementation. And also Thailand has no government-business relations based on long term trust and mutual dependence as Japan has.

3.3 While Japan has already set organization and system of technology research and development, especially applied research, for a long time ; Thailand has just set up the Ministry of Science Technology and Energy after the oil crisis. Until now Thai Government does not yet put emphasis on applied research as much as it should be. So it's difficult for Thailand to develop his own technology in the near future.

3.4 Although Japan declares herself that the Government is very limiting its business function but when compare to Thailand, Thai Government limits its business function more than Japan. For example, Thai bureaucracy has no 'Small and Medium Enterprise Agency'.

4. PUBLIC ADMINISTRATION

4.1 Structure aspect

In quantitative aspect, while Japan has 13 ministries, Thailand has 14 ministries. There is almost not different.

In qualitative aspect, (1) Japan departmentation set emphasized authorities on Prime Minister's Office which covers 3 ministries of Thailand (Prime Minister's Office, Ministry of Defence and Ministry of Science Technology and Energy) ; Ministry of Education which covers 2 ministries of Thailand (Ministry of Education and Ministry of University Affairs); and MITI which covers 2 ministries of Thailand (Ministry of Industry and Ministry of Commerce) --- while Thailand set emphasized authorities on Ministry of Interior which covers function of 3 ministries of Japan (Ministry of Home Affairs, Ministry of Labour and Ministry of Construction); Ministry of Transportation and communications which covers function of 2 ministries of Japan (Ministry of Transportation and Ministry of Post and Telecommunication) (2) Public Outlays Allocation : . . . Thailand in fiscal year 1991 has allocated government budget , from larger to small amount, to education (18%), defence (15%), finance (14%), home affairs (13%), agriculture (8%) and so on; --- while Japan has allocated fiscal year 1990 government budget to finance (26%), home affairs (23%), health and welfare (17%), Prime Minister's Office (12%) and so on. These departmentation and public outlays allocation imply the different directions, condition and emphasized policies which bureaucracy in each country has to implement.

4.2 Working Condition

As OKIMOTO concluded that 'Although the Japanese state is strong, so too is the private sector..they try to pull together in the direction of achieving common goals'. For Thailand, there is rarely strong

trying to pull together for achieving common goals like this. Thailand has no almost perfect consensus system as Japan has.

CONCLUSION

The said ideas are the brief answers for the questions of differences in action and success of nation modernization between Thailand and Japan. Also, they imply some suggestions for Thailand to improve some systems in order to attain developed being as soon as possible.

However, differences are beautiful. If everything in our world is the same, the world will be very boring and we, human being, will have no desire to do anything. Differences, both in vertical dimension (different state - in different time - in a certain country) and in horizontal dimension (different state - in the same time - in different countries) are the gaps that inspire us to try to fill them. So long as the world goes on opportunities still wait for everyone. But above all I think we should remember that "there is only one success .. that is to be able to spend our lives in our own ways". No universal model of success for everyone.

ANNEXED PAPERS

Annexed Paper A.

国際協力事業団
JAPAN INTERNATIONAL COOPERATION AGENCY

LIST OF PARTICIPANTS IN "NATIONAL GOVERNMENT ADMINISTRATION II 1991"
(平成3年度 国家行政コースⅡ研修員リスト)

As of May 13, 1991.

