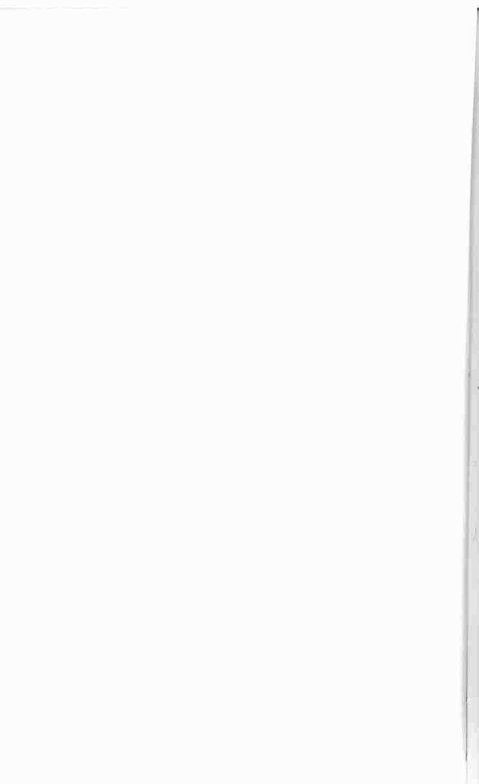




*The Chief
Secretary to the
Government,
Malaysia*



*The Chief
Secretary to the
Government,
Malaysia*

Ahmad Sarji



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PRIME MINISTER
MALAYSIA

FOREWORD

I would like to congratulate Tan Sri Ahmad Sarji for his commendable initiative in writing yet another book on the civil service.

This book succinctly describes the role of the Chief Secretary to the Government of Malaysia in the context of a dynamic and changing civil service. That the experiences and accounts of past and current Chief Secretary have been compiled and presented in a coherent manner is illustrative of Tan Sri Ahmad Sarji's disposition towards maintaining excellence and ensuring that various aspects of the civil service are appropriately recorded. His tireless effort has yielded results that will benefit not only the civil service but also the general public. This book provides an insightful information into the office of the Chief Secretary, thereby dispelling any myths shrouding this office.

I have no doubt that this book will prove useful to members of the civil service, besides being an excellent source for research on administration in the Malay states and Malaysia.

DR MAHATHIR BIN MOHAMAD

Kuala Lumpur
15 August 1996



Chief Secretary to the Government Malaysia

PREFACE

THIS book requires some explanation. It is neither an autobiography nor a memoir. What it sets out to do is to present a description of the post of the Chief Secretary to the Government, in terms of its origins and historical development, and of its past holders. It is also intended to put on record the present writer's own experience as Chief Secretary, and provide an inside look at what is the most senior and also one of the least written about positions in the Civil Service.

In writing this book, I was mercifully spared long and tedious research. I had at hand innumerable papers and documents, press cuttings and photographs relevant to the theme stored in the Prime Minister's Department, the National Archives of Malaysia and the Public Record Office, United Kingdom.

The accounts of my predecessors are all based on written record. Confronted with the immensity of the material available, I have followed the sage advice of J.M. Gullick¹ and confined myself to providing a "biographical description of each man, with some brief material on his career and personality ...", rather than attempt a detailed survey of the role and contribution of each one of them, or put the exact role of each Chief Secretary in the context of his time. Again, as advised by Gullick, if I attempted that, "it would require a good deal of research followed by some heroic condensations of complex material".

It is my belief that by lifting just a corner of the veil that surrounds the office of the Chief Secretary to the Government, those who follow will be provided with some knowledge of its background. Feeling as strongly as I do about the importance for members of the Civil Service in particular and of the general public at large to know and understand how the Government machinery works and of the key role in it of this post, it is my modest hope that this book will throw some light on the depth and breadth of the duties and responsibilities of the office of Chief Secretary to the Government.

I also owe my acknowledgements to the National Archives, the National Library, the newspapers: *The Malay Mail*, the *Straits Times*, the *New Straits Times*, *Utusan Malaysia*, *Berita Harian*, *The Sun*, *The Star*, the British Library, and the Cambridge University Library for the materials and some photographs, and to Dr. Anil Seal of Trinity College, Cambridge University, D.J.M. Tate, Henry Barlow, J.M. Gullick, K.K. Tan, June H.L. Wong, and Awadz Mohammad for their comments and valuable assistance in the writing of this book.

Ahmad Sarji bin Abdul Hamid, *Tan Sri Dato' Seri Utama (Dr.)*
September 1996



Ahmad Sarji bin Abdul Hamid, *Tan Sri Dato' Seri Utama (Dr.)*
Chief Secretary to the Government, Malaysia



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*Dato Seri Dr. Mahathir bin Mohamad,
Prime Minister, Malaysia*

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I.

FROM RESIDENT-GENERAL (1896-1911)
TO CHIEF SECRETARY (1911)

BY 1911, when the post of Chief Secretary was formally created, the territories which had fallen under British control and constituted "British Malaya" included (1) the Crown Colony of the Straits Settlements; (2) the Federated Malay States; and (3) the Unfederated Malay States.

- (1) The Straits Settlements (S.S.) consisted of the three settlements of Singapore, Penang and Malacca.¹ They were regarded as British possessions and came under the direct control of the Colonial Office, London, through its chief administrator, the Governor.²
- (2) The Federated Malay States (F.M.S.) consisted of the four Malay States of Perak, Selangor, Pahang and Negeri Sembilan. They came under British protection between 1874 and 1895. Under what became known as "the Residential System", each State had its Malay Ruler, a British Resident as its chief executive and a State Council.
- (3) The Unfederated Malay States consisted of Kedah, Perlis, Kelantan, Terengganu and Johor. The four northern States came under British control in 1909 as a result of the Anglo-Siamese Treaty of that year. Johor was obliged to accept a "General (British) Adviser" in 1914. Each of the these States

also had its Malay Ruler, British Adviser and State Council. The British Adviser's functions were similar to those of a British Resident in the Federated Malay States, although in theory the Adviser's powers were more limited.

When British protection was extended to the Unfederated Malay States, it was expected that they would enter the Federation. But they were disinclined to do so. The main reason for this lay in the different degrees of British control in the Federated Malay States and the Unfederated Malay States. In the former, British officials had to all intents and purposes taken over complete control over policy and administration, leaving the Malay Rulers and the State Councils virtually powerless. In the Unfederated Malay States, on the other hand, the Malay administration remained intact and exercised some real influence in Government. The different emphases between the two sets of administration were reflected in the primacy of English as the language of affairs in the Federated Malay States and the pre-eminence of Malay in the Unfederated Malay States.

Before the four States of the Federated Malay States were federated in 1896, each State had its own Civil Service and transfers from one State to another were rare. Each State maintained its own departments: education, medical, public works, survey, treasury, audit, etc. Each Resident administered the Government of his State on behalf of the Ruler, and corresponded directly with the Colonial Secretary in Singapore. They had little contact with one another.

The Treaty of Federation which came into force on 1 July 1896, created the post of "Resident-General". According to the terms of the Treaty, the Malay Rulers were "to follow the advice of the Resident-General in all matters of administration other than those concerning the Mohammedan religion." The Resident-General was directly subordinate to the Governor of the Straits Settlements. The Malay Rulers and Chiefs were persuaded to accept the Federation because they were made to believe that in the Resident-General they would have a powerful advocate of their interests. The Residents themselves favoured a Federation in the belief that it would bring about efficiency

and progress, although some of them would have preferred the Resident-General to be independent of the Governor in Singapore and report directly to the Secretary of State for the Colonies in London.

A Federal Secretariat was established in Kuala Lumpur. Under the Treaty, there was nothing to indicate any distinction between Federal and State matters. With a common policy of opening up all States, great progress was achieved in establishing a system of roads, railways, telegraphs and telecommunications. Many Federal institutions for research, schools and departments came into existence. There were also link-ups between Federal and Straits Settlements departments. The Forest, Labour, Agriculture, Survey, Fisheries, Posts and Telegraphs were known as "S.S. and F.M.S. Departments".

Although appointed only to give advice, the Resident-General, to the dislike and growing concern of the Malay Rulers, assumed complete executive control over the administration.³ The most senior Resident, Frank Swettenham (of Perak), became the first Resident-General on 1 January 1896. He held the post until 12 December 1901, when he was appointed Governor of the Straits Settlements and High Commissioner of the Federated Malay States. The post was then filled by W.H. Treacher on 13 December 1901, the most senior Resident, until 31 December 1904. Treacher was succeeded by Sir William Taylor on 1 January 1905, who served until 30 September 1910. The last Resident-General (in an acting capacity) was R.G. Watson who served for hardly a year, from 26 February 1910 until 31 January 1911.

The State Governments were powerless to check the centralisation in the Federal departments and their ever expanding activities. The first attempt to modify the system was made in 1909, by Sir John Anderson, Governor of the Straits Settlements and High Commissioner of the Federated Malay States. He had realised that there was a strong feeling on the part of the Malay Rulers against the loss of authority of the State Governments. The Rulers' Conferences, important as they were in themselves, had little effect on the administration of the country. Power in the administration, in fact, had now passed from the hands of the Sultans and the Residents to those of the Resi-

dent-General and his office in Kuala Lumpur. The State Councils from their very inception were advisory. The Rulers attended their meetings, but the Residents dominated them. One of the vital differences in the status of the Rulers of the Federated and Unfederated Malay States was that whereas the latter had direct access to the High Commissioner in Singapore, the former had no such facility and they had to in every case, go through the Resident-General who had much greater executive power than the Colonial Secretary in Singapore. The Resident-General, who resided 250 miles away in Kuala Lumpur, was free from the effective control of the High Commissioner. In the colony, there were the Executive and the Legislative Councils, but in the Federated Malay States, there were only the State Councils which were ineffective.

Anderson therefore decided to curtail the powers of the Resident-General and the Federal machinery by creating a "Federal Council" with the High Commissioner as President and the inclusion of four Malay Rulers and four Residents as members and representatives of commercial and business interests besides. He also instituted conferences between the High Commissioner, the Resident-General and the Residents with a view to keeping the High Commissioner in direct touch with the views of the Rulers. The Federal Council, which was constituted under the terms of an agreement concluded with the four Rulers of the Federated Malay States on 20 October 1909, was the main legislative and financial authority of the Federated Malay States. But although it did attempt a division of powers by allocating certain matters to the States, the new Federal Council practically killed the State Councils. Before the Treaty of 1909, the Rulers, at least on paper, were sovereign Heads of States accepting British advice; but the new Treaty deprived the State Councils of power to enact laws passed by the Federal Council. The Federal Council no doubt brought the four Rulers directly into the heart of administration, but their position was incongruous — sitting side by side with their subjects and advisers, having to listen to hours of tedious political discussion and involved in humdrum and sometimes sordid arguments about policy and administration.

At the meeting of the Federal Council on 19 January 1911, R.G. Watson, the Acting Resident-General, moved the Chief Secretary (Incorporation) Enactment, which was seconded by Brockman. But objection to the title was raised by some unofficial members of the Council, who argued that it did not convey the significance and status of the post clearly enough. To this, Watson replied that use of the term "Chief Secretary" was established practice in the British Colonies (as, for example, in Cyprus) for the Deputy to a High Commissioner, who took the place of the latter in his absence. According to *The Malay Mail* of 20 January 1911, he contended that "it was certainly more appropriate and more useful than the title of Resident-General, which he thought did create a wrong impression in the minds of the Rulers of the country, and certainly did not prove satisfactory to them."

The Chief Secretary (Incorporation) Enactment No. 1 of 1911 came into effect on 1 February 1911. It provided for the appointment of the first Chief Secretary to the Government, and it declared that the post shall be a "body corporate". The Enactment itself was significant for three reasons. First, the preamble clearly stated that the Chief Secretary to the Government would possess and enjoy each and every one of the rights, privileges and powers conferred upon, and exercise each and every one of the duties imposed upon the Resident-General by the Treaty of Federation and by enactments of the Federal Council. Second, by virtue of these factors, it was the Chief Secretary, and not the High Commissioner or any other officer, who could sue and could be sued in court, acquire property, and enter into contracts, etc. on behalf of the Federation Government. Third, the powers of the Resident-General to make rules and regulations under various enactments were continued under the Chief Secretary.

Despite the wide ranging powers vested in the post, the Chief Secretary was still seen as an officer who would perform his duties in the name, and under the orders, of the High Commissioner. After all, the latter official was, by the Federal Council Agreement, the President of the Council and signed all Federal Enactments. All the important issues were debated in his presence; he took a prominent part in the discussions and arguments, maintained a constant personal re-

lationship with the Rulers, and discussed with them, on an informal basis, matters of mutual interest. Hence, the Chief Secretary was to act as the mouthpiece and work under the direction of the High Commissioner.

Being the Chief Secretary was not easy. Instead of being the ultimate and supreme authority, he was in practice the channel of communication between the Residents and the Rulers on the one hand, and the High Commissioner on the other. The result was that he was caught between the two sides. He was also to be the principal, but not the only adviser to the High Commissioner, as the Residents were expected to give their counsel on subjects of public interest and legislation pertaining to the Federation. Still, he had statutory and administrative powers: in the Federal Council, in the absence of the High Commissioner, the Chief Secretary would be President, who had the casting or the additional vote in the case of equality of votes.

The Chief Secretary had to prepare an Annual Report which had to be sent to the High Commissioner in Singapore. The report would cover all aspects of the administration of the Federated Malay States, i.e. finance, trade, shipping, mining, geology, Chinese affairs, agriculture, forests, lands, surveys, labour, legislation, judicial, police, prisons, museums, fisheries, medical, medical research, posts and telegraphs, printing, education, public works, railways and general matters.





II.

THE CHIEF SECRETARIES, FEDERATED MALAY STATES (1911-1936)

BETWEEN the incorporation of the post of Chief Secretary in 1911 and the end of 1935, there were eight holders of the post. This chapter contains a brief description of those eight men who were incumbents of the post over this twenty-five year period.

When the last of the Residents-General, Sir William Taylor, retired in September 1910, his successor was to become the first Chief Secretary. In trying to select the most suitable candidate, four contenders were considered. Of the serving Residents, Birch was the most senior but his claims were discounted on account of his ill-health and his imminent retirement. The Resident of Selangor, Belfield, was able, hardworking and energetic, with a great sense of loyalty, which at times was so close to subservience that Sir John Anderson (the High Commissioner) was uncertain whether the opinions expressed by the Resident were his own or an echo of the High Commissioner's. For an office requiring independence of judgment and self-reliance, these qualities were not the ideal recommendation. Hugh Clifford's name was briefly linked to this appointment but Anderson's assessment of the ex-Resident was most uncomplimentary. Sir Arthur Young, the Colonial Secretary, was the High Commissioner's personal selection, and according to Anderson, had robust common sense, sound judgment, and much administrative ability and acumen. His love for the

outdoor life and his extreme hospitality were further qualifications for the job. E.L. Brockman, the Resident of Negeri Sembilan, an officer of high personal character who, between 1905 and 1908, had acted on various occasions as Colonial Secretary, Resident-General, and Resident of Perak, was commended to replace Young as Colonial Secretary.

The Colonial Office accepted these proposals, and on 1 February 1911, Sir Arthur Young, aged fifty-seven, assumed duties as the first Chief Secretary, Federated Malay States. The significance of his appointment was marked by the ceremonial welcome on his arrival at the Kuala Lumpur Railway Station, where he was met by leaders of the various communities, as well as by Federal Heads of Departments, and inspected a guard of honour mounted by fifty policemen.

Sir Arthur Henderson Young was born in 1854, and was educated at Edinburgh Academy, Rugby and Sandhurst. He was a superb all-round sportsman who played cricket, tennis and golf, as well as rugby when he played twice for Scotland against England in the Rugby Internationals of 1874 and 1875. He was a member of the Marylebone Cricket Club, and as a golfer of the Royal and Ancient Golf Club of St. Andrews. He entered the Colonial Service in 1878, his first appointment being that of Commandant of the Military Police of Cyprus. He spent the next 27 years in that colony, holding many positions culminating in his appointment as the Chief Secretary to the Government of Cyprus. For six months in 1895, and for shorter periods in 1898, 1900 and 1904, he administered the Government of Cyprus. He was appointed Colonial Secretary of the Straits Settlements on 8 June 1906. He became Chief Secretary on 1 February 1911. His tenure, however, was brief. Just six months later on 1 September 1911, he was appointed Governor of the Straits Settlements and High Commissioner of the Federated Malay States, in succession to Sir John Anderson.

Ilsa Sharp¹ wrote of Sir Arthur Young as follows:

Some said he projected the image of a 'country gentleman' of the traditional type, thoroughly happy among horses and crops, gamekeepers and gardeners.

... in 1912, at 58 he climbed Gunung Tahan in Malaya, considered a major expedition even today.

He died in 1938 in England.

The second holder of the post of Chief Secretary was Sir Edward Lewis Brockman. He held the post from 2 September 1911 to 13 June 1920. He started his career as a cadet appointed by the Secretary of State for the Colonies in 1886, and when he joined the Straits Settlements Civil Service, he was attached to the Colonial Secretary's Office as Assistant Colonial Secretary and Clerk of Councils, Straits Settlements. His numerous subsequent appointments included District Officer, Bukit Mertajam; acting Collector of Land Revenue, Singapore; Collector of Land Revenue and Officer in Charge of the Treasury, Malacca; Senior District Officer, Province Wellesley; Commissioner of the Court of Requests, Singapore; acting First Magistrate and Inspector of Prisons, Singapore; and acting Colonial Secretary during the absence of Sir W.T. Taylor. He also became Resident of Negeri Sembilan on 1 January 1910. Brockman once acted as Resident-General, from 11 May 1907 to 13 February 1908 and resided at the official residence "Carcosa".

Gullick has said that "The dominant figure in the Federated Malay States was the Chief Secretary, E.L. (Sir Edward) Brockman, a 'no nonsense' autocrat". He had long experience, deep knowledge of the Malay language, and an unassailable position within the service. Brockman was no theoretician, remarking on one occasion that book knowledge and abstract ideas were all very well but did not necessarily make the best officers. Indeed it was very often the reverse. He was the strongest head of the Federated Malay States Government since Swettenham, due to his own down-to-earth grasp of the essentials and to Young's willingness to leave him alone to get on with the job.

Indeed, Brockman's profound understanding of the Malay community is demonstrated in his support for the Malay Reservation Enactment. Moved in the Federal Council Meeting held at Kuala Lumpur on 9 July 1913 the enactment was aimed at protecting Malay land from unscrupulous speculators. *The Malay Mail* of 11 July 1913 reported on the Council proceedings as follows:

The Hon. the Chief Secretary also said that the measure was introduced entirely in the interests of the Malay Community of these states, the intention being to benefit the community as against the individual. The Malay holder might be tempted by the high price offered for land nowadays to dispose of his holdings. The intention was to deal with what was known among Malays as *kampung* lands as opposed to what were called *kebuns*, that was to say land handed down from generation to generation of Malays and to which they looked for a continuation of the Malay race. They knew there has been in the last few years endeavours made to get the Malays to dispose of lands for purposes of speculation. This danger was a very real one. The Chief Secretary indicated the fact that he had before him some two years ago the draft of a prospectus in which it was actually contemplated to take up no less than 645 Malay holdings. An effort was made to purchase these lands in order to float them into a company ... The Government would never have taken up these questions unless it had the approval of the Rulers of these States.

On the occasion of his retirement as Chief Secretary, Federated Malay States, in 1920, *The Malay Mail* of 12 June 1920 had this to say:

He probably has very little love for local franchise agitations; but he is not bigoted and no doubt recognises the inevitable trends of events here. He would never waste his time trying to keep back the waves. As Chief Secretary of the FMS during the most momentous period in the history of the modern world he has been the right man in the right place ... Perhaps the best proof that can be given as to what people really think about him is the fact that it has never been suggested that anybody else in the Government service could or would make a better Chief Secretary.

The Malay Mail editorial of 6 March 1924 described Brockman as "a shy and somewhat retiring nature, he was apt to be misunderstood." By the general public:

... he was thought to have embarked on, or been a party to the Prai Dock, Johore Causeway, and East Coast Railway schemes, which involved the spending of many millions of FMS funds elsewhere than in the FMS. Possibly Sir E.L. Brockman was unfairly blamed for doing what in happier and more normal times might have been looked at from a somewhat different angle.

A comment which Brockman wrote to the High Commissioner in Singapore reveals another aspect of his character. On 17 June 1919, among various observations on the recommendations of the Salary Commission, he observed with regard to paragraph 530 of the Commission's Report:²

I think the salary attached to the post of Chief Secretary a very generous one especially having regard to the fact that he has (a) free house; (b) a motor car belonging to Government and maintained by Government; (c) an allowance of \$50 a month for maintenance of horses (at present drawn for part maintenance of a private car); (d) gardeners paid by Government. I shall be content with any decision that may be arrived at as to my salary. It is really a question of how much the Chief Secretary entertains and I think he should entertain liberally.

But not everyone subscribed to this view. The well-known Ipoh lawyer and unofficial member of the Council, A.N. Kenion, declared in *The Malay Mail* of 12 April 1918:

The Chief Secretary to the Government gets \$2,000 per annum, an utterly ludicrous salary for the responsibility, the worries and cares of the office ... The chief stumbling block to adequate salaries throughout the service is the miserable and microscopic salary paid to the Chief Secretary. Consider the conditions outside Government employment, the opportunities in this country for private enterprise, the colossal sums earned by men of average abilities, the marvellously short time in which they accomplish it.

An editorial in the *The Malay Mail* of 24 December 1918 reported that, on one occasion in the Federal Council, the Chief Secretary was criticised for his meagre allocations to education but he said he believed it to be "a truism that a teacher who is content to lead a life of frugal comfort is more likely to be an efficient instructor of the young than one who is tempted to take up teaching merely because of the high pay offered – that is to say not as a vocation."

During Brockman's last two years as Chief Secretary, the constitutional issues which arose were those related to the functions and composition of the Federal Council and the future of the Chief Secretaryship. These issues predominated during the tenures of later Chief Secretaries to the Government. The Federal Council in 1919 consisted of the High Commissioner, the four Malay Rulers, the Chief Secretary, the four Residents, the Legal Adviser, and five unofficial members (four Europeans and one Chinese) appointed by the King, on the advice of the High Commissioner. Under the Agreement, the High Commissioner had the power to enlarge the membership of the Federal Council, and each Ruler was entitled to nominate any member of his individual State Council to represent him at any meeting of the Federal Council. The main criticisms against the Federal Council membership were that the Malay Rulers did not take an active part in the work of the Council; the Residents were not there to express their own views but merely to support the Government, so they seldom spoke except to move formal resolutions; the Council met only two or three times a year, hence a natural inclination to rush business through too quickly; and neither the Treasurer of the Federated Malay States, who ought to be in charge to explain the annual budget, nor the heads of the great spending departments had a seat in the Council. The report in *The Malay Mail* of 21 November 1919 stated: "The result is that consultation, explanation, argument and good humoured dialectical sparring matches are confined almost exclusively to the High Commissioner and Chief Secretary, on one side, and the four European members on the other. The Chinese member does not take quite such an active part in debate."

The Malay Mail in an editorial on 20 December 1919 remarked that:

The curse of over-centralisation seems to have resulted in a dearth of definite policies. The Chief Secretary is undoubtedly an able man. His retirement will be a distinct loss to the FMS ... Sir Edward Brockman must have duly considered his definite ideas on land administration, education, finance, the public health, local self Government and so on. And he certainly has the courage of his convictions. Yet he never seems to outline a definite policy. It may be that his position as nominal No. 2 to the High Commissioner precludes such public utterances. It is a pity if this is so, because after all he knows more about the country and its needs than any High Commissioner is ever likely to know. There is a feeling in the background that No. 1 in Singapore has too much say about FMS internal affairs and that the local No. 3 man is too much ignored.

The High Commissioner, Sir Laurence Guillemard, in a speech to the Federal Council in April 1920, as reported in an editorial of *The Malay Mail*, 16 April 1920, spoke on the future of the post of the Chief Secretary to the Government as follows:

The over-centralisation of recent years must go. The duties and responsibilities of the Chief Secretary, the Residents and the Federal Heads of Departments must be placed on a different footing. A good deal hinges on the future status of the Residents. Human nature being what it is, these gentlemen would naturally like to be little rulers in their respective states. Still dual control cannot lead to efficiency. To have Residents and Federal Heads both trying to work at the same job is hopeless. The only satisfactory solution is to make the Residents the Chief Secretary's agents.

When Brockman retired from the Chief Secretaryship in 1920, there were two candidates for the post, namely, F.S. (later Sir

Frederick) James, the Colonial Secretary, who had been in the Straits Settlements for four years, and W.G. Maxwell. The Colonial Office in London chose Maxwell as the next Chief Secretary who would "... be invaluable in keeping Sir Laurence Guillemard straight", and the consideration that what was needed in the Federated Malay States was a profound knowledge of the Malay Language, customs and traditions.

Sir William George Maxwell was born at Malacca on 9 June 1871. He was a Barrister-at-Law, Inner Temple, and was educated at Clifton College. He was first appointed as a Junior Officer in the Perak Civil Service in March 1891. His earlier years were spent in Perak, with a short interval in Pahang; in 1903, he was acting Senior Magistrate, Selangor; in 1906, he was appointed Solicitor-General, Singapore, and in 1908, he acted as Attorney-General. In 1909, he was appointed British Adviser to the Kedah Government upon the transfer under the Anglo-Siamese Treaty of Kedah from the overlordship of Siam to Great Britain. In 1914, he was appointed acting Colonial Secretary, Straits Settlements and Secretary to the High Commissioner for the Malay States. In 1919, he was appointed General Adviser to the Government of Johor. He was not destined to stay long there, and in September 1919, he was back in Perak as the British Resident. He assumed the post of Chief Secretary to the Government, Federated Malay States, on 13 September 1920.

The Malay Mail in an editorial on 9 March 1921, in welcoming Maxwell, the new Chief Secretary stated:

With a non-Malay speaking High Commissioner and (with one exception) non-English speaking Rulers, it is essential in the interests of the country that whoever holds the office of Chief Secretary should be a fluent Malay linguist and have a comprehensive knowledge of these states and the inhabitants. Mr. Maxwell has these qualifications in full measure. Next week, he will have completed thirty years in the service, and the bulk of that time has been in its native states.

The years 1921-25 were marked by the Guillemard-Maxwell power struggle. The nub of the matter in this battle was the power of the Chief Secretary. The power struggle between the two top-most British officials was a struggle "more bitter, strident, and wide ranging than any other that befell their predecessors or successors." Guillemard had desired to wield real power in the Federated Malay States. The key to the Guillemard-Maxwell conflict lay in their different conceptions of the role of the Chief Secretary, and their disagreement over the degree of control the High Commissioner should exercise over the Federated Malay States. Guillemard stressed: "I regard the Chief Secretary as occupying exactly the same position under me (as High Commissioner) as the Colonial Secretary in the Colony occupies under me (as Governor) and that both should work as equals." Understandably, he intended to exercise real control and direction over important policies in the Federated Malay States as in the Colony, although he was willing to leave a larger volume of routine matters to be independently decided by the Chief Secretary in Kuala Lumpur. Maxwell, however, expected from the outset to head a quasi-independent Federated Malay States administration like Brockman. Visualising himself as the real head of the Federated Malay States under the Treaty, Maxwell retorted that the Chief Secretary and the Colonial Secretary "are not and cannot be equals."

The Guillemard-Maxwell split was aggravated by a Whitehall decision to downgrade the *de facto* status of the Chief Secretary. Before Maxwell's appointment, the Chief Secretary was ranked higher than the Colonial Secretary as he drew a higher salary (\$2,200 per month as compared to the Colonial Secretary's \$1,750 per month) and enjoyed the privilege of wearing the Civil Service Class Two uniform. The Colonial Office then decided to increase the Colonial Secretary's monthly salary to \$2,200, and ruled that both F.S. James (the Colonial Secretary) and Maxwell were only entitled to wear the Civil Service Class Three uniform. This change was suggested, and was meant chiefly, as a piece of face-saving for F.S. James who had protested vehemently over Maxwell's appointment as Chief Secretary. James had once acted in the post from 13 June until 3 October 1920 in

Brockman's absence. Moreover, late in 1921, Guillemard also decided that James, by virtue of his longer service, was senior to Maxwell, and in November, submitted his ruling to Whitehall for confirmation. It was only to be expected that Maxwell strongly resented these developments. The provision that the Colonial Secretary, rather than the Chief Secretary, would officiate both as Governor of the Straits Settlements and High Commissioner of the Malay States in the absence of Sir Laurence Guillemard was clearly intended as a sop to James.

Unofficial members of the Federal Council petitioned the Secretary of State for the Colonies regarding the attempts to reduce the status of the Chief Secretary. An editorial in *The Malay Mail* of 13 June 1922, stated:

The practical outcome of the change of title has been the evolution of a system of dual administration control shared by the Chief Secretary in Kuala Lumpur and a non-Malay speaking High Commissioner in the Colony ... While financial control was exercised first by Residents and then by Resident-Generals, all went well. Under the dual control system, we have seen millions of dollars spent outside the FMS.

The *Malaya Tribune* as quoted by *The Malay Mail* of 16 June 1922, commented:

It is felt that the Chief Secretary is far more under the tutelage of the High Commissioner than was the Resident-General. He, according to the Treaty, was accepted by the Rulers as the agent and representative of the British Government under the Governor of the Straits Settlements, which is a far different thing to being only the medium of Government by that Governor – the present situation touching the Chief Secretaryship.

Guillemard mounted three other courses of action that nearly ousted Maxwell from the Federated Malay States. Firstly, on 31 July 1924, he decided to rank the newly designated post of "General Officer Commanding the Troops Malaya (GOC)", as being more senior

to the Chief Secretary on the ground that in the Colony, the GOC was senior to the Colonial Secretary whom he considered the Chief Secretary's equal. Maxwell staged his claim for seniority over the GOC on the plea that on Federal occasions, the Chief Secretary took precedence over the Malay Rulers. Apparently, Maxwell was stating what had tacitly been accepted in the Federated Malay States to be the relationship between the Chief Secretary and the Rulers since the days of Swettenham. Unfortunately for him, there was no official ruling on this question. Guillemard had advised Whitehall to rank both the Rulers and the GOC senior to the Chief Secretary. He had also despatched to London that Maxwell's stand had engendered resentment among the Rulers. Maxwell had once admitted, indeed loudly insisted, that the Federation was too tightly centralised. He had explained this to John Anderson way back in 1909. If the Federation was to be loosened enough to reassure the Rulers of the Unfederated Malay States and prepare the way for unity throughout the Peninsula, his own power would have to be curtailed as authority devolved onto each individual State Government. The Malay Rulers resented Maxwell's rudeness to them. He had cut their budgets, eliminated guards of honour and bands, and claimed that as the Chief Secretary, he took precedence over them. The Colonial Office subsequently ruled that on Federal occasions, the Rulers should take precedence over the Chief Secretary, except when the latter stood for the High Commissioner. No ruling was made on the seniority of the Chief Secretary relative to the GOC.

Secondly, Sir Laurence Guillemard recommended a programme of decentralisation which rested on the central premise that "the only cure for dissatisfaction of the (F.M.S.) Rulers lie(s) in such devolution of the Chief Secretary's power to State Councils, Residents, and if necessary, to the Federal Heads of Departments, as well in fact abolish the appointments". Maxwell was ordered by Whitehall on 17 February 1925, to work in harmonious subordination to the High Commissioner or take early retirement before the age of fifty-five. Maxwell however, secured Whitehall's grudging agreement to his remaining in

Malaya until his normal retirement early in June 1926. C.M. Turnbull³ wrote as follows:

The *Straits Times* expressed disapproval of Guillemard's proposals to extend decentralisation by abolishing the post of Chief Secretary of Federated Malay States, and still protested in the strongest terms at Guillemard's attempts to prepare the way for this behind the scenes. In July 1925 an editorial headed 'The federal *Coup d'état*' declared 'We regard the whole business as an odious intrigue, conducted odiously. ... Everything that is really big and important is federal and must remain so unless we are to throw the whole country back fifty years and undo all that has been done since the Federal system revolutionised conditions in Malaya'. Suggestions that press discussion should be deferred until the Government announced its constitutional proposals were rejected. 'That is mere pompous nonsense when addressed to a free people and free press.'

In face of sustained public opposition from the Federal Council, former governors and senior officials as well as the press, Guillemard withdrew the major part of his proposals. The *Straits Times* could claim some credit for this.

Thirdly, Sir Laurence Guillemard made a direct attempt in December 1925 to reduce the power of the Chief Secretary. He explained to the Federal Council that the Government was committed to the policy of decentralisation and its logical outcome was the gradual devolution of the powers of the Chief Secretary until that office virtually ceased to exist. The European and Chinese unofficial members and practically the whole commercial community opposed this plan. They argued that a reduction of the powers of the Chief Secretary would, to a large extent, release the State Governments and the Residents from the control of the Federal Authority, and would shake public confidence in the financial stability of the Federated Malay States.

Sir George Maxwell's performance at Federal Council meetings had always been admired by the members. *The Malay Mail* in an editorial on 25 January 1923 stated:

The star performer at the Council Meetings is the Chief Secretary. He receives no warning of what is going to be said and is expected to be fully conversant with and able to speak on many different subjects at a moment's notice. And he does it remarkably well. He never takes offence, never shows irritation, has a good delivery and is always conciliatory. And when he says that or this, that point will be considered or enquired into by the Government the members know that he can be relied on to fulfil his promise.

Maxwell had assumed the post under very unfavourable conditions. The resources of the Federation were grievously overstrained by financial commitments and by disastrous slumps in the two great industries, rubber and tin. But he had the precious advantage of a close and intimate knowledge of Malayan industries. He gave his full backing to the official policy of restricting rubber exports by legislation in order to restore the price of natural rubber in the world market. Federal finances were handled with masterful skill. With the return of normal conditions, a few years after the end of the First World War, a deficit was converted to surplus. The administrative departments were toned up to higher standards of efficiency. Maxwell had served on the legal as well as on the administrative side of the Government, and he had never allowed himself to become a mere bureaucrat, attaching more importance to records than to deeds. His name is connected with many a scheme, one of which in particular should be given the prominence it deserves. This is the co-operative societies movement of which he has rightly been called the "father".

Maxwell's name will also always be particularly associated with Rubber Restriction and with the development of Fraser's Hill and Cameron Highlands. Professor Dato' Khoo Kay Kim, in his article "On the Road to the Highlands" in the *Sunday Star* of 25 February

1996, recapped the role of Maxwell in the development of Cameron Highlands as follows:

In 1925, yet another expedition was organised, this time by Sir George Maxwell (Chief Secretary of the Federated Malay States). As a result, better schemes were laid down for the completion of the road and the development of the highland area itself as both a sanatorium and an agricultural tract.

It was decided that the existing road should be pushed on with all possible speed. Sir George himself was of the opinion that 'the Government would be well advised to proceed at the earliest opportunity upon a programme for the development of Cameron Highlands with the intention of carrying out that programme on broad and generous lines, and with all reasonable expedition'

Work on the extension of the road, however, began in the earnest only during the Great Depression. Over \$4 million was spent on the construction of the main road from Tapah to the hills, a distance of approximately 65 km.

Among other subjects which he had constantly kept in the foreground were education, the prevention of diseases and the advancement of the Malay community.

On his wit and humour, Gerald Hawkins, in his article "Passed to You" in *The Straits Times Annual*, 1955, wrote:

Sir George Maxwell's minutes were always short and shrewd. When a new system for toddy shops was being discussed and prohibition had its noisy advocates he wrote: 'That Ramasamy does not always hold his drink like a gentleman is insufficient reason for making it illegal'

C.N. Maxwell, as a junior district officer, was afflicted with a very undesirable assistant. He asked for the immediate transfer of the man and after a protracted and obstructive correspondence with the Secretariat was asked to make a constructive recommendation and to suggest a department where the assistant's talents

could be most profitably employed. He replied shortly: "The Secretariat or the Museums."

In another article, "The Passing of the M.C.S.", in *The Straits Times Annual*, 1967, Hawkins writes of another *bon mot* by Maxwell on the unpromising subject of Sanitary Boards:

Sir George Maxwell was always to the point. Reprimanding the habit of many District Officers in making the Sanitary Boards of so small an area that speculative builders always built just outside them and thereby avoided all the building by-laws, he quoted from Tacitus the speech of a German chief, who had been defeated by the Romans and was trying to whip up a rebellion, "*Solitudinem faciunt, pacem appellant*" which he translated as "District Officers make a desert and called it a Sanitary Board Area" in which the only liberty he took was translating *pacem* (peace) as Sanitary Board Area. They are now called Town Council.

Maxwell was also responsible for adjusting the working hours of civil servants. According to D.J.M. Tate:⁴

The first tried custom to come to an end, destroyed by the pen of Sir George Maxwell in 1924, was the abandonment of all works at noon on a race day. In the same year, Sir George also made the first big dent into the traditional five-hour working day (for government offices) which started at 9.30 in the morning and ended at 4.00 pm in the afternoon, and was interrupted by a liberally interpreted luncheon hour, during which time senior officials—the juniors remained at their desks for some time longer—repaired to their club (usually "The Dog" as it was handiest) for a *stengah* or two, and food. Maxwell decreed that the 'Club hours' started at 6.00, thereby taking the gilt off the luncheon hour. Not much longer after this, Government office hours fell in line with the more vigorous standards set by commercial firms.

The period between 6.00 pm and 10.30 pm which George Maxwell had so unmercifully designated as 'club hours', was in fact the traditional time during which the expatriate community did its socialising.

He left Kuala Lumpur for England on 6 May 1926. He maintained a keen interest in Malayan affairs in retirement and was one of those senior ex-MCS officers who protested vigorously against the Malayan Union scheme in 1945. He died in 1959.

Sir William Peel who became the Chief Secretary to the Government on 9 May 1926 was born in Hexham, England on 27 February 1875. He graduated from Queen's College, Cambridge, and became a Cadet in the Malayan Civil Service in 1897.

He had a long and varied career. He served in Negeri Sembilan; he was Secretary to the Resident Selangor; Assistant District Officer in Lower Perak, and Kuantan. He was attached to the District Office at Bukit Mertajam. In 1902 he was appointed acting Assistant Colonial Secretary and Clerk of Councils, and in 1903 he became acting Second Assistant Colonial Secretary and Assistant Superintendent of Indian Immigrants in Singapore. Most of his service in 1905 was as acting Magistrate and Coroner in Penang. In March 1906, he became acting Collector of Land Revenue in Penang. From 1911 until July 1918, he was President, Municipality, Penang; in 1917, he acted as Resident Councillor, Penang. In 1918, he was appointed President, Municipality, Singapore; during the period 1919-20, he was Joint-Passage Controller; Food Controller, Malay States; and Controller of Labour. In 1921, he assumed the post of Chairman, European Unemployment Committee. By 1922, he had been appointed British Adviser to Kedah, a post he held until 1926, when he became Resident Councillor for Penang.

When Peel was Chief Secretary, Sir Laurence Guillemard, the High Commissioner, again made a statement in the Federal Council meeting on 28 September 1926, on the status of the post of the Chief Secretary. He declared that there would be a reduction in the powers of the Chief Secretary as a result of the decentralisation policy. The

policy of restoring to each State of the Federated Malay States a real measure of control over purely internal affairs, while at the same time maintaining a strong Federal Government must involve altering in some respects the powers of the Chief Secretary, in that certain functions now performed by the Chief Secretary would be exercised by the State Authorities.

In December 1927, the High Commissioner reconstituted the Federal Council. The most spectacular change was the retirement of the Rulers – and the addition of three more Malay unofficial members, and also four Heads of Federal Departments.

Meanwhile, Sir Hugh Clifford was appointed to succeed Sir Laurence Guillemard as Governor of the Straits Settlements and High Commissioner for the Federated Malay States. Before Clifford's arrival, Peel acted as the Officer Administering the Government.

Guillemard, on 24 April 1929 despatched a confidential memo⁵ to the Colonial Office, intimating that Sir William Peel, the Chief Secretary to Government, Federated Malay States, will attain the age of fifty-five, and in the ordinary course will proceed on three month's leave, prior to retirement. The High Commissioner, in the same communication, outlined his views as to Peel's successor. His description of the seven candidates which he forwarded to the Colonial Office provides a rare insight into the criteria for the selection of a Chief Secretary to the Government and is therefore reproduced in full below:

THE CHIEF SECRETARY TO THE GOVERNMENT, MALAYSIA

FEDERATED MALAY STATES.

CONFIDENTIAL.



GOVERNMENT HOUSE,
KUALA LUMPUR.

14 April, 1929.

Sir,

I have the honour to inform you that Sir William Peel, the Chief Secretary to Government, Federated Malay States, will attain the age of fifty-five on February 27th., 1930, and in the ordinary course will proceed on three months' leave, prior to retirement, at the end of next November.

2. I think it is generally admitted, and I personally feel very strongly, that the post of Chief Secretary to the Government of the Federated Malay States should always, if possible, be filled by an officer who has served as a member of the Malayan Civil Service, as a knowledge of the Malay language and an intimate understanding of Malay character, customs and modes of thought are essential to the successful discharge of the duties of that office. On the other hand, it is, I think, obvious that the post of Chief Secretary is not one that can advantageously be held for short periods of time by a succession of senior officers of the Malayan Civil Service who are on the eve of retirement; and indeed I consider that this office should never be held by any individual for less than three years. When possible, it is desirable that, in order to insure greater continuity of administration, that the post should be filled by the appointment ..

The Right Honourable

L.C.M.S. Amery, M.P.,

etc., etc., etc.,

THE CHIEF SECRETARIES, FEDERATED MALAY STATES

- 1 2 -

appointment of an officer who can hold it for as much as four or five years.

3. If these opinions be accepted, it means that the selection of an officer for this appointment on the occurrence of a vacancy will always be beset by some difficulties. Selection, in every instance, will, of course, be by merit, rather than by seniority; but the Government will ordinarily have to decide between choosing an officer who is nearing the age of retirement, making an undertaking to serve for at least three years a condition of his appointment, or promoting a comparatively junior officer, who should be debarred from retiring until he attains the age of fifty-five.

4. At the present time, the only officers who, in my opinion, can be seriously regarded as possible candidates for the post of Chief Secretary are:

Mr. C.W.H. Cochrane, at present Acting British Resident of Selangor, and shortly to be appointed British Resident of Perak. He will be due to retire, on attaining the age of fifty-five, on August 3rd., 1931.

Mr. J. Lennie, the British Resident of Selangor, who will be due to retire on May 10th., 1931.

Mr. G.E. Shaw, the General Adviser to the Government of Johore, who will not attain the age of fifty-five and be due for compulsory retirement until January 5th., 1932.

Mr. F.W. Clements, the British Resident of the Negri Sembilan, who will not be due for compulsory retirement until July 29th., 1932.

Mr. R.G. Winstedt, C.M.G., the Director of Education, who will not be due for compulsory retirement until August 2nd., 1932.

Mr. G. Newman, the Under Secretary, Straits Settlements, who has rather more than six years to serve before he reaches the age for compulsory retirement.

Mr. J.L. Humphreys, C.M.G., C.B.E., the Governor of British North Borneo, a post for which he has been seconded from the Malayan Civil Service, who will not reach the age for compulsory retirement until September 21st., 1932.

5. Mr. Cochrane is an officer of very considerable ability, but I do not think that he has a happy manner with Malays, and while serving as General Adviser to the Government of Johore in 1926 and 1927 he definitely failed to win the confidence and
good ..

- 4 3 4 -

good will of the Sultan. As regards the task of the general administration of the Federated Malay States, I am certain that Mr. Cochrane would discharge it very ably, but for the reason which I have given above, I should be apprehensive concerning the effects which his tenure of the office of Chief Secretary might have upon our relations with the Malay Rulers.

6. Mr. Lornie is a very sound and reliable officer, and gets on admirably with all classes of the population. His views are rigid, and are inclined at times to be somewhat narrow. I do not consider that it would be possible to select him for this vacancy in preference to Mr. Cochrane, whom I regard as at once the stronger and the abler man.

7. It will be noted that in the case of both Mr. Cochrane and Mr. Lornie it would be necessary to prolong their periods of service by some eighteen months in order to enable them to hold the post of Chief Secretary for at least three years.

8. Of Mr. Shaw I entertain a high opinion, and he has done very good work as the General Adviser to the Government of Johore during a somewhat difficult period, and has completely won the confidence of the Sultan and his officers. I question, however, whether he has enough of force and personal influence to render him at all an outstanding Chief Secretary. His period of service would also have to be prolonged by about a year if he were to hold that post for at least three years; and in these circumstances I certainly do not think that he could properly be selected in preference to Mr. Cochrane or even Mr. Lornie.

9. Mr. Simmons is the very popular and acceptable British Resident of the Negri Sembilan, a State with which he has long associations. I think he would continue to hold that post, but I could not recommend him for the office of Chief Secretary.

10. Mr. Winstedt is a man of unusual culture, of ability and of high intelligence. He is of great value to Government

in ..

THE CHIEF SECRETARIES, FEDERATED MALAY STATES

- 4 -

in his present post of Director of Education. When dealing with matters that have the good fortune to interest him, he is most efficient, but I do not think that he would be equally successful when called upon to tackle the work that daily devolves upon a Chief Secretary, which inevitably entails a great deal of drudgery. Mrs. Winsted is a Lady Medical Officer in the Government Service, a pensionable post which it would be necessary for her to resign if Mr. Winsted were to be selected for the appointment of Chief Secretary. Much as I like and admire Mr. Winsted, I am unable to recommend his appointment to this post.

11. Mr. Hemmant, who recently acted as Colonial Secretary of the Straits Settlements for some seven months with marked success, is an officer of outstanding ability. He has applied for the post of Chief Secretary in succession to Sir William Peel, and I entertain no doubt as to his ability to discharge the duties of that office with complete efficiency.

12. Mr. Humphreys did excellent work in Trengganu as British Adviser, and SirNeill Malcolm, the President of the British North Borneo Company, has spoken to me in terms of the highest praise of the manner in which he has filled his present post as Governor of the Company's Territory. I have a very high opinion of Mr. Humphreys' character, and though I do not think that he is the equal of Mr. Hemmant in ability and in administrative experience, I should have been inclined to recommend him for selection for this vacancy were it not for the fact that it so chances that none of his service has been in the Federated Malay States. This in the opinion of Sir William Peel, with whom I am in agreement, is a serious disqualification.

13. I have given this matter long and very careful consideration, and the conclusion at which I have arrived is that the public interest will be best served by prolonging Sir William Peel's term of office for a period of eighteen months from January 1st., next. By July 1st., 1931, Sir William would have ..

THE CHIEF SECRETARY TO THE GOVERNMENT, MALAYSIA

-4 5 4-

have held the post of Chief Secretary for a period of just over five years. Officers now at the top of the list of the Malayan Civil Service would by then have retired, or be on the very eve of retirement. Men like Messrs. Menzies and Humphreys would still have four or more years to serve before reaching the age of compulsory retirement, and the selection of either of them for the post of Chief Secretary would not then occasion the sense of grievance which their promotion at the present time over the heads of many deserving officers considerably senior to them in service would, I fear, arouse. Sir William Peel, though he is not in any way reluctant to retire, is prepared to fall in with this arrangement if you agree with me in thinking that it best calculated to serve the public interest. I accordingly recommend that this course should be adopted. If, however, you consider it preferable that Sir William Peel should retire on attaining the age limit, I shall be obliged if you will notify me to that effect by cable, and I will forthwith submit a definite recommendation for your consideration for the selection of his successor.

I have the honour to be,

Sir,

Your most obedient, humble servant,


W. A. G. A.
HIGH COMMISSIONER.

Peel was due to retire towards the end of 1929. The Secretary of State for the Colonies, however, extended for a period of eighteen months from 1 January 1930, his term of office as Chief Secretary. In the meantime, Guillemard had announced that the post of Chief Secretary to the Government "as at present constituted" was to be abolished. This announcement started an unholy war. Public opinion was strongly opposed. Some contended that the High Commissioner had made a mistake in using the word "abolition", however qualified, in connection with what was the most senior executive position in the Federated Malay States Government. There was already in the Federated Malay States a strong sense of Federal consciousness and loyalty which demanded that the dignity and status of both the Rulers and its chief executive officer be maintained.