No.	Photo	Country	Name	Date of Birth (Age)	Present Post	Final Education	Home Address
1		Colombia コロンビア	Mr. <u>Gonzalo Rios Ortiz</u> ゴンサロ オリツ	Jun. 28, '57 (33)	Subdirector, Ministerio de Hacienda y Credito Publico. 大臣省 予算課副課長	B.Sc. (Planning & Urban Development) University of London	Calle 16 #43-50 apto. 207 Bogota D.E. Colombia
2		India インド	Mrs. <u>Rajwant Sandhu</u> ラジュワント	Mar. 18, '52 (39)	Director Ministry of Defence 国防省 防務課課長	M.Sc. (Hons) (Chemistry) Punjab University	18 Pratap Chowk Delhi Cantt. India
3		Indonesia インドネシア	Mrs. <u>Sri Sulastri</u> ケンチス	May 9, '50 (40)	Head of the United Nations Sub-Division 官房総務協力局 南連通課副課長	Degree (English Literature) Gadjahmada University	Jl. Campaka Putih Barat XIV No.D 23, Komplek Sekretariat Negara, Jakarta Pusat-Indonesia
4		Iran イラン	Mr. <u>Majid Pesaran-e-Ghader</u> ガデル	Aug. 18, '54 (36)	Planning Expert, Secretary of Supreme Council for Adm. Reforms, State Organization for Administrative & Employment Affairs (SOAE) 行政機構庁 専門官 (行政改革委員会公選)	M.S. (Public Administration) State Management Training Centre	54, Mir Abedini Alley, Miro Havaif first street Piroozli Ave., Tehran, Iran
5		Malaysia マレーシア	Mr. <u>Wong Yoi Mun</u> ウエイ	Jul. 18, '55 (35)	Programme Coordinator, National Institute of Public Administration (INPAA) 公務員研修所 研修課課長	M.B.A. (Finance) University of Toledo	13, Lengkok Zaaba Taman Tun Dr. Ismail 60000 Kuala Lumpur Malaysia
6		Nepal ネパール	Mr. <u>Lokendra Lal Raihandary</u> ラジュバンダリ	Aug. 5, '46 (44)	Assistant Secretary, Cabinet Secretariat 憲法秘書官	M.Sc. (Organic Chemistry) Tribhuvan University	145 - Quailku Tole Lalitpur - 16 Bogmati Zone, Nepal
7		Nigeria ナイジェリア	Mr. <u>Joseph Ikem Obianwu</u> オビオンウ	Jun. 28, '42 (49)	Assistant Director, Personnel Management Dept., Federal Min. of Employment, Labour & Productivity, Federal Secretariat 労働省 人事管理局 課長補佐	B.Tech (Hons) University of Bradford	Block 2, Hall Lane, Apepa, Lagos, Nigeria
8		Peru ペルー	Mr. <u>Rodolfo Acuña Namias</u> ロドルフ	Mar. 3, '62 (29)	System Administrative Director I - Subdirector, Ministry of Economy 大臣省 公務員課課長補佐	B.A. (Economy) Ricardo Palma University	Av. 6 de Agosto 485 dpto 9 Jesus Maria Peru
9		Philippines フィリピン	Ms. <u>Edwina M. Damian Dequiug</u> ウィニー	May 30, '54 (36)	Presidential Staff Officer V, Personnel Officer, Office of the President of the Philippines 大統領府人事局 5 等官	M.A. (Teaching English) University of the East	Block 6, Lot 3, Jade St. Interville Subd., Talispona, Calocan City, Philippines
10		Thailand タイ	Mr. <u>Sanguan Dhirakool</u> サンガン	Sep. 25, '52 (38)	Personnel Officer Level 6, Personnel Division, Office of the Permanent Secretary, Ministry of Interior 自治省 官房人事課 6 等官	M.P.A. National Institute of Development Administration	26/35 Ngawongwan Road, Don Muang Bangkok 10210, Thailand

Annexed Paper B.

DAILY SCHEDULE
NATIONAL GOVERNMENT ADMINISTRATION II 1991

- 5.14(Tue) Arrival
- 5.15(Wed) JICA briefing & orientation
- 5.16(Thu)
- 5.17(Fri)
- 5.18
- 5.19
- 5.20(Mon) 10:00-10:30 Opening Ceremony (Room202AB, TIC-Ichigaya)
10:30-12:00 Program Orientation
13:30-15:00 -ditto-
16:30-17:00 Courtesy Call on the President of NPA
18:00-19:30 Welcome Reception party hosted by NPA at Toranomom Pastoral (Room-Matsunoma, 4F)
- 5.21(Tue) 10:00-12:30 **Modernization Process 1** "Process of Modernization in Japan (1)"
14:00-16:30 by Mr. Yoshimura & Takagi, Professors, Saitama University
- 5.22(Wed) 10:00-12:30 **Modernization Process 2** "Process of Modernization in Japan (2)"
14:00-16:30 by Mr. Yoshimura & Takagi, Professors, Saitama University
- 5.23(Thu) 10:00-12:30 **Fundamental Policies 1** [Case Study I] "Education"
by Mr. Yamada, Ministry of Education
p.m. Visit to "Fudou Primary School" (Meguro)
- 5.24(Fri) **Fundamental Policies 2** [Case Study II-a] "Fostering Private Sector"
Visit to small-to-medium-sized enterprises
10:00-12:00 Jyonan Gather-housing of Mold Industry (Ohta-ku)
14:00-16:30 Fuchu Techno Creator (Fuchu)
- 5.25
- 5.26
- 5.27(Mon) 10:00-12:00 **Fundamental Policies 3** [Case Study II-b] "Fostering Private Sector"
14:00-16:30 by Mr. Tsutsui, Japan Small Business Corporation
- 5.28(Tue) **Fundamental Policies 4** [Case Study III-a] "Communication -Postal Service-"
Ministry of Posts and Telecommunications
9:40-10:50 "System of Broadcasting Service in Japan"
by Mr. Izumi
11:00-12:10 "Transition of Telecommunicating System"
by Mr. Maegawa
13:30-17:00 Visit to Shinjuku Post Office, and Post Office in New Tokyo Metropolitan Government
- 5.29(Wed) **Fundamental Policies 5** [Case Study III-b] "Communication -Postal Service-"
Ministry of Posts and Telecommunications
9:40-11:00 "System of Postal Insurance, Role of funds by means of Postal Insurance"
by Mr. Yamaguchi
11:20-12:30 "Modernization and Postal Service"
by Mr. Souma
14:00-15:30 "Postal Banking Services & Role of Postal Saving Funds"
by Mr. Kigosi