However, on 13 February 1930, it was announced that Peel had been appointed Governor and Commander-in-Chief of Hong Kong in succession to Sir Cecil Clementi, who was to be appointed Governor of the Straits Settlements and High Commissioner to the Malay States in succession to Guillemard.

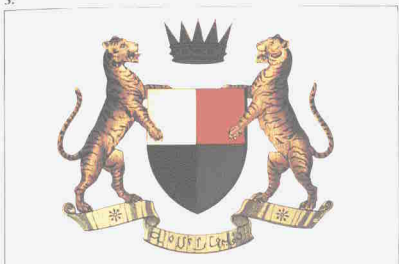
The departure of Peel on 10 April 1930 raised the question anew of his successor much earlier than had been expected. It had been freely mentioned that Cochrane who was then acting in the post was the natural choice and was destined for the post. The question of who should be the new holder of the office was all the more important in view of the fact that the High Commissioner himself was new to the country, and would no doubt be anxious to have as his right-hand man in the Federated Malay States an officer well acquainted with the country and its affairs and who was likely to remain there for some years. Cochrane himself was due for retirement the following year (1931). Despite this, Cochrane was picked for the post.

2.



A view of the "Carcosa". It was the official home of the Resident-General of the Federated Malay States until 1911. It subsequently became the official residence of the Chief Secretary to the Government (1911-1957). It was constructed in 1897-98 under the supervision of Charles Edwin Spooner who was then the State Engineer. It is probable that the building was designed by A.C. Norman.

3.



Arms of the Federated Malay States Government.

Description: "Quarterly Argent, Gules, Sable and Or" the Shield ensigned by an Eastern Crown Gold and supported by two Tigers proper on a Scroll bearing the Motto in Malay characters "DĠ plehera Allah" of which "In the care of God" is the English translation.

4.



The flag of the Federated Malay States.

5.



The crest of the Chief Secretary, Federated Malay States.

THE CHIEF SECRETARY TO THE GOVERNMENT

6.

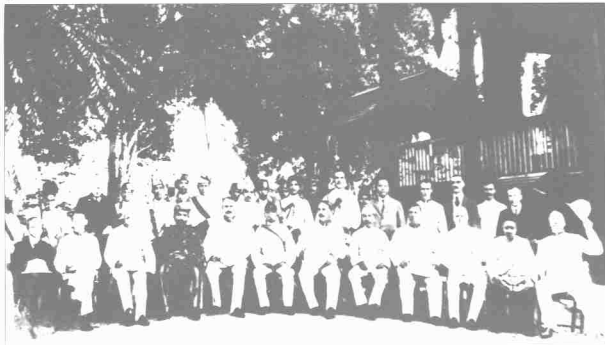


Sir Arthur Young (1911)

7.



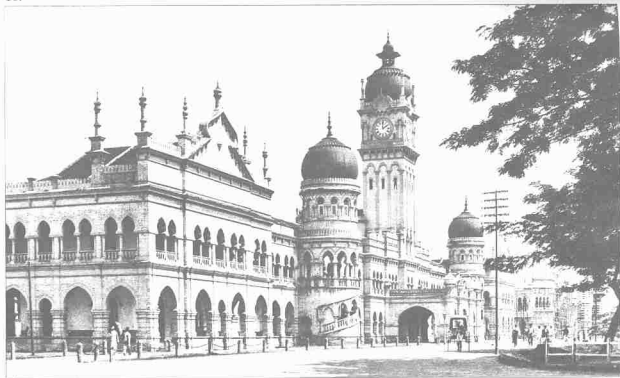
Sir E.L. Brocknan (1911-1920)



The Federal Council meeting, Kuala Kangsar, Perak, 8-10 July 1913. *Seated left to right:* Unidentified; unidentified; A.H. Lamon (Resident, Negeri Sembilan); H.H. Tuanku Muhammad (Yang di-Pertuan Besar, Negeri Serabitan); Sir E.L. Brockman (Chief Secretary to the Government); H.H. Sultan Idris (Perak); H.E. Sir Arthur H. Young (The High Commissioner); U.H. Sultan Aladdin Suleiman Shah (Selangor); unidentified; Dato' Imam Prang Indra Setia Raja (Che Usuf bin Che Tukang, representing the Regent of Pahang); unidentified. *Backrow fifth from right:* Mr. Eu Tong Sen.



Outside the palace (Astana Negara) of the Sultan of Perak immediately following the presentation of G.C.V.O. to the Sultan on Thursday, 25 September 1913. The Sultan of Perak, Sultan Idris Mersid-el Aazam Shah, is seen 10th from the left; Sir Arthur Henderson Young (1854-1938), the Governor of the Straits Settlements and the High Commissioner of the Federated Malay States (1911-1919), is 9th from the left; and Sir Edward Lewis Brockman (1865-1943), the Chief Secretary F.M.S. (1911-1920), is 6th from the right (all seated).



The Government Offices, Kuala Lumpur. The seat of Colonial administration.



The Federal Council Members in front of the Secretariat Building in Kuala Lumpur, on 8 March 1926. *Seated left to right:* B.W. Elles (Ag. British Resident, Perak); E.C.H. Wolff (British Resident, Negeri Sembilan); H.H. Tuanku Muhammad (Yang di-Pertuan Besar, Negeri Sembilan); Raja Muda Abdul Aziz (representing the Sultan of Perak); H.E. Sir Laurence N. Guillemard (High Commissioner); H.H. Sultan Aladdin Suleiman Shah (Selangor); Sir William George Maxwell (Chief Secretary to the Government); Che Wan Muhammad Salleh bin Ungku Temenggong (representing the Sultan of Pahang); H.W. Thomson (Ag. British Resident, Selangor); A.F. Worthington (Ag. British Resident, Pahang). *Standing left to right:* C. Ritchie; Raja Chulan (Raja di Hilir, Perak); Dato' Wong Yick Tong; J.H.M. Robson; W.S. Gibson (Legal Officer, F.M.S.); R.O.M. Kindersley; A.M. Pountney (Financial Adviser, F.M.S.); H.T. Jones; Choo Kia Peng; J.H. Rich.

THE CHIEF SECRETARY TO THE GOVERNMENT

12.



Sir George Maxwell (1920-1926)

13.



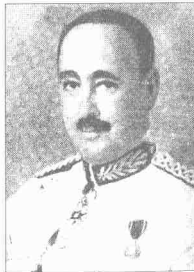
Sir William Peel (1926-1930)

14.



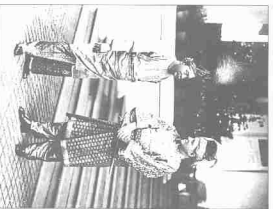
C.W.H. Cochrane (1930-1931)

15.



Sir Andrew Caldecott (1931-1934)

16.



Sir George Maxwell with Sultan
Aladdin Sulthan Shah at the entrance
to "Carcosa" in April 1926.

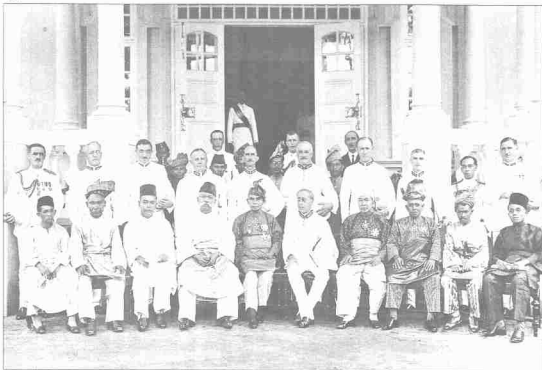
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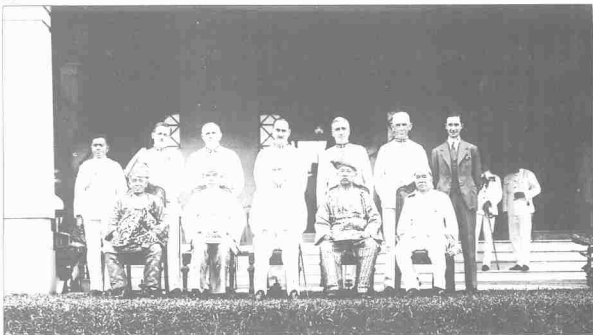
On the occasion of the Silver Jubilee of the Sultan of Selangor,
from left to right: The Sultan of Selangor; the Sultan of Langkat; Sir Laurence Guillemard
(High Commissioner); Sir George Maxwell (Chief Secretary); Mr. Scott (Ag. Resident of
Selangor); and the Raja Muda Tengku Munsid Idris.



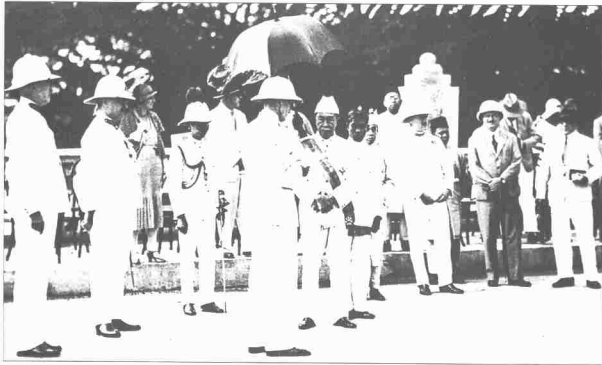
The Federal Council in session on 28 February 1927 in Kuala Lumpur. William Peel (Chief Secretary to the Government, F.M.S.) is eighth from the left.



After the signing of the Agreement for the re-constitution of the Federal Council on 24 April 1927 at King's House, Kuala Lumpur. Sir William Peel (Chief Secretary to the Government, F.M.S.) is seen standing in the second row, sixth from left;



The Durbar at Sri Menanti, Negeri Sembilan, on 18 August 1931. *Seated from left to right:* V.H. Sultan Abdullah (Pahang), H.H. Sultan Iskandar Shah (Perak), H.E. Sir Cecil Clementi (High Commissioner, F.M.S.), H.H. Tuanku Muhrammad (Yang di-Pertuan Besar Negeri Sembilan), H.H. Sultan Alaedin Suleiman Shah (Selangor). *Back row, left to right:* Raja Uda (A.D.C. to High Commissioner); H.G.R. Leonard (British Resident, Pahang); B.W. Ellis (British Resident, Perak); A. Caldecott (Ag. Chief Secretary to the Government); J.W.W. Hughes (Ag. British Resident, Negeri Sembilan); J.W. Simons (British Resident, Selangor); J.S. Macpherson (Ag. District Officer, Kuala Pilah – Secretary to the Durbar). This Durbar was held at the New Astana shortly after it was opened.



Sultan Suleiman of Selangor opening the Suleiman Bridge in Kuala Lumpur in 1932. British officers wore the uniform of the Colonial Service, Sir Andrew Caldecott (*second from left*) served as Chief Secretary and Officer Administering the Government, was later Governor of Hong Kong and Ceylon.

Charles Walter Hamilton Cochrane assumed the post on 10 April 1930. He was born at Barrow-on-Trent, Derbyshire, in 1876, and was educated at Merton College, Oxford. In 1899, he joined the Malayan Civil Service as a Cadet, one of the Eastern cadets including the High Commissioner, Sir Cecil Clementi, to have been appointed from England in November 1899. In his early years as a cadet, he was attached to the Resident-General as Assistant Secretary which was then followed by a long succession of postings. In 1904, he was appointed as an Assistant District Officer, Kuala Lumpur. On his return from leave in 1907, he was Assistant Secretary to the British Resident of Perak, and later the Second Magistrate of Kuala Lumpur. He then had periods of service in Krian district and the coastal district of Negeri Sembilan as Collector of Land Revenue and as Chairman of the Seremban Sanitary Board. For nine days in the spring of 1914, he acted as British Resident of Negeri Sembilan. On his return to Malaya from home leave in 1916, he became Deputy Public Prosecutor of Perak, and later Chief Assistant District Officer, Kinta; later, he became Secretary to the Resident, Perak. In 1921, he acted as Under-Secretary to the Government. He also acted as British Resident to Negeri Sembilan for six months in 1924. He was General Adviser to Johore during the years 1926-27. He became acting British Resident of Perak in September 1927, and acted in a similar capacity in Selangor during the absence on leave of James Lornie. For a time, he held the substantive appointment of British Resident, Pahang — without, by one of the anomalies of the Malayan Civil Service, actually entering the State. At the time of his appointment as Chief Secretary, Cochrane was British Resident, Perak. It is worthy of note that throughout his 31 years of service in Malaya, Cochrane spent no time whatsoever in the service of the Colony of the Straits Settlements.

The new High Commissioner, Sir Cecil Clementi, had no trouble with Cochrane. As Under Secretary in the early 1920s, Cochrane had been a firm supporter of George Maxwell in resisting Guillemard's decentralisation scheme. Clementi and Cochrane had been contemporaries at Oxford and classmates as Eastern Cadets. Clementi had no trouble with either Cochrane or Caldecott, the

Chief Secretaries of his time. The former was a mild-mannered, agreeable officer, and the latter, a shrewd, strong-willed thruster who happened to agree with much that the governor was aiming at and who knew better than to prejudice his future by making a spectacle of himself as Maxwell had done. In fact, he owed his subsequent governorships in no small part to his success at maintaining a dignified, steady posture as Chief Secretary, Colonial Secretary and Officer Administering the Government when Clementi was on leave.

But with his retirement looming just a year after his appointment, Cochrane as Chief Secretary, at best, appeared to be a "stop gap" measure, a fact that was not overlooked by others.

The Malay Mail in an editorial on 30 December 1930, entitled "The Chief Secretaryship", argued for flexibility on age limit for retirement where the post of Chief Secretary was concerned:

The Chief Secretaryship of the F.M.S. Government is undoubtedly a whole time job, demanding the best of his experience and the concentration of all his energies if the holders is to justify his selection for it. Conversely any officer of Class 1A could merely 'carry on' at Carcosa for a year or so preparatory to taking pension and leaving the peninsula forever. Such a man, while anticipating his early retirement would have hardly any inducement, and perhaps no reason for undertaking any large work or tackling any great problem and initiating bold or highly important schemes. Under this existing scheme of bureaucratic Government an enormous amount of responsibility lies on the shoulders of the High Commissioner and the Chief Secretary to the Government, the latter alone having the required amount of real local experience. But the Colonial Office has decided that the present experienced holder of the appointment must retire in the month of May next. For our part we would say that, while the age limit retirement rule may be sound per se, it should not be applied inflexibly to the Chief Secretary of the F.M.S. Government anymore than to a Colonial Governor. Sir Laurence Guillemard was past the age limit when he was appointed to the Straits Settlements. We are anxious that there should be no 'stop

gaps' sent to Carcosa. The best interests of the country claim that the Chief Secretary to the F.M.S. Government should be appointed for a definite period of three to five years, preferably the latter, irrespective of age. Altering the age limit retiring rule must be applied, the appointment should be given to a man whose age will enable him to hold the office for the requisite period.

In the meantime, Clementi, had been talking about constitutional changes while he was in England, including the abolition of the post of the Chief Secretary. *The Malay Mail* in an article on 23 May 1931, entitled "Constitutional Changes", reminded readers of what had happened in 1926 when an unofficial member of the Federal Council expressed the then prevalent point of view by moving a resolution in Council, as follows:

That it is essential to the efficient working of the Federal System that there shall be a resident Executive Head of the Federal Administration under the High Commissioner, having a status equal at least to that officer serving as Colonial Secretary of the Straits Settlements.

The resolution was lost by one vote, because of the official majority.

When Cochrane demitted office on 24 July 1931, the future of the post of Chief Secretary was still uncertain. However, in a supplement to the *F.M.S. Gazette* issued on 26 July 1931, it was announced that:

Mr A. Caldecott (CBE, MCS) Secretary for Postal Affairs, Straits Settlements and Federated Malay States, has been appointed to act as Chief Secretary to the Government, Federated Malay States with effect from July 25, 1931.

The Secretary of State for the Colonies had decided that when Cochrane retired from his post, "the post of Chief Secretary should

not be substantively filled, but that acting arrangements should be made for the discharge of the duties. The decision to appoint Caldecott to act as Chief Secretary was taken with the approval of the Secretary of State for the Colonies, Lord Passfield, because he recognised the necessity for the eventual abolition of the post. Andrew Caldecott was appointed acting Chief Secretary on 25 July 1931, "with the knowledge that the post would eventually disappear in the constitutional scheme then contemplated - there should not admit any authority interposed between Their Highnesses' State Governments and His Majesty's High Commissioner.

Sir Andrew Caldecott was born on 26 October 1884, and was educated at Exeter College, Oxford. He became a Cadet in the Federated Malay States in 1907. His postings in the Malayan Civil Service were as follows: 1909, acting District Officer Jekebu; 1911, acting District Officer, Kuala Pilah; 1912, District Officer, Jekebu; 1913, Deputy Controller of Labour; 1914, acting Assistant Secretary to the Chief Secretary, Federated Malay States; and in 1920, he was acting Secretary to the Government, Federated Malay States. He was seconded for special duties as Malayan Commissioner at the British Empire Exhibition in London in 1923. After his return, he acted as Controller of Labour, then Commissioner of Lands, Federated Malay States, and in 1926, acting Secretary for Postal Affairs, Straits Settlements and Federated Malay States. His last appointments prior to becoming Chief Secretary were, consecutively, as British Resident in Negeri Sembilan, Perak and Selangor.

Caldecott was present at the Durbar at Sri Menanti in August 1931, when Clementi announced the eventual abolition of the post of Chief Secretary. After this, what probably was one of the most vital meetings of the Federal Council during those years, took place on 15 November 1931, in the Council Chamber, Kuala Lumpur. At this meeting, the High Commissioner referring to the post of the Chief Secretary stated:

The Federal Secretariat will, therefore, no longer be required as a clearing ground for personnel. Moreover, with the transfer to

the state estimates of the Agricultural, Educational, Electrical, Forestry, Medical, Mining, Public Works and Veterinary Services, save for a few federal institutions, the material responsibilities of the Chief Secretary will be reduced to a shadow of what they now are, and the residue can be transferred without difficulty to the shoulders of the Financial Adviser. In these circumstances, the post of Chief Secretary would become not only a political anachronism but an expensive sinecure, so that its retention would be contrary to the economic as well as the constitutional interests of these States.

The Durbar was a form of consultative council (whose original home was the East), which met "yearly for a brief period and at which a number of important personages would assemble to meet the Governor or High Commissioner to hear his views on the general situation of the country, and to discuss under his presidency the most important questions and developments of the time."⁶ In the Federated Malay States, by means of a Durbar, the Rulers of the four States would meet the High Commissioner, the Chief Secretary and the four British Residents under conditions more appropriate to the dignity of their positions than as members of a legislative body, such as the Federal Council.

At the meeting of the Federal Council on 16 November 1931, Clementi expressed his appreciation of the support of Caldecott on the policy of decentralisation and putting it into effect, in the following panegyric:

My honourable friend Mr. Caldecott, is a staunch supporter of the new Malayan policy. His help and advice have been invaluable to me both in framing its broad outlines and in filling up the details. In energy, ability and experience no one is better qualified for the duties confronting him, duties more difficult and delicate than those laid upon any of his predecessors. In the near future a great deal of the arduous and anxious work, which must inevitably be associated with the transition from one administrative organisation to another, will fall to his lot, and I ask for

him the loyal co-operation of all ranks in the Government service and the sympathy and support of all those members of the public who have at heart the acknowledged obligations of Great Britain towards Their Highnesses the Rulers and to the people of these States.

The Malay Mail, in its editorial of 18 November 1931, had high praise for Caldecott's performance too:

The Chief Secretary is to be congratulated on his appearance in the role of the local 'Chancellor of the Exchequer', in so far as that office involves the task of preparing the budget. ... Mr. Caldecott placed a very timely emphasis on the essential soundness of the Federation so far as its financial resources are concerned — there are indeed few countries in the world in a position at all comparable to ours in that we shall start the new year with a surplus balance of nearly fifty million dollars, and with a budget which is balanced as far as human foresight can balance it.

With regard to the future of the Chief Secretaryship, Clementi's comments show that he had not changed his mind:

... when that time comes, there will be very little left for the Chief Secretary to do. He will have devolved on the Malayan Establishment Office, which we hope to create, his duties with regard to personnel. His duties with regard to finance will have gone to the Treasurer of the Federation, and the Legal Adviser of the Federation will discharge many duties that now devolve on the Chief Secretary. There will also be at that date attached to my own office a Secretary to the High Commissioner acting as *liaison* officer between the Residents and myself. Now, when that time has come, I feel that the Chief Secretary to Government will have no longer any *raison d'être*. He will have become, to my mind, if I may use the phrase of medieval schoolmen, nothing more than a *chimaera bombinans in vacuo*.

In 1933, Clementi was recalled. His principal achievements, with the help of Caldecott, lay in the strengthening of the State Governments in the 1930s. The Federal departments of agriculture, education, electrical supply, forestry, medical services, mining, public works, veterinary services, prisons, and drainage and irrigation were transferred to the States by the end of 1934.

Gerald Hawkins, in his article, "The Passing of the M.C.S.", in *The Straits Times Annual*, 1967, described Caldecott's minuting style as follows:

Sir Andrew Caldecott penned the most literary of minutes; he quoted Latin not rarely and on at least one occasion quoted Greek in the Federal Council. Admonished for using Malay words in official correspondence, he applied for leave in Kuala Lumpur during Hari Raya; and, mindful of his admonition asked leave to 'spend Big Day in Mud Mouth'. He wrote all minutes as if they would be seen by the Governor and High Commissioner. His correspondence with R.J. Wilkinson always sparkled.

Caldecott had a good sense of humour, something rare to find in Government minuting.

In 1934, Caldecott became Colonial Secretary in Singapore, and the Officer Administering the Government until 1935 when he was transferred to Hong Kong as Governor.

22.



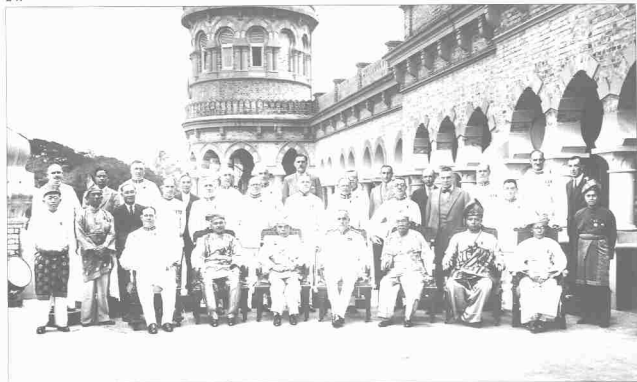
W.B. Shelley (1934-1935)

THE CHIEF
SECRETARY TO THE
GOVERNMENT

23.



Marcus Rex (1935-1936)



The Federal Council of the Federated Malay States, November 1935. Hon. Mr. Marcus Rex (Ag. Chief Secretary) is seated on the extreme left.

Malcolm Bond Shelley, the Colonial Treasurer and a Labour Department veteran, became the Chief Secretary to the Government on 4 February 1933, succeeding Caldecott. He filled the post until 4 April 1935. Shelley was born in Dulwich, England, on 8 July 1879 and was educated at Christ's College, Cambridge. In November 1902, he was appointed as a Cadet in the Federated Malay States. His main postings included: 1910, Magistrate, Kuala Lumpur; 1912, District Officer, Batang Padang; 1914, District Officer, Larut; 1915, Superintendent of Convict Establishment and Inspector of Prisons; 1919, Deputy Public Prosecutor, Perak; 1922, Official Assignee and Public Trustee, Federated Malay States; 1924, Deputy Treasurer, and 1928, Treasurer, Straits Settlements. He acted as Colonial Secretary in 1930, and was British Resident, Perak since 1932 at the time of his appointment as Chief Secretary.

Caldecott, when he was Governor of the Straits Settlements despatched a letter on 2 August 1934⁷ to Sir John Maffey of the Colonial Office in London on the issue of the future of the post of the Chief Secretary arising out of the Decentralisation Policy. He drew the attention of the Colonial Office to the fact that the Chief Secretary, M.B. Shelley, would be retiring, but had agreed to defer his departure until mid-February, in order that Sir Shenton Thomas, the incoming High Commissioner could "have advantage of his experienced assistance for three full months." He attached a memorandum entitled "The Chief Secretaryship, F.M.S.", and the relevant parts of that memorandum are reproduced below:



Government House,
Singapore.

2nd August, 1934.

Dear Sir John Maffey,

It is with extreme reluctance that I have to worry you with a matter arising out of the F.M.S. Decentralisation Policy, but it is essential to form some idea now of what is to be done about the Chief Secretaryship when Shelley retires next year. I do not want to write an official despatch on the subject, but enclose a short memorandum; of which you may possibly wish to send a copy to Sir Shenton Thomas.

Shelley, who has read it and expressed complete agreement with it, has not enjoyed too good health lately and is anxious to get away on retirement as soon as possible after the New Year; but I consider that he should certainly stay on until Sir Shenton has had time to take stock of the Peninsula and its problems. I am in direct correspondence with Sir Shenton on various other matters but, as this is one which affects the carrying into effect of the Wilson Policy, it seems to me the proper course to submit my personal views regarding it through you.

Yours sincerely,

A. Caldwell

THE CHIEF SECRETARY TO THE GOVERNMENT, MALAYSIA

PRIVATE AND CONFIDENTIAL.

THE CHIEF-SECRETARYSHIP, F.M.S.

---10:0:0:---

1. Mr. Shelley is already over the retiring age and had intended to sail on furlough prior to retirement round about 1st January, 1935.

2. At my request he has kindly consented to defer his departure until mid-February, in order that Sir Shenton Thomas may have the advantage of his experienced assistance for three full months.

3. I have ordered that the budgetary provision for the Chief Secretaryship and Carcosa should remain the same in the 1935 Estimates as in 1934. This will leave Sir Shenton Thomas an entirely free hand in regard to next year's political developments within the Federation.

4. My personal views as to what should be the future trend of events are :-

(a) that Mr. Shelley should be the last person appointed to act as Chief Secretary with the substantive rank formerly attaching to that post;

(b) that Mr. Cator, Resident of Perak, should be appointed to act as Chief Secretary after Mr. Shelley's retirement for the remainder of 1935, and that, while so acting, he should draw acting pay in accordance with the General Orders, which would amount to an addition of \$200 a month to his salary as substantive Resident. On this reckoning he would, while acting, draw \$1,600 ~~per mensem~~ as against Mr. Shelley's \$1,950. I am satisfied that the creation of the Malayan Establishment Office and the devolution of powers to the Residents and State Councils have reduced the work of the Chief Secretary to a degree proportionate to this proposed reduction in emoluments;

(c) that at the beginning of 1936, one of the four British Residents should be gazetted as acting Chief Secretary for Treaty and legal purposes, possibly with a small personal allowance, but the Civil Service Appointment of Chief Secretary should then lapse altogether;

(d) the Federal Secretariat would still remain in being, in charge of the Under Secretary

F.M.S.,

- 2 -

F.M.S., whose title would be altered to Secretary to the High Commissioner, Kuala Lumpur. For a period of a year or so there would thus be two Secretaries to the High Commissioner, one in Kuala Lumpur dealing with the work of the Federated States and one in Singapore dealing with that of the Unfederated States.

(c) This duplication would probably have to persist for a time in order to avoid the appearance of indecently heavy centralisation in Singapore. Eventually, however, the Federal Secretariat should be transferred to Singapore and amalgamated with the present High Commissioner Office so as to form a single Secretariat for all the Malay States under a single Secretary to the High Commissioner who should, in my opinion, be of staff rank.

5. The preceding paragraph is meant as a tentative prospectus and not as a programme; but it appears to me essential that we should aim now at effective unity of direction over the different political entities in Malaya and refrain from too great an indulgence in day-dreams regarding their possible ultimate fusion into a Pan-Malayan Federation. There is, unless we provide the High Commissioner with businesslike machinery and adequate personal assistance for exercising such unity of direction, a danger that the Protecting Power may be left like the dog in the fable; in dropping the Chief Secretaryship in order to grasp at the possibilities of Pan-Malayanism it may merely have exchange of substance for shadow.

A. Calver

Shelley spoke at the Federal Council meeting of 28 January 1935 on decentralisation and the post of Federal Secretary:

I do not suggest for a moment that he should interfere as a barrier between the States and Your Excellency. He should be something more than a Port Officer. If as I suggest he is an officer of wide experience, his advice will certainly be valuable as two opinions are better than one. He should further be your Excellency's Lieutenant in dealing with matters of general interest which go beyond the scope of State Administration. For example, Tin Restriction, Rubber Regulation and such incidents as occurred last April — the strike of Railway employees. He should be accessible to the public and more particularly to the unofficial members of the Council, who may desire to have with him preliminary discussion on matters of general interest with a view to submission being made thereafter to your Excellency. In brief, that is the opinion I have formed in the practical side of the office after two years. Regarding the title of the office, I consider that it should be the Federal Secretary.

Sir Shenton Thomas, the High Commissioner, in his reply, said:

I am still undecided as to the methods to be taken with regard to the appointment of Chief Secretary. But I can say that the officer who will succeed the Chief Secretary by whatever title he may be known will not be interposed between the Rulers and myself. In regard to the States, he will only have to act as a co-ordinating officer for the purpose of referring to myself all matters coming from or instructing the States. In regard to other Federal departments, possibly it may be that it shall give him authority to act on my behalf. In any case, it is essential that the office in question should be of sufficient seniority as to encourage Heads of Departments and representatives of the various unofficial interest as the Federation to go to him freely and to discuss matters with him, to seek his advice and to ask him, if necessary to consult me. Furthermore, although this I have not yet settled at the

moment, I consider it essential that the officer should be stationed at Kuala Lumpur.

In concluding, Sir Shenton Thomas paid high tribute to the work of Shelley:

Today we have with us for the last time the last of that long line of distinguished civil servants who held the office of Chief Secretary to the Government. In bidding his 'good-bye' I thank him and all those who have preceded him for the work they have done. During the last year Mr. Shelley has carried out with frequent loyalty and frequent tact the task of remaindering many of his duties.

Among the official members present at that meeting of the Federal Council was the Controller of Labour Malaya, C.D. Ahearne, who was to become the first Federal Secretary.

Shelley was a keen sportsman in his earlier years. He latterly made golf his chief recreation, and his services to the game in Malaya were recognised by his election as President of the Selangor Golf Club. He was actively concerned in constructing a sporting little course at the old Kuala Kubu (where he was stationed when he first came to Malaya). Later on, he saw another course made at Tapah. When he came to Kuala Lumpur, he played among the Chinese tombstones on the old Petaling Hills links.

Shelley left Kuala Lumpur on retirement on 4 April 1935, after a successful career in Malaya that spanned thirty-three years, and he spent the last two years of his official life as "supernumerary staff officer of the rank of Chief Secretary to Government, F.M.S." He had occupied the post of Chief Secretary during a period of transition which the policy of decentralisation had brought about and in which four Residents strained against the leash imposed by Federal authority. This could not have been either a comfortable or an easy time for the officer in that post.

The supplement to the *F.M.S. Gazette* issued on 4 April 1935, contained a notification with regard to the appointment of the Chief Secretary. It reads as follows:

The Hon'ble Mr. M.B. Shelley C.M.G., M.C.S. supernumerary staff officer of the rank of Chief Secretary to Government, Federated Malay States, has been granted eight months leave on full pay, with effect from April 4, 1935, inclusive, prior to retirement.

The Hon'ble Mr. M. Rex, Financial Adviser and Treasurer Federated Malay States, Malayan Civil Service, has been appointed to act as Chief Secretary to Government, Federated Malay States, with effect from April 4, 1935, inclusive.

The distinction drawn between the appointment held by Mr. Shelley and that now assumed by Mr. Rex should be noted.

Marcus Rex was born in Shanghai on 11 September 1886. He was educated at Highgate School near London, and at Trinity College, Cambridge. He was appointed as a Federated Malay States Colonial Service Cadet in November 1910. His subsequent appointments included: April 1912, Assistant Secretary to British Resident, Perak; July 1913, acting Assistant District Officer, Kuala Kangsar; August 1913, acting Assistant District Officer, Bruas; October 1914, Assistant District Officer, Kuala Kangsar; February 1915, Assistant Secretary to Resident, Perak; November 1917, acting Superintendent of Chandu Monopoly, F.M.S. and Supervisor of Customs, Kuala Lumpur; December 1919, District Officer, Raub; June 1921, acting First Magistrate, Kuala Lumpur; July 1921, Collector of Statistics, in addition Secretary to the Retrenchment Commission and Deputy Controller of Rubber Exports; June 1924, acting Financial Commissioner and Auditor-General, Johor; March 1926, acting Controller of Rubber, S.S. and F.M.S.; August 1926, acting Chairman, Sanitary Board, Kuala Lumpur; November 1927, acting Financial Adviser and Treasurer, F.M.S.; July 1928, acting Commissioner of Lands, F.M.S.; July 1930, acting Commissioner, Trade and Customs, Johor; January 1932, acting Financial Adviser and Treasurer, F.M.S.; June 1932, Fi-

nancial Adviser and Treasurer, F.M.S.; and May 1934, Controller of Rubber for Malaya.

When Shelley handed over his duties to Marcus Rex in April 1935, the Federal Government then handled the Public Debt, Pensions, Retiring Allowances and Gratuities and the Widows and Orphans Funds – all important financial responsibilities; the rest were the Customs Department; the Labour Department; the Police Force; the Military Force; the Posts, Telegraphs and Telephone Department; the Railway Department; and the Printing Department. These departments served all the four States, constituting parts of the working machine known as the Federal Government. The Federal Budget also paid for other Federal institutions such as the Medical Department (a section); the Forest Department; and the Public Works Department. Towards the end of 1935, there was a great increase of responsibility and power by devolution of authority formerly exercised by the Chief Secretary to the Residents of the four States. However, the need for a resident executive of the Federal administration had not been lessened by these changes. A Federal Government dealing with larger issues of public life which affected the welfare of all States continued to exist. Matters such as tin restriction, rubber restriction, labour, railways, import duties, taxation, pensions, loans and many others could not be handled by the individual States. These required a government at the Federal level.

The originators and some of the advocates of the decentralisation policy had recommended that the High Commissioner should take over some of the Chief Secretary's duties and functions. They argued that the formation of certain Malayan departments and the devolution of authority to the State Councils and British Residents would render it unnecessary the presence of a very senior officer at "Carcosa". Nevertheless, somehow or other, things did not work out this way in practice. Marcus Rex always had enough to do and he carried out his duties to the satisfaction of both the official and unofficial world. The editorial in the *The Malay Mail* of 5 September 1935, stated:

The only noticeable difference between these days and say, those of Sir George Maxwell, is that F.M.S. people now expect more in the way of initiation, exposition and redress of grievances from the High Commissioner than from the Chief Secretary to Government.

The Federal Council meeting of 20 February 1936, would be remembered as that at which "the post of Chief Secretary was sacrificed at the altar of decentralisation." In order to bridge the interest between the demise of the Chief Secretaryship and the assumption of the post of Federal Secretary by C.D. Ahearne, legislation was passed:

... to provide for the devolution of the powers of the Chief Secretary to Government to provide for the vesting of property now vested in him, and the exercise of contractual other rights, and the enforcement thereof and for matters incidental thereto.

Rex occupied the post of Chief Secretary in its closing years, which had been ones of very considerable difficulty. Sir Shenton Thomas, the High Commissioner, at the meeting of the Federal Council meeting said:

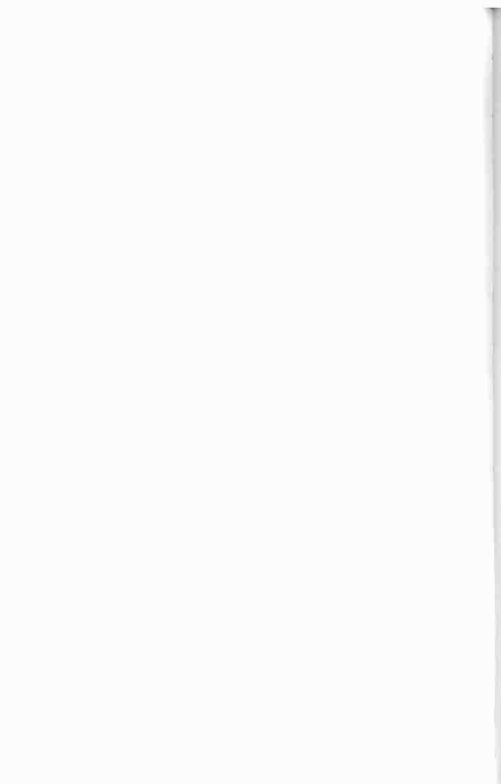
... we shall not forget the services of those distinguished men who have successfully held the post of Chief Secretary to Government and by their efforts have done so much to bring the Federation to what at one time was an unparalleled height of posterity. Times change, but the work goes on, and Mr. Rex also is the last active Chief Secretary, will leave Kuala Lumpur with the knowledge that during the ten months he has capably performed the duties of his office, the duties of which have necessarily been rather more difficult than usual owing to the fact that the period of his acting appointment has been a period of transitions and with the knowledge that the dignity of his office has lost nothing by his work. I desire to state publicly that I am very grateful to Mr. Rex for the loyalty and industry with which he has carried out his very important duties, and in saying that I feel

sure that I am only expressing the opinion of all members of the council. (*Applause*).

According to Tate,⁸ Rex, a Lake Club member, had a resonant voice and legend has it that even when conducting a conversation in the Lake Club in quite normal tones, he could be clearly heard in Carcosa.

Rex officially vacated the post of Chief Secretary on 24 February 1936, and was transferred within a few days to Taiping to act as British Resident, Perak. He retired in 1941.







III.

THE FEDERAL SECRETARIES (1936-1942)

THE proposal to abolish the post of the Chief Secretary initiated by Guillemard, had met with resolute resistance from the unofficial members of the Federal Council. This can be seen from the wording of the resolution which was moved at the meeting of the Council on 8 March 1926:

That this Council, being of opinion that the great agricultural, mining and commercial development of Malaya in recent years has sprung largely from the confidence inspired by the Federation of States of Perak, Selangor, Negeri Sembilan and Pahang, under British administration, declares:

- (i) That, while entirely sympathising with the policy of restoring to each of the Federal States full control over all its purely internal affairs, this Council declares its belief that such a policy need not, and should not, affect the maintenance of a strong Federal Government, which is absolutely necessary for the continuance of credit and confidence, and for the initiation, carrying out, and control of many important matters of common interest to all the States.

- (ii) That a full and efficient maintenance of Federal services is essential to the welfare and credit of the country.
- (iii) That it is essential to the efficient working of the Federal system that there shall be a resident executive head of the Federal Administration, under the High Commissioner, having a status equal at least to that of the Officer serving as Colonial Secretary, Straits Settlements.

At that meeting of the Federal Council, the first two clauses of the resolution were accepted by Sir Laurence Guillemard the High Commissioner and were passed unanimously. The third clause was lost by only one vote, there being eight official votes (under instruction) against it, seven unofficial votes for it, and one unofficial abstention. The same resolution in practically the same words was passed, in its entirety, by the Planters' Association of Malaya, the F.M.S. Chambers of Commerce, the F.M.S. Chambers of Mines, the Chinese Chambers of Commerce and the Chinese Chambers of Mines.

After a lapse of five years in August 1931, the next High Commissioner Sir Cecil Clementi, presided over a "Durbar" for the Rulers, the four Residents, together with the Acting Chief Secretary, Sir Andrew Caldecott. He announced his decision to ask the Federal Council to transfer to the State Budget, with effect from 1933, the control of the Agriculture, Co-operatives, Education, Electricity, Forestry, Medical, Mining, Public Works and Veterinary Departments. He also announced that the "Federal Secretary" would be appointed with merely secretarial duties, and would be lower in status than the "Resident-Adviser."

Brigadier-General Sir Samuel Wilson, Permanent Under-Secretary of State for the Colonies, in his Report of his visit to Malaya in 1932 gave this assessment about opinion on the question of the position of the Chief Secretary:

Without exception the representatives of the business communities and the unofficial members, together with a large number of officials, take the view that the post should not be abolished

unless it is intended to substitute for the Chief Secretary some senior officer, not necessarily with the same extensive powers, who will (i) reside at the seat of the Federal Government, (ii) be responsible for assisting the High Commissioner in coordinating policy on questions which remain Federal, and (iii) be accessible to representatives of the public. It is argued that so long as there are certain questions which necessitate a unified policy it would be impossible for the High Commissioner to carry out the work of coordination himself without the assistance of some such officer. On the other hand there are many who advocate the retention of the post of Chief Secretary on other grounds and argue that it is essential to have a senior officer at Kuala Lumpur who can, as it has been actually put to me, fight the battles of the Federated Malay States against the High Commissioner and the Colonial authorities at Singapore.

He argued that:

The abolition of the post as it exists today is an essential part of any policy of decentralization, and at the same time to overlook the fact there is no intention of dispensing with the appointment until the policy of decentralization has been carried to such a stage that the greater part of the duties and powers of the post as it is today will have been transferred. Only actual experience will show when this state of affairs is likely to be reached.

Wilson recommended the substitution of a "Federal Secretary" for the existing Chief Secretary within the next few years. As decentralisation progressed, the importance of the post of the Chief Secretary would probably dwindle to that of an executive head of a very much smaller Federal machine. Such a post might be filled by an officer of lower rank and drawing considerably less emoluments. The title of "Federal Secretary" would, in his view, emphasise the fact that the duties of the post would be strictly confined to dealing with matters which still remained Federal.

A "Four Year" Programme of decentralisation was agreed upon. The list of departments which would not be transferred were Treasury, Audit, Fisheries, Game Warden, Geological, Legal Adviser, Official Assignee, Police, Printing and Public Trustee. The Table below shows the distribution of various Government departments under the programme of decentralisation:

Class A	Class B	Class C
To be Pan Malayan	To be transferred to State Governments	To remain Federal
Railways	Agriculture	Treasury
Posts, Telegraphs	Co-operatives	Audit
Telephones	Drainage, Irrigation	Fisheries
Customs	Education	Game Warden
Judiciary	Electrical	Geological
Surveys	Forestry	Legal Advisers
Labour	Medical	Official Assignee
Chinese Affairs	Mining	Police
	Prisons	Printing
	Public Works	Public Trustee
	Veterinary	

In 1933, the departments in Class A became Pan Malayan; over the next four years, departments in Class B were transferred to the States, and Class C, "the vestigial remnants" (Sir George Maxwell's words) would remain Federal.

There had been a difference of opinion with regard to the title of the officer who would be the resident executive head of the Federal Administration. Sir Samuel Wilson favoured the term "Federal Secretary" in order to emphasise the fact that the duties attaching to the appointment would be strictly confined to dealing with matters which still remained Federal. Clementi, however, was still in favour of retaining the title of "Chief Secretary" so long as it was necessary to have an officer acting as executive head of what was then talked about as the "Federal Machine". The inference was that Clementi visualised some sort of all-Malayan Federation as likely to be created at a not far dis-

tant future. *The Malay Mail* editorial of 10 September 1935, posed two questions with regard to the role of the executive:

Whenever this matter of status, title and duties of the Chief Secretary to Government F.M.S. come up for discussion there always comes to mind those unanswered questions; (i) Are the duties of the Colonial Secretary, Straits Settlement more important than the duties of the resident executive head of the Federal Administration (ii) On whose advice would a new High Commissioner act if called upon to settle some matter which involved a disagreement between different State Residents?

At the Federal Council session on 14 November 1935, the High Commissioner, Sir Shenton Thomas, in his speech had the following to say relating to the Chief Secretaryship and the creation of the post of Federal Secretary:

I have now to inform honourable members that the Secretary of State has approved the proposals, which with the concurrence of the Rulers, I submitted to him on the subject of the abolition of the post of Chief Secretary to Government. These proposals were as follows:

- (a) There will be substituted for the post of Chief Secretary a post of Federal Secretary ranking as a Class 1A appointment in the Malayan Civil Service and carrying a salary of not less than \$1,350 *per mensem* with entertainment allowance of \$200 *per mensem* and with assistance in the way of a house free of rent, household and garden staff, motor car, etc. such as is accorded to British Residents. The office will carry a seat on the Federal Council and will in precedence come next after the Residents. The holder will live in Kuala Lumpur and will occupy what is now the Residency, and the British Resident, Selangor will take over Carcosa which will become the Residency.

25.



The crest of the Federal Secretary,
Federated Malay States.

26.



C.D. Ahearn (1936-1939)

All Malayan Matters

In regard to these arrangements, I should explain that out of a number of suggestions, I selected the designation of Federal Secretary for the new post for the reason that it emphasises the fact that the duties will be strictly confined to dealing with matters that still remain Federal. I will state those duties in a moment. I should explain also that in framing my proposals I desired to secure – what eight months in Malaya had shown me to be essential – that there should be in Kuala Lumpur a strong senior officer who is competent to take charge of large matters affecting all Malaya (not merely the Federated Malay States) and to discuss them with interested bodies before putting them up to the High Commissioner. There are Malayan matters in which the colony chiefly is interested. They are collated, discussed and submitted to the Governor by the Colonial Secretary. There are also Malayan matters in which the Federated Malay States chiefly is interested: they will be collated, discussed and submitted to the High Commissioner by the Federal Secretary. I had also to keep in mind that the High Commissioner must have someone on the Federal Council who can speak on Federal and all-Malayan affairs. And, in suggesting the emoluments and allowances to be attached to the post I had in mind that the post will be an important one in an important Federation and that the holder will have a good deal of entertaining to do, though not as much as has fallen to the lot of successive Chief Secretaries. I considered therefore, that he ought not to be treated too parsimoniously.

Duties of the Post

(b) The duties of the post of Federal Secretary:

- (i) In purely Federal matters, will comprise all those which ordinarily appertain to an office of Chief or Colonial Secretary. The incumbent will be the High Commissioner's mouth-piece. He will settle questions referred to him by Federal Departments in accordance

with what he believes to be the wishes of the High Commissioner or will refer them for instructions.

He will be entitled and indeed expected to discuss with officials or members of the public, matters which are all-Malayan in their scope and in such matters his will be the co-ordinating office for reference to the High Commissioner.

- (ii) In State matters, he will be entitled to give approval to requests emanating from the Residents in so far as he feels able to do so without reference to the High Commissioner in order that the time of the High Commissioner may be saved; but he will not of himself disapprove without prior references ...

If a question is raised which affects other States he will refer it to them, and to any department concerned and prepare a complete case for submission to the High Commissioner.

He will be entitled to point out to a British Resident or to the High Commissioner any ruling which affects the matter at hand.

He will remember always that the authority in the State is the Ruler and that the British Resident to the High Commissioner's representative ... It is the right of the Rulers and of the British Residents that they should have direct access to the High Commissioner.

Happily Settled

Broadly speaking, the proposals, which I made to the Secretary of State are in accordance with the views which I tentatively expressed in this House in January last. Those views have not been challenged and I believe, therefore, that the new post of Federal Secretary, as it will be constituted will meet with acceptance by the general public and it has met with the concurrence of the Rulers.

In notifying me of his approval of my proposals, the Secretary of State has expressed his pleasure that a matter which in the past has aroused so much discussion should have been happily settled. I

cannot yet give the date on which the appointment of Chief Secretary will cease as certain legislation will be necessary but there will be as little delay as possible.

The following year, the High Commissioner, Sir Shenton Thomas found it necessary to define the term "advice" in the context of colonial administration. In a confidential letter to the Colonial Office in London, dated 1 April 1936,¹ in explaining his views on the proposed amendment to the Treaty of Federation, he wrote:

... My own view is that the amendment of the Treaty of Federation should provide for advice in regard to federal matters to be given the High Commissioner and in State matters by the Residents.

... It seems to me that the course which I personally prefer leaves the High Commissioner in the same relation to the Rulers of the Federated States as to the Rulers of the Unfederated States. All of them will be required to accept advice on State matters by the Residents or Advisers as they have been required in the past ... In matters that jointly affect all the Unfederated States the instruction—in the form of advice—comes from the High Commissioner through the Adviser. This is well understood. So, in matters that jointly affect all the Federated States the instruction—in the form of advice—will come from the High Commissioner through the Resident. This is also well understood.

Thus, it is abundantly clear, from the High Commissioner's confidential letter, that "advice" really meant "instruction" which, according to the *Oxford English Dictionary*, means "teaching; making known to person what he is required to do; direction, order; ..."

In early 1936, the post of "Chief Secretary" which had had a long and distinguished history was abolished, and the office of "Federal Secretary" was created in its place. Enactment No. 18 of 1937 completed the legal process for the exercise of power formerly exercised by the Chief Secretary to the Government whereas the Chief Secretary had come first after the High Commissioner in the order of prece-

dence, the Federal Secretary, however, ranked below the four British Residents. As "Federal Secretary" he was merely the High Commissioner's agent and mouthpiece and no longer principal officer equal in rank or even superior in rank to the Colonial Secretary of the Straits Settlements. Advice on purely Federal matters would be tendered to the Rulers by the Federal Secretary through the Residents. As he had a lower standing, the Federal Secretary salary was cut by \$50 a month; and his office was now housed at the Federal Secretariat.

The Unfederated Malay States were not tempted by decentralisation and remained outside the Federation. The whole tripartite structure continued to be held together, constitutionally, by the Governor of the Straits Settlements, to whom the Advisers in the Unfederated Malay States reported directly in his capacity as High Commissioner for the Malay States.

There were only two holders of the post of Federal Secretary. They were also Malayan Civil Service Officer, both of whom had had years of experience at important levels in the colonial administration.

Christopher Dominic Ahearne was appointed to be the first Federal Secretary on 24 February 1936. He was born on 25 December 1886, in County Cork, Ireland, and was educated at Trinity College, Dublin. He came to Malaya as a Cadet, Straits Settlements, in 1910, and was first attached to the Indian Immigration Department, Penang. His subsequent appointments included: acting District Officer, Balik Pulau; for a short period, he went to Madras to study Tamil in 1911. On returning in June 1912, he was appointed acting Second Assistant Superintendent of Immigrants, Klang; in June 1914, acting Deputy Controller of Labour, Klang; January 1916, acting Deputy Registrar, Supreme Court, Penang; August 1916, District Officer, Balik Pulau; April 1917, Assistant Superintendent, Government Monopolies, Singapore; and September 1918, Assistant Registrar, Imports and Exports (War Department); March 1919, on special service to the Johore Government; November 1923, Deputy Controller of Labour, Kuala Lumpur; December 1923, acting Deputy Controller of Labour, Penang; June 1924, qualified (by examination) for

District Judge under the Courts Ordinance; and February 1925, acting Controller of Labour, Malaya. In May of the same year, he was acting Emigration Commissioner for Malaya in Madras on special duty for the Indian Immigration Committee in connection with Avadi water supply and drainage; and in June, he was sent to Assam on another special duty to investigate labour conditions there. In November 1926, he was acting Deputy Treasurer, Singapore, and in May 1928, was appointed as the Deputy Treasurer, Straits Settlements. Two years later in November 1930, he was posted as the Controller of Labour Malaya. In May 1931, he led the Straits Settlements Delegation to the International Shipping Conference at Simla and inspected Establishments in Madras Presidency in 1932. He was also appointed Chairman of the Straits Settlements Retrenchment Committee. For his good work as the Chairman of this committee, he received a letter of appreciation from the Secretary of State. In October 1933, he was again assigned for special duty in India and Ceylon and led a Malayan Delegation to New Delhi to discuss questions relating to Indian Immigration. Prior to his appointment as Federal Secretary, Ahearne chaired the committee set up to consider the relief for those affected by restrictions on new planting under the International Rubber Regulation Agreement.

At the last meeting of the Federal Council in 1937, legislation providing for the transference of the powers formerly held by the Chief Secretary to Government was enacted, the principle followed being to place the authority in Federal matters in the hands of the High Commissioner or appropriate Federal officers, and in State matters in the hands of the Ruler in Council, or the Resident where the matter was one of routine. The power to make rules on State matters was vested in the Ruler in Council.

After nearly thirty years service in Malaya, in which he had been closely identified with the labour problems in the country, Ahearne left Kuala Lumpur on 5 May 1939, on retirement. As the first holder of a new post, the creation of which was strongly criticised and resented in many quarters, Ahearne had a difficult role to fill. However, his years as Controller of Labour had been equally difficult and had

given him experience which must have been invaluable. He was described in *The Malay Mail* on 28 April 1939, by "Eboracum" as follows:

Indeed, I am told by good authorities that few, if any, members of the Malayan Civil Service could, at the time he assumed duty (was not T.S. Adams, then British Resident of Selangor?) have filled that appointment and made so conspicuous a success of it as Ahearne has done. He has performed the duties of his high office with ability, thoroughness, and despatch. Some years ago, a distinguished member of the Malayan Civil Service, later a Colonial Governor, said to me, 'The essence of civil services is mediocrity, and Ahearne has the misfortune to be a Triton among a lot of minnows.'

The second Federal Secretary, Hugh Fraser, was appointed on 6 May, 1939. He was born on 20 March 1890, and educated at Wellington College, and Exeter College, Oxford. He was appointed as a Cadet in the Federated Malay States service in November 1913 and held various appointments at the district and secretariat level, including: April 1914, acting Private Secretary to the Chief Secretary; May 1915, acting Supervisor of Customs, Port Dickson; 1917, Third Assistant Secretary, Federal Secretariat and Private Secretary to Chief Secretary; February 1918, District Officer, Jelebu; September 1920, Assistant District Officer, Ipoh; December 1920, Third Assistant Secretary to Government; November 1925, District Officer, Kuantan; March 1927, acting Assistant Adviser, Kedah; February 1928, acting Superintendent of Prisons, Kedah; June 1929, acting Assistant Treasurer, Federated Malay States and State Treasurer, Selangor; November 1930, District Officer, Larut and Registrar of Titles, Perak; May 1931, acting Inspector of Prisons, Federated Malay States; November 1932, Magistrate, Kuala Lumpur; February 1933, acting District Officer, Kuala Kangsar; and March 1933, acting Secretary to British Resident, Perak; March 1936, Malayan Establishment Officer; January 1937, acting Under Secretary to the Government, Feder-

ated Malay States; and later in December 1939 became Under Secretary, Federated Malay States.

Fraser held the post in a difficult period. The outbreak of the Second World War with the German invasion of Poland on 1 September 1939 precipitated the declaration of a state of Emergency in Malaya by the High Commissioner. The proclamation was made on 2 September 1939, under the Emergency Regulations Enactment in the Federated Malay States Government Gazette. The emergency regulations gave the Government extremely wide powers for the purpose of censorship and control and suppression of publications, writings, etc. The chief censor was authorised to open, examine, censor or detain either permanently or for so a long period as he deemed necessary, any postal article or telegram of any description sent to or from, or through the Federated Malay States. The High Commissioner delegated to the Federal Secretary the exercise of all the several powers vested in him under the Emergency Regulations.

John Gullick² offered the following comments on Fraser:

On the subject of Fraser, it must be remembered that when Fraser filled the office, it carried the lower status of Federal (not Chief) Secretary. As part of the decentralisation eventually achieved in the mid-1930's the post was junior to that of four FMS Residents, so that it simply required someone who could keep the KL secretariat moving. He was no longer a major policy maker.

There were other factors too. In 1932 the CO had at length managed to 'unify' the Colonial Administrative Service, to facilitate transfers between colonies. This served Malaya badly. Men of the calibre of Richards (Milverton), Caldecott, Higgins and Turnbull were taken off to jobs elsewhere; Shenton Thomas was hardly a fair exchange. In the depleted ranks of MCS the only one left who was 'papabile' was Stanley Jones, whom Thomas selected for CSSS (a poisoned chalice for a man of Jones temperament). None of the Residents was in any way outstanding. So Fraser, I suspect, got the job *faute de mieux*. He of course became a much more prominent figure as the most senior official in internment at

Changi (if one excludes Thomas who was soon taken off to Formosa with other captive governors).

Another factor is that Fraser's predecessor, as FS FMS, had been Ahearne, a rumbustious figure who had caused a good deal of difficulty by his encounters with the planters (he had been a controversial Commissioner for Labour). Shenton Thomas probably looked for a quieter life with Fraser in the chair.

Hugh Fraser attended the Durbar at Sri Menanti on 25 November 1939, and the Federal Council meeting on 21 November 1939. Malaya was under the Japanese occupation from 15 February 1942, until 15 August 1945. In January 1942, when the Japanese were already knocking on Singapore's door, Hugh Fraser succeeded Stanley Jones as Colonial Secretary, the Straits Settlements, after Jones had been sacked by the British Minister of State, Duff Cooper. He died in Singapore in internment as a result of Japanese maltreatment.





IV.

THE CHIEF CIVIL AFFAIRS OFFICER IN THE B.M.A. (1945-1946) AND THE CHIEF SECRETARY TO THE MALAYAN UNION (1946-1948)

HIS Majesty's Government of the United Kingdom decided that the first form of Government of the civil population of Malaya upon its liberation in 1945 was to be a military administration under the title, "The British Military Administration, Malaya" – [B.M.A. (M)]. The B.M.A. (M) from 12 September 1945, until 31 March 1946, derived its jurisdiction from a formal declaration of martial law which was contained in a proclamation issued by the liberating army when it reached Malaya. By the proclamation, the Supreme Allied Command (S.A.C.) assumed full judicial, legislative, executive and administrative powers and responsibilities and conclusive jurisdiction over all persons and property throughout Malaya. The laws in force in Malaya immediately prior to the Japanese Occupation came into full force, and were administered during the period of military administration in so far as it was practicable to do so. By virtue of the declaration of Martial Law, further legislation could be enacted by proclamation which might augment, modify or suspend the laws existing immediately prior to the Japanese Occupation. All proclamations and legislative enactments of whatever kind issued by or under the authority of the Japanese Administration immediately ceased to have any effect.

Upon the establishment of the British Military Administration, the Supreme Allied Command delegated its power to the General Officer Commanding (G.O.C.). The aims of the B.M.A (M) were:

- (1) to restore law and order among the civil population;
- (2) to provide supplies to the civil population on such a scale as will prevent disease and unrest;
- (3) to organise and mobilise the human and material resources of the country in the interests of the general war effort;
- (4) to restore the morale of the people and their confidence in the cause of the United Nations by *inter alia*:
 - (i) the repair of the ravages of war in the liberated territory;
 - (ii) the rehabilitation of the moral and material welfare of its inhabitants;
- (5) to prepare the way for the early resumption of civil Government.

These aims called for the provision of a specially trained army staff to undertake, on behalf of the commander of operational troops, the responsibility of the Government of the civil population. The administration formed a Civil Affairs Service (Malaya) – [C.A.S. (M)], – as a service of the Army which, like any other service, was an integral part of it. The head of the C.A.S. (M) on the G.O.C. staff was the "Chief Civil Affairs Officer, Malaya" [C.C.A.O. (M)]. The C.A.S. (M) was staffed by some officials of the previous Malayan Government. The functions of the C.A.S.(M) in the field were two fold: first, to assist the G.O.C. in the forward battle area by controlling the local inhabitants in such a way as to prevent disorganisation, disease and unrest hampering the activities of the fighting troops; secondly, at a later stage, to exercise governmental control and supervision in order that the civil machinery might be set going to achieve the aims of the B.M.A. (M). The C.C.A.O. (M), housed at the Headquarters of the Liberating Army, was the G.O.C.'s principal adviser on the Government of the civil population. He was also the principal executive officer to carry out military administration of the civil population for and

on behalf of the G.O.C. For this purpose, the G.O.C. by proclamation delegated sufficient authority to the C.C.A.O. (M).

The main functions of the Chief Civil Affairs Officer and his H.Q. Staff were as follows:

- (1) principal officer to the G.O.C. on all civil affairs matters relating to the B.M.A. (M);
- (2) executive direction of the two Divisions, namely:
 - (i) The Malay Peninsula Division (the Settlements of Penang and Malacca, the Federated Malay States of Perak, Selangor, Negeri Sembilan and Pahang, and the Unfederated Malay States of Johore, Kedah, Perlis, Kelantan and Terengganu).
 - (ii) The Singapore Division.
- (3) formulation of civil affairs policy;
- (4) general co-ordination of all civil affairs policy;
- (5) liaison on the higher levels with all branches and services of the Naval, Military and Air Force staffs;
- (6) control of all civil affairs finance by the Controller of Finance and Accounts;
- (7) distribution, posting and promotion of all civil affairs staff, whether, military or civilian;
- (8) all questions relating to civil affairs; and
- (9) executive control of Pan Malayan departments (labour and immigration; postal; printing and publication; rationing and food control; supplies; trade and industry).

H.R. Hone, with the rank of Major General, was appointed as the Chief Civil Affairs Officer (Malaya), working under the G.O.C., who was head of the Government.

During the period of military administration, the Chief Civil Affairs Officer had dual responsibility: (i) to the War Office through the G.O.C. and Supreme Allied Commands for all matters in which the War Office had interest, and; (ii) to the Colonial Office on matters which were the responsibility of the Secretary of State for the Colo-

nies. With regard to the Colonial Office responsibilities, the C.C.A.O. (M) would have the right of direct communication (subject only to stoppage on security grounds) with the Colonial Office, but all such communications would pass through the military channel and the War Office, either of which would be free to comment.

During the existence of the British Military Administration, although the post of Chief Secretary to the Government did not exist, the C.C.A.O. (M) was its near equivalent. Heads of Departments during the B.M.A. (M) were accorded military ranks. For example, the head of the Road Transport was given the rank of "Colonel". Two future Chief Secretaries to the Government, namely Alec Newbould and D.C. Watherston, served with the B.M.A. Watherston was Senior Civil Affairs Officer with the rank of Lt. Colonel in the C.C.A.O. (M) Headquarters. Alec Newbould, the senior of the two, was a Brigadier, and was Deputy Chief Civil Affairs Officer.

The period between September 1945, when reoccupying British forces first landed, and the end of the year, was marked by tumultuous political activity and social unrest. But overshadowing all else in political significance and magnitude was the attempt by the British Government to impose on the country a radically new constitutional set-up known as the Malayan Union. Under the new constitutional arrangements, instead of the nine Malay States, there was to be one, from which Singapore was to remain detached, and the citizenship provisions were such as to provide the non-Malays with a greater political stake in the country. The political power of the Malays was impaired: first, by reducing the Rulers to the position of Rulers without subjects; and second, by destroying the allegiance, often highly personal, of the Malay to his Ruler and transferring it to an artificial 'State'. The Colonial Office was in an imperious mood and Sir Harold MacMichael managed to secure the Sultans' names, under duress, to the new constitution. Six months after the British re-occupation of Malaya, the United Malays National Organisation (UMNO) was born out of a meeting of forty-one Malay associations on 1 March 1946. It was created by the surge of political feeling which flowed from Malay resentment of the Malayan Union proposals. In London,

"the old Malaysans closed ranks in defence of their Malay friends and the memory of the old Malaya they had served." They were Sir Frank Swettenham, Sir Richard Winstedt, Sir George Maxwell and Sir Cecil Clementi, among the more prominent ones. Albert Lau¹ called this "The London Campaign." Maxwell, a former Chief Secretary to the Government, argued that the scheme was "morally indefensible and a brutal effort to the Rulers and their states". He attacked the policy's two fundamental tenets – citizenship and union. He called for the introduction of a countervailing 'domicile' requirement as well as stringent tests to prohibit citizenship to subversive elements. He also argued for an enlarged Federation of the nine Malay States and emphasised that the Union, in practice meant the 'degradation of the Rulers' and the gradual 'detribalisation' of the Malay community.

When the civil Government took over from the British Military Administration on 1 April 1946, Newbould was appointed the Chief Secretary to the Malayan Union with Innes Miller as Deputy Chief Secretary.

Sir Alexander Theodore Newbould was born on 3 January 1896 in Lucknow, India. He was a graduate of Exeter College. He joined the Malayan Civil Service in 1920 and held various posts which included: July 1921, acting Assistant Secretary to the Resident, Perak; February 1924, Assistant Collector of Land Revenue, Larut; May 1924, Assistant District Officer, Bruas; May 1927, acting District Officer, Jekebu; June 1929, acting Secretary to Resident, Negeri Sembilan; August 1930, acting District Officer, Kuala Selangor; October 1933, acting Commissioner of Lands and Mines, Terengganu; November 1937, Assistant Secretary to the Government, Federated Malay States; and July 1938, acting Under Secretary to the Government, Federated Malay States. He acted as Secretary to Mr. Duff Cooper, Minister Resident in Singapore, just before the outbreak of the Pacific War. In June 1942 he became Colonial Secretary, Fiji, and in August 1943, joined the Malayan Planning Unit in London. He was the Deputy Chief Civil Affairs Officer Malaya when he returned to Malaya in September 1945.

The Government of the Malayan Union comprised the British Settlements of Penang and Malacca, and the former Federated and Unfederated Malay States. The administration of the Malayan Union continued throughout 1946 and 1947 under the arrangements set up under the Malayan Union Order in Council 1946. The Federal Executive power was vested in the Governor who administered the territory and legislated in consultation with an Advisory Council, the members of which were nominated by himself.

The structure of the Malayan Union Secretariat is fully described in Malayan Union Secretariat Circular No. 1 of 1946 which was issued on 1 April 1946, by the Chief Secretary. The circular stated that: "With the resumption of Civil Government the organisation at H.Q. will be changed in order to conform to the normal pattern of a Colonial Secretariat." The Chief Secretary was the head of the Secretariat and the Financial Secretary, the Economic Adviser and the Secretary for Chinese Affairs were an integral part of the Secretariat. The post of Deputy Chief Secretary was also created.

The Chief Secretary tightened the rule with regard to officials descending upon the capital, Kuala Lumpur. By virtue of the Malayan Union Secretariat Circular No. 5 of 1946 dated 25 April 1946:

- (i) Government officials who arrived in Kuala Lumpur for the first time or who visit Kuala Lumpur from their stations should, unless they are only passing through Kuala Lumpur, sign the Chief Secretary's book which will be found in the Secretariat close to the Deputy Chief Secretary's Office; (ii) There will be a Visitor's Book at the Chief Secretary's Residence and civilians who enquire should be so informed and told that if they so wish they may sign the book kept in the Secretariat.

A Joint Establishment Board which consisted of the Chief Secretary of the Malayan Union, and the Colonial Secretary, Singapore was created. Any question relating to the conditions of service of officers of the Malayan Establishment and the selection of officers for duty in

scheduled offices "... may be considered by the Board, and it shall be the duty of the Board to advise Their Excellencies the Governor-General Malaya, the Governor of the Malayan Union, and the Governor of Singapore with respect thereto."

The Public Services Salaries Committee of Malaya 1947 had approved new salary scales from 6 July 1948. The Chief Secretary in Division/Staff M.C.S., was given a salary of \$1,950, followed by the Financial Secretary, who received \$1,600, and the Economic Adviser, who also received \$1,600. The Deputy Chief Secretary received a salary of \$1,350, at par with the British Adviser to Perak, Selangor, Negeri Sembilan, Pahang, Johore and Kedah, Resident Commissioner to Penang, Commissioner of Labour, Secretary for Chinese Affairs, Commissioner of Lands, and the Malayan Establishment Officer.

Meanwhile, the Malays under UMNO, and led by Dato' Onn bin Jaafar mounted a tidal wave of protest against the Malayan Union which would deprive the Malay Rulers of their sovereignty. There was a full-blown constitutional crisis in Malaya. On 25 July 1946, an Anglo-Malay Working Committee was set up consisting of representatives from the Government, UMNO, and the Rulers. The members of the committee were: representing the Government: A.T. Newbould (the Chief Secretary); K.K. O'Connor (Attorney-General); W.D. Godsall (Financial Secretary); Dr. W. Lincham and A. Williams; those representing the Rulers: Raja Kamaralzaman bin Raja Mansur (Raja Kechil Tengah, Perak); Dato' Hamzah bin Abdullah (Orang Kaya Menteri, Selangor); Haji Mohammed Sheriff bin Osman (Secretary to Government, Kedah) and Dato' Nik Ahmed Kamil bin Mahmud (Dato' Sri Setia Raja Kelantan); representing UMNO: Dato' Onn bin Jaafar and Dato' Abdul Rahman bin Mohammed Yasin. The Secretary to the Working Committee was D.C. Watherston. The meetings of the Committee were attended by Sir Ralph Hone (observer for H.E. the Governor-General), Sir Theodore Adams (Adviser to their Highnesses) and Dato' R. St.J. Braddell (Legal Adviser to UMNO).

Meanwhile, "the intensity of Malay feeling impressed both Sir Edward Gent, the Governor of the Malayan Union, and Malcolm MacDonald, the Governor-General, who in turn convinced the Colonial Office that Malaya would be ungovernable if the Malayan Union Scheme was foisted upon the unwilling Malays."²

The Malays boycotted the installation of Gent and MacDonald and did not participate in the Malayan Union Advisory Council. Dato' Onn bin Jaafar sold to the British officials the security argument of the prospect of the Malays being forced – if the UMNO leadership failed in its peaceful constitutional agitation to dismantle the Malayan Union – to move into more extreme modes of political dissent.

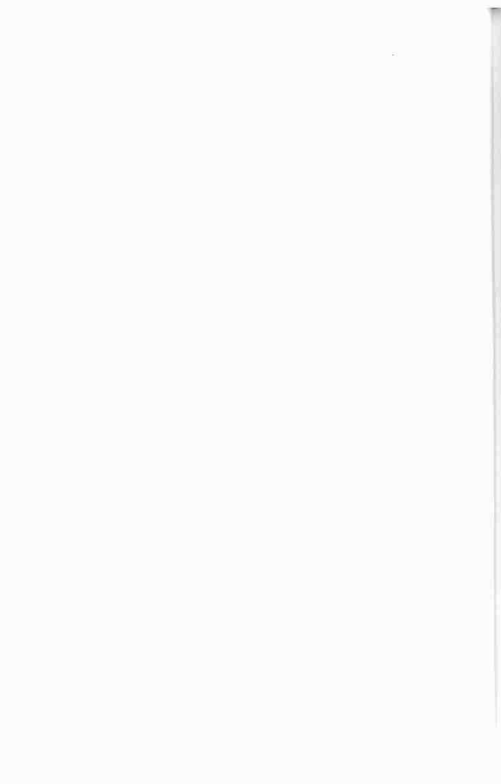
Newbould, the Chief Secretary of the Malayan Union, and Watherston, played a prominent part in the constitutional negotiations with the Rulers, UMNO and the Colonial Office, while they were serving on the Anglo-Malay Working Committee.

On 20 November 1946, at King's House, the Governor-General, Malcolm MacDonald; the Governor of the Malayan Union, Edward Gent; the Malay Rulers; and representatives of the UMNO held a plenary conference to discuss the Report of the Constitutional Working Committee. The Working Committee in framing the plans paid full regard to the fundamental principles of establishing a strong central Government and providing for a form of common citizenship for all who regarded Malaya as their real home and the object of their loyalty. The Rulers and UMNO were satisfied that the proposals represented a reasonable basis for the future Government of the country. MacDonald flew to London the next day to consult the Colonial Office. He was accompanied by Newbould and the Attorney-General, K.K. O'Connor.

The Malayan Union was abandoned and the Federation of Malaya came into being on 1 February 1948, on the conclusion of the Federation of Malaya Agreement 1948, between His Majesty the King, and Their Highnesses the Rulers of the Malay States. Under the Federation Agreement, the central Government of the Federation comprised a High Commissioner appointed by His Majesty, a Federal Executive Council to aid and advise the High Commissioner, and

a Federal Legislative Council. The Federal Executive Authority was exercised by the High Commissioner directly or through officers subordinate to him. The Chief Secretary to the Government was made a member of both the Federal Executive Council and the Federal Legislative Council as one of the three ex-officio members.







V.

THE CHIEF SECRETARIES, THE FEDERATION OF MALAYA (1948-1957)

THERE were three holders of the post of Chief Secretary to the Government, Federation of Malaya, from 1948 until 1957. They were Malayan Civil Service Officers who had each served in the country for more than thirty years. The period they served as Chief Secretaries was a watershed in Malaya's constitutional history, namely, the formation of the Federation of Malaya (1948); the achievement of self-rule (1955); and eventually Independence on 31 August 1957.

Sir Alexander Theodore Newbould had the distinction of being the Chief Secretary to the Malayan Union (1946-48), and subsequently the Chief Secretary to the Government of the Federation of Malaya from 1 February 1948, with Hugh Bryson as the Deputy Chief Secretary and later, Vincent del Tufo. Newbould was also Officer Administering the Government after the death of Sir Edward Gent, the Governor of the Malayan Union, in an aircraft accident over London, until Sir Henry Lovell Goldsworthy Gurney was sworn in on 6 October 1948, as the new High Commissioner of the Federation of Malaya.

Newbould became Chief Secretary when the country was in convulsions caused by the start of the communist insurgency as well as with rapid constitutional development. The existence of Chinese squatters had always constituted a problem in Malaya, which was

considerably intensified by the Japanese Occupation during which many industrial labourers were driven on to the land to grow food to support themselves. In isolated communities, with illegal occupation of the land and remote from effective administration control, it was a comparatively easy matter for the communist insurgents to use them as sources of supply and cover. The increasing part they were playing in enabling the Malayan Communist Party to prolong its campaign was recognised by the Government and in December 1949, a Committee under the chairmanship of Newbould, was established to examine and make recommendations for dealing with this long outstanding problem. The success of operations against the insurgents depended very much on information supplied by the members of the public. Newbould was acutely aware of the nature of the situation. At a press conference on 22 April 1949, he said: "It cannot be too frequently emphasised that the speedy end of the present campaign depends on the public withholding support from the bandits and on their giving information to the police ... There can be no question of any individual resident of such (squatter) areas being free from the responsibility which attaches to all citizens in any country to assist the authorities in the suppression of crime."¹

Newbould was succeeded as Chief Secretary to the Government in October 1951 by Sir Vincent del Tufo.

Sir Vincent del Tufo was born on 1 April 1901 in Colombo, Ceylon. He was educated at Trinity College, Cambridge, and Bar-at-Law at the Inner Temple (with a Certificate of Honour). He joined the Malayan Civil Service in 1923, and was attached to the Labour Department, Klang. He was acting Assistant Controller of Labour, Klang in 1927 and Penang in 1928. In 1931, he was District Officer, Port Dickson; 1933, acting Deputy Controller of Labour, Federated Malay States; and in 1936, Assistant to Attorney-General, Straits Settlements and in Colonial Secretary's Office in Singapore. He was interned by the Japanese during the occupation. Under the Malayan Union, he was Superintendent of Census in 1946. In 1948, he was appointed Deputy Chief Secretary of the Federation of Malaya. After the death of Sir Henry Gurney, the High Commissioner, in 1951, he

was Officer Administering the Government. The period between Gurney's death and General Sir Gerald Walter Robert Templer's arrival was a period of uncertainty and anxiety. The reins of Government were then in the hands of del Tufo, a devoted officer who had given much of his life's work to this country.

Up to March 1951, the day-to-day administration of the Federal Government was carried out by the Chief Secretary, the Attorney-General and the Financial Secretary. The year 1951 was noteworthy for the introduction, in April, of the "Member" system whereby, in accordance with a resolution of the Federal Legislative Council, nine of the official members were made responsible for various departments and functions of the Government with the following designations and "portfolios": Member for Home Affairs; Member for Economic Affairs; Member for Agriculture and Forestry; Member for Health; Member for Education; Member for Industrial and Social Relations; Member for Land and Mines and Communication; Member for Works and Housing; and Member for Railway and Power. The other two members i.e. the Secretary for Defence and the Secretary for the Chinese Affairs remained without portfolios. The "Member" system of Government represented a substantive advance constitutionally and administratively. The conduct of public business was decentralised from the Chief Secretary (Sir Vincent del Tufo), to the respective "Members".

Consequent upon the administrative re-organisation of the Federal Government with the introduction of the "Member" system, the then Acting Chief Secretary to the Government, P.O. Wickens, through General Circular No. 1 of 1951, dated 4 June 1951, directed that Federal Secretariat Circulars be discontinued, and be replaced by three new printed series namely (i) Federal Government Treasury Circular, (ii) Federal Government Service Circular, and (iii) Federal Government General Circular. The Treasury Circular, to be issued over the signature of the Deputy Financial Secretary, would cover financial, economic and accounting matters. Service Circulars would be issued over the signature of the Deputy Chief Secretary, and would deal with all matters concerning terms and conditions of service, in re-

spect of which Malayan Establishment Officer (MEO) Circulars would be inappropriate. General Circulars would be issued over the signature of the Secretary to the Government, and would deal with all general matters not covered by Treasury Circulars and Service (or MEO) Circulars.

Sir Gerald Templer was appointed as the High Commissioner in 1952. A new post of Deputy High Commissioner was also created and it was filled by D.C. MacGillivray, previously Colonial Secretary, Jamaica. This appointment did not meet with universal approval. For instance, Victor Purcell,² a former Malayan Civil Service officer commented:

He had had no previous service in Malaya or in the Far East. The official statement said that while Mr. Lyttelton had considered all factors affecting the appointment and particularly the wish of the responsible leader of Malaya that an officer of local experience should be appointed, and while understanding their wish, he considered that the Deputy must be a man who would bring a fresh mind to bear on the many complexities of the present administrative machine. Dato' Onn's party, IMP, had in particular asked that an Asian should be appointed from community leaders and the press (led by the British-owned *Straits Times*). One result of Mr. MacGillivray's appointment was that Mr. M.V. del Tufo, the Chief Secretary, an officer with nearly thirty years' experience of Malaya and with a knowledge of several of its languages, felt that there was now no room for him and obtained permission to retire. It was an established tradition in Malaya to import a 'fresh mind' as Governor, but it had always been ensured that his Deputy was a man of long experience of Malaya, but a departure from this was now made with two fresh minds occupying the principal posts.

John Cloake³ describes Templer's first day in King's House as follows:

(When he) arrived at King's House, the official residence, he found all the servants lined up by the door. 'Tell me their names,' he asked. 'I want to say how-do-you-do to them'. Del Tufo (the Chief Secretary) whispered, 'The British in this country don't shake Asian servants' hands'. 'They do from this moment on', announced Gerald, and he proceeded to shake hands with every one of them.

In February 1952, del Tufo asked to retire because "recent re-organisation of higher posts had radically changed my personal positions". Regarding del Tufo, Templer "found him rather a bore. He congratulated himself that he was not going to have to put up with him for long. Del Tufo had been good and correct, and had done his best to help Templer and MacGillivray to settle in, but – as Templer complained in a private letter to Oliver Lyttelton, the Secretary of State for the Colonies, – 'I've tried to induce him, without giving an actual order, to ease himself out of the Chief Secretary's chair and do his packing; but he still hangs around and ... talks interminably ... I personally could never have stood him as Chief Secretary, in spite of his knowledge.'"⁴

Sir Vincent del Tufo left Malaya with full honours – including a dinner given by the High Commissioner and a guard of honour at the airport.

Before the end of February 1952, Sir David Charles Watherston, the Secretary for Defence, was appointed Chief Secretary. According to Cloake, "He had a wealth of Malayan experience and was also a competent administrator, but he has been described as 'a committee man rather than a leader. Within the Malayan Civil Service officer hierarchy in Kuala Lumpur, he was one of the principal advisers on the local political scene, but he was not an innovator. Templer thought highly of him, in the job he was doing, and resisted a suggestion – early on – that he should be transferred to Singapore.'"⁵

Watherston was born on 26 February 1907, at Harrow, England. He was educated at Christchurch, Oxford, and became a Cadet in the Malayan Civil Service in 1930. His subsequent postings were as fol-

lows: 1931, acting Assistant Secretary to the Resident of Selangor; 1932, Assistant District Officer, Kuala Kangsar; 1934, acting Second Assistant Malayan Establishment Officer; 1939, attached to the Colonial Office, London; 1944, attached to the Malayan Planning Unit; 1945, returned with the British Military Administration, Malaya; and in 1946, during the Malayan Union days, he was Secretary, Constitutional Working Committee. In 1948, he was appointed Secretary for Defence, before becoming Chief Secretary to the Government in 1952.

In the meantime, the Federal Government Headquarters underwent a number of changes. General Circular No. 3 of 1952 (C.S.8674/52) issued by the acting Secretary to the Government, P.O. Wickens, on 12 March 1952, set out the more important functions of certain senior officers of the Government and the division of responsibilities. The Deputy High Commissioner's functions were outlined in detail. He had been authorised to exercise the High Commissioner's powers under the Federation of Malaya Order in Council 1948, and under the Federation Agreement, with certain specified exceptions. The exceptions in respect of which the High Commissioner would retain sole authority were matters affecting the High Commissioner's "relations with their Highnesses the Rulers, the prerogative of pardon, the power of making and assenting to laws, the reserved powers relating to legislation mentioned on clause 52 of the Agreement, and the appointment of judges and law officers. In all other matters, the Deputy High Commissioner, would, subject to the directions of the High Commissioner, exercise the High Commissioner's powers and perform his duties and obligations". The Chief Secretary to the Government, also had his functions spelled out clearly. The Circular observed that "the functions of the Chief Secretary have not been significantly altered. He remains an ex-officio member of the Executive Council and of the Legislative Council and will lead Government business in Legislative Council. He is the Head of the Civil Service and as such is the authority for dealing with all matters relating to personnel in all Departments of Government including those falling within the spheres of the Defence Branch. He has important co-ordi-

nating functions and in particular, he will be responsible for the co-ordination of work relating to 'after care' in Resettlement areas. For this purpose, he is already the Chairman of the Resettlement Committee, composed of the Members for Economics Affairs, Agriculture and Forestry, Health, Education, Lands, Mines and Communications, and of the Secretary for Defence and Secretary for Chinese Affairs. He also is the Chairman of a new Committee which is being formed and which will be composed of representatives of voluntary and other associations who are either already engaged in work in Resettlement areas or are expecting to be able to undertake such work. His present responsibilities in regard to other subjects in his portfolio, such as external relations, United Nations affairs, constitutional matters, Technical Assistance under the Colombo Plan, etc., are not affected."

The Secretary for Defence would in future be responsible to higher authority as follows:

- (1) direct to the High Commissioner in respect of all matters relating to external defence, including civil defence, and in respect of matters concerning the Police, Home Guard, food control, detainees and all other matters directly connected with the Emergency;
- (2) to the Deputy High Commissioner in respect of other administrative matters such as prisons;
- (3) to the Chief Secretary in respect of "after care" resettlement matters, and establishment and personnel matters affecting any of the Departments coming within the sphere of the Defence Branch.

The Secretary for Defence would, in addition, continue to work in closest touch with the Deputy Director of Operations and would be accommodated along with him.

There were two important conferences which the Chief Secretary was required to attend. Firstly, there was the Conference of Federation Executives comprising the Menteri Besar, British Advisers and Resident Commissioners, which would be held the day before each

meeting of the Federal Legislature. This conference was chaired by the Deputy High Commissioner, or in his absence, the Chief Secretary. The day before, there would be a meeting between the High Commissioner and the Menteri Besar, British Advisers and Resident Commissioners for informal discussion of matters other than those of a nature which would arise at the conference of Federation Executives. There would be no agenda for this informal meeting, but each Menteri Besar and Resident Commissioner should notify the Chief Secretary seven days before the meeting of any matter which he would wish to raise. The Menteri Besar, British Advisers and Resident Commissioners would similarly be notified by the Chief Secretary of any major matter which the High Commissioner proposed to discuss at the meeting. The meeting would be attended by the Deputy High Commissioner, the Deputy Director of Operations, the Chief Secretary, the Attorney-General and the Secretary for Defence.

There was also a change in administrative structure in 1952. It may be recalled that in 1950, the Government launched the Briggs Plan (formulated and named after Lieutenant-General Sir Harold Briggs, the Director of Operations) to tackle the problem of resettlement, to bring squatters within administrative control and to remove or disrupt the communists "source of supply". In order to initiate action to implement this policy, the Federal War Council was set up in April 1950, under the chairmanship of the High Commissioner. The other members were the Chief Secretary, the Secretary for Defence, the Chiefs of Armed Forces and Police, two Malays, a Chinese and a European plantation representative, and the Director of Operations. In 1952, Templer enunciated the principle that the Emergency could be dealt with as something unconnected with the ordinary functions of Government, but that it was the concern of everyone both in Government services and outside it. In accordance with the principle, the Federal War Council was abolished and its responsibilities transferred to the Federal Executive Council.

The Chief Secretary prepared Executive Council Paper No. 23/2/53 entitled "Re-organisation of the Chief Secretary's Office", for the consideration of the Federal Executive Council meeting on 23

June 1953, which was chaired by the High Commissioner. The Chief Secretary stated that experience of the previous two years (1951-53), following the break-up of the Central Secretariat and the introduction of the "Member" system, had shown that considerable re-organisation and some expansion of the staff of his office (including that of the Deputy Chief Secretary), and of the office of the Secretary to Government, were required. The main responsibilities of the Chief Secretary were defined as being:

(a) Personnel and Establishment:

Recruitment, all departments, local and expatriate; promotions; discipline; scholarships and training; terms and conditions of service (in conjunction with the Financial Secretary); Whitley Councils; Malayan Civil Service postings and establishment; housing of government officers; allocation of quarters and office accommodation in Kuala Lumpur; revision of General Orders; integrity of the Services Commission; and confidential reports on all senior officers on the permanent establishment.

(b) Subjects in the Chief Secretary's portfolio as a Member:

Constitutional matters (other than nationality and citizenship); Executive and Legislative Councils; foreign relations; United Nations, Technical Co-operation (Colombo Plan); Social Science Research; Malaya House and Malaya Hall; Registration of Societies; Printing Department; Monthly Administrative Report; Federation Annual Report; Judicial matters; and ceremonies.

(c) Co-ordinating functions:

These arose from the Chief Secretary's chairmanship or membership of various committees, of where he had been placed in charge of a new subject where co-ordination was required. The examples were Member of Director of Operations Committee, (meeting weekly); Chairman, Co-ordinating Committee of representative of voluntary organisations and missions working in New Villages, (meeting once every

two months); Staff Conference of Secretaries to Members (weekly); Chairman, Committee on Unemployment; Chairman, Heads of Departments Advisory Committee, (monthly); and responsible for the resettlement of Special Constables; and Civics Courses. The Chief Secretary had under his control the vote for 'after-care' of New Villages and a considerable amount of executive work was involved.

(d) Council Business:

Responsible for the approval (on behalf of H.E.) of items for the agenda of Executive Council and for correction of the draft minutes; responsible for the arrangement of business in Legislative Council in consultation with the President; Chairman of Standing Committee on Standing Rules and Orders; Chairman of Standing Committee on Privileges; and Chairman of Committee of Federation Branch of Commonwealth Parliamentary Association.

(e) Statutory Functions:

Orders of Detention under Emergency Regulations; orders of Banishment (which were delegated to the Attorney-General); and land transactions in his capacity as a Corporation Sole;

In addition, the Chief Secretary to the Government had the following staff to deal with:

(a) Personnel and Establishment:

- (i) The Malayan Establishment Officer and his staff of a Deputy and 3 Assistant Establishment Officers (all of whom had similar responsibilities to the Government of Singapore) to deal with expatriate officers.
- (ii) The Deputy Chief Secretary and the staff of the Service Branch (1 Principal Assistant Secretary and 5 Assistant Secretaries) and the Government Accommodation Officer, to deal with locally recruited officers and certain expa-

- triate officers not on the Malayan Establishment, and with Government officers' housing and office accommodation.
- (iii) The controller of Establishments and his staff (who also had certain responsibilities towards the Financial Secretary) to deal with terms and conditions of service, negotiation with staff associations and unions, and Whitley Council matters.
 - (iv) Three officers on special duty (re-employed senior officers on pension) who were engaged on various problems such as pensions, revision of General Orders, etc. They were attached to the Service Branch.

(b) Subjects in the Chief Secretary's Portfolio as a Member, and

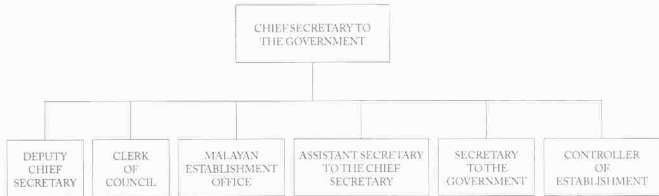
(c) Co-ordinating Functions:

To deal with these, there was the Secretary to the Government and one Assistant Secretary with (temporarily) one additional officer to deal with extra work connected with the coronation of Queen Elizabeth II. The Assistant Secretary was also secretary of Dato Bukit Gantang's Committee on the Economic position of the Malays and this occupied a great deal of his time. A Commissioner for the resettlement of Special Constables was also directly responsible to the Chief Secretary.

(d) Council Business:

To deal with these matters there was the Clerk of Councils.

It should be noted that the Deputy Chief Secretary was not a deputy to the Chief Secretary in the proper sense of the term, as his responsibilities covered only a relatively small section of those of the Chief Secretary. In fact, a large proportion of his time was taken up with work connected with Selection and Promotion Boards, the allocation of houses and office accommodation in Kuala Lumpur, and the planning of Government housing and office accommodation throughout the Federation.



Note:

1. The post of Assistant Secretary to the Chief Secretary was established in August 1952, responsible for new villages and regrouped areas, and involving secretaryship of various committees and conferences.
2. The Controller of Establishment was also responsible to the Financial Secretary.

The Secretary to the Government combined two functions. He performed for the Chief Secretary the same functions as a Secretary to Member in respect of those subjects and departments (other than Personnel and Establishment matters) for which the Chief Secretary was responsible, namely those subjects which came under the Chief Secretary's portfolio as a "Member". The Chief Secretary to Government was also the co-ordinating officer for the Federal Government as a whole. In this respect, for example, he arranged meetings, prepared papers and acted as Secretary to the Conference of Federation Executives, and he was the channel for transmission of papers to the Conference of Rulers. He was always liable to be called on, sometimes at short notice, to make detailed arrangements for ceremonies or for visiting VIPs.

The Chief Secretary further added:

The present organisation of the staff under the Chief Secretary involves his having six officers directly responsible to him and minuting papers to him, in addition to papers which are sent to him by the Attorney-General, the Financial Secretary and by other officers such as the Member for Economic Affairs, the Secretary for Defence and other Members. He has in consequence an immense volume of paper work and has himself to do a great deal of co-ordination, particularly on personnel and establishment matters, some of which might be done at a lower level. As he has to attend a large number of meetings, the effect of this is that his paper work has largely to be done out of office hours in the evenings and at week-ends. It is impossible to be away on tour, even for two days, without coming back to find a mountain of correspondence and messages, which take days to clear. This means that he cannot keep in personal touch with the people on the ground and he has little or no time to devote to the larger problems which are properly his province.

Thus in 1954, the responsibility for conducting the business of the Government of the Federation, subject always to the directions of the High Commissioner, was divided among the Chief Secretary, the

Legal Secretary, the Financial Secretary, the "Members" of the Federal Government and the Secretary for Defence. For this purpose, departments had been grouped under "Members". A reshuffle of departments and subjects took place in the same year. For the Chief Secretary, the new distribution of departments and subjects under him was as follows: Departments: Government Printing Department; Registration of Societies; Public Service Appointments and Promotion Board; Federal Election Office and Federation Establishment Office. Subjects: Constitutional matters; Executive and Legislative Councils, Civil Service (conditions of service); foreign relations, foreign visitors; papers for the Conference of Rulers; office accommodation in Kuala Lumpur; accommodation for Government officers in Kuala Lumpur; Commission of Enquiry; Federation Annual Report; Malaya House and Malaya Hall; and social science research.

The day-to-day administration of departments and subjects, except for the case of the Armed Forces, was the overriding responsibility of the Chief Secretary; the control and discipline of officials were the responsibility of the Head of Department who would have to comply with general regulations and such special instructions as he might from time to time receive. "Subject to any statutory provisions, the Chief Secretary is the Head of the Civil Service and is responsible for postings, conditions of service and discipline. Heads of Departments should deal direct with the Chief Secretary or the Federal Establishment Office as the case may be."⁶ It was the responsibility of the Head of Department to initiate disciplinary action against any officer, but in "important cases he should consult his Member before reporting the circumstances to the Chief Secretary."⁷ It was also the responsibility of the Chief Secretary to sponsor papers for the consideration of the Executive Council with regard to recommendations for posts to be declared pensionable.

There were two other administrative changes in 1954 as they affected the office of the Chief Secretary to the Government. The Federation Establishment Office was opened on 1 July 1954. It was made up of the Malayan Establishment Office, the Service Branch of the

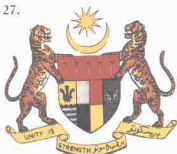
Chief Secretary's Office, and the Establishments Division of the Treasury.

The other change was an increase in scope of the duties of the Secretary to the Government. As had been mentioned earlier, since the introduction of the Member system, the Secretary to Government had performed a dual role: he had been responsible for the proper working of the Member system and had also performed for the Chief Secretary the same functions as Secretary to Member in respect of those subjects and departments for which the Chief Secretary was responsible. The Federal Government⁸ decided to separate the functions of the Secretary to Government into their two component parts. For this purpose, the Secretary to Government was provided with a separate office on the first floor of the PWD Building, Victory Avenue, Kuala Lumpur, with effect from 6 September 1954. The Secretary to Government was made responsible to the High Commissioner for the following matters: the working of the Member system; the arrangement of business of the Executive Council; arrangements for meetings of the Conference of Federation Executive; the monthly Administrative Report; the Cypher Office; the collection and despatch of outgoing correspondence sent by bag to the Colonial Office, Commissioner General's Office and elsewhere outside the federation; the receipt and distribution of incoming correspondence sent by bag from the Colonial Office, and other external sources; and advice on ceremonial matters. The Secretary to the Government became also the Clerk to the Federal Executive Council.

The first election to the Legislative Council of the Federation of Malaya took place on 27 July 1955. Watherston, the Chief Secretary, was the member of the Federal Government responsible for the arrangements of the elections. The Supervisor of Election, Mr. T.E. Smith, who had been appointed on 23 June 1954, worked under the Chief Secretary.

THE CHIEF SECRETARY TO THE GOVERNMENT FEDERATION OF MALAYA

27.



The crest of the Federation of Malaya 1948. The arms of the Federation of Malaya show an 11-pointed star, representing the nine Malay States and the British Settlements of Penang and Malacca. The star and the crescent are together the traditional symbol of Islam. The five keys represent the five former Unfederated States (Johore, Kedah, Perlis, Kelantan and Trengganu). The Prince of Wales feathers represent Penang and the Santiago Gate, Malacca. In the centre, the colours black and white are for Pahang, red and yellow for Selangor, white, yellow and black for Perak, and yellow, red and black for Negeri Sembilan. Tigers were depicted as supporters in the arms of the former Federated Malay States. The colour yellow is the royal colour of Their Highnesses the Rulers of the Malay States.

28.



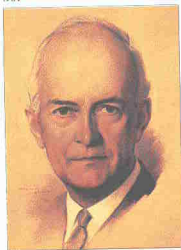
Sir Alec T. Newbould (1948-1951)

29.



Sir Vincent del Tufo (1951-1952)

30.



Sir David Watherston (1952-1957)

31.



Dato' Onn bin Jaafar

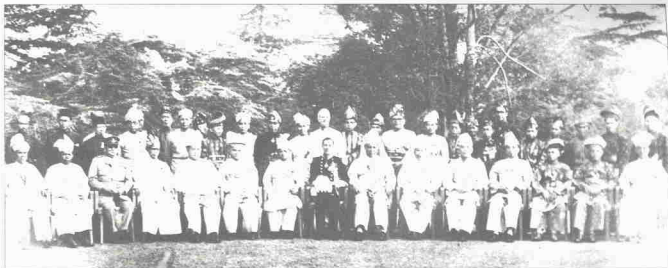
32.