5.30(Thu)		Fundamental Policies 6 [Case Study IV-a] "Hardware Infrastructure -Harbor-" Go to Yokohama Harbor
	10:00-12:30	Visit to Port & Harbor Bureau, City of Yokohama Outline of Yokohama Harbor & movie
	13:00-15:30	Visit to Yokohama Harbor (ship, wharf facilities)
5.31(Fri)	10:00-12:30	Fundamental Policies 7 [Case Study IV-b] "Hardware Infrastructure -Harbor-"
	14:00-16:30	by Mr.Naruse, the Ministry of Transport
6.1		
6.2		
6.3(Mon)	10:00-12:00	Fundamental Policies 8 [Analysis] "Role of Administration for Development"
	14:00-16:30	by Mr. Ouchi, Professor, Ritsumeikan University
6.4(Tue)	10:00-12:00	Fundamental Policies 9 [Analysis] "Organizational Management"
	14:00-16:30	by Mr. Nakamura, Professor, Meiji University
6.5(Wed)	10:00-12:00	Fundamental Policies 10 [Analysis] "Financial Management"
	14:00-16:30	by Mr. Shinohara, Ministry of Finance
6.6(Thu)	10:00-12:00	Fundamental Policies 11 [Analysis] "Human Resource Management"
	14:00-16:30	by Mr. Tashiro, Member of International Civil Service Commission of the United Nations
6.7(Fri)	am&pm	Fundamental Policies 12 Individual Study
6.8		
6.9		
6.10(Mon)	am&pm	Modernization Process 3 Study tour
6.11(Tue)	am&pm	Modernization Process 4 Study tour
6.12(Wed)	am&pm	Fundamental Policies 13 Study tour
6.13(Thu)	am&pm	Modernization Process 5 Study tour
6.14(Fri)	am	Study tour
6.15		
6.16		
6.17(Mon)	10:00-12:00	Modernization of PA in the participating countries 1 "Keynote address"
	14:00-16:30	
6.18(Tue)	10:00-12:00	Modernization of PA in the participating countries 2
	14:00-16:30	(Group discussion)
6.19(Wed)	10:00-12:00	Modernization of PA in the participating countries 3
	14:00-16:30	(Group discussion)
6.20(Thu)	10:00-12:00	Modernization of PA in the participating countries 4
	14:00-16:30	(Group discussion)
6.21(Fri)	am&pm	Modernization of PA in the participating countries 5 Individual Study
6.22		
6.23		
6.24(Mon)	10:00-12:00	Modernization of PA in the participating countries 6 "Summary address"
6.25(Tue)	am&pm	Report writing
6.26(Wed)	am&pm	Report writing
6.27(Thu)	10:00-12:00	Evaluation meeting
	12:00-12:30	Closing Ceremony
	12:30-14:00	Farewell Party
6.28(Fri)		Departure

Itinerary of Study Tour

Date: 6.10 (Mon.) - 6.14 (Fri.)

6.10. (Mon.)

- 8:00 Meet at JR Ichigaya Station
- 9:50 Depart Haneda Airport (ANA675)
- 11:20 Arrive Hiroshima Airport, check in to hotel.
- 14:00-17:00 Visit to **Peace Memorial Hall**
 - Lecture by Mr.Kawamoto, Director of Peace Memorial Hall
 - The Movie "The historical record of Hiroshima's Atomic bombing"

Accommodation: Hotel Hiroshima Tokyu Inn

6.11. (Tue.)

- 10:00-12:00 Visit to **Hiroshima City Hall**
 - Lecture by Mr. Minamoto, Assistant Director of Planning, Hiroshima Manicipal Government
 - "The recovery process of Hiroshima, after the Atomic bombing"
- 13:00 Visit to **Chugoku Regional Office of NPA**
 - Lecture by Mr.Kawashima, Director of NPA Chugoku Regional Office
 - "The role between Central Government and Regional Government at NPA"
- 14:00 Depart Chugoku Regional Office of NPA
- 15:00 Arrive Miyajima (Sightseeing)
- 16:30 Depart Miyajima
- 18:00 Return to Hiroshima

Accommodation: Hotel Hiroshima Tokyu Inn

6.12. (Wed.)