Dato' Onn bin Jaafar, founder of UMNO
(from the cover of a Malay magazine)



The High Commissioner, Sir Donald MacGillivray, with members of the Executive Council in 1956. *Seated from left:* Col. H.S. Lee, Minister of Finance; Tunku Abdul Rahman, Chief Minister; Sir Donald MacGillivray, High Commissioner; Sir David Watherston, Chief Secretary; and Mr T.V.A. Brodie, Attorney-General. *Standing from left:* Dr. Ismail bin Dato Abdul Rahman, Minister for Commerce and Industry; Inche Sardon bin Haji Jubir, Minister for Works, Posts and Telecommunications; Inche Suleiman bin Dato Abdul Rahman, Ministry for Natural Resources and Local Government; Mr. A.S.H. Kemp, Secretary to Government; Mr. Leong Yew Koh, Minister for Health and Social Welfare; Dato Abdul Razak bin Dato Hussein, Minister for Education; and Mr. Ong Yoke Lin, Minister for Transport.



The High Commissioner, Sir Donald MacGillivray, with the Malay Rulers and the Ruling Chiefs of Negeri Sembilan and their Advisers. Sir David Watherston, the Chief Secretary to the Government, seen standing directly behind the High Commissioner. This picture was taken in the compounds of King's House (now the Seri Negara) just before Independence in August 1957.

The composition of the Federal Executive Council which was presided over by the High Commissioner underwent some changes as a result of the amendment of the Federation of Malaya Agreement after the Federal elections in 1955. From August until the end of the year (1955), it consisted of three *ex-officio* members, namely the Chief Secretary, the Attorney-General and the Financial Secretary, and twelve appointed members of whom, ten, including the Chief Minister, represented the Alliance Party and two were officials, namely, the Secretary for Defence and the Minister for Economic Affairs, a total of fifteen in all. The division of responsibility for departments and subjects on 31 December 1955, for the Chief Secretary was now as follows: Departments: Government Printing Department; Registration of Societies; Federation Establishment Office and Public Service Appointments and Promotion Board. Subjects: Constitutional matters; Executive and Legislative Councils, Civil Service (conditions of service); foreign relations, foreign visitors; papers for the Conference of Rulers; ceremonial arrangements; accommodation for Government officers in Kuala Lumpur; Commission of Enquiry; Federation Annual Report; Malaya House and Malaya Hall; and social science research. In terms of protocol, previously the Chief Secretary was next after the High Commissioner, and ahead of the Members. In 1955, he was in protocol after the High Commissioner and the Chief Minister of the Federation of Malaya.

In 1956, changes in the Federation of Malaya Agreement were made regulating the position of the High Commissioner and the Federal Executive Council. Provision was made for the office of the Chief Minister and to provide that members of the Executive Council, other than the Chief Secretary and the Attorney-General, were to be appointed by the High Commissioner after consultation with him. A Ministerial re-organisation took place in 1956. The number of Ministers remained at ten, inclusive of the Chief Minister. Dato' Abdul Razak bin Hussein, while remaining as Minister of Education, took over Malaya Hall and the welfare of overseas students from the portfolio of the Chief Secretary. The Chief Secretary remained responsible for matters relating to the public service; for the administrative

work involved in the constitutional changes which were taking place, and for external affairs.

Watherston visited Delhi and Karachi in May 1956, where he had discussions with the United Kingdom Commissioners on the question of opening Malayan agencies in India and Pakistan.

He was in the British Delegation, together with High Commissioner Sir Donald MacGillivray and Oscar Spencer, for the Independence talks in London. On 10 and 11 July 1957, in the Federal Legislative Council, the Chief Minister, Tunku Abdul Rahman Putra moved a resolution to welcome the constitutional proposals and "to establish the Federation of Malaya as an independent sovereign state on 31 August 1957." The Tunku referred his speech to the Working Party chaired by the High Commissioner which had worked on the constitutional arrangements for the country. The Tunku complimented Sir David Watherston thus:

... the Working Party also had the benefit of the great knowledge and experience of Malaya which Sir David Watherston has accumulated over a period of nearly 30 years.

Dato' Abdul Razak complemented the Tunku's appreciation of Watherston's contribution in a speech on the second day of the debate in the Legislative Council as follows:

... Sir, I should like to mention one Member of this Council who, as he himself has just said, was closely associated with the drafting of this Constitution and who, since its inception, has been mainly responsible for the smooth running of that Constitution and who, when this new Constitution has been implemented, will no longer be with us. I, of course, refer to the present Chief Secretary, Sir David Watherston (*applause*). He has lived with the present Constitution from the time it was conceived to the time of its birth to-day. As Chief Secretary, he has been as it were the Captain responsible for steering the ship to the present stage of its journey.

Perhaps, it is not out of place here to record the words of Sir David Watherston, as the last holder of the Office of the Chief Secretary, which was about to be abolished, and next to the High Commissioner, the most senior British Officer before Independence. He made his farewell speech on 11 July 1957, in the Federal Legislative Council, just before that of Dato' Abdul Razak quoted above. His speech is reproduced in full below:

My contribution to this debate will be brief, but I feel that I should say a few words as the senior British officer in the Federation Government service and as the last holder of the office of Chief Secretary which is shortly to be abolished. Particularly during the last few years, it has been the endeavour of senior British officers to do everything they can to prepare the way for independence and to see that their Malayan colleagues are trained for the higher responsibilities which they will be undertaking – indeed, which many of them are already undertaking. We – the British officers, that is – during our service here have acquired a great affection for this country and its people, and we shall, when our services come to an end – whether it is now or not for a number of years yet – watch the progress of the independent Federation with the closest interest and sympathy, and with a feeling of pride that we had a share in what has been achieved.

Many tributes have been paid in this debate to British officers. On their behalf, I should like to say how much this public recognition of our work, and of the work of our predecessors is appreciated. I personally have had the privilege of serving in the first elected Government, and I have been closely connected with the constitutional developments that have taken place here ever since the war. It has been an intensely interesting and stimulating experience and I should like to pay a very sincere and high tribute to my colleagues in the Government. I know how sincerely the Chief Minister and his colleagues have been working with a view to establishing a sound Administration after Merdeka which will give fair play to all and afford a prosperous future for this country. The

good wishes of all British officers are with them in the great adventure which they are about to undertake.

With the attainment of Independence on 31 August 1957, and the coming into force of the new Federal Constitution, a number of changes were brought about both in the composition and powers of the Federal Legislative Council. The Council established under the Federation of Malaya Agreement 1948, continued to exist under the new Constitution until the new Parliament to be set up under it could convene in July 1959. There were many changes made in its composition by the new Constitution — the most significant was that it provided for the disappearance of the two ex-officio members — the Chief Secretary and the Attorney-General from the Council.

Watherston left Kuala Lumpur in September 1957.

As Chief Secretary, he had played a leading role in the constitutional talks leading to Malaya's Independence. He had acted as Deputy High Commissioner in 1953-54; and Officer Administering the Government on many occasions in 1953, 1955 and 1956. In recognition of his service in 1958, he was conferred the honorary *Panglima Mangku Negara*. In 1961, the Malayan and British Governments agreed to appoint a Commission headed by Lord Cobbold to conduct hearings and make proposals for constitutional changes in connection with the formation of Malaysia. Watherston was one of those appointed a member of this Commission. He died in 1977.

The official residence of the Chief Secretary was 'Carcosa'. Why was the name 'Carcosa' chosen? Frank Swettenham in a letter to the editor of *British Malaya* in May 1936, *inter alia* explained as follows:

When this house was finished and occupied I read a book which interested me. It was called "The King in Yellow" and at the beginning of this book there were some verses with a note explaining that they came from Cassilda's song in "The King in Yellow", Act 1, Scene 2. Here are two of the verses:

"Strange is the night where black star rise,
And twin moons circle in the skies,

But stranger still is

Lost Carcosa."

"Song of my soul, my voice is dead;

Die thou, unsung, as tears unshed

Shall dry and die in

Lost Carcosa."

I did not call the Resident General's dwelling "Government House", or "King House", because neither seemed an appropriate name in Protected States. I did not give it a Malay name, because it was to be the residence of a British Officer; so I took a book name as has often been done before.

As to the word Carcosa, I imagine it was the Castle of the King in Yellow, but the book explains nothing about either the place or its occupant. That apparently can be found in the play, to which there are only occasional allusions. Probably it is a word created by the author's fancy, though it looks like a combination of Italian words *cara* and *casa* and would mean "desirable dwelling" as indeed I found it.

Yours obediently,

Signed Frank Swettenham.

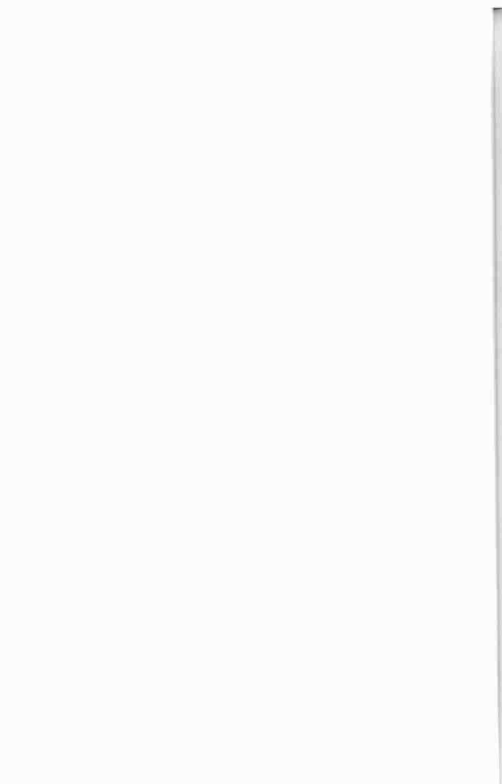
According to Harry Miller, in an article, "Legendary Carcosa", in *The Straits Times Annual 1958*:

The one house in Malaya that could be said to reflect the constitutional changes in the post half-century is Carcosa ... Since it was built 61 years ago it has been occupied by a succession of top Malayan civil servants whose titles before the years ranged from Resident-General to Chief Secretary down to Federal Secretary who gave way to the British Resident of Selangor.

After the Japanese occupation, the 'Carcosa' "resumed its place in the order of precedence as the home of the chief executive officer".

The Malayan Government in 1957 presented 'Carcosa' to the British Government to be used as the home of the British High Commissioner to Malaya. The house was returned to the Malaysian Government on 13 July 1986.







VI.

THE CHIEF SECRETARIES – POST-INDEPENDENCE (1957-1990)



HERE were eight holders of the post of Chief Secretary between 1957 and 1990. They were, like their British predecessors from the Malayan Civil Service, officers with wide and varied experiences.

After Watherston's departure as Chief Secretary, Abdul Aziz bin Abdul Majid (later Tun), then the Menteri Besar of Selangor, was appointed to his place, but with the new title of Permanent Secretary, Prime Minister's Department. In that capacity he was also Head of the Civil Service and Secretary to the Cabinet with effect from 1 August 1957. There is no particular reason that can be cited for this change in title. In Britain, the name given to the administrative head of a Ministry (equivalent to our "Secretary-General") is "Permanent Secretary", so as to distinguish the holder from the "Secretary of State" (equivalent to our "Minister"). The Secretaries of State are politicians, and therefore their tenure of office is subject to the whims of political circumstance. Top-level civil servants, on the other hand, enjoy security of tenure, and therefore can serve up till retirement age, and so are more "permanent" than Secretaries of State – hence the British style of "Permanent Secretaries". But in the case of the title "Chief Secretary" at the time of *Merdeka*, perhaps its association with the recent colonial administration made it considered not suitable for an independent Malaya.

Abdul Aziz bin Abdul Majid was born on 8 March 1908, in Kajang. He was educated at the Kajang High School and attended the Devonshire Course at Oxford University. He had long years of experience at the District, State and Federal levels, having been Malay Officer, Assistant District Officer and the District Officer of Kuala Lumpur. During the Malayan Union, he was the Assistant Secretary in the Resident-Commissioner's Office in Selangor. In 1952, he became the Menteri Besar of Negeri Sembilan. In 1954, he was appointed the Menteri Besar of Selangor. He was a member of the Malayan delegation in 1956 as a representative of the Conference of Rulers for the constitutional talks. Abdul Aziz was also a member of the Malayan team which visited the United Kingdom to negotiate the Malayan Defence Agreement. In June 1963, he was appointed a member of the Malayan Mission to negotiate with the United Kingdom on the establishment of Malaysia. He became the leader of the Federation Negotiating Team in the Inter-Government Committee. The University of Malaya conferred on him an honorary Doctor of Laws at its convocation ceremony on 13 June 1964 presented by the Chancellor, Tunku Abdul Rahman Putra. The public orator for the occasion was Professor Wang Gung-wu.¹ He spoke in connection with Abdul Aziz's distinguished career in the Malayan Civil Service in the following terms:

Dato' Abdul Aziz has many memories of his 38 years in public service. Two are especially unforgettable and both are closely linked with crucial periods of our country's formation. The first was when he represented the Conference of Rulers on the Merdeka Mission to London in 1956. This was the historic meeting when he saw our new nation being forged. The other was when he represented our Government in the negotiations with Britain over the merger of the states of Sarawak and Sabah with Malaya and Singapore. This was followed by a long spell with the Inter-Government Committee as Leader of the Malayan Negotiation Team. The task was a delicate one, but all the more interesting because he had the opportunity of learning at first hand about the many administrative problems of Northern Borneo.

The professor then added:

But for those who want a career in the Civil Service, Dato' Aziz has some simple advice. The key to public service is integrity, above all integrity. This is a piece of advice I feel bound to pass on to our graduands today, especially those who have already found a place in our Civil Service.

Abdul Aziz retired from the Civil Service in 1964, and was immediately appointed as Chairman of the Public Service Commission. He held the post until 1971, when he was given the biggest appointment of his long and distinguished career as the Governor of Malacca and became a Tun. He died in office in 1973.

Abdul Aziz bin Abdul Majid was succeeded in 1964 by Abdul Jamil bin Abdul Rais (later Tan Sri Dato' Seri) as the second Head of the Civil Service and Secretary to the Cabinet. During his tenure, in 1967, the post was again renamed as the "Chief Secretary to the Government". The main reason given by Abdul Jamil for this was that the title "Permanent Secretary" gave the impression that it was on par with posts of similar nomenclature in the other Ministries. However, in fact the Permanent Secretary to the Prime Minister's Department was not only the Secretary to the Cabinet, but also the head of the whole Civil Service. Consequently, it was decided that the title Chief Secretary to the Government was more reflective of the true nature of the duties and responsibilities of the post. The change in title from "Permanent Secretary" to "Chief Secretary to the Government" was conveyed in a General Circular No. 9 of 1967 signed by Abdul Jamil himself on 2 August 1967.

Abdul Jamil was born on 14 January 1912, in Kuala Lumpur. He was educated at the Clifford School, Kuala Kangsar, and took an administrative course at Oxford University. He was appointed to the Malay Administrative Service (M.A.S.) in 1931 as a probationer starting his career in the middle of the Great World Depression. His first posting was to Kuala Selangor under Alec Newbould who was the District Officer at the time. He began his career during the world

slump. His next posting was to Sabak Bernam. In 1934, he was appointed Assistant District Officer, Port Dickson. Sometime in 1964 when I was the District Officer of that district, he visited me as the Chief Secretary. I took him to a *Gerakan Maju* project and hosted him to lunch at my official residence at No. 1 Tanjung Kemuning, Port Dickson. Although I recall the occasion vividly, it would be presumptuous to assume that this routine task made an impression on the Chief Secretary.

To return to Abdul Jamil's career, from Port Dickson, he was transferred to Kuala Kubu Bharu, and in 1939, to Teluk Anson where he was when the Japanese invaded Malaya. During the occupation years, "obeying instructions", he continued to work as a government officer. He worked in Lumut, and then in Lenggong, where he stayed for the duration of the war.

He was promoted to the Malayan Civil Service in 1947, and from then on served in a variety of senior appointments. In 1948, he was appointed Commissioner of Lands, Perlis. Two years later, he became Assistant State Secretary, Selangor. In 1951, he returned to Perlis as State Secretary. Two years later, he attended a one-year special administration course at Oxford University for officers marked for promotion. In 1955, he was appointed State Financial Officer, Selangor, and two years later, became State Secretary. In the year of independence, 1957, he was appointed Menteri Besar of Selangor, ahead of a few of his seniors. The post of Menteri Besar then not being a political appointment. In 1959, he was promoted to the post of Deputy Secretary at the Treasury. In 1961, he was promoted to the second most senior position in the Civil Service – that of Secretary to the Treasury, the first Malayan to hold the post. His career in the Civil Service reached its peak on 1 September 1964, with his appointment to the designated post of Permanent Secretary in the Prime Minister's Department, which as we have seen, was subsequently changed back to Chief Secretary to the Government.

How difficult and delicate the assignments of the Chief Secretary on occasion can be well illustrated in the case of Abdul Jamil at the time of the separation of Singapore from Malaysia:

When Tunku Abdul Rahman returned from London in August 1965 with a decision to separate Singapore from Malaysia, he confided it to only a very small number of ministers and very senior Government officers. One of the handful was Jamil Rais who this time had the regrettable task of personally preparing, in greatest secrecy, certain administrative documents necessary to give effect to the separation.²

On 6 November 1967, Abdul Jamil bin Abdul Rais retired from the Civil Service. He passed away on 12 July 1994, at the age of eighty-two. I was among those who attended his burial at the Ampang Muslim Cemetery the following day.

Tunku Mohamed bin Tunku Besar Burhanuddin (later Tan Sri) succeeded Abdul Jamil bin Abdul Rais as Chief Secretary to the Government on 7 November 1967. He was born on 19 April 1914, at Sri Menanti, and was educated at the Malay College, Kuala Kangsar. He was appointed to the Malay Administrative Service at the age of twenty in 1934. He had a long and distinguished career at all levels — District, State and Federal, including serving as State Secretary in Negeri Sembilan, Perak and Selangor in succession. In 1951–52, he was seconded to the Colonial Office, London, as an Assistant Principal Secretary. In 1957, he was appointed the first High Commissioner of the Federation of Malaya to Pakistan, a position he held until 1959. In 1963, Tunku Mohamed was appointed as the first Federal Secretary for Sabah and Sarawak. In this position, he was responsible for formulating an integrated service for some departments — a move towards the restructuring of the Civil Service as a whole. His service in Kuching was only for a period of six and a half months before he was recalled to Kuala Lumpur to be the Principal Establishment Officer in 1964.

Following the tragic May 13 incident in 1969, the Federal Constitution was suspended and Malaysia was governed by the National Operations Council (N.O.C.) chaired by the Deputy Prime Minister, Tun Abdul Razak. The Cabinet existed alongside the N.O.C., but it had no legislative function as Parliament was suspended. The N.O.C.

had as its principal administrative officer, the Chief Civil Affairs Officer, Tan Sri Abdul Kadir bin Shamsuddin who was also the Director-General of the Public Service Department. The Cabinet still continued to meet during the N.O.C. days, but in terms of Cabinet work, the Chief Secretary found that he had a reduced workload. Tunku Mohamed retired from the Civil Service on 31 December 1969.

Tunku Tan Sri Mohamed passed away on 10 February 1995, at the age of eighty-one. He was buried at Sri Menanti on 11 February 1995, in the presence of Tuanku Ja'afar ibni Al-Marhum Tuanku Abdul Rahman, the Tenth Yang di-Pertuan Agong. I was also amongst those who attended the funeral.

Abdul Kadir bin Shamsuddin (later Tan Sri), who succeeded Tunku Mohamed as Chief Secretary, was born on 3 November 1920 in Kajang. He became a Malay Probationer on 3 March 1939, and in June 1939, was "transferred" to the Raffles College, Singapore, for a three-year course and obtained a Diploma. From 1 July 1948, he was a Malay Assistant Superintendent at the Postal Department. He was, from 1 February 1948, until August of that year, a probationary Malay Administrative Officer at the District Office, Ulu Langat. On 13 August 1948, he proceeded to the United Kingdom on a Queen's Scholarship to read law at Bristol University, and on his return with a LLB and Bar-at-Law, was absorbed on 30 March 1952, into the Malay Administrative Service. He was appointed second Assistant State Secretary, Pahang, on 16 April 1952, and was promoted to the Malayan Civil Service on 30 March 1953. He won a Fullbright Exchange Scholarship in 1954 and studied at Yale University in the United States of America. On 20 June 1955, he reported for duty as Assistant Secretary for Defence, and later rose in rank to be Principal Assistant Secretary. He was then attached to the War Office at the United Kingdom from 10 September 1956 until 9 February 1957. His next post was Principal Assistant Secretary (Cabinet). He also attended the Imperial Defence College course. On 20 January 1960, he assumed the post of Deputy Secretary for Defence. He was promoted to be Secretary for Defence on 5 September 1962. He held this post for the next five years, until his appointment as the Principal Estab-

lishment Officer with effect from 7 November 1967. This post was re-named Director-General of the Public Service Department following the re-organisation of the Federation Establishment Office as the new Public Service Department in 1969.

Two days after 13 May 1969 incident, Abdul Kadir Shamsuddin was appointed Chief of Civil Affairs Officer in addition to his other duties as the Director-General of the Public Service Department. On 1 November 1969, he relinquished the post of Director-General of the Public Service Department, to become full-time Chief Civil Affairs Officer under the National Operations Council. On 1 January 1970, he was appointed the Chief Secretary to the Government.

Abdul Kadir had the distinction of being involved in the Merdeka talks of 1956 in London. After the great election of the previous year, the UMNO General Assembly had resolved that Independence must be won within the next two years. For that purpose, on 1 January 1956, a delegation comprising Alliance representatives led by the Chief Minister, Tunku Abdul Rahman left for London.³ During the actual talks in London, T.H. Tan and Abdul Kadir were made joint-secretaries for the Malayan delegation. Tunku Abdul Rahman praised both men in the following words: "Both our secretaries, Mr. Abdul Kadir and T.H. Tan worked beyond the normal call of duty." (*translation*) One of the important items in the agenda was "the fairly rapid Malayisation of the public service and the abolition of the post of British Advisers." It was a tryst with destiny that the last British officer holding the post of Chief Secretary, Sir David Watherston, and the two future Chief Secretaries of an independent Malaya, Abdul Aziz Majid and Abdul Kadir Shamsuddin were brought together in the constitutional talks. Later, Abdul Kadir was also involved in the formation of Malaysia and in the talks on the Malaysia issue with Sukarno in Manila and Tokyo as well as the historic meeting ending confrontation in Bangkok in 1966.

Abdul Kadir retired on 20 September 1976. Prime Minister Dato' Hussein Onn hosted a farewell dinner in his honour on 8 October 1976, at the Banquet Hall, Parliament House. He paid a glowing tribute to the guest-of-honour:

At first I feel reluctant to release Tan Sri Kadir from his post, because he has been very closely associated with politicians before and after independence.

He is one Malaysian officer who has contributed much to the country. As an eminent administrator, I believe that he has shown an excellent example in terms of work efficiency and providing ideas for emulation by serving officers as well as for future generations of officers.

In my view, his career demonstrates the capacity and the dedication of a determined youth to widen his experience and increase his knowledge. By sheer diligence and determination, he qualified to be a lawyer. This blend of experience and qualification has made him into an efficient and intelligent administrator, and he is well respected by all. He has a humble disposition, a pleasant personality, and is readily accessible to officers who wish to see him – these are qualities of an officer who is approachable and of high calibre. These are traits, in my view, which should be emulated by every officer in our Civil Service.

Another of Tan Sri Kadir's excellent qualities is his readiness to be fully involved in the formulation and planning of Government programmes. As Secretary to the Cabinet, he is always with us politicians. Thus, I can say that 'he is in it, although not quite in it.' (*translation*).

Abdul Kadir bin Shamsuddin passed away on 8 November 1978, at the age of fifty-eight. I attended his burial the next day at the Ampang Muslim Cemetery, Kuala Lumpur.

One of the traditions of the Civil Service is the dinner held at the end of the year, honoured by the presence of Their Majesties, the Yang di-Pertuan Agong and the Raja Permaisuri Agong, the Prime Minister and his wife, and the Ministers who would be sponsored by their respective Secretaries-General. In 1991, "The Civil Service Night" commemorated the late Tan Sri Abdul Kadir bin Shamsuddin with vignettes about of his career. The highlight of the evening was a recitation of a poem specially composed by Usman Awang, which is reproduced below:

Bintang Berkilau di Langit Kecemerlangan
(Tan Sri Abdul Kadir bin Shamsuddin)

*Ketika langit tanah air dibakar api nasionalisma
Ribuan putra-putri bangsa menggenggam baranya,
Kehidupan di bawah penjajahan menggerakkan
Kebangkitan anak watan berjuang menentang.*

*Seorang anak muda yang sederhana sifatnya
Tenang dan pendiam tapi tegas bersemangat
Terjulang dipercikan ombak suara kemerdekaan
Membina diri dengan ilmu dan keyakinan.*

*Dia tidak ikut dalam gemuruh teriakan 'Merdeka'
Dia tidak keluar mengarak bendera di jalan raya
Tapi menekuni tugasnya di belakang tabir
Kegigihan seorang nasionalis menjadi pentadbir.*

*Dia berada pada setiap rundingan kenegaraan
Menentukan zaman peralihan menjelang kemerdekaan
Mengukuhkan pentadbiran anak-anak watan
Suatu janji dan amanah negara masa depan.*

*Ketika jam pejabat selesai dia masih bekerja
Keliling sepi tapi failnya memenuhi meja
Sayup-sayup suara azan bersayap di angin lalu
Dia solat maghrib diantara timbunan kertas dan buku.*

*Kegigihan dan kebijaksanaan mengangkat namanya
Terpilih menjadi setia usaha bersama
Misi rombongan merdeka ke London
Pimpinan YTM Tunku Abdul Rahman.*

*Rombongan Merdeka dihantar oleh ribuan rakyat
Pulang menjulang kemenangan negara berdaulat
Dia terus bekerja tanpa suara keluhan penat
Sebuah cinta untuk negara di dadanya tersemat.*

*Itulah Tan Sri Abdul Kadir bin Shamsuddin.
Putra dari Kajang Negeri Selangor D.E.
3 November 1920 dia dilahirkan
8 November 1978 dia dimakamkan.*

*Sebagaimana sejarah tidak pernah berhenti
Demikianlah dia mengalir mengikut arus gelombang
Menangani persoalan pembentukan negara Malaysia
Yang mencakar pergolakan politik Serantau
Selat Melaka pun dibakar api konfrantasi
Lagu bangsa dua sebaya pun berhenti menyanyi
Tapi air dicincang takkan putus
Biduk lalu kiambang pun bertaut.*

*Tan Sri Kadir Shamsuddin ikut menyumbangkan
Perbincangan keamanan silatulrahim cara Melayu
Perundingan dengan Soekarno di Manila dan Tokyo
Lalu berakhir di Bangkok demi semangat Malindo.*

*Luka di tanah air sendiri suatu titik hitam
Di sana sini lidah api tinggi menjulang
Merah Sungai Klang merah baju si anak malang
Peristiwa 13 Mei yang sangat memedihkan.*

*Tan Sri Kadir dengan tugas yang diamanahkan
Ketua Pentadbir Hal Ehwal Awam
Dipertanggungjawabkan memulihkan keamanan
Suatu agihan kuasa terjulang di jemala
Melampaui kuasa Ketua Setiausaha Negara
Dalam Majlis Gerakan Negara yang disebut MAGERAN.*

*Sumbangan demi sumbangan terus terukir
Dialah yang membentuk Jabatan Perkhidmatan Awam
Sebagai Ketua Setiausaha Negara diberikannya imej
Pengguntingan segala red tape peraturan birokratik
Ujudlah sistem 'feedback' dan 'monitoring'
Atasan dan bawahan satu barisan berjalan seiring.*

*Dia mendekati kehidupan rakyat luar bandar
Mengenai suka duka impian harapan bangsa
Sebagai Pengerusi Jawatankuasa Perancang
Pembangunan Negara
Yang Menggariskan dasar-dasar ekonomi baru
Digabungkan Syarikat Kerjasama Peladang dengan
Persatuan Peladang yang selama ini berasingan.*

*Meskipun tegas dalam menjalankan tugas negara
Hatinya mulia dan sifatnya selalu terbuka
Sebagaimana rapatnya dengan kehidupan rakyat
Begitulah akrabnya dengan pucuk kepimpinan negara
Sehingga segala sesuatu terlaksana lancar
Tersempurnalah tugas yang selalu mencabar.*

*Allahyarbam Tan Sri Kadir bin Shamsuddin
Sebutir permata ditatapkan
Di kerusi Perkhidmatan Awam
Terlalu banyak untuk dideretkan sumbangan
Satu demi satu bagaikan bintang-bintang
Berkilauan bersinar di langit kecemerlangan.*

*Malam bersejarah ini
Namanya terpahat dan terakam
Sebagai lambang dan ilham
Kemegahan Perkhidmatan Awam.*

*Usman Awang
Petaling Jaya, Oktober 1991*



Initial Training Course at the Staff Training Centre, Port Dickson, 4 September 1961. Dato' (later Tun) Abdul Aziz bin Abdul Majid, Permanent Secretary, Prime Minister's Department, is seated in the centre. Ahmad Sarji bin Abdul Hamid (later Tan Sri Dato' Seri Utama), then the Assistant District Officer, Seremban and Mantin, is seen standing at the back row, third from left.



Ahmad Sarji bin Abdul Hamid, District Officer, Port Dickson, welcoming the Chief Secretary to the Government, Tan Sri Abdul Jamil bin Abdul Rais (*extreme left*), at the Balai Raya, Kuala Sawah, on the Chief Secretary's official visit to Port Dickson in 1965.

37.



Tan Sri Abdul Kadir bin Shamsuddin, Chief Secretary to the Government (1970-1976).

38.



Ahmad Sarji bin Abdul Hamid, then Director-General, Farmers' Organisation Authority, with Tan Sri Abdul Kadir bin Shamsuddin, the Chief Secretary to the Government, on the occasion of the launching of the Farmers' Organisation Authority by Tun Abdul Razak bin Hussein, the Prime Minister, on 13 August 1973 at the Dewan Tunku Abdul Rahman, Jalan Ampang, Kuala Lumpur.



The Alliance Cabinet, 19 December 1972.

Ahmad Sarji bin Abdul Hamid (Secretary 'A' Division) is seen standing at the backrow, extreme left.



Left to right: Tan Sri Dato' Seri Abdul Jamil bin Abdul Raas (1964-1967); Tunku Tan Sri Mohamed bin Tunku Besar Burhanuddin (1967-1969); Tan Sri Dato' Abdullah bin Mohd. Salleh (1976-1979); Tan Sri Dato' Seri Abdullah bin Ayub (1979-1980); Tan Sri Dato' Hashim bin Arnan (1980-1984); and Tan Sri Dato' Paduka Sallehuddin bin Mohamed (1984-1990).

Abdullah bin Mohd. Salleh (later Tan Sri Dato') who succeeded Abdul Kadir, was born on 24 June 1926, at Kampong Batu, Padang Sebang, Malacca. He was educated at the University of Malaya. He joined the Johor Civil Service, and on 12 June 1955, was attached to the District and Land Office, Johor Bahru. On 1 November 1955, he was transferred to Muar as an Assistant District Officer. He was appointed to the Malayan Civil Service in 1957, and became Second Assistant State Secretary Perak with effect from 11 July 1957. He was then transferred to the Prime Minister's Department and served as the Private Secretary to the Prime Minister, Tunku Abdul Rahman Putra with effect from 12 October 1959, until the end of 1961. On 22 January 1962, he was transferred to the Public Service Commission as Deputy Secretary, and later became the Secretary to the Commission, for a brief spell. On 16 August 1967, he was transferred to the Prime Minister's Department as Under-Secretary (Cabinet and Constitution). He served in that post for two years, before being transferred to the Ministry of Education as Deputy Secretary (Supernumerary) on 1 July 1969. He was then seconded to the newly established University Kebangsaan Malaysia as the Registrar, a post which he held for two years from 31 August 1969. On 1 January 1972, he was appointed Secretary-General of the Ministry of Agriculture and Fisheries. On 1 August 1974, he was promoted to the post of Director-General of the Public Service Department. He was appointed Chief Secretary to the Government on 1 October 1976, and retired on 1 January 1979.

Following tradition, the Prime Minister Dato' Hussein Onn, hosted a farewell dinner in his honour on 21 April 1979. The outgoing Chief Secretary had served for only two years and five months. However, as the Prime Minister in his speech stated:

In view of his vast experience, as well as his strong motivation, he initiated many measures for the improvement of the Civil Service during his short tenure as the Chief Secretary to the Government. One of his final measures to improve the quality and increase the performance of the Civil Service is the introduction of the Code of Conduct for the Civil Service which will serve as a

guideline for civil servants. Unfortunately, time was not on his side for him to launch it. However, the ethical principles in the code provide the important basis for the continued improvement of quality, performance, and to enhance understanding and strengthen unity and trustworthiness. Through this code, we will be able to sustain a public administration which is clean, incorruptible, fair and just. (*translation*)

Abdullah bin Ayub (later Tan Sri Dato' Seri), who succeeded Abdullah Salleh, was born on 3 January 1926 at Rantau Panjang Laut in Sitiawan, Perak. He was a Queen's Scholar and was educated at Raffles College, Singapore, and later at the University of Malaya. He was appointed as a Malayan Civil Service cadet on 5 January 1954, and was posted as Assistant Commissioner of Labour, Selangor. He took a two year course in Mandarin to prepare him for the post of Chinese Affairs Officer, but the post itself was subsequently abolished before his course was over. On 23 August 1956, he assumed duty as Assistant Secretary to the Chief Minister and Minister for Home Affairs, Tunku Abdul Rahman Putra. On 5 January 1957, he was appointed Assistant Secretary in the Ministry of Interior and Justice until 11 September 1958, when he proceeded to the United Kingdom for an administration course at Cambridge University. On his return, he was posted as Principal Assistant Secretary in the Ministry of Labour and Social Welfare from 5 January to 2 September 1959. He was then posted to the Prime Minister's Department from 28 December 1959, until 20 February 1961, when he was posted to the Treasury. In the Treasury, he held the positions of Assistant Secretary, Principal Assistant Secretary, Under-Secretary (Supply), Deputy Controller of Supply, Under-Secretary (Administration), Controller of Supply and Deputy Secretary (Budget and Administration). This spanned over a period of more than eleven years in the Treasury (from 20 February 1961 until 30 June 1972). On 1 July 1972, he was appointed as the Director-General of the Public Service Department. On 1 August 1974, he was posted back to the Treasury as Secretary-General where he remained for a further four years and five months, until he was pro-

moted to the post of Chief Secretary to the Government on 1 January 1979. He was in this post until 30 November 1980 when he retired after just under two years at the helm.

Dato' Hussein Onn, the Prime Minister, hosted a farewell dinner for Tan Sri Dato' Seri Abdullah bin Ayub on 2 January 1981, at the Banquet Hall of Parliament House. The highlight of the Prime Minister's speech was when he acknowledged Tan Sri Dato' Seri Abdullah's long experience at the Treasury "... which has made him an expert in financial management who has no equal ..." (*translation*). More than ten years later on 26 July 1991, he was conferred the honorary Doctor of Laws by the University of Malaya. The public orator, Professor Nik Safiah Karim in paying tribute to Abdullah declared:

One of his major contributions is the review of the Suffian Salaries Report, which contain many benefits for the Civil Service. Among others, is the special pension scheme for civil servants. Prior to this scheme, there had been no provision to assist the wife and the dependents of the deceased husband. Abdullah and his officers in the committee proposed the derivative pension scheme, which provides for the pension to be given to the wife for a period of 12 years, if the wife does not remarry during that period. This benefit is extended to the children of the deceased until they achieve the age of 18 years. Another contribution of Abdullah is the housing scheme for civil servants. While he was at the Treasury, through the Suffian Report, he proposed to the Government the establishment respect of a special housing scheme for civil servants. This led to the creation of the Government Officers Housing Society. (*translation*)

Hashim bin Aman (later Tan Sri Dato') who succeeded Abdullah Ayub, was born on 1 September 1929, at Kampong Chembong, Rembau, Negeri Sembilan. He was educated at the University of Malaya, and subsequently joined the Malayan Civil Service as Second Assistant State Secretary, Malacca, on 4 December 1957. On 16 June 1958, he was posted to Jasin as Assistant District Officer. On 11 January 1959, he was posted to Pahang as Assistant State Secretary. On 1

November 1960, he was appointed Assistant State Secretary, Perak. He stayed in this post until the end of 1962. On 1 January 1963, he was posted to the Ministry of Agriculture and Cooperatives as a Principal Assistant Secretary. On 1 June 1965, he was appointed as the Commissioner of Lands and Mines, Kelantan, where he served for nearly two years. On 20 May 1967, he was posted to the Federal Establishment Office as the Under-Secretary (Promotions). In this department, he was promoted in November 1968, to the position of Director (Service Division). On 1 September 1972, he further ascended the hierarchical ladder in the same department when he was appointed as the Deputy Director-General of the Public Service Department. He remained in this post for under two years when he was appointed Secretary-General, Ministry of Health, on 15 July 1974. After three years of service in Health, he was appointed Secretary-General, Ministry of Defence, on 16 May 1977. After hardly six months in this post, he was appointed by the Prime Minister, Dato' Hussein Onn, Director of Government, Kelantan, with effect from 14 November 1977. On 1 March 1978, he was posted back to Kuala Lumpur. Three months later on 1 June, he was appointed as the Director-General of the Public Service Department, where he served until he was appointed as the Chief Secretary to the Government on 1 December 1980. Hashim retired as the Chief Secretary to the Government on 14 June 1984, after three years and six and a half months as the nation's top civil servant.

Tan Sri Dato' Hashim bin Aman was given a farewell dinner by Dato Seri Dr. Mahathir bin Mohamad, the Prime Minister on 14 July 1984 at the Banquet Hall of Parliament House. I was amongst those who attended the evening function and heard Dr. Mahathir pay a glowing tribute to Hashim. On his performance, the Prime Minister said:

On behalf of the Government, I would like to congratulate Tan Sri Hashim who has devoted his full attention and expended his energy in the performance of the duties of this highest post with distinction (*translation*).

He went on to add:

The Government recognises his calibre and integrity in the discharge of his day-to-day responsibilities, not only through the files, meetings and consultations, but through his advice and leadership when he headed the various Government agencies, and as the Chief Secretary to the Government. The Government fully appreciates the commitment, efficiency and integrity of Tan Sri Hashim. (*translation*)

The Universiti Pertanian Malaysia conferred on Hashim the honorary degree of Doctor of Letters on 12 August 1994. The public orator, Professor Madya Dr. Halimah binti Haji Ahmad, used a delightful *perbitan* to describe Hashim as follows:

Sebagai pentadbir dan pemimpin, Hashim sangat dihormati dan dikagumi oleh semua pihak kerana dalam dirinya telah tertanam ciri-ciri kepimpinan unggul:

*Kalau dia melompat berketumpu
Kalau dia mencincang, berlandasan
Kalau dia membakar di dalam baris
Kalau dia bertanam di dalam pagar.*

Dia tidak pernah:

*mengusik alam yang selesai
mengerub air yang jernih
menangguh di air keruh dan
memapas dalam belanga.*

Sejajar dengan ciri-ciri tersebut, semasa menjalankan tugasnya sebagai pemimpin Hashim tetap:

*menurut alur yang lurus
menempuh jalan yang pasar*

Kualiti kepimpinan yang tersemat dalam dirinya itu diperkuatkan lagi dalam corak perhubungan yang diamalkannya dengan orang sekelilingnya di mana Hashim adalah payung panji tempat berlindung, payung laweh tempat berteduh. Dan sebagai seorang pemimpin berkualiti, dalam menghadapi sesuatu situasi Hashim adalah umpama orang sedang mengbela jala: agak tegang dikenduri, jika kendur ditegangi.

Tidak cukup dengan ciri-ciri tersebut, Hashim juga adalah bak padi, makin tua semakin tunduk. Tunduknya bukan untuk dipijak tetapi untuk dijadikan tempat rujukan dan nasihat.

Sallehuddin bin Mohamed (later Tan Sri Dato' Paduka) succeeded Hashim as the Chief Secretary to the Government on 16 June 1984. He was born on 23 September 1932, in Raub, Pahang. He graduated with a B.A. (Hons.) from the University of Malaya in 1959. He was appointed to the Malayan Civil Service on 7 August 1959, and was posted as a Development Officer at the Rubber Industry Smallholder Development Authority (RISDA) headquarters. On 29 January 1962, he was posted to the Federal Establishment Office (FEO) as First Assistant Secretary (Establishment). After nearly three years at the FEO dealing with establishment and Whitley Council matters, he was posted to the Treasury and assumed the post of Principal Assistant Secretary (Economics) on 1 June 1965. He rose in service at the Treasury, having assumed various positions such as Under-Secretary (Tax), Director of Budget and Deputy Secretary-General. His stint at the Treasury was a total number of seventeen years, starting from 1 June 1965 until 1 November 1982, when he was transferred to be the Director-General, Economic Planning Unit, in the Prime Minister's Department.

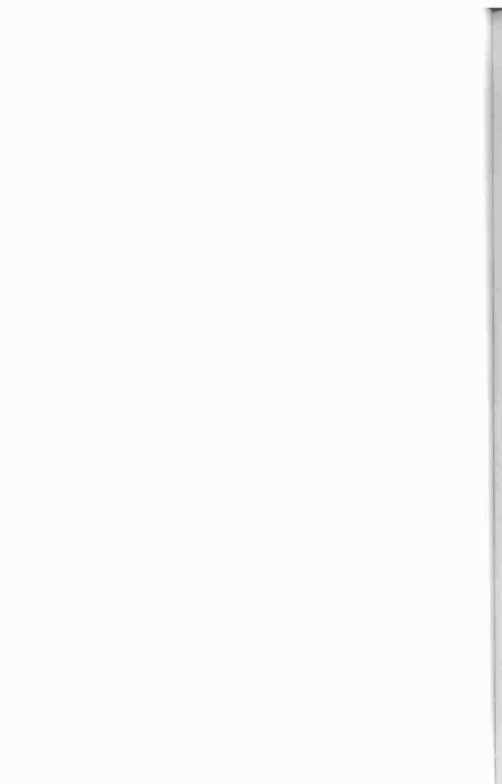
He retired on 31 January 1990, after serving five years and seven months as Chief Secretary. The Federal Government honoured Tan Sri Sallehuddin with a dinner at the Banquet Hall, Parliament House on 3 February 1990. The Prime Minister, Dato Seri Dr. Mahathir Mohamad, had praise for his personal attributes when he said:

Tan Sri Sallehuddin is a civil servant who is disciplined, objective and has the capacity to provide professional advice to the Government. He understands clearly the aspirations of the Government and the role of the Civil Service in the context of Government policy. (*translation*)

Dr. Mahathir went on to describe his performance in administrative reforms:

He has brought changes to the system and procedures of the Civil Service. Among these were his efforts to improve counter services ... Tan Sri Sallehuddin has also initiated moves to improve the structure of district administration. District administration is directly involved in the implementation of Government programmes at the grassroots level. (*translation*)







VII.

THE APPOINTMENT AND PAST EXPERIENCE

IT was on 23 January 1990, at 2.55p.m. when I received a letter from the Chairman of the Public Services Commission, Tan Sri Dato' Ishak bin Haji Patih Akhir (who had been my chief at the Economic Planning Unit, Prime Minister's Department, from 1979-81), informing me of my appointment as the Chief Secretary to the Government with effect from 1 February 1990. Coincidentally, this date was the seventy-ninth anniversary of the creation of the post on 1 February 1911, when Sir Arthur Young was appointed to the post. The Prime Minister's Department announced my appointment through the mass media on 25 January 1990. I never anticipated that this post would crown my career in the Civil Service.

The press secured some comments on my appointment from my father, Abdul Hamid bin Mohd. Aroop, who lived in Batu Gajah. The *Utusan Malaysia* in its 26 January 1990 edition reported:

Meanwhile in Ipoh, the father of the new Chief Secretary, Encik Abd. Hamid Aroop, 79, thanked the Government, in particular the Prime Minister, Dato Seri Dr. Mahathir Mohamad, who had placed their trust in his son by appointing him to the highest post in the Civil Service starting from February 1.

When contacted at the sports centre in Batu Gajah this evening, he said: 'I am very surprised to read in the paper this morning

that my son, Dato' Ahmad Sarji, has been appointed as the new Chief Secretary.' According to him, since childhood, Dato' Ahmad Sarji had been encouraged and advised to always perform a task with diligence and seriousness.

Earlier, the press had speculated on the appointment of the next Chief Secretary after Tan Sri Dato' Paduka Sallehuddin bin Mohamed. The *New Straits Times* report of 22 January 1990 mentioned five candidates for the post, including me.

I had held a number of posts at district level, having been the Deputy Assistant District Officer, Klang, (1961), and the Assistant District Officer (ADO), Seremban and Mantin, (1961-63). In this latter capacity I was gazetted Registrar of Titles Negeri Sembilan. The last two posts which I held at the State level, were as District Officer (DO) Rembau (1964) and District Officer, Port Dickson, (1964-66). District administration brought along a host of duties and responsibilities which affected every field of management. As an ADO, I was gazetted as the Assistant Collector of Land Revenue for the district which I served; at that time, the prevailing land law was the Land Code Cap. 38; During this period, the Government passed the Land Acquisition Act 1960. The ADO would hear cases of land acquisition for public purposes. At that time, too, Tun Abdul Razak promoted the fringe alienation schemes under The Land (Group Settlement Areas) Act 1960. We were put in charge of selecting settlers for the schemes and appointed superintending officers, which entailed detailed supervision of these schemes, right from earmarking the land, felling and pruning, selecting of participants ensuring that its settlers really worked their holdings. I was also fortunate to serve as DO of Rembau, for the district was covered by The Customary Tenure (State of Negeri Sembilan) Ordinance, which included customary land. Negeri Sembilan, where the matriarchal system (*adat perpatib*) remains supreme, has been described as a country "owned by women, and ruled by proverbs". I was a District Officer the days of the Indonesian confrontation and I was therefore deeply involved in tenant registration and the formation of Vigilante Corps as there were very many infiltra-

tors in the Port Dickson area which had a sizeable population of Indonesian descent. The coast around Port Dickson was especially vulnerable to Indonesian infiltration and in fact, many cases were detected.

As a District Officer, there were many other ex-officio statutory and administrative appointments – such as Chairman of the Town Board; Chairman of the District Security Committee; Chairman of the District Rural Development Committee; Registrar of Tenant Registration; Director of the Vigilante Corps – as well as other functions such as the Chairman of the Secondary School; Chairman of the Committee on *Bulan Babasa*, on Quran Reading Competitions, etc. In local government, as Chairman of the Town Board, under the Town Board Enactment Cap. 137, I had to deal with such now familiar subjects as land conversion, housing plans, certificate of fitness, illegal stalls, illegal extensions – all these on our plate even then. I was fortunate to gather another piece of experience when the Government of Negeri Sembilan appointed me Secretary of the Commission of Inquiry into the Malpractices of the Seremban Town Council during the Presidency of Mr. Chin See Yin. The Chairman of the Commission of Inquiry was Mr. Justice Lee Hun Iloe, (later Tan Sri Datuk and the Chief Justice of Borneo).

As I rose in seniority in the service, I gathered yet more experience in various posts which was to serve me in good stead later on. In 1973, Tun Abdul Razak appointed me as the first Director-General of the Farmers' Organisation Authority, responsible for mobilising small farmers into farmers' organisations, and for merging co-operatives and farmers' associations into farmers' organisations. The objective was to develop these institutions into viable socio-economic entities, providing them with inputs for agriculture development, funds for agro-business, etc. In 1979, I was posted to the Economic Planning Unit (EPU) as the Deputy Director-General (Sectoral), serving there until 1981. It was the time of preparation for the Fourth Malaysia Plan; I was in charge of the sectors of agriculture, industry, power, infrastructure, World Bank loans and integrated development plans.



Ahmad Sarji bin Abdul Hamid with Tun Abdul Razak bin Hussein, the Prime Minister, who officiated the launch of the Farmers' Organisation Authority on 13 August 1973.



Ahmad Sarji bin Abdul Hamid with Dato' Hussein Onn, the Prime Minister, at a Farmers' Day function in Kedah when Sarji was the Director-General of the Farmers' Organisation Authority.



Dato' Ahmad Sarji bin Abdul Hamid (later Tan Sri Dato'Seri Utama) receiving the Instrument of Appointment as Chief Secretary to the Government from Dato Seri Dr. Mahathir bin Mohamad, the Prime Minister, at 9.00a.m. on Friday, 2 February 1990, at the Prime Minister's Office, Jalan Dato' Onn, Kuala Lumpur.



Suratcara Perlantikan Ketua Setiausaha Negara

Mengikut Perkara 144(3) Perlembagaan Persekutuan yang memperuntukkan bahawa Duli Yang Maha Mulia Seri Paduka Baginda Yang Di Pertuan Agong berkuasa melantik seseorang pegawai ke jawatan khas atas perakuan Suruhanjaya Perkhidmatan Awam.

Selaras dengan peruntukan tersebut, adalah dimaklumkan bahawa Duli Yang Maha Mulia Seri Paduka Baginda Yang Di-Pertuan Agong telah memperkenan melantik

Y.Bhg. Dato' Ahmad Sarji bin Abdul Hamid
D.P.C.M., J.M.N., S.M.P., P.J.K.

sebagai Ketua Setiausaha Negara mulai daripada 1 Februari 1990.




 DR. MAHATHIR BIN MOHAMAD
 PERDANA MENTERI
 MALAYSIA



Dato' Ahmad Saggi bin Abdul Hamid—First day in office, 2 February 1990.

In 1981, I was appointed Deputy Chairman and Director-General of MARA, in charge of technical education, loans, projects, etc. for the Bumiputeras. It was a short stint. My tenure as the Deputy Director-General in the Public Service Department (1981-85) gave me a clear insight into human resource development, especially in the field of training and implementing the Government's Look East Policy. My posting to the Ministry of Trade and Industry (1985-90) brought along more experience. I was also the Chairman of both the Malaysian Industrial Development Authority (MIDA), and the Malaysia Export Credit Berhad (MECIB), as well as a board member of the National Equity Corporation (PNB) and the National Oil Company (PETRONAS). I sat on the Foreign Investment Committee (FIC), the Capital Issues Committee (CIC) and the Panel on Takeovers and Mergers (TOP). I was also the licensing officer for manufacturing under the Industrial Co-ordination Act 1975, and the licensing officer under the Petroleum Development Act 1974.

There is no way to get experience except through experience. But more importantly it requires experience to know how to use it. The experience which I gained at those levels exposed me to the exercise of statutory powers, administrative authority and communication strategy. How true it is that experience is a form of knowledge acquired only in two ways – by doing and by being done. The most important lesson which I learnt was that nothing could be achieved quickly, despite one's authority, if one failed to co-ordinate and communicate effectively. Hence, when I heard of my appointment, I thought to myself, the experience which I gained through all my previous posts would be invaluable for me in the exercise of the functions performed by the Chief Secretary.

The Prime Minister's Department fixed 2 February 1990, as my first day in office, and I was due to report for duty to Dato Seri Dr. Mahathir bin Mohamad on that day. I arrived at the Prime Minister's Department at Jalan Dato' Onn, Kuala Lumpur, before 8.00 a.m. on the appointed day and entered the office for the first time as Chief Secretary. The appointment with the Prime Minister was scheduled at 9.00 a.m. At the appointed time, Dr. Mahathir handed me my In-

strument of Appointment. At the four-eyed meeting, the Prime Minister talked about the need for changes in the Civil Service system, the introduction of micro-accounting, the concept of Malaysia Incorporated, and the procedures for recruitment in the Civil Service, among other subjects. He agreed that a time slot would be reserved for me after the Post-Cabinet Meeting, on Wednesdays for discussions with him. Through this first meeting, which lasted 45 minutes, I got to know his views on the Civil Service, and I also got my agenda for action.

I used to live at No. 16 Jalan Setiabudi, Bukit Damansara, Kuala Lumpur. On 1 April 1990, I moved to an institutional quarters at No. 4 Jalan Eaton, Kuala Lumpur. Jalan Eaton is probably the shortest road in Kuala Lumpur, being only 0.32km. in length. The road is named after Mr. B.J. Eaton, who had served as the Acting Director of Agriculture in 1910, 1921 and 1926 (when the title of the post was changed to Secretary to Agriculture). In 1930, he became the Director of the Rubber Research Institute, until he retired in 1936. No. 4 Jalan Eaton (formerly JKR 875) was built in 1927. It was a "Class B" quarters, now upgraded to "Class A". It is situated on a 1.687 acre piece of prime land. This home was declared by the Government to be the official residence of the Chief Secretary to the Government on 13 May 1987.





VIII.

SECRETARY TO THE CABINET, HEAD OF THE CIVIL SERVICE AND HEAD OF DEPARTMENT



HE Cabinet is the supreme tier in the edifice of the Malaysian Government. An aura of importance surrounds it. Its papers are highly confidential, its proceedings secret.

Attaining Cabinet rank is an enormously significant step for a Member of Parliament, and it places the Minister above the salt. Attendance at Cabinet takes precedence over all other ministerial duties and only Cabinet Ministers are permitted to attend. No civil servants are allowed to be present except for the Chief Secretary to the Government, who is also the Head of the Civil Service, and the Deputy Secretary-General (Cabinet) of the Prime Minister's Department.

The principle of collective responsibility is deeply rooted in the Cabinet's ethos. All Ministers are equally and jointly responsible for every decision by the Government. This applies both to decisions taken in Cabinet and by Cabinet committees. It is the foundation of unity to Government. Cabinet committees have evolved to make it easier to transact Government business, but the most important and critical issues are discussed in the Cabinet itself. As the Prime Minister has pointed out: "The Cabinet must have control over the administration or else the latter would simply ignore the wishes of the people as spelt out by the elected Government".¹

The Chief Secretary to the Government is the Secretary to the Cabinet. Fortunately, I had already gained some experience of the

kind of work which this involved in some of my previous postings. In May 1962, I was posted as the Assistant State Secretary C, Negeri Sembilan. In this position my function was to be the Clerk of Council, (State Executive Council), and Clerk of the State Legislative Assembly, Negeri Sembilan. I was in these positions until October 1962. When I got back from Harvard in 1971, I was appointed Secretary, Cabinet and Constitution Division, Prime Minister's Department. The Chief Secretary to the Government then was Tan Sri Abdul Kadir bin Shamsuddin. Through holding all these posts, I had learnt the art of concentrated listening, taking copious notes, and providing quickly a draft of the minutes of the meetings.

When I was Secretary to the Cabinet Division in 1972, Tun Abdul Razak was Prime Minister, and his Cabinet comprised members of the Alliance Party. On 3 January 1973, he presided over the first meeting of the Barisan Nasional Cabinet, marked by the appointment of Datuk Haji Mohd. Asri bin Haji Muda, the leader of PAS, as the Minister of Land Development and Special Functions. I attended the Cabinet meeting for the last time as the Secretary to the Cabinet Division, together with my successor to that post, Encik Abu Bakar bin Mohd. Nor (now Tan Sri Dato') on 20 February 1973.

When I attended my first Cabinet meeting, chaired by Dato Seri Dr. Mahathir bin Mohamad on the 7 February 1990, as the Secretary to the Cabinet, it was almost seventeen years to the day that I attended my last Cabinet meeting under by Tun Abdul Razak, in my capacity as the Secretary to the Cabinet and Constitution Division. Zawawi bin Mahmuddin (now Datuk) was Secretary of the Cabinet and Constitution Division until 30 April 1990. Alias bin Ali (now Dato'), a hardworking officer headed the newly styled Cabinet, Constitution and Inter-Government Relations Division, with the title of Deputy Secretary-General, an upgraded post. He served under me with distinction from 1 May 1990 until my retirement.

After the General Elections held on 21 October 1990, there was a Cabinet reshuffle, and following the tradition that the Chief Secretary to the Government in his capacity as Secretary to the Cabinet should be present at the Press Conference at which the Prime Minis-

ter announced the new Cabinet line-up, I attended that occasion on 26 October 1990.

Barisan Nasional was returned to power in the General Elections held on 24 and 25 April 1995.

Dr. Mahathir announced the Cabinet line-up at a press conference on 3 May 1995 at the Prime Minister's Department. For the second time I took my place next to the Prime Minister during the press conference.

I had the honour to be Secretary to the Cabinet under three Governments. There is no other experience to match that of being Secretary to the Cabinet. The Cabinet is the centre of activity where the vital decisions that affect the lives and interests of just about everybody in the country are made.

It is imperative that all instructions from the Prime Minister and the Cabinet be acted upon immediately. The Secretary to the Cabinet is also responsible for reporting to the Cabinet on the progress of the past Cabinet decisions undertaken by the various Ministries and Central Agencies. This is to ensure that the Cabinet is fully informed on the implementation of its decisions and to ensure that each decision is duly carried out by the respective Ministries and Central Agencies. Generally, progress reports are submitted within two months after a decision is made even though some progress reports are sent much earlier because of their urgency. Ministries and Central Agencies are expected to submit feedback from time to time, until a particular decision is fully implemented. Feedback received from the Ministries and Central Agencies is compiled, edited and presented to the Cabinet at its weekly meetings.

In his capacity as Secretary to the Cabinet, the Chief Secretary communicates Cabinet decisions to three main committees. These are the Meetings of the Secretaries-General of Ministries, Heads of Services and State Secretaries; Meetings of Heads of Federal Departments; and Meetings of Chief Executives of Federal Statutory Bodies. In 1990, the Inspector-General of Police and the Chief of the Defence Forces were made members of the Meetings of the Secretaries-

General of Ministries, Heads of Services and State Secretaries. The decisions of the Cabinet are conveyed at these meetings in clear terms.

Section 14 of the Delegation of Powers Ordinance 1956, delegates to the Secretary to the Cabinet, the power to sign by regulation or order, direction, approval, permission or consent made under the order of the Yang di-Pertuan Agong. Between 1990 to June 1995, I have signed 238 such subsidiary pieces of legislations and gazette notifications. Perhaps the most significant document that I counter-signed were those relating to the Code of Ethics for the judges and the rules and regulations relating to civil servants' discipline.

The Yang di-Pertua Negeri, the Prime Minister, Cabinet Ministers, and Deputy Ministers are all to be installed with due ceremony when the Yang di-Pertuan Agong presents their letters of appointment. During certain ceremonies, such as for the Members of the Administration, the oath of office and allegiance as well as the oath of secrecy have to be taken. These ceremonies are witnessed by the Chief Justice of the Federal Court and the Chief Secretary to the Government. Other appointments under the Federal Constitution do not require an official ceremony. Parliamentary and Political Secretaries take their oaths of office before the Prime Minister at his office, with the Chief Secretary as a witness.

Malaysia has a tradition of stable Government. The Cabinet is appointed by the Yang di-Pertuan Agong, acting on the advice of the Prime Minister. In theory, the Prime Minister has considerable freedom to choose his Ministers. In many countries, the Prime Minister is not free of the many restrictions in forming a Cabinet – such as coalition politics or sectoral interests demanding the representation of racial, regional, party, religious or linguistic interests. From my observation, the Prime Minister has been able to form his Cabinet, after the 1990 and 1994 elections, with relative ease. This is because of a formula agreed upon by the coalition parties with regard to positions in the Cabinet. So, there was none of the acrimony in the formation of a Cabinet which surfaces in many countries, soon after a general election especially when the ruling party is composed of a big number of member parties in a coalition.



Press Conference on 3 May 1995 at the Prime Minister's Department. Dato Seri Dr. Mahathir bin Mohamad showing to the members of the press his Cabinet line-up, watched by the Chief Secretary to the Government and Secretary to the Cabinet, Tan Sri Dato' Seri Ahmad Sarji bin Abdul Hamid.



The Cabinet, 9 May 1995. Tan Sri Dato' Seri Ahmad Sarji bin Abdul Hamid (Chief Secretary to the Government and Secretary to the Cabinet) is seen standing on the extreme left.



Dato Seri Dr. Mahathir bin Mohamad chairing the Cabinet session on 9 May 1995.

Inset: Tan Sri Dato' Seri Ahmad Sarji bin Abdul Hamid, Secretary to the Cabinet (second from right).



3 December 1993; Welcoming Dato' Seri Anwar bin Ibrahim, the Deputy Prime Minister, on his first day in office at the Prime Minister's Department, Jalan Dato' Onn, Kuala Lumpur.



The Prime Minister, Dato Seri Dr. Mahathir bin Mohamad, bidding farewell to Sultan Azlan Shah, who completed his reign as the Ninth Yang di-Pertuan Agong on 25 April 1994, watched by Tan Sri Dato' Seri Ahmad Sarif bin Abdul Hamid, Puan Sri Datin Seri Sagiyah bte Salikin and members of the Cabinet *(on the left)* at the Subang Kuala Lumpur International Airport.



Tan Sri Dato' Seri Ahmad Sarji bin Abdul Hamid paying respect to the Yang di-Pertuan Agong, Tuanku Ja'afar ibni Al-Marhum Tuanku Abdul Rahman, soon after his installation on 26 April 1994, at the Istana Negara, Kuala Lumpur, watched by the Prime Minister, Dato Seri Dr. Mahatir bin Mohamad, and the Deputy Prime Minister, Dato' Seri Anwar bin Ibrahim.



Meeting of Senior Officials in the Government Service on 20 June 1996, chaired by the Chief Secretary to the Government, Tan Sri Dato' Seri Ahmad Sarji bin Abdul Hamid (*seated in the centre*). The meeting was attended by Heads of Services, namely, Tan Sri Dato' Mohtar bin Abdullah, the Attorney-General (*seated 13th from left*); Tan Sri Abdul Rahim bin Mohd. Noor, the Inspector-General of Police (*seated 12th from left*); Tan Sri Dato' Dr. Abu Bakar bin Suleiman, the Director-General of Health (*seated 11th from left*); Tan Sri Datuk Dr. Wan Zahid bin Mohd. Noordin, the Director-General of Education (*seated 10th from right*); Tan Sri Dato' Ir. Wan Abdul Rahman bin Wan Yaacob, the Director-General of Public Works (*seated 10th from left*); Dato' Hj. Mohd. Khalid bin Dato' Mohd Noor, the Auditor-General (*seated 9th from left*); Dato' Mohd. Adnan bin Ali, the Accountant-General (*seated 9th from right*); and Gen. Dato' Seri Md. Noor bin Mat Arshad, representing the Chief of Defence Forces (*seated 4th from right*). The meeting was also attended by Secretaries-General, State Secretaries and Federal Heads of Departments.

53.



Tan Sri Dato' Seri Ahmad Sarji bin Abdul Hamid and Dr. Charles Utete, the Chief Secretary to the President and Cabinet, Zimbabwe, on 13 July 1995, at the Harare Airport.

54.



With Sir Robin Butler, Secretary to the Cabinet and Head of the Home Civil Service, United Kingdom, in his office on 19 January 1995.

The Cabinet comprises Ministers who are experienced in the field of administration. My own observation is that our Cabinet Ministers practise "hands-on management", and know as much as the permanent civil servants. Malaysia is not governed by the creative friction in some countries generated by putting "amateur Ministers in charge of professional civil servants." In unstable coalition Governments, Ministers always arrive in the knowledge that they will not be staying long. In Malaysia, because the Government has been stable and Ministers are long-standing, "the cult of the amateur Minister" does not exist. Ministers have immersed themselves in the details of their Ministry's work, grasped the basic issues, and injected the Government's political priorities into their Ministry's thinking.

In our country, *Yes, Minister*, the popular British television entertainment about Westminster has a lot to answer for. Simon James² writes that the humour of *Yes, Minister* relied on wicked exaggeration – the dimwit Minister, the Machiavellian civil servant – and, like the best cartoons, it exaggerated warts and foibles. Do the caricatures of *Yes, Minister* have any connection with the relationship of Ministers and their top civil servants in Malaysia? I think not.

The Chief Secretary to the Government is often referred to as "Head of the Civil Service", functioning as the principal link between the political leadership and the Civil Service; overseeing the interests of the Civil Service; and providing a model for others by displaying efficiency, effectiveness and professionalism in the conduct of his duties.

What is this institution, the "Civil Service", that he heads? The Civil Service is part of the executive arm of the Government, concerned with the implementation and administration of policy decided upon and legislated for by Parliament, which is the supreme authority in the State. Civil servants are officers who serve at the pleasure of the Yang di-Pertuan Agong. For all practical purposes, in this context, it means and is represented by the Government of the day. Civil servants are only concerned with the civil as opposed to the military or police functions of the executive. Nor are they concerned with judicial matters. Government Ministers, judges and members of the Armed Forces are not civil servants.

Responsibility for the central, strategic management of the Civil Service resides with the Prime Minister who is the Minister in charge of the Civil Service. It is the responsibility of the Chief Secretary to the Government as Head of the Civil Service to bring efficiency and effectiveness to the Civil Service through organisational change, promotion by merit, reform, imposition of discipline, etc. The Chief Secretary is by law the Chairman of the Promotion Board and the Disciplinary Board, as well as the Chairman of the Panel on Administrative Improvements to the Civil Service, the Committee on Rightsizing the Civil Service, the Superscale Review Committee, and the Permanent Committee on Public Complaints.

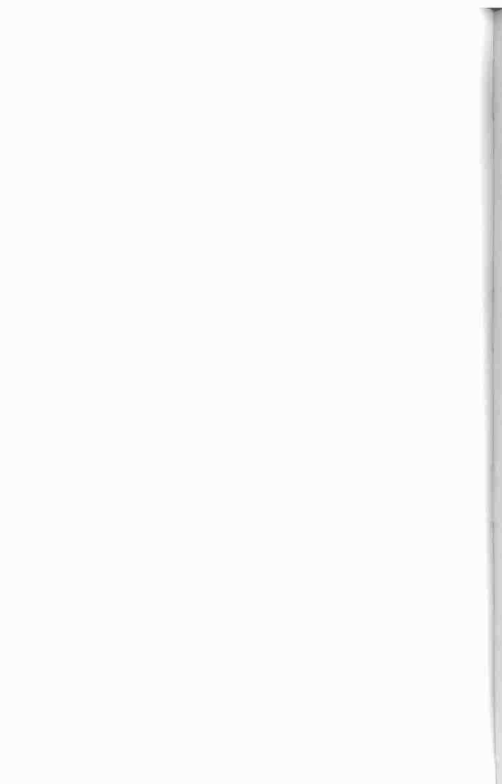
At the beginning of my tenure, I have been able to discern a few challenges which the Civil Service would have to face. Firstly, it will have to play a facilitative role so as to create a conducive environment for the private sector; rules, regulations, and procedures will therefore have to be reviewed; secondly, the Civil Service will have to be more efficient and effective; thirdly, with the increased allocations to Government agencies, there is a still greater need for accountability in financial management; fourthly, with an expanding economy, and with greater temptations, civil servants must have the highest sense of discipline; and, fifthly, with an expanding population, the management of public complaints must be improved. In short, the Civil Service will have to be reformed in order to be effective, efficient, and more competitive in the global context.

The Chief Secretary to the Government is the chairman of a plethora of committees which provides him with the opportunity to play a role in reforming the Civil Service, in the formulations of national policies, in the monitoring of development projects, and to be directly involved, in some areas, in the development process. The chairmanship of the above committees bestows influence but absorbs a lot of time.

The Chief Secretary is the administrative head of the Prime Minister's Department whose duties and responsibilities are spelt out in the General Circular No. 2 of 1982, namely: (i) as the Chief Executive, the Controlling Officer and Chief Accounting Officer for the

Prime Minister's Department, being responsible to the Prime Minister; and (ii) to provide guidance and direction in the formulation of policies pertaining to the Prime Minister's Department. As the Controlling Officer for the Prime Minister's Department, I was responsible for the financial management and budgeting of the Department which included financial planning, disbursement, procurement, virement, accounting and controlling of public funds.







IX.

THE CHIEF SECRETARY'S CIRCULARS

AFTER a careful study of the approach required to bring about a fundamental reform aimed at upgrading the efficiency and effectiveness of the Civil Service, I adopted three important principles: (i) clarity and precision; (ii) consistency; and (iii) follow-up and follow-through. Administrative changes requires to be carefully formulated and explained in a clear manner, particularly to those who have to implement them and who are in direct contact with the public. On this basis, in 1991 a new type of circular, now known as the Development Administration Circular, was issued under my hand and the seal of the Prime Minister's Department, which contain the detailed guidelines on each of the administrative improvements to be implemented by Civil Service agencies. Through the use of these circulars the reform movement will be pushed ahead with better clarity, precision, consistency and uniformity.

The Prime Minister was of the firm opinion that the provision of clear guidelines and instructions to implementing agencies was crucial to the success of the reform programme. In this context he gave his wholehearted support to the initiative taken by the Civil Service leadership in 1991 in issuing this new class of circular. Its prime objective is to convey to civil servants Government directives, along with guidelines and examples of the administrative improvement programmes which Civil Service departments and agencies are required

to implement. To date, a total of twenty-two Development Administration Circulars have been issued. Their range gives a broad indication of the areas for administrative improvements emphasised within the Civil Service.¹

Dr. Mahathir's conviction that a work culture of excellence is the foundation for quality service stemmed from his profound grasp of the concept of quality itself. In an article entitled "Quality Control in Government", written as early as 1984, he already had a clear vision of what quality service entailed, as the following excerpt makes clear:

What constitutes quality in service? Efficiency is certainly one. When service is required and it is delivered promptly or within the shortest possible time, an element of efficiency is obviously present. But the service must also be correct and in accord with the requirement. In other words everything that is needed is delivered in one go.

and,

To enable work to be promptly and efficiently done, there must be a system for working. Haphazard work can never be efficient and therefore cannot be of good quality. The complete process of a piece of work must be itemised and analysed. Then the work must be divided into component parts. The personnel who should attend to each part must be identified. The flow of work must be programmed. Even the time for doing each piece of work should be assessed. Where the work is done repeatedly and frequently, a recognisable "assembly line" should be set up and put into operation.

Dr. Mahathir strongly advocated the use of work-flow charts to record, analyse and improve systems and procedures. The practical tools that he proposed for the above process orientation to work were the Manual of Work Procedures and Desk File.

On 1 July 1991, I issued the Development Administration Circular No. 8 of 1991, entitled "Guidelines on the Manual of Work Proce-

dures and Desk File". I have often stressed that Heads of Departments must understand their work in terms of the flow of information. By "information" here is meant the knowledge relevant for taking effective action. Before attempting to understand any given task, Heads of Departments must first make it a point to ask themselves the following questions: what information is required, in what form, and when? They must learn that information is their tool. All of this is explained in the Manual of Work Procedures and Desk Files. The Manual is meant for a department or agency, whereas the Desk File is for each individual post. The Manual contains specific information on each of the services or outputs of a particular department or agency. This information includes: (i) the various steps involved in the production of a service or output; (ii) the officers and staff involved in each of the steps; (iii) the regulations and rules related to the duties carried out; and (iv) work flow charts. A Desk File, on the other hand, contains, among others, the duty list, the hierarchy of posts within the organisation, internal and external linkages, and the action plans, work charts and checklists for each of the duties assigned to each particular post. The checklist itemises every action that needs to be taken or every aspect that needs to be checked by the officer or staff member in the course of his duty. The use of a complete and comprehensive checklist will ensure the avoidance of errors or defects. To ensure quality work, Heads of Departments must ensure the proper implementation of the Manual of Work Procedures and the Desk Files.

The Manual of Work Procedures and Desk Files should be reviewed from time to time – preferably once a year, or as often as required. They need to be updated whenever there is a change in Government policy or in the laws that affect the department or agency. Both Manual and Desk File have also to be reviewed when new processes or duties are created in a department/agency as a result of a review of existing processes, of the restructuring of duties, or of a change in the structure of the department/agency. A review also has to be carried out periodically to ensure that the circular is being used as the main reference material by officers and staff at all times. Updated documents can effectively assist new officers and staff. All officers and

staff who are transferred from a department or agency are required to hand over their Desk Files as well as a note regarding the handing over of their duties to their successors.

The benefits that have been realised in Government departments and agencies, which have successfully implemented the Manual of Work Procedures and Desk Files have completely borne out what Dr. Mahathir predicted. First, all staff involved have come to understand the processes within which their jobs are embedded. Individual jobs are no longer seen in isolation but as input contributing to the overall organisational output. The development of this process-oriented mind-set in all civil servants laid a firm foundation for the introduction of the Quality Movement in the 1990s. The second, and immediate benefit, has been that all civil servants are now provided with a comprehensive set of information to enable them to execute their duties effectively. Ignorance about the job can no longer be cited as an excuse for non-performance.

Civil servants throughout the country hold, keep and control the movement of thousands of files and forms and they are engaged in many processes. In the Civil Service, expectations of excellent quality service also include aspects such as speed, accuracy and the quality of decision making. Delay can be said to have occurred when a certain task takes more than the minimum time allotted for its completion. Such delays can result from weaknesses in systems and procedures, policies which are not clear, undue cross-referencing between agencies, undue latitude in the use of discretion, unclear delegation of powers as well as the attitude of the individual civil servant. As such, Heads of Departments should constantly review all existing systems and procedures with a view to expediting the decision-making process by reducing levels of decision-making. There is thus always a need to review the Manual of Work Procedures being used. It is important to ensure that there is quality inherent in the decision-making process used by Heads of Departments. To this end, I proposed that Heads of Departments prepare lists which included: (i) all statutory and administrative powers vested in them; and (ii) specific criteria which

could be used as guidelines to assist them in decision-making within a defined time schedule.

I identified the Manual of Work Procedures and Desk Files as a tool to dig out the causes of unproductive practices. Work improperly done and errors made usually means that man-hours of related work are man-hours lost for work done to correct the error and the extra work which follows. The important thing is to find ways to remove unproductive practices. In many departments, it is not very difficult to find such areas, provided there is a commitment to do so by those concerned, even if some very "sacred cows" are involved. For a start, Heads of Departments were asked to review the Desk Files and Manual of Work Procedures of their own officers and to find out from them the sources or reasons for any unproductive practices.

Dr. Mahathir directed me to create a work monitoring system that would enable each civil servant to be held accountable for his administrative action. The origins of this move can be traced to his extreme displeasure with certain agencies responsible for the completion of a particular hydro-electric project. As a result of the completion of the dam, a large area of forest was submerged, but the dead vegetation was left unattended without any action being taken for a long time. It proved difficult to identify the specific agencies responsible for this neglect. This prompted the Prime Minister to recommend the creation of the monitoring system whereby responsibility for different stages of a work in progress and the delays likely to occur could be identified. Thus, the Work Action Form was developed and resulted in the issue of the Development Administration Circular No. 11 of 1991, entitled "Guidelines on the Use of the Work Action Form". The Work Action Form, attached to the minute sheet of the file opened for an activity, has been able to incorporate all the features of the work monitoring system envisaged in the Prime Minister's directive. It captures the necessary information to establish that all the parties responsible for carrying out each of the work processes in an activity have carried out the required action and pinpoints causes for any delays that take place. Agencies have found that the use of the

form provides a very useful early warning system for undertaking remedial action before serious delay occurs.

In 1992, the Prime Minister directed the Civil Service to come up with guidelines that could be used as a source of reference for Government agencies to prepare their own performance indicators. The response was a manual entitled "Guidelines for Establishing Performance Indicators in Government Agencies". All Civil Service agencies have to develop their own performance indicators when preparing their annual budget estimates, annual reports and other performance reports that they are required to produce. The aim is to be able to evaluate an agency's performance by means of a set of objective indicators. This was a significant step in making public sector managers more accountable for the performance of their agencies. I have often reminded civil servants to avoid such unproductive practices as: attending to personal matters during working hours; being absent from their work stations; talking over the telephone for too long; not meeting deadlines; and not following system and work procedures which are in force.

The Total Quality Management (TQM), introduced in the Civil Service in 1992 derives its strength from seven principles, as explained in the Development Administration Circular No. 1 of 1992, entitled "Guide on Total Quality Management (TQM) in the Public Service". These principles are: support of top management; strategic quality planning; customer focus; training and recognition; teamwork; performance measurement; and quality assurance.

My expectation was that the top management would create a common language on quality amongst employees. In this regard, management must ensure that its employees have an understanding of the basic concepts of quality, namely that quality means fulfilling the requirements of customers; that quality is achieved through prevention; that the performance standard for quality is zero defect; and that the consequence of not paying attention to quality are higher costs.

The seven principles, popularly known as the 7Qs, are explained in Development Administration Circular No. 4 of 1991, entitled

"Guidelines on Strategies for Quality Improvement in the Public Service". The Q Suggestion System, is to encourage the generation of ideas that will enhance the performance of the agency; under the Q Process System, each stage of the work process in the production of a quality output is documented in detail in the form of work flow charts; the Q Inspection System is a form of quality assurance to ensure that the output produced is of the desired quality. Quality Day is a day chosen by an agency to celebrate achievements in quality management. The Public Service Quality Day falls on 31 October each year.

The concept of the Q Slogan is introduced as a strategy to inculcate quality consciousness amongst the employees of a department or agency. Through the Q slogans, management communicates to its employees its vision for the organisation, the quality objectives it aims to achieve and the quality value systems that it hopes to instil in them. The Q Feedback System, requires each agency to establish an effective customer feedback system. The purpose of the Q Information System is to disseminate information to the public regarding the services provided by an agency. Such information can be conveyed in the form of pamphlets that should be easily available to the customers.

People are the most valuable asset of an organisation. Participative management means that every worker regardless of his position in the organisation is given the opportunity to make meaningful contributions to it. Quality Control Circles (QCCs) are therefore the mechanism whereby workers are able to participate in the problem-solving processes leading to higher quality and productivity. There was a need for proper guidelines to assist Civil Service departments to implement QCCs. I issued Development Administration Circular No. 7 of 1991, entitled "Guidelines on Quality Control Circle (QCC) in the Public Service" on 29 July 1991. With the launching of the circular, efforts to implement QCCs became more vigorous. At the lowest level, the supporting staff forms the QCC group to identify and analyse work related problems and to come up with alternatives for solving them. At the middle level, officers who are facilitators play a vital role in providing training and guidance to the group members. Top management, on the other hand, are the ones who listen to man-

agement presentations and decide on the implementation of the various alternatives put forward. To ensure the success of QCCs in an organisation, all three parties need to support each other.

There are more than 2,000 QCCs in the Civil Service. Based on an estimate of eight members per group, this would mean that the total number of civil servants involved in QCC activities is 16,000 or about 2 per cent of the total number of Civil Service employees, still a small percentage. I have suggested that more opportunities be given to QCCs to make management presentations at the department, state and national level. In fact, I suggested that management presentations made at national QCC conventions should be divided into two categories. The first category is for the administrative, financial, social and security services which involve projects related to daily administrative activities such as the filing system, counter management, office security, office lay-out, financial management, education, social welfare development, culture and sports activities. The second category is for technical and engineering activities which involve projects related to the maintenance of equipment and machines, and development of computer software. QCCs should be a continuous operation supported by incentives such as rewards for innovation, scholarships, trophies and opportunities for promotion.

Evidence has shown that agencies reap tremendous tangible benefits from the implementation of QCCs. These include reduction in operational costs, time saving, increases in work output and most importantly, increases in customer satisfaction. QCC activities have also resulted in some intangible benefits to many organisations. Management has become more open and receptive to new ideas, and systems and procedures have been improved. Documentation, for example, is one area where top management can give priority. The successes achieved by the QCCs should be well documented and kept at resource centres be it at the department, State or national level.

A great many of Government services in areas such as health care, revenue collection, security, immigration control, and those provided by local authorities and others are rendered to the public across the counter. It is at the counters of Government offices, that members of

the public come into direct contact with Government departments, and are thus able to assess the quality of services rendered. These are the "moments of truth" for the image of the Civil Service.

Development Administration Circular No. 10 of 1991, entitled "Guidelines for the Improvement of the Quality of Counter Services" was issued to further improve counter service. As a front-line service, departments should ensure that a client's visit to a Government counter is a pleasant one, meaning that counter service is not only be easily available in comfortable surroundings, but is also efficient and courteous. At the counter, the staff should provide courteous service and show professionalism in conducting transactions. As for support services behind the counter, emphasis is laid on streamlining systems and procedures using state-of-the-art equipment. For example, the Road Transport Department has computerised most of its counter transactions, so that the renewal of a driving licence now takes less than five minutes.

In the desire to further facilitate the public, departments have started to redesign the forms they issue. All types of application form used by Government departments are being reviewed to ensure that only relevant information is sought and that the criteria for accepting or rejecting an application are made known to the applicant. Towards this end, I launched on 30 March 1995, the Development Administration Circular No. 1 of 1995 entitled, "Use of Information in Application Forms and Specific Criteria for Decision Making", to assist Heads of Departments to review current application forms and to ensure that only information which is relevant and essential is sought to facilitate decision making.

After two years of implementing Total Quality Management (TQM), I issued Development Administration Circular No. 3 of 1993, entitled "Guidelines on the Client's Charter". The Client's Charter enables the public to know in advance the quality of service to expect. The standards laid down in the Charter also reduce ambiguities and uncertainties over the delivery of services, so facilitating the smooth processing of any transaction. This also enables the public to evaluate the quality of services rendered and thus to make compari-

sons across agencies. The quality standards stated in the Charter can also be used as a source of reference should the client decide to lodge a complaint for non-compliance of any terms in the Charter. This makes the complaint more explicit, specific and objective. For example, a client is enabled thereby to indicate the standards that have not been met. Previously, clients found it difficult to file complaints effectively because of a lack of certifiable proof that there had been a breach of quality standards in the service provided. I have found that problems of this nature have impeded the effectiveness of the complaints or response system in the Civil Service in the past.

The Client's Charter obliges Government departments/agencies to enforce these standards. Failure to do so only impairs the organisation's image and reputation. Agencies are thus compelled to work on improving the quality of their performance. The staff also learn to be more disciplined and responsible in dealing with members of the public. This is, in fact, one of the main intentions behind the concept. If agencies care about their image and reputation, which I think every respectable agency should, they will make sure that the pledges in the Charter are fulfilled. They should also not be afraid to be evaluated by their clients. Quality standards contained in the Charter act as good performance indicators. Departments/agencies can make use of them to measure their levels of achievement and take remedial action where necessary.

The importance which the Government attaches to these initiatives was indicated by the Prime Minister's consenting to launch the Client's Charter on 2 June 1993. The implementation of the Client's Charter is a bold step forward for the Civil Service. As far as I know, there are only two countries which have implemented the concept. These are the United Kingdom where the charter is known as the "Citizen's Charter" and the state of New South Wales of Australia where it is known as the "Guarantee of Service". As the Prime Minister has rightly pointed out, the Client's Charter is a commitment undertaken by the Civil Service to provide effective service to its clients, the general public, who are now empowered to take any Government department or agency to task where there are any shortcomings.

The introduction of the Client's Charter is but a beginning and the real test lies in its implementation. Agencies have been instructed that any service recovery system designed must not result in loss of revenue or increase in expenditure or result in litigation, and must be within the capabilities of the agencies concerned. For that reason too, they have been cautioned that pledges made must be practical and reliable. It has been similarly stressed that what clients want when service fails is for the problem to be rectified with personal attention and a clear apology. In order to explain the concept further and to assist agencies in implementing service recovery, I issued Development Administration Circular Letter No. 1 of 1994, entitled "Guidelines on the Implementation of the Service Recovery System".

Most agencies have formulated their Client's Charters, and there are now on record more than 390 such Charters. At the same time, many agencies are refining their Client's Charters so as to serve the public better and to ensure that they are in line with their own capabilities. Several methods have also been deployed to promote these Charters, while various mechanisms have been established to monitor the effectiveness of the standards set. Clients' feedback has also been captured in various ways, such as carrying out periodical client satisfaction surveys. Three new strategies have recently been introduced to enhance Charter effectiveness, namely: (i) the submission by departments/agencies of an annual Client's Charter performance report; (ii) ground inspection on the implementation of the Client's Charters; and (iii) the publication of an annual report on the implementation of the Client's Charter in the Civil Service as a whole.

The *Business Times* in an editorial of 20 April 1993 proclaimed the "Citizen's Charter Timely". The editorial went on to say:

At the heart of the citizen's charter should be a change of heart on the part of the Government employees. In modern terms this is what you call a radical change of attitude ... Government servants should shrug off the long-held notion that their jobs are sinecures.

and the conclusion added:

Soon with citizen's charters sprouting in every nook and corner of the country, it will indeed be interesting to see what effect this will have on the landscape. Will there be a noticeable improvement in the quality of life for Malaysians? After all, we have all the laws and regulations to deal with every conceivable form of infraction or offence against the environment, as one example. Will we continue to see bus commuters continuing to smoke in crowded buses happily abetted by the bus conductors and drivers? Will smoking still be seen in hospital areas? Sure enough, there is a law against that. However, is there the muscle and the will to enforce the regulation? Or is this just an expression of intention, or in other words just talk, talk and more talk? What about smoke-belching monsters on the road? What is being done to get them off the road? This recitation of the ills which still plague us can go on and on. Enough to say, that with citizen's charters soon, something must be done to put things right, or you may as well throw the charters into dustbins.

The implementation of the Client's Charter mandated Government agencies to spell out clear standards for the quality of their service delivery. However, a few agencies, having established these standards, were unable to meet them because of work backlog problems.

A prime example of a backlog problem is illustrated in the case of the National Registration Department. This Department was entrusted with the mammoth task of replacing all existing identity cards with new ones incorporating high security features. Even though the stipulated processing time according to the Department's Client's Charter was one year after applications had been received, in a great number of cases it just was not able to meet this target. By May 1995, the backlog stood at 1.4 million. Though I made a number of specific recommendations to overcome the Department's problem, I also realised that what was required was a special campaign to overcome the problem of work backlog itself in Government departments/agencies in general, particularly those dealing with the economic development

of the country. If problems were not attended to on an urgent footing, they had the potential to snowball and adversely affect the successful implementation of the Client's Charters in the departments/agencies concerned. A special campaign called the "Campaign to Clear Work Backlog in Government Agencies", was launched by me through a directive on 31 October 1995.

The mass media in principle supported this campaign as was reflected in editorial comment. On the instruction to reduce the arrears of work in the National Registration Department, the *New Straits Times* editorial of 22 July 1995, entitled "Espousing Efficiency Anew", *inter alia*, declared:

The public is generally pleased if they stand to benefit from some service or utility, or have suffered some adverse experience in one public department or another, or from one insufferable public servant or another. But mostly they just skim over such goings-on with the predictable tolerance, oversight and generosity of a typically forbearing nation.

Recently, Chief Secretary to the Government Tan Sri Ahmad Sarji Abdul Hamid unwrapped a new campaign to clear backlogs, outstanding applications and other unfinished work in Government departments – one which even *considered* punishing Government officials who sit on their jobs or have caused delays in the movement or loss of files. Malaysians are likely to take it very much in their strides as they perhaps feel that it sounds rather routine and decidedly true to form.

Everyone is accustomed to our old bureaucratic customs. But then familiarity breeds contempt. And the normal, hopeful questions and opinions may arise. Will this new campaign truly make a new difference? Perhaps this is too much to hope for? Surely they are asking far too much far too soon.

Maybe, the Japanese idea of *gradual* and *continual* improvement, *kaizan*, is a more realistic approach. This campaign perhaps, seeks to jump-start quite a few public departments at every organisational level, from start to finish. Some may recall that the judiciary department did not have that high a hope when imperative di-

rectives were issued to reduce the backlog in the law courts, our epitome of law and order.

People, having read nothing of any actual subsequent consequences, may perhaps assume that its effective results are still in the making. After all, our Total Quality Management concept has been put in place. Whether it is now a part of the system is another matter altogether.

More than a few years ago, our editorials called for prompt, smart service and smiles, among others, in such departments. Now that this campaign has jogged our memory, we now wonder if our request was ever fulfilled.

Another *New Straits Times* editorial dated 29 August 1995, entitled "Doing Away With Tardiness":

The Chief Secretary to the Government has harked continuously on the tardiness in the Civil Service, issuing directives, launching concepts and campaigns, threatened disciplinary action, and written a book on the need for a new paradigm in the Civil Service to keep up with the realities of changing times. One of his most ambitious to date, will be clearing the backlog in the Civil Service.

It is a commendable effort. Throw a stone into a crowd, and there will bound to be someone who has suffered at the hands of the Civil Service, the difference probably only in the matter of degree of severity and tolerance. It is common knowledge that backlogs of work characterise many Government offices and agencies, hence, what needs to be addressed urgently is whether it is an accepted fact. In the past, the public, being the real servant of the civil servant, had to accept the Civil Service for what it was, warts and all but the increasing emphasis being placed on the importance of the public as part of the corporate culture has elevated the public's status to a more equitable footing.

Still, the Civil Service and the public do not often see eye-to-eye. If the public is viewed by some civil servants as ignoramuses, some members of the public tend to view civil servants as slow lor-

ises. Each has its own adjustment to make, in this matter of perception because mind-sets can be particularly resistant to change.

However, heads of Government department should be held captive to good management. Numerous coffee and tea breaks and wastage of office resources should be handled effectively by department heads provided the chiefs themselves are not too pre-occupied with attending meeting after meeting. The option of disciplinary action, if it is to be pursued, cannot be a half-measure. In the Malaysian context, political and fraternal intervention must be staunchly discouraged even before such action is contemplated. The source to good management must be the department heads.

During the days of Tun Abdul Razak, the "morning prayers" system contributed greatly in accelerating development. With the agreement of the Prime Minister, I issued Administration Development Circular No. 1 of 1993, entitled "Guidelines on Morning Prayers" on 2 January 1993. The system seeks the speedy resolution of problems in the implementation of development programmes and projects, and in the issuance of licences and permits. The "morning prayers" act as a one stop forum in Government departments and it was reintroduced as this mechanism was found to be effective in the implementation of the Red Book System in the 1960s. The objective of the "morning prayers" is to solve problems on the spot and to inculcate the spirit of placing national interest above departmental interests. "Morning prayers" are implemented at the Ministry, State and District levels, and are conducted by the Secretary-General, State Secretary and District Officer respectively.

A recognition system is an important component in the public sector strategy to nurture a quality conscious culture. Formal recognition of good work done will increase the interest, commitment and enthusiasm of agencies and their pursuit of quality. The winning of an award increases pride in the organisation and improves its image. The various Civil Service quality awards invariably lead to healthy competition among public sector agencies and this, in turn will lead to an improved public service delivery.

Based on this consideration, the Prime Minister's Quality Award was introduced in 1990. In 1991, I decided to introduce the Chief Secretary to the Government Quality Award. The main objective of this award is to instil awareness of the importance of quality management amongst Government agencies. The selection process of this award is carried out simultaneously with the Prime Minister's Quality Award.

The winners of the Chief Secretary to the Government Quality Award are evaluated on eight main criteria namely; (i) leadership, which evaluates the actions taken by the management to improve the performance of the organisation evaluated; (ii) data utilisation and analysis, based on an evaluation of how data and information are collected, processed and used in the decision making process; (iii) strategic planning, where the organisation is examined to see whether it takes into account environmental changes in planning and whether there are appropriate strategies, programmes, projects and activities designed to achieve the organisational objectives; (iv) human resource management, based on an evaluation of existing training plans designed to enable them to provide quality service, and of a system of recognition for those who have given excellent service; (v) quality assurance, based on an assessment of checklists, work flow charts, manual of work procedures, and work norms to ensure the delivery of quality services; (vi) quality results, based on an evaluation of the results of good management practices in terms of reduction in operational costs and increases in customer satisfaction; (vii) customer satisfaction, based on an examination of methods for identifying the requirements of customers and of the action taken to meet these requirements; and (viii) innovations which bring about improvements in customer service.

The recipients of the Chief Secretary to the Government Quality Award from 1991 until 1995, were the Tengku Ampuan Rahimah General Hospital, Klang (1991); the Sarawak Economic Development Corporation (1992); the Federal Land Development Authority (FELDA) (1993); the National Institute of Public Administration (INTAN)(1994), and the Ministry of Defence (1995).

In the public service, the term "innovation" means the introduction of new ideas or changes to improve quality of service. The innovation may deal with an aspect of a technology such as an item of equipment which can expedite a work process or an adaption to existing systems, methods and procedures. In addition, innovation also refers to the introduction of new services which can benefit the public, and to the addition of new features to existing services, which give greater satisfaction to the customer specifically, or to the public generally. A new idea can be considered an innovation only upon its successful implementation as evidenced by the benefits it brings. In other words, new ideas must be made manifest in output, whether in terms of the product delivered or of the service rendered.

Satisfaction is the objective of all human endeavours. The greatest satisfaction is the pleasure derived from creating something, even more so, where the creation provides a benefit to society and nation. An artistic creation brings about satisfaction, sensual and aesthetic, through the harmonies of colour or sound. But the satisfaction derived from the invention of a new piece of equipment or a new technique evokes a sense of achievement, a sense of conquest and of pride as it benefits people at large. Real joy comes not from ease or riches or from the praise of men, but from doing something worthwhile.

Bearing such consideration in mind, as far as all civil servants are concerned, in practice this mean: (i) carrying out an idea or proposal which is clearly beneficial; (ii) continuously seeking new ideas and ways to solve problems; and (iii) encouraging the creation of new ideas or new approaches in administration.

The culture of innovation must permeate all Government departments in order to have a deep impact on performance. Heads of Departments and each member of each organisation involved must participate by contributing good ideas, initiating changes and bringing about improvements in their fields of work. This must be an on-going process.



The Chief Secretary to the Government
Quality Award Trophy.

DESIGN CONCEPT OF THE CHIEF SECRETARY TO THE GOVERNMENT QUALITY AWARD

- This trophy is made from pure sterling silver. The metal pieces are crafted with precision by master craftsmen to form a circular plate. The silver sculpture is decorated with the logo of the Malaysian Government, the logo of the alphabet Q and embellished with a twisted twine and hibiscus flower decorations. The base is made from *tegar* wood. This type of wood has a special natural beauty when properly polished. The sculpture measures 25cm inclusive of the base.
- The alphabet Q placed in the middle of the silver sculpture reflects the winner of the award as being a firm believer of quality principles. Quality is given special attention by all members of the organisation. The twisted twine decorating the alphabet Q symbolises the strength of co-operation between the members, their commitment towards quality and the quality culture that they practise. The logo of the Malaysian Government and the hibiscus flower that decorates the trophy reflects that the national interest forms the guiding principle in determining the activities of the organisation.

56.



The Chief Secretary to the Government
Quality Award Certificate.

57.



Datuk Effendi Norwawi, the Executive Chairman of
the Sarawak Economic Development Corporation,
receiving the Chief Secretary to the Government
Quality Award in 1992.



Prof. Anuar bin Maarof, Director, Information Technology Division of MAMPU, demonstrates to Tan Sri Dato' Seri Ahmad Sarji bin Abdul Hamid, Chief Secretary to the Government, the operation of the Standard Accounting System for Government Agencies (SAGA). With them are Dato' Haji Mohd. Khalil bin Dato' Haji Mohd. Noor, Auditor-General (*extreme left*); Encik Mohd. Adnan bin Ali, Accountant-General (*partly hidden*); and Datuk Dr. Abdullah bin Abdul Rahman, Director-General, MAMPU (*extreme right*). The photograph was taken at the Official Launching of SAGA on 26 February 1996 at INTAN, Kuala Lumpur.

Innovation can emerge from an environment where there is discipline and where staff members are working towards clearly defined objectives in clearly defined roles. Government departments have been instructed to establish innovative teams. These teams should be given latitude to explore weaknesses in the administrative rules, regulations and procedures; they are essentially project-oriented and goal-focused.