- Check out of Hotel Hiroshima Tokyu Inn, meet at the front desk
- 10:15 Depart Hiroshima Station by Bullet Train Hikari-52
- 11:01 Arrive Okayama Station, board bus
 - Visit **Honshu-Shikoku Bridge Authority**
 - Lecture by Mr. Harada, Mr. Take, Mr.Hotta, Officers of Honshu-Shikoku Bridge Authority
 - "The actual planning of large scale projects"
 - **Honshu-Shikoku Bridge** -
 - 11:40-14:30 Yoshima Parking Aria
 - 11:40-13:00 Lunch at Keihan Fisherman's Wharf
 - 13:00-14:00 Ship cruising by "Kanrin-maru"
 - 14:30-15:10 Inspection visit inside an anchorage for supporting bridge
 - 15:20 Sakaide Interchange (U-Turn)
 - 15:40-16:10 Visit to Hayajima Control Office (See Traffic Control System)
- 16:50 Arrive Okayama Station
- 17:07 Depart Okayama Station by Bullet Train Hikari-54
- 18:25 Arrive Kyoto Station

Accommodation: Hotel Keihan Kyoto

6.13. (Thu.)

- 10:00 Visit to **Kyoto Prefectural Hall** and observation of facilities related to the modernization of Kyoto
19:40-20:30 Visit to Gion Corner (Cultural Show)

Accommodation: Hotel Keihan Kyoto

6.14. (Fri.)

- 8:40 Check out of Hotel Keihan Kyoto, leave baggage at front desk
8:50-13:00 Kyoto Morning Tour (Sightseeing bus -half day-)
13:00 Lunch at Hotel Keihan Kyoto
13:45 Meet at the front desk, pick up baggage, move to Kyoto Station
14:13 Depart Kyoto Station by Bullet Train Hikari-238
16:56 Arrive Tokyo Station, and back to TIC

Annexed Paper C.

LECTURERS' AND OFFICERS' ADDRESS

1. Lectures

- | | |
|--|--|
| (1) Mr. Toru Yoshimura
Professor | Saitama University
255, Shimo-okubo, Urawa City,
Saitama Prefecture,
338 Japan |
| (2) Mr. Seiichiro Takagi
Professor | - ditto - |
| (3) Mr. Minoru Ouchi
Professor | Ritsumeikan University
56, Tojiinkita-macho, Kit-ku,
Kyoto City
603 Japan |
| (4) Mr. Ku Tashiro
Member of International
Civil Service Commission
of the United Nations | STB Business Institute Co.,Ltd.
2-27-1 Shinkawa,
Cyuo-ku, Tokyo
104 Japan |
| (5) Mr. Daiichi Ito
Professor | Saitama University
255, Shimo-okubo, Urawa City,
Saitama Prefecture,
338 Japan |
| (6) Mr. Akira Nakamura
Professor | Meiji University
1-1, Kandasurugadai, Chiyoda-ku, Tokyo
101 Japan |
| (7) Mr. Susumu Naruse
Director | 2nd District Port Construction Bureau
Ministry of Transport
1-2-5 Takashima, Nishi-ku, Yokohama City,
220 Japan |
| (8) Mr. Tsukasa Tsutsui
Senior Officer | Japan Small Business Corporation
37th Mori Bldg.
3-5-1, Toranomom,
Minato-ku, Tokyo
105 Japan |
| (9) Mr. Naoyuki Shinohara
Director | Institute of Fiscal and Monetary Policy,
Ministry of Finance
3-1-1 Kasumigaseki, Chiyoda-ku, Tokyo,
100 Japan |

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|--|--|
| (10) Mr. Tatsuo Yamada
Head, Lifelong
Systems Research
Division | National Institute for Educational Research
Ministry of Education
6-5-22 Shimomeguro, Meguro-ku, Tokyo,
153 Japan |
| (11) Mr. Hiroya Izumi
Unit Chief | Ministry of Posts and Telecommunications
1-3-2 Kasumigaseki, Chiyoda-ku, Tokyo,
100-90 Japan |
| (12) Mr. Masafumi Maegawa
Assistant Director | - ditto - |
| (13) Mr. Masaru Yamaguchi
Assistant Director | - ditto - |
| (14) Mr. Masanao Souma
Assistant Director | - ditto - |
| (15) Mr. Isao Kigosi
Assistant Director | - ditto - |

2. Officers

(1) Course Leader;

Mr. Yoshiteru Sugimoto	National Personnel Authority 2-1-2 Kasumigaseki, Chiyoda-ku, Tokyo, 100 Japan
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(2) Coordinator;

Ms. Masako Nemoto	International Cooperation Service Center Idemitsu Shinjuku Bldg. 2-3-4, Ookubo, Shinjuku-ku, Tokyo 169 Japan
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