The staff of Government departments and statutory bodies are capable of coming up with new ideas, developing creative responses and providing the thrust for change. There have been many innovations, whether in products, market strategies, technological processes or work practices, which have been designed by Government officers. Top management must relearn to trust their staff and to encourage them to use the hitherto neglected capacity to respond to an idea or to a situation in order to tap the most potent economic stimulus of all, the desire to create. Thus, the challenge to leadership today is to translate the desire to innovate the administrative environment. We need a Civil Service that is not stuck in the rhythm of routine that makes it unresponsive to a new drumbeat. "Innovation and change" has to be a way of life rather than a periodic display. Innovation should not be a one-event kind of thing.

In striving to develop an innovative culture, each Head of Department has to ask himself five key questions: (i) What specifically do I want to achieve through innovation? (ii) How good is my department now and what are the specific things to innovate? (iii) What steps are required to innovate? (iv) How do I take those steps? (v) How do I keep improving and maintaining the momentum of innovation in my department?

The *New Straits Times* in its editorial on 1 May 1991, commented as follows:

The timely introduction of an incentive system to promote innovativeness in a domain universally known for its conservative tradition can perhaps be described as a breakthrough. The Government is going to recognise innovative contributions in the

public sector by giving cash awards both on an individual and a corporate basis to Government employees and agencies or departments for submitting ideas that will upgrade operational efficiency and productivity.

To qualify for the winning of cash awards and plaques, however, the awardees must meet the four criteria that relate to reducing operational costs, saving time, increasing productivity and satisfying the needs or expectations of the public. A number of examples of innovative practice have been cited such as simplifying bureaucratic procedures and cutting down processing time. Less red tape is envisaged, simpler procedures for the public to follow, more expeditious services on the part of public servants. All ideas on possible innovation to bring about administrative improvements in the public service will be considered by a high-level panel chaired by the Chief Secretary himself.

Tan Sri Ahmad Sarji told the Press that the incentive system has been designed to help inculcate a new culture of innovation in the public service.

One of the circulars contains guidelines on strategies for quality improvement. A holistic approach is discernible. To be effective, Government employees are now urged to put more effort not only in enhancing the quality of service, but also in improving the quality of thinking, response to the public, and in the totality of actual performance (in all their actions). A comprehensive training programme has been also formulated to help Government employees better understand the rationale, objectives and strategies of various innovative projects to improve public administration.

The circular on the management of meetings certainly merits close attention. While the importance of keeping proper minutes and related matters like follow-ups and feedback has been rightly emphasised, the time factor has also been duly appreciated in perspective. Tan Sri Haji Ahmad Sarji hit the right nail on the head when he stressed that time must be well managed (particularly so at the senior level) and that the proper use of time through effective and efficient conduct of meetings (often involving so many high-level officers at each sitting) must become the culture in the service.

Note the repeated stress on culture, with its intrinsic demand on constant improvement through persistent training and intellectual development. The culture of innovation as cited above, and likewise the culture of quality service and productivity, must be ingrained if the public sector is to meet its tremendous challenge of helping to build Malaysia into a fully developed nation within the next generation.

The closest working relationship that a Chief Secretary will have with any civil servant in the area of Civil Service reform is with the Director-General of the Malaysian Administrative Modernisation and Management Planning Unit (MAMPU), of the Prime Minister's Department. Following standard procedure, the Chief Secretary will first propose to the Prime Minister the reform measure that is to be introduced. Secondly, that measure is discussed in detail, first by the Panel on Administrative Improvements to the Civil Service (PANEL), which the Chief Secretary himself chairs, and of which the Director-General of MAMPU is the secretary; and then to the other committees: the Meeting of Secretaries-General of Ministries, Heads of Services and State Secretaries; the Meeting of the Heads of Federal Departments and the Meeting of the Chief Executives of the Federal Statutory Bodies which are also chaired by the Chief Secretary and the Director-General of MAMPU is the presenter; thirdly, most of the drafting of the Development Administration Circulars, and other guidelines and reports of the Civil Service reform measures are then undertaken by this Unit. In this regard, I could not have been more fortunate than to have Datuk Dr. Abdullah bin Abdul Rahman as the Director-General of MAMPU. He was innovative and followed instructions almost to the letter. Dato' Dr. Muhammad Rais bin Abdul Karim, another experienced officer, succeeded him on 16 July 1996.

Development Administration Circulars should be regarded as the instruments empowering change in Ministries, Departments and Agencies. Every Civil Service in the world has its own culture, meaning the way in which things are done. By "culture" in this context is also meant the sum of all the standard ways that are supposed to be

(and actually are) followed. Desire for change alone does not make change happen. Some departments may still have metal bracelets around their feet. Heads of Departments therefore have to mobilise the support of their staff for the vision of administrative improvements. It is hoped that with the good administrative practices as contained in these Circulars, and with such practices being constantly maintained, there will develop a set of positive attitudes among civil servants and there will emerge behaviour patterns concerned with quality at all levels of staff and management in the Civil Service. This will create in the Civil Service the way of thinking, feeling and doing things that academics refer to as a "culture". Since all the Circulars are concerned with quality administrative practices, then we will have quality culture in the Civil Service.

Speaking at a Press conference after delivering a keynote address at the Biennial Conference of the Commonwealth Association for Public Administration and Management on 22 April 1996, the Prime Minister said that civil servants should not make fun of Government circulars because they facilitate implementation of Civil Service policies for the benefit of the people. The *New Straits Times* dated 24 April 1996, in its report entitled "PM: Civil Servants shouldn't poke fun at circulars", quoted the Prime Minister as follows:

Some civil servants feel unhappy because there are many circulars being circulated to the different departments, but I don't see how else we can communicate with the departments if we don't send them circulars ... You cannot expect us to go and talk to everyone every time we have a problem. Circulars are necessary. So I hope civil servants won't poke fun at them.

The Prime Minister's statement on the circulars evoked a response from the *Berita Harian*. In its 25 April 1996 issue, it carried an editorial entitled, "*Menjernih Persepsi Surat Pekeliling*" (Setting The Right Perceptions About Circulars). I reproduce below the translated editorial in full:

A circular is often misconceived as a new order issued by employers to shackle employees. It is not easily accepted as a mechanism for smooth administration. In fact, it is a process enabling faster message conveyance and easier communication between management and workers. The use of computers may speed up message conveyance even more, but the effect of reading a circular is strongly felt.

Since a circular is seen to function as a one-way communication, i.e. only from the top downwards, it is often regarded as something negative. In the eyes of employees, a circular is a sentence. Employees should understand that they are not permitted to write a circular because they do not have the authority to do so. If they were to issue one, it would have no credibility. Hence, only the top management has the right to issue a circular.

As a circular is written in an official manner and signed by the top management, it is often regarded as an order. It is human nature to dislike an order. Thus, it is not surprising that some employees poke fun at circulars as laughing matter, especially the narrow-minded among them.

Not a few take a cynical look at circulars. They would understand the importance of a circular only if they themselves were to become management.

Employers or top management would surely find it difficult to convey a message orally to employees especially when it required urgent action. Employees may wish each new announcement to be made face to face. They expect employers to call them all together and announce everything new that involves employers and employees. This is not practical.

With every new direction, the employers would have to call an assembly to announce it. This would be time-wasting. If in one month four or five messages had to be conveyed to employees, the employers would need to announce these at four or five assemblies. Circulars sent to the departments or units concerned offer a quick solution.

The function of a circular, in fact, is more to inform or to convey the latest information about matters involving management and employees. It need not necessarily be just a work directive.

Many circulars are issued on the welfare of employees. For a large department with numerous staff, the circular is the most effective mechanism for conveying a message, especially if the message is a directive from headquarters to all staff at division and branch levels in the various states.

For us, a circular is an open letter whose contents need to be known by all concerned. If it involves policy, it needs to be known by everyone. If it pertains to rules of discipline, it needs to be understood and obeyed. There is no question of a circular being necessarily confined to issuing directives.

All employees must understand that the management has all sorts of information that need to be conveyed down to them. As the management is given the task of formulating policy, it looks at the total function of a department. The circular is not a phenomenon restricted to the civil service; the private sector also sends circulars to staff. Whether we like it or not, circulars will continue to be issued. If we ridicule them, we cannot regard ourselves as a part of the department where we earn our living. Henceforth we need to change our perception of circulars. Circulars facilitate the co-ordination of work, since identical messages can be sent to all concerned.

These circulars are an absolute necessity as they also form reference materials for the Government examinations. Questions on the content of these circulars were also asked in interviews for promotion, as well as the award of scholarships for training.

The popular image of civil servants is that they should remain faceless as they endlessly oil the bureaucratic machine, doing their best to provide services to the public as mandated by rules and legislation. Due to its sheer size, introducing change into the Civil Service has had its special problems. Some sceptics have considered it foolhardy to institute reforms across the board because of having to deal with differing orientations and inclinations. But I have always subscribed to the view that if you instil a vision of the future that is attainable, prove your commitment and provide the agenda, you will get others to share your views. They will then provide the resources and

energies to make things happen. I have found many such civil servants during my tenure of office. They are the 'unsung heroes'. They rise to the challenge and persuade others to become as committed to the change effort. Tirelessly, they carry the banner and move their organisations into uncharted waters, always forward towards excellence. I pay special tribute to these civil servants, the Secretaries-General, the Directors-General, State Secretaries, and others who have been the backbone of the reform effort.

Malaysia has two very large states – Sabah and Sarawak. The State Secretaries who served during my time, Tan Sri Datuk Seri Panglima Simon Sipaun and Datuk (Datu) Khalil bin Datu Haji Jamalul in Sabah; and Tan Sri Datuk Amar Haji Bujang Mohd. Nor and later Datuk Amar Haji Hamid Bugo in Sarawak, gave their full support in the administrative improvement programmes. I was particularly pleased when I was invited by Datuk (Datu) Khalil, to launch the anti-productive practices campaign on 15 September 1995 which he initiated.

The Medical and Health Services had two Directors-General during my time, namely Tan Sri Dato' Dr. Abdullah bin Abdul Rahman and Tan Sri Dato' Dr. Abu Bakar bin Suleiman. The good efforts of the former were continued by the latter. As the Director-General of Health, Tan Sri Dato' Dr. Abu Bakar Suleiman worked tirelessly to mobilise nearly 70,000 personnel to provide quality services. Teams such as Quality Management Teams, Quality Assurance Teams and QCCs were formed. New programmes such as the Achievement Through Target and Customer Satisfaction Project were introduced to inculcate quality values among the staff in all hospitals, clinics and health centres. Testimony to his dynamic leadership and strong commitment to quality is the long list of quality awards won by hospitals, and health and medical departments across the nation. The awards included the Chief Secretary to the Government Quality Award; Director-General of the Public Service Department Quality Award; several Public Service Special Awards for excellence in File Management, Counter Management and Performance Measurement; Best Client's Charter Awards and a string of Public Service

Innovation Awards. The excellent organisations accorded national recognition included the Tengku Ampuan Rahimah General Hospital, Klang; Hospital Sultanah Aminah, Johor Bahru; Tanah Merah District Hospital, Kelantan; Kuala Kedah Health Centre, Kedah; Kangar Dental Clinic, Perlis; Sarawak State Health Department; Kuala Krai Hospital, Kelantan; and the National Pharmaceutical Control Bureau.

The Public Works Department (PWD) has about 30,000 personnel and is the largest technical department in Malaysia. The initial work by Tan Sri Dato' Ir. Talha bin Haji Mohamad Hashim who served as the Director-General of the Public Works Department until 10 September 1990, was further enhanced by his successor Tan Sri Dato' Ir. Wan Abdul Rahman bin Wan Yaacob as the Director-General of the Public Works always placed great emphasis on quality, productivity and professionalism. He was the Head of a Service which has more than 1,800 professional engineers, architects, quantity surveyors, technicians, etc. His commitment to and support for the Total Quality Management (TQM) were very much evident by the setting up of the Quality and Productivity Management Steering Committee to spearhead the implementation of TQM in the Department. Many active problem solving teams such as task forces, work teams and QCCs were formed at every level of the Department. He encouraged innovations by the staff to improve the quality of service, and this has resulted in the Public Works Department winning a total of seven Public Service Innovation Awards between 1992 and 1995. In 1995, two of the Department's agencies, the Negeri Sembilan Waterworks and the Jempol Waterworks in Negeri Sembilan were awarded the Public Service Special Award for Project Management and the Public Service Special Award for Performance Measurement respectively. His successor, Dato' Ir. Haji Omar bin Ibrahim is continuing this quality effort.

The education service with 281,778 personnel is the largest sector in the Government service. There were three Directors-General during my time, namely, Tan Sri Datuk Wira Abdul Rahman bin Arshad who retired in 1991, Dato' Asiah bte Abu Samah who served for two

years and three months, and Tan Sri Dato' Dr. Wan Zahid bin Mohd. Noordin. They are outstanding educationists. Dr. Wan Zahid's term has coincided with the intensification of the Q movement in the Civil Service. He immediately recognised the importance of Total Quality Management and demonstrated its importance by spearheading the move to embed it in the education system of Malaysia. He is committed to increasing the quality of educational performance by introducing some major innovation, such as the Caring School Concept, Quality School Scheme, the concept of Zero Defect and the Small-group Approach Towards Improving School Management.

The Zero Defect concept has been introduced in all aspects of education. The Department pledged to achieve zero defect in all areas such as zero failure, zero *dadab*, zero truancy and so forth. The Quality School Scheme was introduced to encourage schools to achieve high quality standards in all educational aspects. Under this scheme recognition is given to schools which have continuously upheld high quality standards for three years. The Small-group Approach Towards Improving School Management is an approach whereby a small group of headmasters in the State is grouped together to produce significant improvements in the style and techniques of management among headmasters.

Dr. Wan Zahid personally takes charge of these quality management programmes, as he believes that quality performance does not occur by chance or accident; it occurs because it is designed into the way the organisation works.

There were other professional officers who provided the technical and moral support to their Ministers and Secretaries-General in the Q movement.

Tan Sri Dato' Shahrizaila bin Abdullah was the Director-General of the Department of Drainage and Irrigation for eight years. The Department has received international recognition through this campaign by winning the prestigious International Public Relations Association (IPRA) Golden World Awards in 1994. The Department also acted promptly in implementing the Development Administration Circulars in the effort to improve the quality of its service. It

emerged as one of the first Government agencies to launch its Client's Charter which won it the best Client's Charter under the category of Ministry/Government Agency in 1993. The Department introduced the Special Awards for Best Office and Best Irrigation and Drainage Scheme and Innovation Awards. The Hydrology Division of the Department embarked upon quality principles based on the ISO 9002 for all projects that it undertook.

Dato' Hj. Mohd. Nor bin Abdul Hamid, Director-General of the Royal Customs and Excise Department, has served for more than ten years. He brought administrative improvements towards delivering more efficient and effective custom services through the publication of a series of guidebooks on various custom procedures, such as the *Berita Kod*, a guidebook on tariff classifications. He also drew up guidelines on effecting duty drawbacks, a detailed brochure on import and export procedures, and excise procedures; service tax procedures and sales tax procedures, guide books on Duty Free Shops, Public Licensed Warehouses and duty drawbacks, while refund and duty exemption procedures have also been produced for the benefit of the public in their dealings with the Department.

The ambitious computerisation efforts starting with the Customs Information System (Phase 1) was introduced in 1990 followed by the Custom Information System - Dagang*Net Interface. This led to the Department winning the 1994 Public Services Special Award in the field of Information Technology. I was given the honour in 1994 to launch the *Sistem Maklumat Kastam* (Customs Information System) in Port Klang, an information technology device which is part of the move towards electronic commerce and a paper-less Civil Service. Revenue collection by the Department rose from RM12.7 billion in 1992 to RM17.667 billion in 1995, while the cost of collecting revenue decreased from RM1.54 billion to RM1.07 billion.

Mr. Yeo Hock Siew, Director-General of the Chemistry Department has brought pride to the Department. It was awarded the Best Client's Charter Award for the category of Federal Departments in 1994 and the Special Awards for Information Technology Management and Filing Management. A big achievement for the Depart-

ment is its success in getting its headquarters' laboratory accredited by the Malaysian Accreditation Council to the Malaysian Laboratories Accreditation Scheme (SAMM/ISO G25) for twenty-two of its test methods in 1994. This serves to underline the Department's commitment towards its quality system whilst further assuring and increasing customers' confidence in the service provided. Another historical achievement has been its successful introduction of DNA (deoxyribonucleic acid) Forensic Analysis making it one of only three countries in Asia to have done so.

Dr. Mahathir spoke about the Civil Service in his Presidential speech at the UMNO General Assembly on 4 November 1993. This is what he said, among other things:

We should be grateful because we have an administrative machinery which we can be proud of. It is not only efficient, disciplined and productive, but also provides quality service and is comparable to the administrative machinery found in more developed nations. This has enabled our nation to implement the development process in a smooth and effective manner.

I was present at the UMNO General Assembly as a guest of the party when the Prime Minister delivered these words. I felt proud to be head of the thousands of civil servants who had laboured so hard to earn this praise from our Prime Minister.

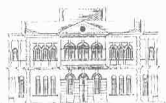
Dr. Mahathir paid the Civil Service further tribute in his speech at the Annual Dinner of the Malaysian Diplomatic and Administrative Officers' Association on 11 December 1995:

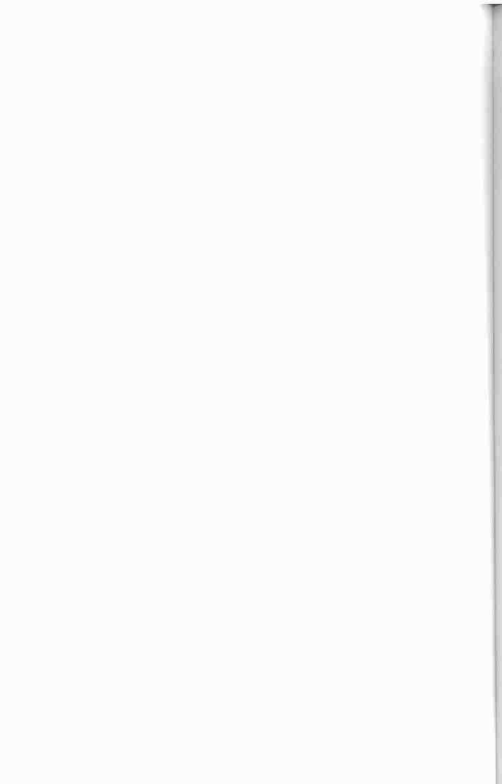
The country has undergone rapid economic growth for the past seven years with the annual rate of growth exceeding eight percent. This achievement, among others, is the result of an effective and efficient Government administrative machinery with the central role played by the Civil Service. The administrators are the implementors of Government policies and programmes and are responsible for the smooth implementation of projects as well as for the effective delivery of services. Although from

time to time there are still complaints from the public on the Civil Service, I believe that they are being addressed through various administrative improvements and innovations which aim at ensuring that our bureaucracy is concerned, proactive and efficient. If we compare with the civil services of other developing countries, I believe that our Civil Service is far more professional and systematic. It is probably this effectiveness shown by our Civil Service that has led the "World Competitiveness Report" to rank the Civil Service of Malaysia as the fourth best Civil Service in the world. In this context, I sincerely hope that our vision to make the Civil Service of Malaysia as the outstanding one in the world is not just a dream but will become a reality if the public sector continues to strive with full commitment, discipline, efficiency and a high level of productivity. (*translation*)

Our efforts at undertaking Civil Service reform were also acknowledged by the Commonwealth Secretariat which produced profiles of the public services of some Commonwealth countries, including Malaysia. The publication entitled, *Current Good Practices and New Developments in Public Service Management - A Profile of the Public Service of Malaysia*, examines the current good practices and new developments in the public service in Malaysia. It is also a distillation and analysis of innovations and best practices in public service management that have been described in the earlier chapters of this book. The Commonwealth Heads of Government Meeting (CHOGM) in Auckland, New Zealand, was held in November 1995. The Commonwealth Secretariat circulated at the meeting a publication entitled, *Managing the Public Service: Strategies for Improvement*. While the public service country profile series set out the *where* and the *what* in public service management, the book, *Strategies for Improvement* provides, the *how*, providing materials on the experiences and the successes of reforms undertaken by member countries. The book made special mention of our emphasis on quality management, recognising achievements through the New Performance Appraisal System, controlling the workforce, improving partnership between the public and

private sectors, the output-oriented system, in particular the Modified Budgeting System, and our information technology policy and its application for efficiency and quality.







X.

NEW REMUNERATION SYSTEM, MERITOCRACY AND PROFESSIONALISM



N 1990, the Government formed a Committee comprising senior officials to review the salary scales and the terms and conditions of service of public servants. The Chief Secretary to the Government was made Chairman of the Committee. In previous years, this task would have been entrusted to a Salary Commission, hence, the exercise was a monumental one. The Report of the Committee was considered and, with modifications, approved by the Government. The New Remuneration System (NRS) introduced on 1 January 1992, brought drastic changes in the structure of the Civil Service and in the terms and conditions of service relating to salary structures, allowances, and privileges.

With the New Remuneration System, changes had to be introduced for "delayering" in order to make the organisational structure of Ministries, Departments and Agencies "flatter" by reducing supervisory levels from five or six to three or four. The purpose of this move was to facilitate faster decision-making process. Similarly, 574 schemes of service were reorganised into 19 classifications of service. The Civil Service groups were reduced from four (Group A, B, C and D) to three (Premier; Professional and Management; and Support). Of special significance was the formation of the Premier and Special Grade posts. Superscale G, F, E and D were abolished and absorbed

into the new Professional and Management Group, with 3 grades known as Grade I, II and III.

The New Remuneration System introduced the Matrix Salary Schedule; by which the salary progression of individual personnel is based on a system of an annual performance appraisal. Under the NRS, a number of Cabinet Committee Report (CCR) salary scales were combined into one, and on conversion, more than 220,000 support staff and 3,000 Superscale officers benefited by getting "automatic promotions". Under the CCR, they had to wait for vacancies to exist before they could be promoted, no matter how long they had served or how qualified they were. In other words, promotion before was subject to the existence of vacancies whereas under the NRS, the combined scales allowed them to progress through the "promotion grades". On top of that, most of the matrixes have been lengthened, thereby providing more opportunities for those who have already reached the maximum on their old scales to progress further in their new salary scales. Under the CCR, whoever was converted to the maximum would remain where he was with no salary increment unless promoted. However, under the NRS the same officer, if he performs well, will still have the opportunity to progress vertically to the next level of this matrix. Thus, under the NRS more civil servants can expect to enjoy higher maximum salaries.

Under the merit principle of the New Remuneration System, emphasis is placed on performance. The salary movement of the individual civil servant will be given in one of four ways, that is, diagonal, vertical, horizontal and static in the Matrix Salary Schedule for each of the 19 classifications of service. This means that salary movement in the Civil Service is no longer automatic as in the past. Those who produce unsatisfactory work will not receive the horizontal increment, while those who contribute good work will receive a vertical salary progression which provides for a higher salary increase. Above all, those who provide excellent work will in turn be given a diagonal salary progression which provides for almost double the average salary increment. Under the CCR, no matter how good one was, he would

only receive an increment just like any other employee who might not perform just as well.

The introduction of a New Performance Appraisal System, to my mind, marks a significant shift in the work culture and thinking of the Civil Service. The new appraisal system incorporates new aspects of evaluation. A key element of this system is the setting of the *Sasaran Kerja Tahunan*, or Annual Work Target, which is used to assess the performance of civil servants by comparing their work target with actual achievement in the year assessed. The core aspects evaluated in appraising individual performance are activities and contributions, work output, knowledge and skills, personal traits, interpersonal communications and relations, and potentials. Each of these elements is allotted weightage for maximum score on the appraisal aspects. I believe that the setting of the Annual Work Target in the appraisal system marks, for the first time, the introduction of a standard of measurement in the evaluation of the performance of individual civil servants.

The new appraisal system gives a basis for the systematic evaluation for appropriate personnel functions such as promotion, transfer, and training and also provides useful data for other purposes as well. The introduction of the new format for appraisal is meant to encourage healthy competition amongst officers and staff which will contribute towards the enhancement of quality service. The rationale for the new performance appraisal system is to eliminate or improve upon the weaknesses of the old performance appraisal system. In the past, performance appraisal was done on an annual basis, that is, after the end of the calendar year. Thus, the evaluating officer tended sometimes to overlook the strengths and weaknesses of the officer reported upon for the period as a whole. Appraisals made were mostly reflective of very recent period of performance prior to reporting time. Thus, some important contributions in the earlier part of the year were overlooked, ignored or forgotten. In such circumstances, the "annual confidential report" as it was then known, was not so accurate, as it did not necessarily reflect the actual performance of the officer. Also in the past, the annual confidential report system was viewed as a

routine exercise rather than as a management tool to measure actual performance. The system was of limited application as it was mainly utilised for purposes of routine promotion.

A proper and systematic monitoring of officers throughout the year is crucial to provide for justice and fairness in the system. If there is no all-the-year monitoring on the performance of officers, then at the end of the year, even given the best of human memories, the evaluation will heavily depend on opinions and perceptions of the Head of Department or the evaluation committee on the officers's performance. Every man (or woman) has the right to his or her opinion, but no man (or woman) has a right to be wrong about facts. Fact is fact and feeling is feeling, never does the second change the first. The Head of Department or the evaluation committee must be absolutely honest and objective in evaluating an officer's performance. Honesty gives a person strength but not always popularity. An honest person modifies his ideas or opinions as to fit in with the truth, and a dishonest person alters the truth to fit in with his ideas or opinions. So I have suggested to the Heads of Departments that they should note down the achievements of their officers, as well as any lapse in performance on a regular basis, and not wait and reflect at the end of the year. In such a serious business, we cannot rely entirely on memory.

Again, the *New Straits Times* in its editorial of 25 October 1993, came out in general defence of the system, and in view of its important message, is reproduced here in full:

There is an unintentional vein of comedy in the *l'affaire* of the new appraisal system, unwittingly created by civil servants who expostulate against the evils it may engender, which is manifested in their fear to be assessed and judged on their annual performance. One suspects that those who are slack have every reason to fear judgment while those who fear change will resist any attempts at it.

That one is rewarded with no increment for the mere faithfulness in showing up for work will, understandably, agitate and infuriate those who have been quite contented in the past to see the amount of their salaries increased as a matter of course and

due. Civil servant, long secure in the calm and citadel of bureaucratic administration and comforted by traditional conception that a civil servant will be well taken care of by the Government until his twilight years, may find it hard to reconcile with a system which is designed to metamorphose them into a new breed – one who is ingrained with qualities like enterprise, discipline, industriousness, resourcefulness and efficiency. The abounding disgruntlements with the system indicate the difficulty civil servants face in adjusting to this method of linking salary increments and promotions to performance.

But this may be a simplistic rendering of a complex, and perhaps sensitive, situation in which departmental heads are endowed with the power to evaluate a worker's productivity and determine whether he deserves a diagonal, vertical, horizontal increment or none at all. Easing the process of adjustment to new rules will neither end the season of discontent that makes its appearance when appraisal time is due nor will it remove any obstacles in making the system a successful instrument for rejuvenating the civil service.

The fears that the system will breed evils such as favouritism, nepotism, parochialism and discrimination must be dispelled if at all civil servants are to be spurred on to greater productivity and efficiency. Unfortunately, such fears are not unfounded as evidenced from numerous appeals and complaints that have inundated the Public Service Department. This has prompted Tan Sri Ahmad Sarji Abdul Hamid to caution evaluating officers to be more responsible and to avoid displaying favouritism, being over-generous or stingy or taking the safe way out by giving average marks.

Departmental heads must not use power for self-aggrandisement. History has displayed the dangers which an abuse of power can lead to and these are lessons that should not be ignored. Those who occupy seats of position should realise that their duties and responsibilities do not empower them to do anything arbitrary. They are still accountable for how they utilise their power fairly and correctly for a common good. The power is not a vehicle for them to deprive the public of good and efficient services or to deny a worker his dues.

But the principle of accountability will only function well in a spirit of openness. If actions and decision are not transparent, the spirit and psyche of civil servants will suffer. The system will not result in a collective consultation and accountability culture if both officers and staff do not create an atmosphere of mutual trust. Until then, 'Give sentence unto me, O Appraiser' will be treated with suspicion, distrust and prejudice – all the right ingredients to sink the civil service into disarray".

The implementation of the New Remuneration System attracted a number of comments on two major aspects, namely the Matrix Salary Schedule and the New Performance Appraisal System. Representations were made that the Government should abolish the three level matrix salary schedule and revert to a fixed one line salary structure, that the New Performance Appraisal System not be used for the purpose of salary progression but only to determine the strengths and weaknesses of employees and for purposes of promotion. The dissatisfaction on the part of some with respect to the New Performance Appraisal System stems more from problems faced in its implementation than with the concept itself. The performance appraisal, in effect, is based on the principle of consultation and joint agreement through the process of the setting of the Annual Work Targets. An agreement occurs between the superior and his subordinate in terms of performance targets and this is reviewed mid-year, again through the process of consultation and agreement between the two parties. This provides the basis for evaluation, which is documented and transparent for all to see. Lack of fairness occurs usually because the Annual Work Targets are not conscientiously drawn up or reviewed, thus providing the element of arbitrariness, which in turn leads to allegations of unfairness.

In this respect, I have suggested that evaluators be guided by what I term the "incidents file", whereby as a matter of habit, evaluators jot down particular incidents concerning the performance of their subordinates which occur during the year, that can then be used in their evaluation at the end of the year. This reduces the reliance on memory

or events close to evaluation time thus influencing the performance evaluation.

My view is that lack of proper understanding of the concept, particularly with respect to the lack of an appeal mechanism, has caused some dissatisfaction with the New Performance Appraisal System. In effect, the evaluation forms provide for review through the procedure of reevaluation by a second evaluating officer. Together with the *Panel Pergerakan Gaji* (Salary Progression Panel) set up to co-ordinate and review the evaluation done, the new appraisal system incorporates a built-in review system. Any irregularity or bias will be tracked by such Panels, which should then regularise the performance evaluation done for all the personnel under their purview. A Panel then determines the salary movements for each member of its personnel for the year, which should be free of any bias and unfairness. I must admit, however, that we are dealing with 958 such Panels, so that there are bound to be inconsistencies due largely to the lack of full understanding of the functions and responsibilities involved. Towards this end, the National Institute of Public Administration (INTAN), has been directed to conduct training courses to ensure that the members of the Panels are fully conversant with their roles and responsibilities.

On the occasion when Dr. Mahathir officiated at the Economic Planning Unit's 1994 Excellent Service Award presentation on 18 September 1995, his comments on the performance appraisal system as reported by the *New Straits Times*, on the following day, were as follows:

Under the NRS there is an open assessment for everyone, who will be able to know about their achievements, weaknesses and strengths. Therefore they can determine whether or not the report is fair, or whether to complain, and they can rectify weaknesses.

However, after conducting the assessment, other appraisals which were concealed, could not be used for the purpose of giving promotions.

The open assessment must be used for promotions, salary increases, and excellent service awards. That is the true assessment.

In his speech, the Prime Minister also spoke on the importance of the appraisal as the yardstick to determine promotions and salary increases.

He said it was unfair for these opportunities were not based on the NRS, and employees with good assessment not getting promotions and those with low assessment getting them.

Dr. Mahathir said he believed the NRS was a good system which has given many their promotions and salary increases.

As for me, I suppose my personal feelings are best expressed in the old adage that: "the difficulty lies not so much in developing new ideas as in escaping old ones".

I have tried to ensure that the promotion of officers under my direct jurisdiction is based on merit and not on seniority. A promotion for officers means a rise in rank and an increase in salary, authority, responsibility and accountability. Increased responsibility comes from the increased authority and ability to influence decisions affecting the Department. The promotion of an officer from the post of, say, a Deputy Secretary-General to that of Secretary-General of a Ministry constitutes more than a mere rise in rank. It represents shouldering the mantle of important responsibilities as the Controlling Officer for the Ministry's funds, as well as the bestowal of several important powers either by statute or through administrative delegation. What constitutes a single step up the ladder may, therefore, represent a major increase in total responsibility and accountability.

A promotion exercise is certainly not an automatic process. It involves evaluative judgement. The criteria for promoting officers should not only be based on work performance evaluation through the Annual Performance Appraisal Report but also performance during interviews and pre-promotion courses. Besides that, the Promotion Board also needs to be satisfied that there has been a proper declaration of assets and the Anti-Corruption Agency has confirmed that the officer concerned is not under investigation. Thus, I hold the view that a promotion is a reward for one's own industry; that industry is the mother of success, and luck, a distant relative.

The Chief Secretary to the Government as Head of the Civil Service must exercise powers of promotion and discipline in order to make him an effective leader. The Chief Secretary to the Government is the Chairman of the Public Service Promotion Board, the other members being the Secretary-General of the Ministry of Finance, the Director-General of the Public Service Department, the Director-General of Health and the Director-General of Public Works. The Board considers the promotion of all the Management and Professional Group of officers in the Civil Service, whose number in 1994 stood at 19,749. The group comprises officers of the Administrative and Diplomatic Service, Doctors, Engineers, Architects, Accountants, Valuation Officers, Agricultural Officers, Customs Officers, Educationists, Research Officers, Surveyors, Prison Superintendents, Fishery Officers, Veterinary Officers, Mine Inspectors, Valuation Officers, Co-operative Officers and others. The Chief Secretary to the Government is also the Chairman of the Education Service Promotion Board comprising the Secretary-General of the Ministry of Finance, the Director-General of the Public Service Department, the Director-General of Health and the Director-General of Education, which is responsible for the promotion of Graduate Teachers in the Education Service who numbered 49,385 in 1995.

The principles guiding promotion are clearly stipulated in the General Orders, "Chapter A". It is stated there that only capable officers will be considered for promotion. The capability of an officer will be determined by: (i) a demonstration of his or her capabilities in executing assigned duties; and (ii) individual personal attributes such as trustworthiness, qualifications and experience. Seniority in the service will only be taken into consideration if there are two or more officers who have demonstrated the same capabilities and are eligible for promotion. Based on these principles, merit therefore becomes the overriding factor for promotion in the public service.

In line with the changes in the structure of the Civil Service, the Government established in 1992 the Premier Posts in the various services. At present, there is a total of 499 Premier Posts in the Government Service (including 25 posts in the Armed Forces and 11

posts in the Royal Malaysian Police Force). Out of the 499 posts, 316 are under the jurisdiction of the Public Service Promotion Board and the Education Service Promotion Board which is chaired by the Chief Secretary.

The procedure for filling the Premier Posts includes an assessment of qualities such as leadership, innovativeness and creativity in addition to qualifications, experience and training received by the officers. The Promotion Board has to scrutinise the Annual Performance Appraisal Report of the officer over the previous three years; his Declaration of Assets Report; and to ensure that neither the Public Service Disciplinary Board nor the Anti-Corruption Agency has a case against him. An officer, when appointed to a Premier Post, will have to act for a period of up to two years before he or she is confirmed in the post.

For purposes of confirming an officer in a Premier Post, the Promotion Board introduced several new principles in 1990. Firstly, the introduction of an appraisal form called the "Basis of Recommendation for Probation and Promotion of Senior Civil Servants" which contains five criteria as follows: (i) performance in implementing the Development Administration Circulars issued by the Prime Minister's Department; (ii) performance in personnel management in areas such as conducting regular promotion exercises for the staff, initiating and taking action on indisciplined officers, and counselling work; (iii) performance in financial management or project management including the compliance with financial procedures and other rules and regulations; (iv) value of contributions made in extracurricular activities, as well as improvements and initiatives taken in the course of carrying out official duties; and (v) additional information gathered in relation to the duties performed. Secondly, a new component in the assessment exercise is the report by the Inspectorate team from MAMPU verifying the implementation of the Development Administration Circulars. Thirdly, performance is also evaluated through the mandatory Pre-Premier Post courses conducted by INTAN, which help to: (i) assess the suitability of an officer for a Premier Post; (ii) upgrade the skills and knowledge of an officer required for the

Premier Post; and (iii) expose the officers to new management ideas and techniques. Fourthly, the appraisal also takes into account any Disciplinary Report, the Asset Declaration Report and the views and comments of the Anti-Corruption Agency and the Public Complaints Bureau. Fifthly, the appraisal also takes into consideration the comments and recommendations of the Head of Department. Lastly, there is the joint appraisal carried out by the Chief Secretary to the Government and the Director-General of the Public Service Department based on various sources which will be used to evaluate the officer concerned such as performance at official meetings, which would clearly show an officer's speaking skills, sharpness of mind and contribution of good ideas.

This stringent process undertaken to promote civil servants to the Premier Posts is to ensure that the Civil Service will be managed by high calibre people who are dedicated, demonstrate good leadership qualities and possess a high level of professionalism. For the most senior posts, I have to consult the Prime Minister, the Deputy Prime Minister and the Minister to whom they are responsible. The Prime Minister, who is in charge of the Civil Service, has, of course, the final say.

The largest single component of the Civil Service is the Education Service. As at the end of 1995, the Education Service has a total staff of 281,778, of which 49,385 are at the professional and managerial level. One of the pressing issues relating to this group of teachers is the limited promotion avenues open to them. It was after an elaborate discussion with the Ministry of Education that the Government decided on two parallel promotion strategies to overcome the problem. These are based on the principle of meritocracy as follows: (i) Education officers who are directly involved in teaching in schools, colleges and polytechnics can be promoted to higher grades on the same post, regardless of vacancies in the promotional posts. Under this system, those promoted will remain in their posts on the basis of personal-to-holder; and (ii) Education officers who are directly involved in educational administration and management are subject to the current sys-

tem of promotion which is based on the availability of promotional posts.

At one of the meetings of the Promotion Board in 1993, I suggested to the Director-General of Education, Tan Sri Datuk Dr. Wan Mohd. Zahid bin Mohd. Noordin to study the concept of the "Master Teacher". My idea was to retain good subject teachers so that they did not move out to perform administrative duties upon promotion. Tan Sri Datuk Dr. Wan Mohd. Zahid responded swiftly to this proposal.

Basically, the concept of "Master Teacher" allows teachers who have proven their worth "to move up without moving out". The most innovative features of this scheme are as follows:

- (1) a candidate can be nominated not only by his head teacher but also by the Education Office and the Union. Moreover, a teacher has the option to nominate himself if he feels he deserves consideration. This certainly ensures that more people, who would otherwise be left out are included;
- (2) seniority is no longer a major consideration. Any teacher who has been confirmed in service and has served long enough to show that he is deserving can be considered for promotion to the post of Master Teacher;
- (3) four parties are involved in the evaluation procedure – the head teacher, the Inspectorate of Schools, the candidate's peers and finally, his own students. The score used to make the selection is a composite from of all four groups involved; and
- (4) although the newly appointed Master Teacher does not leave teaching, he is often appointed to an "at risk" school. He is required to direct his skill and experience in turning around the school's performance in the subject he is teaching.

The scheme is already yielding promising results. For instance, Master Teachers in Mathematics were in the forefront of a programme designed to improve the performance of students in this sub-

ject. Recent examination results show clearly that performance has improved quite dramatically.

As stated earlier, the Chief Secretary to the Government is the Chairman of the Public Service Promotion Board and the Education Service Promotion Board. He is directly involved in the appointments to all senior positions in the Civil Service, except for the Armed Forces, the Royal Malaysian Police Force, the Judicial and Legal Service, the State Services of Kedah, Kelantan, Terengganu, Johor, Sabah and Sarawak. Senior appointments such as Secretaries-General, Directors-General, Directors, High Commissioners, Ambassadors, State Secretaries, State Financial Officers, are made after a series of consultations. The Yang di-Pertuan Agong may designate as a special post any post held by the head or deputy head of a department or an officer who in his opinion is of similar status other than posts in the Judicial and Legal service. The appointment to this "designated post" is made by the Yang di-Pertuan Agong acting on the recommendation of the relevant Service Commission. Similarly, a Ruler or a Yang di-Pertua Negeri may designate special posts in his State and the appointment to them is made by him on the recommendations of the commission concerned.

The following are designated posts: (i) the Chief Secretary to the Government; (ii) the Director-General of the Public Service Department; (iii) the Secretary-General, Ministry of Finance; (iv) the Director-General of Health; (v) the Director-General of the Inland Revenue Department; (vi) the Accountant-General; (vii) the Director-General of Education; (viii) the Director-General of Public Works; (ix) the Auditor-General; (x) the Director-General of the Royal Customs and Excise Department; (xi) All the High Commissioners and Ambassadors of Malaysia; and (xii) the Controller of the Royal Household.

What are the procedures of appointment to these designated posts? Once there is a vacancy to a designated post, the Chief Secretary to the Government, after consulting the Director-General of the Public Service Department, will consider a list of eligible candidates and will use the criteria stipulated to hone in on one or two of them.

He will then seek the views of the Minister concerned, and finally seek the approval of the Prime Minister. If the Prime Minister agrees with the candidate recommended by the Chief Secretary, the proposal is placed before the Promotion Board for approval. If the post is a designated post, the Public Service Promotion Board or the Education Service Promotion Board then submits the name of the candidate for the consideration of the appropriate Service Commission. If the commission agrees with the proposal, it makes its recommendation to the Yang di-Pertuan Agong, through the Prime Minister, for the Royal Consent. Once the Royal Consent is obtained, the officer may be appointed to the post.

If the appointment to be made by the Yang di-Pertuan Agong, acting in the recommendation of the Minister, is not for a designated or a statutory post under any written law, the last stop in the procedure is the Promotion Board.

The Malaysian Administrative and Diplomatic Service (in the national language the *Perkhidmatan Tadbir dan Diplomatik* - PTD), which replaced the Malayan Civil Service (M.C.S), is often referred to as the premier service. It is a small service comprising 3,672 officers, who occupy select senior administrative posts reserved for them in the Government, such as Secretaries-General, important Heads of Departments, some State Secretaries and District Officers, as well as Ambassadors and High Commissioners. Traditionally, the Chief Secretary to the Government is chosen from among the senior ranks of the PTD. The Government has been persuaded to maintain this tradition, as well as holding the other posts mentioned for the PTD. The M.C.S. and now its successor, the PTD, have always shown quality of work, productivity of performance, discipline and a high sense of accountability. It is also a tradition for the Chief Secretary to the Government to officiate its annual conference. I have taken full opportunity at these annual conferences to pass on messages to PTD officers. I have reminded them more than once not to be complacent or to perpetuate procedures considered obsolescent. Since senior officers of the PTD are all managers, at their Annual General Meeting on 18

June 1994, I made the following remarks, directing them in particular to the home sector of that service:

If we are to meet up to the high demands and expectations of today's sophisticated customers, then the focus of management in the public sector has to shift from tasks to the processes involved in delivering the final output to the customer. In the task-oriented management, jobs are divided into fragments of work that are linked together in an assembly-line fashion. For example, the issuance of an international passport involves several tasks such as the issuing of application form, issuing queue number, verification of personal particulars of the applicant, collection of passport fee, processing of the passport and finally, the handing over of the passport to the applicant.

To serve today's customers well, we have to organise around processes that create value for the customer. By process, I mean a combination of a series of activities using various types of input such as man, machines, materials, method and information to create an output that is of value to the customer. A department can only deliver products and services of a high quality if it has efficient work processes. Therefore, it is essential for every Government agency to strengthen its work processes. Work processes can be strengthened through the upgrading of process capability and enhancing process reliability. The reliability of the processes can be enhanced through the following measures, namely, (i) monitoring and measuring the process performance. This action facilitates early detection of defects in the work processes; (ii) controlling process variability. This can be done through adjustment in work procedures, technology, etc.; (iii) implementing Q Inspection on input used and work processes; and (iv) conducting regular quality auditing on critical work processes. In strengthening work processes, agencies can utilise existing mechanisms such as the Quality and Productivity Steering Committee, Work Teams, Quality Control Circles, and other problem solving teams. PTD officers must give emphasis to process management in order to deliver efficient, fast and effective service.

In an age when the customer is paramount, perceptions mean everything. What our customers think about the products or services we deliver, the people who represent us, or our department as a whole is the ultimate measure of the administrative success today. With the shift to process-based thinking by public sector managers, problems such as unexpected delays, mistakes, unkept promises, misinformation, or what is perceived as bad service as experienced by customers when they deal with the civil service can be minimised.

In early 1991, I passed a memorandum to the Prime Minister stating the reasons for the establishment of an Institute of Diplomacy and Foreign Relations (IDFR) as follows:

- (1) to provide systematic training for Government officers, especially those who are responsible for the nation's overseas interests;
- (2) to provide training programmes that are specifically tailored to improve knowledge and skills in this area, and to inculcate the right attitudes in consonance with their roles and responsibilities;
- (3) to undertake research, studies and reports on diplomatic issues and foreign relations;
- (4) to provide consultancy services to Government and non-Government agencies on economic, political and security issues relevant to Malaysia's overseas interests; and
- (5) to improve co-ordination between Government and non-Government agencies involved in promoting the nation's interests overseas.

The Institute was launched by the Prime Minister on 12 August 1991. It is governed by a Management Board with the Chief Secretary to the Government as the Chairman. Among the important subjects which are given emphasis by the Institute are protocol and the niceties of diplomacy, etiquette, attitude training, the art of effective communication, the art of negotiation, global political and economic

trends, trade regimes, and practices and laws of countries. The Institute also lays emphasis on language training, especially English. This is carried out with the co-operation of the National Institute of Public Administration (INTAN). The main target groups of this Institute are officers of the Ministry of Foreign Affairs, trade commissioners from the Ministry of International Trade and Industry, officers of the Malaysian Industrial Development Authority, directors of tourism and officers from the Ministry of Primary Industries who are serving overseas.

It is not easy to produce a good diplomat. Diplomats do not come ready-made. To acquire skill in diplomacy, one has to have long years of experience. Is it not true to say that experience is knowledge acquired through practice? Diplomacy, I have observed, is a career that demands much more than the set hours for a routine job. A diplomat is never off duty. His work spills over into mealtimes and evenings for which there is no overtime pay. Frequent attendance at diplomatic receptions may inflate the waistline but for the diplomat such occasions provide opportunities for relaxed, informal discussions with people of significance. Despite a lingering reputation for formality, diplomacy thrives best at this subtly informal social level. It is customary for our Ambassadors and High Commissioners to call on the Chief Secretary to the Government before they take up their postings. These are, of course, more than mere courtesy calls. They have provided me with the opportunity to stress the importance of an integrated approach in overseas service administration, as well as to explain and clarify the basic elements in Malaysian foreign policy which I myself have gleaned from discussions with and sentiments expressed by members of the Cabinet. I have also had many opportunities to address diplomats at IDFR functions. On the occasion of the closing ceremony of a diplomatic training course for foreign senior officers of Central Asia and the Pacific on 4 March 1993, I said the following with regard to the role of the modern diplomats:

Newly emerging states like ours which aspire for political stability, national development and economic growth, demand a great

deal from diplomatic officers in the effort to gain more friends and increase co-operation between our nations and the rest of the world. Being newly independent countries, among other things, external trade, foreign investment, tourism, and other areas are the key sectors that need assistance and co-operation from friendly countries. In essence, economic diplomacy is an essential tool of national development. It requires strategic thinking. Create a demand for our products and services, any way we can.

Malaysia has given increasing emphasis to economic diplomacy. Training and acquiring skills in these areas are the main emphasis of the courses at this Institute. I am pleased that the Institute has exposed you to some aspects of economic diplomacy courses such as International Economics and International Trade Laws.

The editorial of the *New Straits Times* on 6 March 1993, under the heading "Selling the Country", reacted favourably to the speech. Some parts of the editorial are reproduced below:

Malaysia's foreign policy boils down to securing co-operative external relations that are conducive to its economic development. International trade, rather than a painstaking build-up of a purely political community of interests, directed within a group of states not only enhances individual economies but also reinforces their political coherence. Our foreign policy priorities are therefore most efficaciously served by economic diplomacy.

Chief Secretary to the Government Tan Sri Ahmad Sarji Abdul Hamid describes economic diplomacy as an essential tool for national development. But economic diplomacy in this sense should not be the transmuted political diplomacy of old. It should not consist of tariffs, preferential market access, selective quotas or any other discriminatory mechanism in a haggling over who gets more from the other. Free trade must be the overarching principle, with diplomats contriving to accelerate the flow of goods, services and investments to and from the host country.

Ahmad Sarji adds that diplomats need specific training for this. Not just in the obvious skills, but in a radical transformation of their orthodox role as the keepers of the nation's honour and prestige in a foreign land.

The first lesson in the notion that "selling" Malaysian products abroad is part of, rather than beneath, the foreign service's effort to extend that prestige. Inter-government communication should no longer be the singular jurisdiction of the foreign mission. That communication should reach the makers of economic decisions in the private sector, who are more likely to influence the course of relations than Government servants with a political agenda.

To their credit, some of Malaysia's foreign missions have already extended a helping hand to prospective exporters and importers, recommending accredited host country counterparts and hastening passage through bureaucratic procedures.

The task now is to extend this more business-like attitude to all our diplomatic outposts, prompting them to "sell" Malaysia's interests not just only in terms of acquiring support for political initiatives but also in promoting Malaysian products and the country as an attractive prospect for doing business.

I have always emphasised to the Civil Service the important role that English plays as an international language. English is the mother tongue of over 450 million people. Although there are more than a billion people who speak Chinese, English is globally by far the most important and is spoken in more parts of the world than any other language. A large part of the world's knowledge is written in English. Nearly all discoveries and developments in science and technology are published first in English before they become available in any other language. English is undeniably the preferred language of business, trade, finance and politics the world over. Any nation aspiring for economic and industrial growth must develop links with the international business and trading community. And it can only do this effectively if its businessmen, bankers, economists and Civil Service officials are able to interface confidently in English with their counter-

parts in other countries. Malaysia's representatives need competence in English if we are to secure a place on the cutting edge of global business.

Malaysian diplomats are also expected to be highly knowledgeable about the countries to which they are accredited, including the domestic and foreign policies. They must have a full comprehension of a country's laws and practices and of the social and cultural norms of their business community. They must quickly discern trade and investment opportunities that the country has to offer. The conduct of their diplomacy must be based on sound knowledge and informed predisposition.

One of the forte of the diplomat is his ability to be articulate. In other words, he has to be our country's best salesman overseas. He must seize the opportunities available for taking up speaking engagements in order to promote the country and to explain its position on international issues. He also needs to maximise the opportunities provided by social functions to establish and renew contacts, as well as to gather information so as to keep Kuala Lumpur informed and up-to-date on business opportunities, market conditions, price movements and other economic intelligence.

The Civil Service has nurtured a crop of brilliant diplomats during my time; they are Tan Sri Dato' Razali bin Ismail (the first Malaysian to hold the post of President of the United Nations), Tan Sri Dato' Ahmad Kamil bin Jaafar and Dato' Mohd. Yusof Hitam, to name a few.

A number of senior civil servants are also internationally known for their contributions to the world organisations. Among them are Tan Sri Dato' Ir. Haji Shahrizaila bin Abdullah, a former Director-General of the Drainage and Irrigation Department, who was appointed as the President of the International Commission on Irrigation and Drainage (1993-96); Tan Sri Dato' Ahmad Mustaffa Babjee, a former Director-General of the Veterinary Services Department who was elected as the President of The World Organisation for Animal Health (1994-97); Tan Sri Dato' Mahmud bin Taib, former Director-General of the Public Service Department, who was the Vice-

Chairman of the Eastern Regional Organisation of Public Administration (EROPA) (1990-95); Dato' Dr. Salleh bin Mohd. Nor, former Director-General of the Forest Research Institute of Malaysia who was elected President of the International Union of Forestry Research Organisation (1990-95); Tan Sri Dato' Ir. Wan Abdul Rahman bin Wan Yaacob, the former Director-General of Public Works who currently holds the post of Vice-President, Road Engineering Association of Asia and Australasia (1995-97), Dato' Haji Mohd. Nor bin Abdul Hamid, Director-General of the Royal Customs and Excise Department, who was Deputy Chairman of the World Customs Organisation (WCO); Tan Sri Datuk Dr. Wan Mohd. Zahid bin Mohd. Noordin, Director-General of Education, as Chairman of one of the Sub-Committees of UNESCO; Dato' Abdul Majid bin Mohamed, Director-General, of the Survey and Mapping Department who was elected as the President, United Nations Permanent Committee on Geographical Information System (GIS) Infrastructure Development for Asia-Pacific (1995-97), and the President of the ASEAN Federation of Land Surveyors and Geomatics (1995-97); Dato' Muhammad Nawawi bin Hj. Mohd. Arshad, the former Director-General of the Valuation and Property Service Department, who still holds the posts of President, Asia Pacific Real Estate Congress (APREC) (1995-97), Deputy World President, International Real Estate Federation (FIABCI) (1995-96) and Vice President, ASEAN Valuers Association (AVA) (1990-until now) and Mr. Fateh Chand, Director-General, Geological Survey Department, who was the Chairman of the Steering Committee of Coordinating Committee for Coastal and Offshore Geoscience Programmes in East and South East Asia (CCOP) (1993-95). These professional officers have wide experience in their fields, very articulate and are proficient in the English language.

I received a number of invitations to attend conferences, to present working papers and to deliver speeches on the experiences of the Malaysian Civil Service in administrative improvements. One important invitation was the General Meeting on the Establishment of the Commonwealth Association for Public Administration and Manage-

ment (CAPAM) which was held in Charlottetown, Prince Edward Island, Canada, from 28 to 31 August 1994. CAPAM has as its objective the improvement of the capability of government management and organisational excellence through co-operation among the Commonwealth countries. At the meeting, I was unanimously elected as the first Vice-President of CAPAM. At the second Biennial Conference of CAPAM which was held in Malta from 21 to 25 April 1996, I was unanimously elected as the President of the Association for the next two years. It was a great honour for the Civil Service of Malaysia, given the distinction of the high office of the thirteen other members who were elected to the Board Directors comprising: Vice President: The Honourable Dr. Zola Skweyiya, Minister of Public Service and Administration, South Africa; Honorary Treasurer: Ms. Ruth Hubbard, President, Public Service Commission of Canada; Members: Hon. E.T.S. Adriko, Deputy Prime Minister and Minister of Public Service, Uganda; Mr. Simon Murdoch, Chief Executive, Department of the Prime Minister and Cabinet, New Zealand; The Honourable Ms. Simone de Comarmond, Minister of Tourism and Transport, Seychelles; Mr. N.R. Ranganathan, Member-Secretary, Planning Commission, India; Mr. Peter Shergold, Public Service Commissioner, Public Service and Merit Protection Commission, Australia; Mr. Richard Mottram, Permanent Under-Secretary of State, Ministry of Defence, U.K.; Mr. Joseph V. Tabone, Chairman, Management Systems Unit, Malta; Ex-Officio: Immediate Past President, Mr. Gordon Draper; Dr. Mohan Kaul, Director, Management and Training Service Division, Commonwealth Secretariat; Sir Kenneth Stowe; and Dr. Janet Smith, Principal, Canadian Centre for Management Development, Canada.

In the past, the Administrative and Diplomatic Service Officers (PTD) were often perceived as enjoying the plums in the Civil Service. The country and the administration need the PTD as a counter-balance to the professional element. An engineer is right when he says only he can build a bridge. The counter-argument of the Secretary-General of the Ministry of Works is that the engineer cannot decide where to build the bridge, what amount to be spent on it in a particu-

lar financial year or even whether the bridge needs to be built at all. And the agricultural scientist has discovered a new high yielding variety and is keen to promote its use. The Secretary-General of the Ministry of Agriculture may want to co-ordinate the entire effort of boosting agriculture production, of which the new seeds will be only one element. The whole thing, this generalist-administrator-professional-specialist argument, boils down to this: should there be a well-informed, widely experienced band of administrators to guide overall planning, policy formulation, financial allocations, co-ordination, management, monitoring, evaluation, and so on? Or could all this be left to myriad mobs of super-specialists, who do not speak one another's language and would not understand it if spoken?

The Malaysian Administrative and Diplomatic Service has been the *creme de la creme* of the administration. It has many things in its favour – its performance has been good. If the occasional officer lacks in probity, he acts alone: this is in outstanding contrast to some countries where services of similar eminence have corruption institutionalised, and those at the top share the loot with their subordinates. In many ex-colonial British territories, the administrative services are still being castigated as the vestige of a colonial past, fit only for the administration of the status quo. In those countries, the administrative service is being reviled as rule-ridden, generalist, and antediluvian. Even in countries like New Zealand and Australia, they have moved towards appointing chief executive officers, who are administrative heads of Ministries, on a performance contract basis. The career system of the Administrative and Diplomatic Service has worked well for Malaysia. What do Ministers expect of their senior civil servants, in particular the Secretary-General or the Director-General? First, the officers must be responsive to the directives of their Ministers; secondly, Ministers must be able to rely on them for candid, clear and rapid advice on policy proposals and plans; the Ministers look to them for the proper supervision of the department's expenditure and financial management. The Administrative and Diplomatic Service officers must display professionalism of the highest order. The Service is now composed of relatively young officers, of whom in 1995, about 40

per cent were aged 40 and below, and 31 per cent aged between 41 and 45 years. Should the Malaysian Administrative and Diplomatic Service officers continue to be Secretary-General and to hold top administrative positions? The answer to the question is that they will continue to do so as long as the Government has the confidence, and the officers do the job properly, adhering to the great canons of the service—efficiency, mastery of the subjects which they deal with, impartiality towards the clients, judiciousness, fairness and fidelity to the facts.

Training of public servants should emphasise the sharpening of core competencies covering the three broad areas of conceptual, technical and interpersonal skills. However, the emphasis will vary depending on whether the officer is in the upper, middle or lower levels of management. The conceptual skills are skills related to "higher order activity" more relevant to the upper level management where the need is to see issues, recognise problems, strategise, and think systems. On the other hand, the technical skills are the operational skills, the hands-on type of skills which are needed at the lower rung of management. The middle level management needs a balance of both the conceptual and the technical skills as they act as the interface between the top level management and the lower level of management. However, across all levels of management is the requirement for interpersonal skills. No one works alone in any organisation; people will have to network and build relationships at all levels of management vertically as well as horizontally. As such, training programmes in public sector training institutions particularly INTAN will have to take into consideration these aspects of skills development focussing on core competency areas. Among the topical areas that need to be given emphasis are: (i) total development concept for 2020; (ii) comparative public administration; (iii) contemporary economic and finance issues; (iv) cross cultural interactions; (v) geopolitical studies; (vi) crisis management; (vii) strategies for global competition; (viii) strategic management of technology; (ix) lateral thinking and mindfulness; (x) creativity and innovation; (xi) problems solving; (xii) negotiation skills; (xiii) communication skills; (xiv) team leadership and interpersonal skills; (xv) quality management and standard; and (xvi) information tech-

nology. Government officers, particularly the Administrative and Diplomatic Service officers and other professional officers have to be exposed to these subject areas early in their career and then progressively as they move up the ladder.

The relationship between the administrators and the professionals has been greatly enhanced and, in fact, strengthened when I invited important Heads of Services or Departments to the bi-weekly meeting of the Secretaries-General. The Prime Minister had also decided that the membership of the Public Service Promotion Board would no longer comprise the "Three Wise Men", the Chief Secretary to the Government, the Director-General of the Public Service Department and the Secretary-General of the Ministry of Finance. The Board now comprises the Director-General of the Public Service Department and the Secretary-General of the Ministry of Finance; and three heads of other services namely, the Director-General of Education; the Director-General of Health; and the Director-General of the Public Works, with the Chief Secretary as the Chairman. The Board has created many personal-to-holder posts for the professional services such as the Medical, Health, Engineering and the Accounting services. For example, for the Teaching Service, the Board has inaugurated the Master Teacher category. These measures have helped to reduce resignations of professionals from the Civil Service. But somewhere along the route, there will be some who have the gnawing sensation of a misplaced calling, a career out of joint. Despite being in the comfortable cocoon of a secure service, many have also left the public service, mainly migrating to the glamorous world of business, with its corpulent salaries and numerous perks.



The Public Service Promotion Board in session on 10 May 1996, with Tan Sri Dato' Seri Ahmad Sarji bin Abdul Hamid chairing it. *On the right:* Tan Sri Datuk Clifford F. Herbert, Secretary-General of the Ministry of Finance; Dato' Dr. Mazlan bin Ahmad, Director-General of the Public Service Department; and Tan Sri Dato' Dr. Wan Zahud bin Mohd. Noordin, Director-General of Education. *On the left:* Tan Sri Dato' Dr. Abu Bakar bin Suleiman, Director-General of Health; Tan Sri Dato' Jr. Wan Abdul Rahman bin Wan Yaacob, Director-General of Public Works; and the Secretariat staff, Haji Wan Ibrahim bin Ahmad and Abdul Majid bin Hj. Hussein.



CAPAM Board of Directors at Malta on 22 April 1996. *Seated from left:* Mr. Gordon Draper, outgoing Past President; Dato' Seri Dr. Mahbubir bin Mohamad, Prime Minister of Malaysia; Dr. Edward Fenech Adami, Prime Minister of Malta; Prince Mbilini Dlamini, Prime Minister of Swaziland; and Tan Sri Dato' Seri Ahmad Sarji bin Abdul Hamid, Chief Secretary to the Government, Malaysia, the newly-elected President

In reviewing my own motivation in the public service, I find several answers, rather than one single answer. First, there is the joy to be derived from having behind one the experience gained in a long career. I realise that whatever skills and abilities that I possess, were not easily or painlessly acquired. A second factor is the conviction that the work is important. There is an underlying assumption in public service that we are all part of an effort that leads to a better life for individuals in our society; public service is ultimately based on the view that human conditions can be improved, an optimism which perhaps forms the core of the motivation for staying in it. To remain motivated, one has to believe that one's actions can have some impact on the public good. Government service is a noble calling and entails public trust. There is no higher honour than to serve a free country, no greater privilege than to labour in Government.





XI.

RIGHTSIZING AND A PAPER-LESS CIVIL SERVICE

ALREADY littered across the business landscape of the 1990s are terms like “re-engineering”, “reinventing”, “restructuring”, and “redesigning”, etc. — oblique ways of describing change. These are mere metaphors, figures of speech that describe one thing in terms of something else for the purpose of clarification. The Cold War, for example, had nothing to do with temperature; in fact, it had little to do with war as the term is generally understood. Metaphors are very important when one enters a new area or period. By drawing upon known, familiar concepts, they help make sense of the unknown. Getting the metaphor right, however, is critical in such situations. An inappropriate metaphor will create unrealistic or unsuitable expectations. The prefix “re-” implies, of course, that something has been done in the first place. In order for a Civil Service to be restructured, for example, it must already have a structure, or to rightsize the Civil Service, it must already have had a size, be it over- or under-sized.

In the late 1980s and early 1990s, concerned citizens became entranced by the notion of “downsizing” or, as later changed to “rightsizing” the Civil Service. The Government has been concerned with the size of the public sector — 854,108 civil servants, working in 670 agencies serving a population of 20 million. So the policy came about to rightsize the Civil Service, through the process of restructuring, etc.

Compared to "downsizing", the word "rightsizing" is more appropriate to describe the object of the exercise. The Government allocates about 37 per cent of its annual expenditure to emoluments, roughly 12 per cent of the Gross Domestic Product. As to what is the "right size" of the Civil Service in relation to the population, is an elusive question to answer. We can only observe in relative terms and make comparison with other countries. Whatever is the "right" size of the Civil Service can only be in terms of it being able to deliver goods and services to the people — efficiently and effectively.

In December 1995, the Government service had 854,108 personnel. Out of the grand total of 854,108, 26.9 per cent were either teachers i.e. 229,809, comprising graduates, and non-graduates; and 69,981 were in the health and medical services.

The Chief Secretary to the Government is the chairman of two committees which are concerned with rightsizing the Civil Service, namely (i) the Superscale Review Committee; and (ii) the Steering Committee on Rightsizing the Civil Service. The Superscale Review Committee with the Secretary-General of the Ministry of Finance and the Director-General of the Public Service Department as members considers requests from Ministries, Departments, State Governments, statutory bodies, local authorities, the Armed Forces and the Police for the creation and upgrading of posts of Grade 1 and above. No post in the public service can be created, deleted or upgraded without the approval of this Committee. The powers of the Committee are derived from a delegation by the Cabinet.

The Steering Committee on Rightsizing the Civil Service with the Secretary-General of the Ministry of Finance, the Director-General of the Public Service Department, the Director-General of MAMPU and the Director-General of the Implementation Coordination Unit (ICU) as members, was established in 1984 in the midst of the recession. This Committee is entrusted with the responsibility of reviewing the functions and structures of institutions, posts and personnel. When I was the chairman of the Steering Committee (since 1990), the focus was on (i) controlling the creation of new posts; (ii) abolishing vacant posts which were not in the critical services; (iii)

the restructuring of some public sector agencies; (iv) proposing a merger of the State Administrative Services of Kedah, Kelantan, Terengganu and Johor with the Federal Civil Service; and (v) the creation of regulatory bodies following the privatisation of a number of Government agencies.

The Steering Committee on Rightsizing the Civil Service stuck closely to the two guidelines as decided by the Government namely: (i) the rate of growth of the Civil Service was fixed at a rate not exceeding 0.53 per cent per annum over the period 1989-95; and (ii) any increase in the number of posts were to be confined to the social sector, like education and health, as well as for critical activities which would assist in accelerating economic growth, increasing revenue collection, and for effective enforcement. It was considered not possible to control the creation of posts with the establishment of new hospitals, schools or institutes as these infrastructure facilities would require the manpower for the delivery of their services. There was a net reduction in the size of the Civil Service from 1,068,947 posts in 1991 to 1,047,814 posts in August 1995. In terms of personnel, there were 880,224 public servants at the end of 1990 and 854,108 at the end of 1995.

Another measure undertaken in rightsizing the Civil Service was through the restructuring of public agencies. The New Remuneration System (NRS) which came into effect on 1 January 1992, eliminated several levels of hierarchy through the amalgamation of various salary and service groups. By the end 1995, a total of 496 agencies had been restructured and as a result, there was a net decrease of 12,116 posts.

The Cabinet Committee on Public Sector Salaries, which is chaired by the Prime Minister, directed the Steering Committee on Rightsizing the Civil Service to undertake a review of the role and functions of statutory bodies. A number of these statutory bodies had incurred financial losses over the years and there were instances of duplication of functions. The review was done with the aim of ascertaining whether these entities should be abolished, privatised or have their functions taken over by other agencies. Therefore, a total of 74 federal statutory bodies involving 99,060 posts were studied. The Govern-

ment considered the report and decided that 28 of them are to be retained in their present forms; two are to be corporatised; three will be privatised, two will be merged into one, and the other seven are to be closed down and their functions to be taken over by other relevant agencies.¹ These decisions are to be implemented in stages within three years. The Government also gave directives to the Steering Committee on Rightsizing the Civil Service which I chair for a continuous review of not only Federal Statutory Bodies but also Ministries and Government departments to ensure that there will be no duplication of functions among them.

Privatisation has also succeeded in reducing the size of the public sector. The reduction in terms of personnel constitutes about 10 per cent of the entire Civil Service. The impact has been very significant with the privatisation of entities such as the Telecommunications Department, the National Electricity Board and the Postal Services, which together account for 73 per cent of the reduction. At the end of 1995, a total of 96,756 civil servants had left the service to join the privatised entities.

In fact, workers have gained from privatisation. They were offered a package of no less favourable terms and conditions of service than those enjoyed by them when working with the Government. They have also been allocated stocks of the privatised entities and the traded value of those shares have appreciated in the stock market well above the initial price offered to them.

Regulatory frameworks are required to regulate the privatised entities to ensure that consumer interests are protected in terms of price, quality and availability of services. The Superscale Review Committee approved the creation of ten regulatory authorities covering telecommunications, post, electricity and gas, ports, highways, railways, airports, water supply, sewerage, padi and rice. With the increase in the number of privatised projects, the number of regulatory bodies will also increase in the future.

In the quest for a paper-less Civil Service, I could not help but be amazed at the sheer impact of and the tremendous spin-offs and benefits accrued through the computerisation of Government agen-

cies. For example, the computerisation of the Road Transport Department, which encompassed critical applications such as the registration of new vehicles, driving licences and collection of fines, not only managed to increase revenue from the improved collection methods but also provided greater convenience to the public in renewing their driving licences and paying their road taxes.

In general, I found many Government departments overly-burdened with paperwork, a situation brought about by the continued existence of legal and administrative procedures requiring the use of forms in a certain number of copies which leads to the wastage of paper and time spent on preparation and processing. The general public are also required to fill up various types of forms for different purposes which not only imposed a burden on them but wasted their time too. To make the matter worse, a great deal of inter- and intra-departmental communication is usually accomplished through letters and printed documents, leading to the problems of filing and retrieving.

I therefore advocated a "paper-less Civil Service", in which, though paper would still be used, it would be gradually replaced by more efficient means. This could be achieved by rationalising and re-engineering systems and work procedures in departments in order to streamline activities and reduce the need for forms, as well as by amending or abolishing archaic regulations and statutory requirements requiring excessive paperwork. In the pursuit of a paper-less Civil Service, more and more Government departments have embarked on using the relevant modern information technologies. For example, the Ministry of Domestic Trade and Consumer Affairs has resorted to imaging and optical storage media to cut down the use of paper files. The use of paper in the preparation of maps has been considerably cut down with the Survey and Mapping Department utilising the electronic-based Geographical Information Systems (GIS). Office and work flow automation is now been widely used by a significant number of Government agencies in areas such as word processing, spreadsheet and file management. This has led to significant savings in the quantum of paper used.

When I was the Secretary-General of the Ministry of Trade and Industry, I chaired the National Trade Facilitation Committee. The idea of the Electronic Data Interchange (EDI) then was in its infancy. In 1992, the Government launched the EDI. We are now seeing global sourcing of material, worldwide exchange of financial and statistical information and the forging of closer and stronger links throughout the supply and information chains – both nationally and internationally. In other words, we are witnessing an era of trade without borders. At this very moment, all over the world, questions are being asked and solutions sought to make international trade more efficient and cost-effective. Put simply, EDI, with speed and accuracy, now replaces the old paper-based systems in international trade.

In July 1993, I announced the setting-up of the Civil Service Link (CSL). The idea to establish a computer-based and more efficient information centre was triggered by the overwhelming response received on the publication of the book, *Dealing With the Malaysian Civil Service*. As the Chairman of the Standard and Industrial Research Institute of Malaysia (SIRIM), I had been involved in another on-line database service known as SIRIMLINK.

The Civil Service Link was launched by the Prime Minister on 9 August 1994. Just a year earlier, I had launched SIRIMLINK, and had envisioned the establishment of the CSL which would be an information centre responsible for acquiring, organising and making available on request, information needed by businessmen, researchers, and other members of the public at one central location with relative ease and convenience. With a wide array of information such as licences, permits, rules and regulations, acts and laws, tender announcements, trade statistics and so on, I was convinced that the CSL would eventually become a facility which the business community could not do without. Government agencies were asked to establish their own public domain information databases and have them connected to the CSL as a step towards evolving into a "wired Civil Service".

The establishment of the CSL signifies a breakthrough in providing maximum convenience and speed in the delivery of Government information to the private sector as well as the general public. It represents one of the major efforts by the Civil Service towards achieving an information-rich society, one of the principles in Vision 2020. To quote the *New Straits Times* editorial of 19 July 1993:

The information on offer – regulations and procedures, functions and personnel – provides a route map in and out of the bureaucratic labyrinth. A computer with a modem phone-link could erase the tedious bother of bouncing off one scowling enquiry desk to another ...

... The CSL would throw government departments' door open to private sector consultation and feedback. The information-age openness of CSL accords with Vision 2020 and Malaysia Inc. where the separation of roles between public and private sectors is to be minimised, leaving both equally accessible to one another.

The benefits to be yielded, however, must take off in an earnest spirit of 'glasnost', a genuine reversal of the wariness which tended to keep the corridors of power fenced off from public intrusion.

As of March 1996, there were altogether 79 registered on-line users of CSL of which 44 were private companies and 35 Government agencies which played the role of both Government information users and providers. In the future, I hope to see the globalisation of the CSL, manifested by its availability on the Internet.

On 27 May 1994, I was given the honour to launch officially the nationwide implementation of the Public Services Network (PSN). The PSN is an on-line counter service which utilises computer and network facilities to enable various Government departments to provide services through the post-offices. The services that are being offered now are the renewal of driving licences, motor vehicle licences, learners' ('L') driving licences and business licences. In future, the coverage will be extended to include payment of traffic compounds, en-

quiries of businesses in the business registry, enquiries of statement of account and change of addresses by members of the Employees Provident Fund. The PSN is one of the largest networks in the country. By the end of 1995, out of 580 post office branches nationwide, 205 post offices were offering PSN services. The PSN is a model of inter-agency co-ordination in the Government.

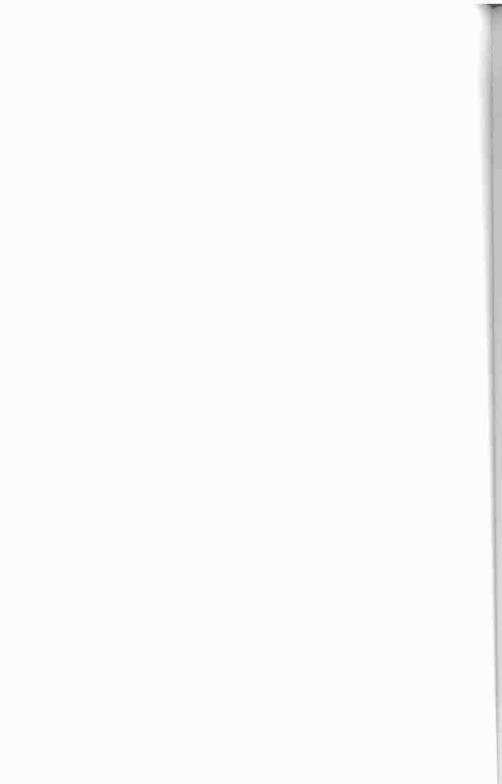
The benefits of the PSN are obvious. Firstly, it facilitates the public in obtaining counter services at post-offices nearest to them; secondly, it helps to increase Government revenue collection; and thirdly, it helps reduce operating costs, since the Departments concerned need not open up new branches to expand the geographical coverage of their services. This is certainly in line with the efforts of the Government to rightsize the Civil Service.

On 29 January 1996, I witnessed the signing of the agreement between Permodalan Nasional Berhad (PNB) and Telekom Malaysia Berhad (TMB) to form a joint-venture company, GITN Sdn. Bhd., to implement the Government Integrated Telecommunications Network (GITN). The GITN became operational in the middle of 1996. The system is a communication network infrastructure which will lead to an efficient and effective electronic exchange of information within and between Government agencies. A five-year plan has been drawn up for all 670 Government agencies in the country to come under the GITN. I made a statement during the signing ceremony that GITN would result in quicker and better analysis of data and help in the move towards a paper-less Civil Service. It will one day become the foundation of the "Government Information Superhighway".

On 20 November 1994, I was appointed a member of the National Information Technology Council (NTIC), which is chaired by the Prime Minister. This Council appears to me to be the best opportunity for the Head of the Civil Service to push for the use of IT on an increasing scale as it "aims to enhance the development and utilisation of Information Technology as a strategic technology for national development". Membership of the Council comprises representatives from the public and private sectors on an equitable basis, representing

the interests of the various aspects of IT development such as micro-electronics, telecommunications and computer technologies.







XII.

THE TIERED CIVIL SERVICE

I made use of the Federal-State Liaison Committee meetings as well as the Secretary-General, Head of Services and State Secretary's Meetings to co-ordinate matters relating to projects, land and administrative improvements, and other issues which require close co-ordination between the Federal and the State Governments. It was crucial to brief the State Secretaries on Public Service Department circulars, the Prime Minister's Department general circulars and Treasury circulars as they had first to be adopted by the State Cabinets or State Executive Councils (Exco) before they could be implemented. I had also to convey decisions of the Cabinet as they affected the State Administrations.

The more specific subjects discussed in the past were the Auditor-General's Reports and Annual Financial Accounts of Government Agencies, the changing world economy and its impact on Malaysia, privatisation procedures, the Development Administration Circulars, the establishment of skills development centres, decentralising some administrative procedures, strategies to control the size of the Civil Service, procedures of the Environmental Impact Assessment, illegal logging in the States, procedures on flying the National flag in Federal buildings in the States, problems in the implementation of low-cost housing schemes, safety precautions in Government buildings, pig farming in the States, posting of Federal Officers to

Sabah and Sarawak, the National Sewerage Project, Civil Service discipline, administration of Government stores, Malaysia Incorporated Policy, information technology, establishment of historical zones in major towns, study on the response system towards public complaints, guidelines on the setting up of performance indicators for Government agencies, and many other subjects.

In February 1990, the Government decided to re-establish the posts of Federal Secretary, Sabah, and Federal Secretary, Sarawak. The objective was to further enhance the good relations between the Federal and the State Governments which were then in the hands of the Barisan Nasional. It was also to take greater care of the interests and welfare of Federal Officers who were serving in both the States. The State Governments would also then be provided with an institutionalised and wider channel of communication with the Federal Government and enabled to assist and facilitate in the implementation of Federal projects in the State. The Federal Secretary's function is not limited to specific tasks, but within an evolving context. The Federal Secretary would not be conferred with statutory powers as had been the case of the previous Federal Secretary, and would not take any of the powers of the Federal Departments which were already operating in the State. The Federal Secretary is directly responsible to the Chief Secretary to the Government.

The creation of both posts was well received by the State Governments of Sabah and Sarawak. In December 1990, the two posts of Federal Secretary were created. I posted Zawawi bin Mahmuddin (now Datuk), the Secretary of the Cabinet Division, to Sarawak; and Samsudin Osman (now Datuk), who was the Deputy Secretary-General of the Ministry of Transport, to Sabah. The subsequent Federal Secretaries, namely Dato Zainuddin bin Dato Awang Ngah (Sabah), Dato Dr Nik Ibrahim and Dato Wan Abu Bakar (Sarawak), worked very hard to improve Federal-State relations at the officers' level.

In the October 1990 national elections, the State Governments of Sabah and Kelantan fell into Opposition hands, and the spectre of problems in the implementation of Federal projects began to loom. The thorny issue, of course, was the implementation machinery in re-

spect of subjects under the Concurrent List in the Federal Constitution. A Federal Development Office, each headed by a Director of Development, was established in Sabah and Kelantan. The Federal Secretary was entrusted with overseeing the running of the office of the Director of Development in Sabah. The Director of Development, Kelantan, is directly responsible to the Chief Secretary.

Another major development in 1993 was the Constitutional Crisis, which brought the action of State Civil Servants under close attention. Some toyed with the idea of merging their State Civil Services with the Federal Service. It may be mentioned here that there had been previous attempts to merge the State Services of Kedah, Kelantan, Terengganu and Johor with the Federal Service way back in 1970, 1972 and 1973. In 1993, there were 516 State Civil Service officers, namely three (3) in the Premier Post category, 12 in Grade I, 109 in Grade II and 392 in Grade III. All of them, except for 32, were graduates.

There were many advantages if the State services were absorbed into the Federal Service, namely: (i) the officers would be better exposed to the higher level aspect of public administration existing in the Federal Service; (ii) the avenues for promotions and training would be very much improved; (iii) they would be subject to the same rules and regulations, and the Federal Government would be assured of the undivided loyalty and support of all the officers serving in every State; (iv) the pool of experienced and talented officers that could be available for filling up the posts in the four States would become very much larger, and (v) by having all the officers in these four States belonging to the Federal Service, the Federal Government would be able to exercise greater control and achieve greater uniformity in the implementation of policies and development programmes. On the other hand, there were two principal issues involved. Firstly, the Federal Government would have to bear a greater burden in the form of emoluments and other financial benefits. Secondly, the existing hierarchy within the Malaysian Administrative and Diplomatic Service would be seriously affected by the absorption of 507 State Adminis-

trative Officers. When the Constitutional Crisis ended, the proposal to merge the services was put on hold.

On 29 March 1993, the *New Straits Times* carried a news report on page 2, which attributed the Acting Menteri Besar of Kelantan as saying that "Federal officers seconded to the State Government were required to abide by State directives. He said this was based on the fact that the salaries of these officers were paid by the State Government and that the State Secretary was responsible for evaluating their performances". To the Federal Government, this opinion (or contemplated action by the State Government) would have far reaching implications on the ground. It would mean that all Federal Heads of Departments, who were borne on the State establishment would be subject to all the rules and regulations of the State Government; in other words, under the "administrative control" of the State authority. A question asked was: could Federal Heads of Departments ignore such rules or directives if they were inconsistent or in conflict with Federal Government policies, or which would jeopardise the good relations between the Federal and State Governments? As Chief Secretary to the Government, I was the Chairman of the Promotion and Disciplinary Boards of senior Federal Officers who served either in Federal or State Departments (except the Judicial and Legal Officers, members of the Armed Forces and the Police Force). In the States, there were also Federal Officers in local authorities and the statutory bodies where Heads of the Departments were State Officers. There, Federal Officers could be in a serious dilemma if they went against the order or directives of their Heads of Departments.

Federal Officers are appointed by the Public Service Commission or any other Commission on behalf of the Federal Government. Once appointed, they acquire the status of Federal Officers, and they are subject to their conditions of appointment as determined by Federal law or by the Yang di-Pertuan Agong [Article 132(2) of the Federal Constitution]. They are also subject to administrative or service circulars issued from time to time by the Federal Government. Their appointments as Heads of Departments are regarded as normal transfers in the Civil Service. The payment of their salaries, etc., by the

State authority would also not affect their status as "Federal Officers" as this would have been the result of a prior arrangement between the Federal and the State Governments. I was shown a Supreme Court judgement in a Commonwealth country which, *inter alia*, states as follows: "It is true that the origin of Government service is contractual. There is an offer and acceptance in every case. But once appointed to his post or office the Government servant acquires a status and his rights and obligations are no longer determined by consent of both parties, but by statute or statutory rules which may be framed and altered unilaterally by Government ... The hallmark of status is the attachment to a legal relationship of rights and duties imposed by the public law and not by mere agreement of the parties." The advice I obtained was that the Federal Officers could be subject to the rules and regulations and directives of the State Government, except that, if an administrative circular is issued by the Federal Government instructing them to disobey such rules, regulations and directives; as well as to set aside any rules, regulations or directives which were inconsistent or in conflict with Federal policies or which affect the good relations between the Federal and State Governments.

This was the background leading me to the issue of General Circular Letter No. 5 of 1993 on 16 April 1993. Under the Circular, all Federal Officers whose salaries are paid by the State Governments and serving in departments, local authorities and statutory bodies under the State Governments are subject to the following rules or regulations: (i) they have to follow the policies of the State authority where they are serving; if the policies are in conflict with the policies of the Federal Government, they must refer them to their Heads of Departments at the Federal level; (ii) if the regulations and directives of the State authorities are in conflict with that of the Federal Government, they must also be referred to their Heads of Departments at the Federal level; (iii) when attending functions organised by the Federal and State authorities which are held simultaneously, they must give priority to the function which is most relevant to their duties; (iv) they are subject to the disciplinary regulations and circulars issued from time to time, and remain under the control of the respective Disciplinary

Boards at the Federal level; and (v) they are subject to all regulations, directives and guidelines on development administration, management of personnel and finance issued by the Federal Government and the State authorities.

General Circular Letter No. 5 of 1993 thus provides very clear guidelines with regard to the functions of Federal Officers working in the States which hitherto had created confusion and uncertainty, particularly to those working under a State Government in opposition to the Federal Government.

Malaysia practises parliamentary democracy and is ruled by a constitutional monarch, the Yang di-Pertuan Agong who is the Head of State. The executive authority, that is, the power to govern, is vested by Article 39 in the Yang di-Pertuan Agong, but is exercisable by a Cabinet of Ministers headed by the Prime Minister. In accordance with the principle of a democratic ruling system, the Chief Executive is the Prime Minister, and the executive functions of the Government are exercised by the Prime Minister, the Cabinet and the Government administrative machinery. At the State level, the executive authority of the State Government is carried out by the State Executive Council (Exco) or the Council of Ministers in the case of Sabah and Sarawak which is chaired by the Chief Minister. In the nine States, the constitutional Head is the Malay Ruler; in Malacca, Penang, Sabah and Sarawak, the Yang di-Pertua Negeri.

The Government administrative machinery in Malaysia is made up of three main levels, namely Federal, State and local levels (the residency, district and local authority). All public servants during their tenure serve at the pleasure of the State and in the performance of the work are responsible to their Heads of Departments or Heads of Services. Their appointments are made by the respective independent Public Service Commission, and their promotion and discipline are determined by the respective boards. Their career development is also determined by the appropriate commission, boards or committees under the authority of the Government.

During the Constitutional Crisis in 1993, many issues regarding the Civil Service emerged. Against this background, on 4 February

1993, I issued the General Circular No. 4 of 1993 entitled "Relations Between Government Officers and Rulers". This circular contains guidelines on how Federal and State Government officers, including those in statutory bodies and local authorities, should deal with the palace. This was the first time that such guidelines were issued outlining in specific terms on how Government officers should relate to the Rulers and the Yang di-Pertua Negeri. The objective of the circular was to define the fundamentals required for a smooth relationship between Government officers and the Rulers and the Yang di-Pertua Negeri, in all aspects of administration and official functions. I would like to emphasise that the spirit behind the issuance of the circular was mainly to preserve the dignity of the Rulers and the Yang di-Pertua Negeri and to clarify the functions and boundaries of the various institutions in the country. For example, only the appropriate authority could give directives pertaining to transfers from a department or place of work or out of the State, take disciplinary action against officers and procure information from officers. In the words of the *Business Times* editorial dated 6 February 1993:

Apart from the security element, the guidelines should also serve as a reminder to the civil servants that their priority is to concentrate on their job, not rub shoulders with the royalty. The circular can also be seen as an extension of the public employees' job specifications. Close adherence to their job specifications will mean civil servants will face less possibility of being victimised, abused and harmed.

Detractors may think that the circular is intended to isolate the Rulers from the civil service. This is patently incorrect. The monarchy is part of the Government, and therefore the Rulers can't be isolated from government servants. The Chief Secretary to the Government only wants to ensure there is a clear definition of what constitutes official interaction between civil servants and the royalty.

The *Business Times* editorial struck, what seemed to me, to be just the right note.

I have always exhorted Heads of Departments to establish direct and constant interactions with their officers, particularly at the District or local level, in order to gain first-hand information on the state of affairs of their branch offices while allowing those below them to better understand the aspirations and visions of top management. It is in cognisance of this important management precept that I started, beginning in 1993, the tradition of holding Annual Conferences of District Officers and Heads of Local Authorities which I chaired myself.

Taken together, the 129 district offices and 143 local authorities cover the breadth and length of the country. As front-line agencies, these important institutions provide a wide range of services embracing almost every aspect of the lives of the citizenry.

The more specific subjects discussed at these conferences were the "Total Quality Management"; "Strategies for Quality Improvement"; "Guidelines on Productivity Improvement"; "Guidelines on Quality Control Circles (QCC)"; "Towards Effective Implementation of the Client's Charter"; "Public Service Innovation Awards"; "Guidelines for the Improvement of the Quality of Counter Services"; "The Improvement of the Quality of Services Rendered Through the Telephone"; "Management of Meetings and Government Committees"; "Guidelines on Morning Prayers"; "The Use of the Work Action Form"; "Enhancing Accountability in the Public Service"; "Discipline in the Public Service"; "Managing Public Complaints"; "Corruption and Its Prevention"; "Performance Measurement"; "Effective System and Work Procedure"; "Campaign to Clear Work Backlog in Government Agencies"; "Leadership in the Implementation of Change in Public Administration"; "The Implementation of the Development Administration Circulars in the State of Pahang"; "The Implementation of the Development Administration Circulars in Local Governments"; "The Implementation of the Malaysia Incorporated Policy at District Level"; "The Implementation of the Malaysia Incorporated Policy in Local Governments"; "Development Project Management"; "Issue and the Problems in the Issuance of Land Titles"; "Delays in the Approval and Issuance of Certificate of Fitness for Buildings";

"Efforts to Improve the Implementations of the Seventh Malaysia Plan"; "Financial Management in the District Office"; "Financial Management in Local Governments"; "The Introduction to the Implementation of the ISO 9000 in the Civil Service"; "Efforts Towards a Paper-less Civil Service"; "Towards a More Effective Civil Service Through the Use of the Geographic Information System"; "The Use of the Geographic Information System in the Preparation of Local Plans"; "Preservation of Traditional Villages"; "Malaysia – Architecture Heritage Inventory Study"; "Efforts to Clear Arrears of Quit Rent in the District and Land Office of Larut, Matang and Selama, Perak"; "Efforts to Clear Arrears of Assessment Rates in the District Council of Gombak, Selangor"; "A Study on the Backlog of Cases in the Conversion of Land Titles From Temporary Titles to Permanent Titles in the District and Land Office of Klang, Selangor"; "Changes to the New Performance Evaluation System"; "Flood Problems in Town Areas"; "Hillside Development"; and "Strategies for Landscaping Programmes in Local Governments Areas".

Having started the early part of my career as Assistant District Officer and District Officer, I always have a special attachment to the institution of the District Office. In most districts, the District Officer also serves as the head of the local authority. Over the years, the functions of the District Officer has grown from that of routine administration such as revenue collection, the maintenance of law and order, and land administration to that of co-ordinating the overall development of the District. The rapid pace of development and industrialisation which the country is experiencing, has imposed increasing demands on both the District Office and the local authorities to deliver efficient and quality services.

Since its inception in 1993, four annual conferences have been held for District Officers and a similar number for the local authorities. The specific objective of these conferences is to explain Government policies as well as the implementation of the various Development Administration Circulars. There have been complaints and allegations on the abuse of power and malpractices in the District Offices and local authorities. Malpractices if allowed to persist, will eventually

erode public confidence in the integrity and credibility of the Government. To further emphasise the importance of this subject matter, I have also invited the Directors-General of the Anti-Corruption Agency, the Public Service Department and MAMPU, and the Auditor-General to attend these conferences.

Besides the annual conferences, I also introduced in 1993 the District Office and Local Authority Quality Awards, in recognition of the excellent services provided by these agencies to their clients. The basis of evaluation covers seven broad areas of management, namely, project management, counter service, filing system, the management of public complaints, financial management, the Client's Charter and the management of revenue collection and arrears. The Conferences and the Awards have brought about some encouraging signs of improvement in the quality of management at the District Offices. Many of the service counters have also been equipped with modern facilities and the services have improved. Besides, the general office ambience has been improved through landscaping and the provision of comfortable waiting areas. It is also evident that most of the District Offices and local authorities have formulated and implemented the Client's Charter.

The Local Authorities have also stepped up their services as one-stop billing centres and one-stop licensing centres. At present, there are 105 of them providing one-stop billing facilities and 38 one-stop licensing centres. Many local authorities have also introduced the use of composite application forms and issuance of composite licences which have simplified the task of applying for licences.





XIII.

IMPARTIALITY, DISCIPLINE AND ACCOUNTABILITY



HE principle of political impartiality of the public service in Malaysia is derived from a Pre-Independence document excerpted below:

The first essential for ensuring an efficient administration is that the political impartiality of the Public Service should be recognised and safeguarded. Experience has shown that this is best secured by recognising the Service as a corporate body owing its allegiance to the Head of State and so retaining its continuous existence irrespective of changes in the political complexion of the Government of the day. The Public Service is necessarily and rightly subject to Ministerial direction and control in the determination and execution of Government policy, but in order to do their job effectively public servants must feel free to tender advice to Minister, without fear or favour, according to their conscience and to their view of the merits of the case. Whether or not that advice is taken is entirely for Ministers to decide but, once decisions have been taken, it is the undoubted duty of the public servant to give his prompt and wholehearted co-operation in carrying them out. The essential role of the Public Service would be gravely impaired if its members had any cause to feel that their personal position or prospects might be affected as

a result of the advice which they felt it their duty to give. In order to discharge their role effectively public servants should know that their service conditions and prospects are not subject to political or personal influence of any kind. This is not least in the interest of Ministers and politicians themselves.¹

To ensure the neutrality of public servants, various measures have been adopted by the Constitution, notably the establishment of independent service commissions and the conferment of a strong measure of job security. The role of the independent service commissions is to ensure that appointments, confirmations, promotions, transfers, and discipline including dismissals from public service are based on professional principles and are free from outside interference. The various commissions which have been established to oversee the respective services are: (i) the Public Service Commission; (ii) the State Service Commission; (iii) the Judicial and Legal Service Commission; (iv) the Police Force Commission; and (v) the Education Service Commission.

As long as public servants carry out their responsibilities in a professional manner, they have job security until the mandatory retirement age of fifty-five. This job security is provided for under Article 135 of the Constitution. Through this provision, public servants are protected from any exercise of arbitrary power by their political masters. But the corollary, as Max Weber has written, is that:

Civil servants should obey orders exactly as if the order agreed with his own convictions. This holds even if the order appears wrong to him, and if, despite the civil servant's remonstrances, the authority insist on the order. Without this moral discipline and self-denial, in the highest sense, the whole apparatus will fall apart.

In exchange for the reasonable security of tenure provided for the civil servants, "Ministers must be able to rely on receiving informed and impartial advice from experienced officials before reaching policy decisions. They must be able to rely on their officials to see that their

policy decisions, once taken, are carried out with loyalty, speed and efficiency".² Government employees must serve the Government of the day in a dedicated and loyal manner, implementing the policies and programmes of the Government, irrespective of their personal preferences and judgements. This tradition has provided stability to the country. It is of the first importance that public servants conduct themselves in such a way as to deserve and retain the confidence of the Government, and to be able to establish the same relationship with whom they may be required to serve in some future administration. These are the central characteristics of Government service in Malaysia: "permanency", "neutrality" and "a career service".

The first test of this doctrine was when I had to come out clearly with a clarification of the law in 1990. The UMNO General Assembly was due to be held on 29 November to 2 December 1990, during which elections to the top party posts would take place. With the help of Tan Sri Datuk Seri Abu Talib bin Othman, the Attorney-General, I gave a press conference on Wednesday, 11 November 1990. I made the following statement:

I have received many inquiries from a political party regarding the involvement of officers in Group 'A' in political activities. I have been asked to provide a clarification on this matter in view of the election to high party posts at the following UMNO General Assembly.

This subject is dealt with by General Orders (Chapter 'D'), 19(2), 1980 which states that: 'An officer in Group 'A' is prohibited from taking part in or carrying on political activities or wearing any emblem of a political party. Such officer shall maintain a reserve in political matters, and in particular he shall not —

- (a) make a statement in public orally or in writing, so as to adopt a partisan view on any matter which is an issue between political parties;
- (b) publish or circulate books, articles or leaflets setting forth his partisan views on matters pertaining to a political party;

- (c) engage in canvassing in support of any candidate at an election to any office in any political party.'

These provisions are very clear, and I believe that these prohibitions are within the knowledge of Group 'A' officers.

I would like to remind officers in Group 'A' that they were prohibited from engaging in political activities as stipulated in the General Orders, Chapter 'D', 19(2). In this regard I would like also to warn officers that disciplinary actions will be taken against those who break these orders or any other circular which have been issued by the Government related to the involvement of civil servants in politics.

Government departments are not allowed to use Government facilities such as transportation, the services and equipments for political purposes. The use of these facilities is an abuse of power and Government property. Appropriate action can be taken against those if they are found to be using these facilities.

I would like to advise those officers who had been involved actively in politics to take cognisance of General Orders, Chapter 'D', 19(2) and the appropriate circulars, and to review their positions and role in politics, in view of the service, and their own personal interests.

A further clarification of the law was made before the UMNO General Assembly in 1993. The election of members to the UMNO Supreme Council was again about to take place. I issued a press statement on 25 August 1993 which referred to the provisions of Chapter 'D' of the General Orders 1980. My press statement this time was more comprehensive. I made it clear that officers in the Support Group (then known as Groups B, C and D officers before the New Remuneration System) were allowed to participate in politics only with prior written approval from the Government, and subject to the following conditions: (i) their political involvement would not affect their official duties as civil servants; (ii) all political activities would be carried out after office hours; (iii) they would be required to apply for leave if the political activities are carried out during office hours; (iv)

they would not be allowed to use political influence to resolve service matters for personal gains, nor for the benefit of any group or organisation; (v) they would not be allowed to use any asset belonging to the Government for their political activities; (vi) they would not be allowed to utilise any official information for political ends; (vii) their political involvement would have to be in line with the requirements stated in Regulation 4, Chapter D in the General Orders 1980; and (viii) the Government reserved the right to revoke the approval should any of the conditions were violated.

I also made it clear that the civil servants in the Top Management Group and the Management and Professional Groups had to abide by certain guidelines when dealing with politics. These guidelines were as follows: (i) they were allowed to attend any official function organised by any Government leader, such as the official opening of Government buildings or the launching of Government activities, even if those Government leaders were candidates contesting a political position; (ii) they were allowed to attend dialogue sessions with Government leaders to clarify policies of the Government, Ministry, Department or Agencies. However, if such a dialogue had any political bearing, they were required not to attend in order to avoid being compromised; (iii) they were not allowed to attend any function or meeting held at the premises of any political party unless their presence was required to clarify matters concerning Government policies, (this was to avoid misunderstanding on the role of civil servants); (iv) they were not allowed to attend any party political meeting even if they had been invited so as to avoid public speculation; (v) they were not allowed to canvass, support or make promises about concern the appointment of any political figure or express admiration for any political leader in their speeches; and (vi) they were not allowed to solicit funds for political purposes or to support any political candidate.

In the run up to the UMNO elections in October 1993, Community Development Department (KEMAS) officials were accused of taking sides. I issued a press statement on 25 August 1993, and the *New Straits Times* of 26 August had this to report about the Prime Minister's comments on my statement:

Datuk Seri Dr. Mahathir said today the duty of the Community Development Department (KEMAS) officials is to disseminate information on Government policies and to defend the policies.

'Their responsibility is to explain to the public what the Government is doing. But they must not campaign for individuals or represent candidates in party elections,' the Prime Minister said. He said the guidelines issued by the Chief Secretary to the Government Tan Sri Ahmad Sarji Abdul Hamid on civil servants 'involvement in politics' were to remind the employees of their responsibilities.

Kemas officials cannot do something that is against the guidelines. In fact the guidelines issued by the Chief Secretary were not meant solely for Kemas officials but also for every one.

On 6 December 1993, I launched the Public Officers (Conduct and Discipline) Regulations 1993. These Regulations maintain the prohibition on the active involvement of the Top Management Group and the Management and Professional Group in politics. The Regulations clearly differentiate between the essential services and the non-essential services in the Support Group. Civil servants in the Support Group in the essential services are not allowed to participate in politics. This is to ensure that personnel in these services are free from any political influence so as to avoid any disruption in the provision of essential services to the public. Some examples of the essential services are the Fire Service, the Prison Service, the Water Supply Service, the Medical and Health Service, the Radio Communication Service including the Broadcasting and Television Services, the Transport Service, the Port Service, the Chemistry Department, the Royal Customs and Excise Department, the Immigration Department, the Meteorological Department and others. However, this regulation does not affect the Support Group in the non-essential services.

The Government should be commended for maintaining the regulation that the Top Management Group and the Management and Professional Group including the Teaching Service and the essential services in the Support Group should not be allowed to ac-

tively participate in politics. If they were permitted to do so the solidarity and *esprit de corps* of public servants would have been imperilled and this would have been a destabilising factor in the Civil Service.

It cannot be denied that only disciplined civil servants can deliver efficient and high quality services. Discipline is not only obedience to rules and regulations. It also includes the control of one's habits, actions and desires. It is a commitment to the job and to learn, develop and improve knowledge and skills in the quest for continuous betterment.

In the early period of independence, the powers regarding discipline were placed under the jurisdiction of the Public Service Commission (PSC). It came in the form of a subsidiary legislation issued under the prerogative power of the Yang di-Pertuan Agong. In 1966, to make Government administration more efficient, such powers of the Public Service Commission were delegated to Heads of Departments. Tun Abdul Razak bin Hussein, in Parliament on 20 June 1966, remarked:

The Government's proposal to transfer the power of discipline from the Public Service Commission to senior Heads of Department is with the objective of streamlining the Public Service and to stamp out corrupt practice. With the disciplinary power in the hands of senior civil servants, they will have effective means in their hands to supervise the work of their subordinates, to see that they carry out their work efficiently and expeditiously and economically, and also at the same time to see that they would not indulge in corrupt and undesirable practices.

The Public Officers (Conduct and Discipline) Regulations 1993, and the Public Service Disciplinary Board Regulations 1993, form the backbone for the maintenance of discipline. Civil servants must also abide by the laws that apply to all citizens. There are, in addition, particular statutes like the Official Secrets Act 1972, which restrict the disclosure of official information. It is an offence under the Prevention of Corruption Act 1961 (Revised 1971), for a civil servant corruptly to accept any gift or consideration as an inducement or re-

ward. Besides these laws, various rules are laid down regarding such matters as the acceptance of outside employment, dress code and guidelines on political activities.

Managing discipline is a complicated and tedious process. As recently as 1991, there were still Disciplinary Boards which did not know the correct disciplinary procedures. Questions such as what misconduct can be subject to disciplinary action, how is a proper disciplinary charge prepared, what are the principles of natural justice that must be complied with in the administration of disciplinary action, were still being asked. Accordingly, in 1991, I directed the Public Service Department to prepare guidelines so that disciplinary action could be carried out expeditiously with full justice, and these were set out in four books on discipline which I launched on 2 December 1991. They were:

- (1) *A Guide for the Management of Disciplinary Action*. It consists of eight sections on the procedures for taking disciplinary action;
- (2) *Examples of Charges in Disciplinary Cases*. It outlines the proper legal procedures for the preparation of disciplinary charges;
- (3) *Examples of Disciplinary Cases*. It contains examples of common disciplinary cases handled by the various Disciplinary Boards in Ministries/Departments; and
- (4) *Disciplinary Cases Which Were Brought to Court*. It contains a collection of specific disciplinary cases which have been brought to court. These cases will serve as a guide as to the grounds of judgement made by the court.

This is the first time in the history of the Civil Service that books containing very comprehensive guidelines concerning discipline have been published. These works of reference, will help to ensure that disciplinary action is taken in accordance with the law.

The *New Straits Times* editorial of 4 December 1991 gave its strong support on the launching of these books. The editorial is reproduced below in full:

Bosses are seen to have more effect on office atmosphere than any other person due to their higher hierarchical position. However, the greater power of bosses comes entwined with correspondingly great responsibilities or duties. And when this is viewed in the setting of Government departments which represent the administrative organs of our country, such responsibilities become even more crucial. If the Chief Secretary to the Government, Tan Sri Ahmad Sarji Abdul Hamid, has his way, this responsibility will be exercised strictly, correctly and completely.

Heads of departments should exemplify the characteristics that they expect their subordinates to emulate. There are popular bosses but there are different types of popularity. There is the kind of real respect and liking that are earned by leaders who combine a necessary strictness and discipline with compassion, fairness, kindness, concern ... or sincerity, and whose characteristics do not falter or change with time or circumstances.

Then there is the kind of popularity that some bosses attempt to purchase by refusing to initiate disciplinary measures or proceedings for fear of losing a carefully cultivated popularity, of sorts. A false trade-off because genuine respect and regard can never be bought or bartered. Indeed such a dependency – the fear to discipline for the sake of personal popularity stakes – would be especially disturbing in the public service where no market forces operate to hone performance or efficiency depends entirely on the discipline present.

It was his concern over the failure of heads of Government departments to take disciplinary actions in case of breaches of discipline by civil servants that prompted Tan Sri Ahmad Sarji to denounce such popularity addicts. He also reprimanded heads of Government departments that neglected disciplinary proceedings for other reasons; because it was too much work, because it would

affect the image of the department, or because it was too trivial or inconsequential.

He reminded them that it was their duty to ensure that Government departments and ministries ran smoothly, in a high gear of discipline. To use their disciplinary powers to the fullest. Otherwise, he warned, they could be looking down the barrel of disciplinary actions themselves. By making the heads of departments responsible for the tight running of their respective ships, Tan Sri Ahmad Sarji may yet be able to turn the whole fleet of Government departments into an ultra-efficient armada for the 21st century.

He told the various department heads to familiarise themselves with disciplinary rules and procedures that had been provided in order that they might be able to wield them correctly. Their duties he added, include directing staff with lifestyles beyond their means to disclose the various sources of their funds and assets within a period of time.

On the other hand, there are bosses who revel in meting out discipline for the slightest mistake or error. There must be a sensible balance. Disciplinary powers must not be abused as well if departments are to work well. Discipline must serve to drive people to produce their best, not to induce a mutiny of sorts. A firm, caring hand of discipline that does not amount to terrorism or result in paranoia would steer the best ship.

The Chief Secretary to the Government is the Chairman of the Disciplinary Board for officers in the Top Management Group and Grade I and II in the Managerial and Professional Group for all services other than the Fire Superintendents Service and the Prison Superintendents Service. All officers in the Superscale "G" category and above who did not opt for the New Remuneration System also came under my purview. In addition, the Chief Secretary to the Government is the Chairman of the Education Service Disciplinary Boards for Group "A" (Senior Time Scale and above). I find the task of having to mete out punishment to a fellow member of the Civil Service a difficult one. Nevertheless, it is a responsibility that needs to be car-

ried out in order to maintain the efficiency and integrity of the Civil Service. Management must assume responsibility for disciplining wrongdoers. For that matter, failure to discipline will set a poor example for the others in the organisation and can even induce them to be indisciplined or to act unethically. Discipline will result from good leadership at all levels of the organisation and the judicious enforcement of penalties for infractions. Character does not reach its best until it is controlled, harnessed and disciplined.

Corruption in Government service is the abuse of public office for private ends. Its beginnings are imperceptible. It starts in a small way and can spread easily. Corruption must never be allowed to spread. Once widespread, corruption can get hold of any country and may eventually become a culture. Corruption and the abuse of power in the Civil Service would cause a collapse in public confidence. The public must never be at the mercy of corrupt officials. The standard excuse for corruption is that the public servants are not adequately paid. But once widespread corruption gets hold of a country, then no matter by how much their pay is increased, even if it is doubled or tripled, members of the public service will still be corrupt. Corruption in such a country can become a national custom, and any official who does not take advantage of it, is regarded as a fool.

The Prevention of Corruption Act 1961 defines corruption, as follows: "to receive or give whatever gratification as an inducement, reward or incentive to do or not to do an act". Under the Act, a corrupt practice means the acceptance of gratification or the misrepresentation or falsification of documents.

The Penal Code (F.M.S. Cap 45) contains provisions of offences relating to corrupt practices, namely (i) public servants taking gratification, other than legal remuneration, in respect of an official act (Section 161); (ii) taking a gratification in order, by corrupt or illegal means, to influence a public servant (Section 162); (iii) taking a gratification for the exercise of personal influence with a public servant (Section 163); (iv) a public servant obtaining any valuable thing, without consideration, from person concerned in any proceeding or business transacted by such public servant (Section 165); (v) a public ser-

vant disobeying a direction of the law with intent to cause injury to any person (Section 166); (vi) a public servant framing an incorrect document with intent to cause injury (Section 167); (vii) a public servant unlawfully engaging in trade (Section 168); and (viii) a public servant unlawfully buying or bidding for property (Section 169).

The Emergency (Essential Powers) Ordinance No. 22, 1970 provides under Section 2(1) that the use of public position or office for pecuniary or other advantage as a corrupt practice liable for punishment.

Sometime in 1993, I directed all disciplinary cases referred to the Heads of Department by the Anti-Corruption Agency be adjudicated expeditiously. All Heads of Department were directed to clear outstanding cases referred by the Anti-Corruption Agency quarter by quarter during the year. V.K. Chin (now Datuk), in his Comment column in *The Star* of 9 November 1993, had this to say on that matter:

The delay in handling disciplinary cases speedily is an injustice to those who have been accused of such offences. This is particularly so where allegations of malpractice are being made against certain officers.

Under natural justice, a person must know his fate as early as possible or it will put a lot of stress on the individual. If he is guilty, then he must be punished. If he is not, his name must be cleared immediately. There have been instances where individuals were accused of wrong-doing either for corruption or insubordination and yet no further action has been taken for months.

Departmental heads must therefore deal with such cases quickly and it is really pointless to keep the accused in suspense. It will mean more work for the people in charge but that is what they are being paid for.

Now that the Chief Secretary has issued the directive, the departmental heads will no longer have any excuse to postpone making a decision early. Otherwise, action will have to be taken against these supervisors for shirking their responsibility.

The *New Straits Times*, in an editorial of 11 November 1992 entitled "Too Kind to the Corrupt", gave me welcome support:

Many Malaysians pride themselves on being generous and understanding about other people's plight and failings. But it is extending generosity and understanding too far when civil service departmental heads do nothing about the cases referred to them by the Anti-Corruption Agency (ACA) for disciplinary action.

Are the departmental heads so blessed with scruples that they are reluctant to act against members of their staff without overwhelming evidence of their wrongdoing? Or are they more concerned about protecting the image of their departments, and would rather choose the bureaucratic expedient of burying things?

If it is the latter motive, they are only helping to reinforce the impression of the public that it is difficult to challenge the exactions of the corrupt, and that they, too, might as well take the easy way out and pay up.

Such an unfortunate attitude of helplessness is reinforced further when one notes that, even when disciplinary action is taken against greedy civil servants, the consequences are ridiculously painless for most of them. ...

... Chief Secretary to the Government Tan Sri Ahmad Sarji Abdul Hamid suggests that a time-frame be set for certain services such as applications for licences and permits. Such a measure will help reduce the opportunities for corruption, because then corrupt civil servants will not be able to "misplace" or sit on applications until money changes hands. It should be possible to find a viable balance in the administrative process between centralising decision-making, thus contributing to delays, and decentralising it, thus empowering more civil servants to hinder (in the case of the corrupt) the public. It is not impossible to devise largely fool-proof checks and balances.

Government leaders have been pressing for a clean and efficient administration. Their efforts should not be undermined by a few department heads who, for whatever reason, cannot bring themselves to be hard on straying staff. If they cannot keep their

departments clean, these civil servants should be subject to disciplinary action themselves.

The private sector has an interest in having an incorruptible and disciplined Civil Service. There can be no corrupt officials without those who corrupt them. In 1992, I publicly suggested that private training institutions should include a topic on "The rules and regulations relating to civil servants and their code of conduct". I specifically mentioned the Official Secrets Act and the Anti-Corruption Act. In his Comment column in *The Star* of 30 October 1992, "Getting to know the Civil Servants through two Acts", V.K. Chin again came out in support of my suggestion:

... It is obvious why the Chief Secretary to the Government is anxious that the private sector should acquaint itself with these two pieces of legislation.

The OSA deals with the leakage of official secrets to those not privy to such information and whose intention is to use this knowledge for financial gain. ...

Leaking official secrets and indulging in corrupt practices are the two offences which civil servants can get into trouble with the law. They can be charged in court and if found guilty will either be jailed or given a fine or both.

Unlike other misdemeanours, such as insubordination, civil servants will just face disciplinary action. But if they are found guilty of OSA and ACA offences, they will lose their jobs.

So it is important for businessmen to know about these two Acts as they are linked directly to these two offences. Civil servants can only sell government secrets to the private sector.

It is members of the public who offer bribes for favours performed by the civil servants. If the people know more about these two Acts and of the consequences of breaching them, they may try to do business within the rules laid down.

Those who pay civil servants for official secrets or corrupt money are also liable to be charged and given similar sentences. It takes two parties to commit a corrupt act.

The Chief Secretary to the Government is the custodian of the ethos of the Civil Service. There were times when I had to issue "General Circulars" under the seal of the Prime Minister's Department and under my own signature to reinforce the code of the Civil Service. These circulars were intended to guide civil servants to discharge their public functions reasonably and according to the law.

The Prime Minister had expressed to me his concern about the increasing participation of Government officials in conferences, seminars, forums and training workshops, and in sporting activities organised and sponsored by the private sector. Frequent and unsupervised involvement of public officials in sporting activities sponsored by the private sector often led to slanted inferences from certain quarters. There have been public comments on the involvement of senior Government officials in friendly games organised and sponsored by individual companies.

Guidelines had to be issued in order to regulate and monitor this new development in public-private sector relationship. I issued two General Circular Letters in May 1993. According to General Circular Letter No. 2 of 1993, entitled "Guidelines on the Involvement of Public Agencies and Officials in Conferences/Seminars/Forums/Training Workshops Sponsored by the Private Sector", participation by public agencies in conferences, seminars, forums, etc. is allowed, subject to the following conditions:

- (1) that in the case of forums sponsored by individual companies, participation is allowed if these forums relate to areas that come under the purview of the agencies and their presence is to explain the policies, regulations and procedures of the Government. In addition, their participation should be beneficial to the Civil Service in terms of knowledge and new experiences;
- (2) that in cases where the public agencies are invited by the private sector organisations or individual companies to jointly sponsor the forums, certain incentives such as discounts or

exemptions from registration fee should be offered to the participating public officials; and

- (3) that Government officers who are invited to give lectures, present working papers or become panel members in conferences, seminars, forums, training workshops, etc., could accept the invitation subject to the approval by their respective Heads of Departments. They could also accept payments and tokens of appreciation, on condition that they are paid for fully by the private sector and the monetary value of this token is not greater than 1/4 of the monthly salary of the officer concerned. The power to determine the rate of payment is given to the Heads of Departments. Reports should also be made to the Heads of Departments of any payment received.

As a guide to public sector agencies participating in sports activities, I issued the General Circular Letter No. 3 of 1993 entitled "Guidelines on the Involvement of Public Agencies and Officials in Sports Activities Sponsored by the Public Agencies/Private Sector". The main provisions are as follows:

- (1) all annual sports events of an agency should be held during the weekend or other public holidays and should not last for more than two days;
- (2) Government agencies are not encouraged to accept invitations from individual companies to participate in their annual sports events or competition. They are not allowed to organise sports events with any particular company;
- (3) all sports events sponsored jointly by the private and public sectors could only be held during weekends or outside working hours. For such sports events, the Government agency is required to share the costs incurred in hosting the event and for prizes;
- (4) Heads of Departments or any other Government officer who has obtained permission from the Heads of Department may accept invitations to participate in games and sports competi-

tions, provided he/she takes vacation leave if the events are held during working days; and

- (4) senior Government officials who are required to participate in games or sports competitions involving national/State dignitaries or State guests during office hours are not subject to the rules governing official leave.

This circular attracted comments by a columnist, Shaik Osman Majid. In the *New Straits Times* of 8 February 1993, *inter alia*, he observed:

We applaud the General Circular released last Saturday, that prohibits public servants from participating in sports during office hours. As the Chief Secretary to the Government acknowledged that it was a rampant practice among officers to attend sports activities for up to a week. Precious time surely should be devoted to more rewarding endeavour like official duties.

It is, however, an egregious sin to play during working hours. A round of golf over the regulation 18 holes takes almost four hours; if time for lunch or refreshments is included at least five. Time lost can never be adequately compensated by the work in future and borrowed time.

Moreover, indulging in favourite play during office hours raises the question of ethics. We are all paid to perform entrusted duties. Stealing time to pursue the personal pleasure or pains that golf provides is nothing more than gross violation of a sacred bond.

The issuance of the circulars also evoked an editorial response from the *New Straits Time* of 10 February 1993, under the heading "At the People's Service":

Phantom Government servants away for conferences, seminars, meetings, sports meets, miscellaneous functions and junkets often inconvenience members of the public, add to the notori-

ously labourious time it takes to process and reinforce the public's perception of lackadaisical civil service

The recent series of civil service circulars will help improve the image of the sector, boost productivity and hopefully set the parameters for relations between the public and private sector and between Government officers and the Rulers. These guidelines have to be followed not in a burst of flurried activity only to be buried a few months later in the files, but enforced for a period of time until they become part of the service culture.

In issuing General Circular No. 3 of 1993, Chief Secretary to the Government Tan Sri Ahmad Sarji Abdul Hamid remarked that it was a rampant practice among Government officers to attend sports activities for up a week; surely a compromise on the efficiency of such officers and a symptom of poor management. The circular also discourage participation in sports activities during office hours, which is as it should be because while all work and no play makes Jack a dull boy, work and play during office hours at taxpayer's and Government expense is a sure blot on productivity and efficiency.

Work is a four-letter word which Government servants have to accept as their credo because Government service basically deals with policy decisions or public service and the efficiency of both arms are important indicators of a country's management productivity.

Relations between the public and private sectors are also set out, which help to put a respectable distance between Government servants and the private sector as well as royalty, which will in turn help allay innuendoes of wrongdoings, corruptibility and seeking favouritism which so often accompany Government officials when they are seen in company of royalty or 'outside people' once too often.

The Chief Secretary is confident, however, that 'supervised public sector involvement will foster a better-organised relationship between the public and private sectors in the spirit of Malaysia Incorporated'.

The guidelines, if responsibility and objectivity implemented by the respective heads of departments, should make civil servants

more accountable and lessen the opportunities for abuse of their positions as Government officers. It has been said that if productivity in Government departments can increase by just 10 to 20 percent, long queues in such departments would not occur. Dare we hope this is the beginning of end of such queues?

In early 1994, I directed all Heads of Department to clear the backlog of disciplinary cases which were referred to them by the Anti-Corruption Agency. I also stipulated a time-schedule for the adjudication of such cases. The *New Straits Times* editorial of 26 February 1994, in parts, read as follows:

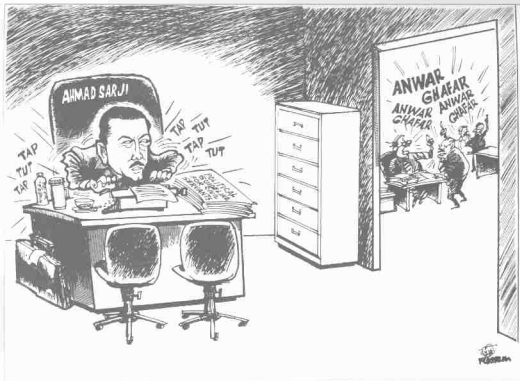
... Why it is so desperately important for developing societies to scorch the seed of corruption before it takes root has been a closed argument for too long. This is obvious to all; what needs to be done, however, has not been so clear. That something is needed as soon as possible was indicated by the Chief Secretary to the Government Tan Sri Ahmad Sarji Abdul Hamid early this month, when he gave heads of department until the end of April to throw the book at offending subordinates. Departmental disciplinary boards were often slow and chary of taking such action, but why? Could they too be hobbled by the strain of securing evidence and guilt? If they are, they need this hesitation removed by the clarion call of the highest legal authorities.

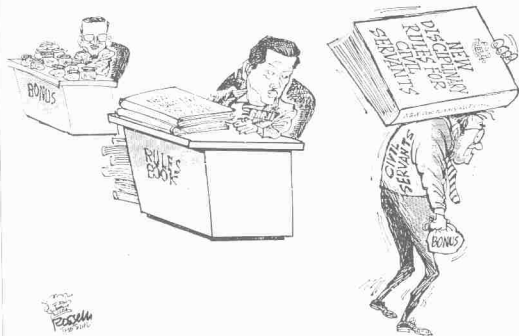
But so far, legal theoreticians have found the retributive justice appropriate for white collar crime rather argumentative, due to shifting definitions about fitting punishments. There is, however, no need for jurisprudence to be so worked up. The central question is whether the end of the conquest of corruption justifies the means of deterrent incarceration. That justification is provided by the recognition that this country and its institutions are at a critical juncture — corruption looms ever more menacingly as it falls under the temptation of the nation's growing wealth. When it gets to be so endemic as to be ingrained in culture, something of the order of a social revolution would be required to defeat it. Better to beat it now, with a simple change in the statutes of the law.

It is a standing order in the senior officers' meeting that the Chief Secretary is updated on the latest position about action taken by the various Disciplinary Boards on cases referred to them by the Anti-Corruption Agency.

The Public Complaints Bureau which was set up in 1971 was revamped and strengthened in 1992 to enable it to play a more meaningful role as the main body to redress the grievances of the public and to check maladministration in Government agencies. The Public Complaints Bureau is answerable to a higher level body called the Permanent Committee on Public Complaints which is chaired by the Chief Secretary to the Government.

I issued Development Administration Circular No. 4 of 1992 on "Managing Public Complaints". Under the new system, the Public Complaints Bureau is the place for the public to send their complaints and seek redress on any alleged administrative unfairness in their dealings with the Government machinery. The role played by the Public Complaints Bureau is to receive and investigate public complaints on Government administrative actions which are alleged to be unfair and against the existing laws and regulations; they cover misconduct, misappropriation, abuse of power and maladministration. The Bureau is required to table its findings to the Permanent Committee on Public Complaints which has the duty to deliberate and decide on issues before it. The Committee can direct Heads of agencies, whether Ministries, Departments, Statutory Bodies, local authorities or other relevant agencies, to be present at its meetings to provide explanations on a particular complaint. The decisions of the Committee have to be implemented by the agency concerned. Meanwhile, the Public Complaints Bureau monitors and provides feedback to the Committee on the corrective actions taken by the relevant authorities.







In 1992, the Government agreed that the Annual Report of the Public Complaints Bureau be made available to the public. Every year for the past five years, I personally introduced the Annual Report to the public through press conferences. I have suggested various other mechanisms for obtaining feedback such as the use of the suggestion box, a clients' feedback survey conducted on a regular basis, special counters for entertaining complaints, monitoring newspaper reports, setting up a "hot-line" and conducting radio programmes or dialogues.

Under Development Administration Circular No. 4 of 1992, all agencies have to appoint an officer to act as the liaison officer with the Public Complaints Bureau. To date, 570 such officers have been appointed, and the "Manual on Work Procedure for Liaison Officers on Public Complaints" was issued to assist them to cope with the new challenges of responding positively to complaints.

In many countries, the system of Ombudsman is established to manage public complaints. Whilst the system of Ombudsman depends on an individual, in Malaysia it is the responsibility of the Permanent Committee on Public Complaints to ensure that complaints are well managed. Basically, both systems have similar purposes and mechanisms. They are set up by democratic governments for the purpose of protecting citizens against unfair decisions, abuse of power, incorrect interpretations of rules and regulations, unreasonable demands, carelessness, misconduct and unreasonable delay by Government officials. Both systems permit citizens to voice their grievances against Government departments and officials as part of the democratic process. Complaints are investigated and when found to have substance, recommendations are made to resolve the grievances. Complaints or citizen's feedback helps to achieve accountability and to measure the quality of service provided.

Both systems direct their efforts at resolving grievances so as to ensure the public services function in accordance with the rules, regulations and the laws of the country. Every citizen must be treated fairly and equally by public officials.

In terms of scope, both systems investigate complaints against the public service. In the case of the Public Complaints Bureau, the coverage includes privatised monopolies such as Tenaga Nasional and Telekom Malaysia. Complaints received against such private companies are forwarded to the respective regulatory agencies for investigation. The Public Complaints Bureau monitors these complaints to ensure that the relevant regulatory agency takes quick action to resolve the complaint.

Neither system questions Government policies, management prerogatives, schemes of services, salary principles, corruption, court procedures and decisions. Such subjects are forwarded by the Public Complaints Bureau to the respective agencies for action. The Ombudsman receives and investigates complaints from public officials who are aggrieved by unfair management decisions.

The Ombudsman is created by an Act of Parliament and is appointed by the Head of State or Parliament for a period of five years. The scope of coverage, the powers of the office and *modus operandi* is provided for under the Act. The Public Complaints Bureau is a Government agency, headed by a Director-General, who is a senior public officer. The powers of the Public Complaints Bureau is administrative in nature and listed in an administrative circular.

To date, the Public Complaints Bureau functioning under an administrative circular has resolved grievances smoothly and quickly, with the full co-operation of Heads of Ministries and Departments. The interpersonal skills of the staff of the Public Complaints Bureau and the support of the top echelon of the Civil Service help in resolving complaints.

Speed in the resolution of grievances to ensure that they do not recur is the hallmark of a sound system of redress. Both the Act and the Administrative Circular provide similar powers, with the exception that an Ombudsman has more clout since all its interviews and examinations are deemed to be a judicial process subject to the laws relating to perjury. However, in most cases of grievance resolution, research into rules, regulations and the relevant files is sufficient. Data from interviews are counter checked with documentary evidence and

thus there is little room for individuals to get away with false statements.

An appointment for five years under an Act of Parliament ensures that the Ombudsmen can act independently. Can a career Government official in the Public Complaints Bureau, with only administrative powers act independently and neutrally? Yes, because in the resolution of grievances, normally one investigates according to set rules and regulations, checking documentation and interviewing pertinent people. After data collection, the official has to analyse the data and decide. He presents his findings and recommendations to the Permanent Committee on Public Complaints – the Chairman being the Head of the Civil Service, and its members are the Director-General of the Public Service Department, the Director-General of MAMPU, Director-General of the Anti-Corruption Agency and the Senior Deputy Secretary-General in the Prime Minister's Department.

These five senior civil servants will deliberate and decide on the cases presented, objectively and with complete neutrality. The members have the authority to take effective follow-up and follow-through action. The Director-General of the Public Service Department can authorise disciplinary action where necessary; the Director-General of MAMPU can recommend improvements in the management of the administrative system and the Director-General of the Anti-Corruption Agency has the authority to initiate legal action against errant civil servants. The Permanent Committee on Public Complaints also has authority either collectively or in each member's right to request and seek information from Government departments, and check files and records. All decisions of the Committee are recorded and follow-up and follow-through action are taken to ensure that the decisions of the Committee are implemented to the dot. So far, the Public Complaints Bureau has not encountered the problem that its decisions are not put into effect. If non-compliance occurs, there is no provision in the administrative law at the present to pursue the matter further. In the case of the Ombudsman, he makes recommendations to the Government and Parliament. If departments do not implement some rec-

ommendations, the Ombudsmen is able to initiate court action to seek compliance.

Both systems focus on the redress of grievances. However, Public Complaints Bureau, undertakes to determine the causal factor and to take remedial action to ensure that such grievances do not recur. Remedial action includes management review of the organisation and disciplinary action.

The Ombudsman is required, by law, to table an annual report to Parliament on his efforts and achievements and any other significant matters. Likewise, the Public Complaints Bureau is required, to publish a similar annual report. This report is presented to the Cabinet for its approval before it is released for sale to the general public.

In essence, common to both systems is that citizens see the Ombudsman and the Public Complaints Bureau as the last resort in seeking resolution of bureaucratic injustices and shortcomings. And of course, the service is free of charge. The main difference is that the Act provides an Ombudsman with independence and neutrality and his examination of persons is a judicial process whilst the Head of the Public Complaints Bureau and members of the Permanent Committee on Public Complaints are career civil servants; but they deliberate, make decisions and follow-up and follow them through with objectivity and neutrality.

To date, the Permanent Committee has recommended disciplinary action on twenty four officers, and the dismissal of eight. The Committee has resolved 225 major complaints. It has also been able to introduce new procedures with regard to (i) the prevention of fraud by computerising the system of birth registration of newborns at hospitals; (ii) the safe keeping of passports at the Immigration Department; and (iii) the withdrawing of funds from the Pilgrimage Fund Board.

An effective management of public complaints strengthens democracy and is in fact the heart of a democratic system.

To return to the question of "accountability", the *New Straits Times* editorial of 10 May 1994 gave excellent advice to Heads of Departments when it urged them to display "A Greater Accountability".

In view of the importance of the message contained in the editorial, the entire piece is reproduced below:

Government departments are under constant public cynosure and are easy targets for criticism. Some of these complaints may be trivial, but as pointed out by Chief Secretary to the Government Tan Sri Ahmad Sarji Abdul Hamid, government departments should accept any complaint, no matter how piddling as a measure of their performance and use it to improve their services.

Matters such as income tax, licence renewal, immigration, registration, for example are the monopoly of the Government and as such, the captive public have no other recourse but to either bear with bad service in silence or file complaints with the relevant authorities.

The voluminous amount of work required is only matched by the large number of civil servants. Public criticism or complaints about government departments and their agencies are therefore to be expected, and as such, should be taken in its stride. However, as revealed by Ahmad Sarji, some heads of department, perhaps following the spirit of "hear no evil and see no evil" have chosen to cover up grouses about their staff by ignoring them, or by retaliating against the complaints.

It is an undemocratic practice, but intimidation against those who dare to complain against them has successfully led to a cult of fear among the public. Hence, people complain volubly about government departments in coffee shops and elsewhere resulting in widespread public cynicism about them, but most do not and dare not direct their complaints to the departments concerned. However, word-of-mouth sully is far more detrimental to the image of the departments than a frank complaint to an open-minded department head.

In attempting to inculcate the practice of transparency and accountability in public service, government agencies must first and foremost be able to accept criticism as people's frustrated attempt to institute changes for the better, not as a personal affront.

to the abilities of department heads. Government departments service the public, so viewing complaints in the right perspective is a prerequisite to good service.

More than 60 per cent of complaints against Government departments referred to the Public Complaints Bureau (PCB) last year involved delays in carrying out their duties. Some administrative matters have been stretched into years, which even given the thick bureaucratic waistline and mythical length of red tape involved in government department dealings, is unjustifiably long. As the noticeable increase in the efficiency of the Road Transport Department as far as its counter services shows, the ability to overcome massive red tape is possible if the powers-that-be can go beyond perfunctory duties and explore ways to better serve the public.

Dealing with the public is an irksome task because sometimes superfluous complaints will surface, and there is an assortment of expectations heaped onto the people who provide the service. The department which fears not public scrutiny is most likely to succeed, because it will not be preoccupied with covering up, but with the business of self-improvement.

The PCB should continue to unearth more of the arrogance shown by some department heads intent in impugning complainants. The support given by Ahmad Sarji should enable it to carry on its job with impunity and boost the public's confidence as to the PCB's effectiveness in giving them a fair hearing.

Accountability is the obligation to give answers and explanations concerning one's actions and performance to those with a right to such answers and explanations. Subsumed in this definition is a myriad of legal, moral and ethical obligations that comes with the occupancy of any public office. In short, it is an obligation to carry out assigned activities in a responsible and responsive manner, and being held answerable for success or failure. As such, when we talk about "accountability" in the Civil Service, we have to consider the question of administrative responsibility. Internal accountability means that at each level in a hierarchical organisation, public officials are account-

able to those who supervise and control their work. On the other hand, external accountability means, answerability for action carried out and performance achieved to other relevant and concerned authorities, outside his department or organisation.

No modern state can exist without an administrative system. The Government delegates a lot of powers to the Civil Service. The legitimacy of the power delegated is premised on several important conditions, some of which are as follows: (i) that civil servants should act in accordance with the basic principles which uphold the authority of the constitutionally elected Government; (ii) that civil servants should perform according to the constitutional and legal directives pertaining to their areas of authority; (iii) that civil servants are sworn to remain continually accountable in an honest and accurate manner for their actions to the relevant authorities; (iv) that civil servants should act in a competent and effective manner to achieve set purposes and produce desired results; and (v) that civil servants are to use public funds entrusted to them for authorised public purposes, not for their own gain or the private gain of others. What all these conditions mean is that, civil servants should serve the will of the people as articulated through the authority of the executive and the legislature. Policy matters and decisions should rest ultimately with the elected representatives of the people, and all decisions made by civil servants must be within the parameters of defined mandates and delegated authority.

The Civil Service, which is entrusted with public resources and the authority to utilize them to achieve its desired goals, has a moral responsibility to be fully accountable for its activities. All public officials are accountable to those who provide the resources for them to carry out Government programmes. The accountability of public officials is deemed to be part and parcel of a good and responsible Government.

In the Civil Service in Malaysia, there are three levels of accountability, namely: (i) fiduciary or fiscal accountability in terms of financial integrity, disclosure and compliance with the laws and regulations governing financial administration; (ii) managerial accountability in

terms of the efficient and economical use of manpower and other resources; and (iii) programme accountability in terms of programme impact, that is, whether it is achieving its intended objectives, and whether, the best programme options have been selected to achieve these objectives from the stand-point of total cost and output.

Accountability mechanisms are built into the laws, regulations and the institutions controlling public expenditure. For example, the Secretary-General of a Ministry is appointed as the Controlling Officer of the Ministry's expenditure. The effect of this appointment is that it clearly places responsibility for the financial management of the Ministry squarely on the shoulders of the Controlling Officer who is answerable to Parliament through the Public Accounts Committee (PAC). The PAC acts as a representative of Parliament. It represents the highest level of control on public expenditure. Its investigations focus on whether approved funds are disbursed for approved purposes and on whether expenditure has been properly incurred. Its basis of investigation is the Auditor-General's Reports which are annually laid before Parliament. The Auditor-General's role and responsibilities are spelt out in the Federal Constitution (Articles 106 and 107) and the Audit Act 1957. The Constitution requires that any money to be spent must be authorised by law and that the public accounts must be audited and reported on by the Auditor-General.

The need for the Civil Service to be more accountable for expenditure incurred and also to ensure that programme goals are met has always been one of Dr. Mahathir's primary concerns. He has from time to time, come up with concrete suggestions to enhance accountability or voiced his displeasure whenever the standards set for ensuring accountability have not been met. The Prime Minister wanted the Civil Service to have a cost accounting system which was able to adequately capture the costs of producing a particular output – be it a product or service. He issued a directive to me in early 1991 for the Civil Service to come up with a detailed or 'micro' accounting system that would be able to capture the cost of any given output. He even spelt out what the system should be capable of doing as follows: (i) to record each and every daily transaction accurately and quickly; (ii) to

furnish information on the receipt and disbursement of allocations as well as the officers responsible; (iii) to capture data on every expenditure, officer responsible for approving the expenditure and expenditure records which are up-to-date; and (iv) to provide comprehensive data on all assets that have been purchased.

I responded to Dr. Mahathir's directive by developing a cost accounting system called the Micro Accounting System for use at the departmental level. I issued Development Administration Circular No. 3 of 1992 which provided the necessary guidelines. Initially, the implementation was to be in four pilot agencies, namely the Accountant General's Department, the Ministry of Health, the Ministry of Public Works and the Ministry of Information. Later, implementation was to be extended to the rest of the Civil Service. The implementation of the Micro Accounting System placed at the disposal of public sector managers cost information that enabled them to: (i) compare planned output cost and actual cost; (ii) determine the cost trends for producing similar outputs; and (iii) set the price for particular goods or services.

The availability of such detailed and comprehensive cost information for the first time laid the framework for developing greater financial accountability, as envisaged by Dr. Mahathir.

All Federal Statutory Bodies are required to submit their financial statements and annual reports to Parliament within a reasonable period after the end of the financial year. However, there have been inordinate delays in the submission of the financial statements and annual reports. A study carried out, following a directive by Dr. Mahathir, discovered that a main cause for the delay was the absence of a deadline for the submission of the financial statements and reports to Parliament. Another cause was the inability of some statutory bodies to close their accounts on time due to the prevalence of poor accounting systems. Dr. Mahathir directed that a proper schedule be drawn up specifying deadlines for the various stages of processing, from the closing of the accounts up to the submission to Parliament. It was decreed that the deadlines to be drawn up must be such that the final submission to Parliament should be within one year after the end of

the financial year. To enable the statutory bodies to close their annual accounts at the end of the financial year, Dr. Mahathir also directed that a computerised accounting package be developed that would enable them to close their accounts daily. This directive led to the development of a computerised Standard Accounting System for Government Agencies (SAGA). SAGA provides for the efficient processing of financial information at both the operation and management levels. The objectives of SAGA are: (i) to provide for the maintenance of a complete and up-to-date set of accounts; (ii) to allow for the daily closing of accounts; and (iii) to provide for the timely submission of Pre-Audit Financial Reports.

Dr. Mahathir wanted to know first hand the efficacy of SAGA. He therefore directed that he would like the daily statement of accounts of the selected agencies to be placed on his table at the end of the day for a period of three months. To the great credit of the Human Resources Development Centre, the National Film Corporation (FINAS), Langkawi Development Authority (LADA), the Malaysian Fisheries Board and Urban Development Authority (UDA), the Prime Minister's directive was adhered to.

On 26 February 1996, I launched the Development Administration Circular No. 1 of 1996 entitled "Implementation of a Standard Computerised Accounting System in the Federal Statutory Bodies". In my speech, I suggested that thirteen agencies implement this system and that within a period of five years it could cover all Federal statutory bodies. The *Business Times* report on 27 February 1996 was headlined "More transparent statutory bodies." In my speech, I emphasised the following:

The important aspect is timing. An account could be closed on the same day. So if there is any detail missing, or money collected or spent but not accounted for the system will show where the defect lies.

To assist Statutory Bodies in preparing their accounts for audit purposes, a "Pre-Audit Document Flow Chart", which indicated dia-

grammatically the major financial documents that should be prepared for auditing, was introduced. This document flow chart ensured a more systematic approach to the preparation of accounts for audit purposes and helped to reduce the chances for errors or omissions that could delay the auditing process. The guidelines are contained in the Treasury Circular No. 15 of 1994 entitled "Guidelines on the Preparation and Tabling of the Annual Report and Financial Statement of Federal Statutory Bodies", which was issued on 27 December 1994.

The introduction of schedule for the preparation and tabling of the Financial Statement and Annual Report was a major development in the Government's efforts to improve the accountability of statutory bodies. First, it helped to reduce the time taken to prepare and table their Annual Reports to the Cabinet and Parliament. Secondly, the tabling of more current Annual Reports encouraged more interested parties, such as policy makers, to study and give their views on these reports. Their views could be acted upon by the relevant authorities as the subject matter discussed was current and not overtaken by events.

Another subject which always concerned Dr. Mahathir is the need to have a proper system for the maintenance of Government assets. This was one aspect of management or the lack of it which had suffered from neglect, resulting in financial losses for the Government. The various audit reports had frequently highlighted gross shortcomings in this area, particularly emphasising poor maintenance of Government stores. However, many inadequacies still remained and matters came to a head in 1993/1994 when a series of fires at the Subang Kuala Lumpur International Airport revealed serious flaws, particularly in the maintenance of Government buildings. I issued General Circular Letter No. 2 of 1995 entitled "Maintenance Management - Developing A Planned Maintenance System". The circular requires Government agencies to implement a systematic approach in the maintenance of their assets through the following actions: (i) appointing a senior officer to be responsible for the maintenance of assets; (ii) maintaining an Assets Maintenance Register; (iii) establishing a Maintenance Schedule; (iv) formulating a Maintenance

Operation Plan; and (v) evaluating the Maintenance Programme. The instructions in this circular, when implemented, will lay the foundation for evolving a maintenance culture in every Government agency.

In Dato' Seri Anwar bin Ibrahim, the Deputy Prime Minister, the Civil Service had found a strong supporter of "reinventing" Government. Dato' Seri Anwar understood very well the challenges in bringing about change and the resistance that might occur as we were dealing with diverse organisations and personnel of differing backgrounds and motivations. In one of the meetings, he reminded the Civil Service of the "culture of contentment". He posed that the root cause of failure begins when people become complacent. To quote him:

Such a culture will arise when we feel we have achieved success and excellence in various fields such as economics, politics and administration. But if we refine our analysis and dig further, we will find weaknesses and problems here and there. Those with a high propensity to change and those that do not resist change are those that recognise weaknesses and deficiencies at the same time that they laud their successes.

I was also able to serve Dato' Seri Anwar in his capacity as the Chairman of the Cabinet Committee on Government Management. Five Cabinet Ministers and the Chief Secretary to the Government are members of the Committee. The Committee focuses on weaknesses in financial management and ensures that appropriate action is taken on persons involved in mismanagement, negligence, abuse of power and corruption. Dato' Seri Anwar's concern with mismanagement is evident when, during the 1995 Prime Minister's Quality Award presentation on 15 January 1996, he remarked:

Freedom is necessary, but not freedom or rights without responsibility or control. When companies and boards are given more freedom, their responsibilities also increase. But the opposite happens. ... There must be a shift in attitude to ensure that agencies and boards fulfil their responsibilities and preserve their im-

age. ... Herein lies the challenge. Leaders in the public and private sectors must be prepared to look for new approaches, address weaknesses and improve quality, efficiency and skills.





XIV.

VALUES AND ETHICS IN THE CIVIL SERVICE



THE culture of a public service, is simply, the sum total of the values, attitudes, beliefs and practices upheld and shared by the management and all members of the service.

The cultural values of a society constitute the core of its system of symbols. Continuously impinging upon this core are the value systems of its economy, the polity, the arts and the sciences, and the many other cultural sub-systems of a society. Religious values, however, do not merely impinge upon cultural values but they constitute the very womb from which cultural values emerge. "Norms", however, are primarily social. They have regulatory significance for social processes and relationships but do not embody "principles" which are applicable beyond a social organisation or an institution such as the public service system.

A value, therefore, is a relatively permanent framework which shapes and influences an individual's behaviour. One's values reveal one's preferences, while norms reveal social prescriptions and obligations. Values are shaped primarily by religious tradition, while norms are shaped primarily by the exigencies of an organised activity, much as an administrative action requires rules and regulations.

According to the *Oxford English Dictionary*, "ethics" is the science of morals or moral principles. The word itself is defined as "concerned with goodness or badness of character or disposition, or with the dis-

tion between right and wrong". These three aspects, namely *values*, *norms* and *ethics* when combined are known as culture. Culture commonly refers to "good manners" as a reflection of the character and education of a person. Culture is the total behaviour of a person, born out of the value system practised. Culture is understood to imply learning and knowledge acquired for the sake of right living. It is a concept of what a person should know, be and do to perfect the art of living.

As Aristotle said: "We are known by what we do repeatedly. Excellence is not an act; it is a habit". To my mind, the crux of the matter of values and ethics in the Civil Service is for civil servants to cultivate good habits and practices in all aspects of their organisational life, both physical and spiritual. Saidina Umar Al-Khattab once wrote as follows:

Let there be no doubt about it that efficiency depends on not postponing today's work until tomorrow. If you do that it will create confusion in work. You will mix priorities and nothing will be accomplished; shun as much as you can from worldly love and lust and imbibe deep-seated interest in the affairs of the masses. Give them audience for justice, even if it be for one hour daily.

I have set out a dozen reminders that might help to achieve a sound sense of values: (i) the value of time; (ii) the success of perseverance; (iii) the pleasure of working; (iv) the dignity of simplicity; (v) the worth of one's character; (vi) the power of kindness; (vii) the influence of example; (viii) the obligations of duty; (ix) the wisdom of economy; (x) the virtue of patience; (xi) the improvement of talent; and (xii) the joy of originating.

I have often asked Heads of Departments to strive to complete the day's work within the same day because the next day brings fresh work. Government officers should not waste time or procrastinate especially where it involves making decisions concerned with national development. The time which is available to a person in a day can be

divided into three parts: one-third for work, one-third for sleep and recreation and one-third for religious, family and social obligations. If Heads of Departments are able keep these in mind, productivity in the public service will improve.

Discipline and obedience have a vital place in work ethics; that is why I emphasise them and stress the importance of doing the "right" thing even if it is unpopular or hard. Senior officers must take great care to ensure that procedures, rules and regulations are complied with. Order, predictability, efficiency and equality of treatment in conducting public business require established procedures. They place the administration beyond the changing whims of particular administrators; they are a buttress against favouritism and personal bias. It needs hardly to be said that these values and norms which I have highlighted can be built into the public service only if we follow them repeatedly and as a matter of habit. Good ethics cannot of course, be effectively shaped and maintained in isolation; they need a supportive environment in the Ministries and Departments which in symbiosis lead to responsible conduct in public life.

What is meant by an excellent work culture? The "culture" of an organisation refers to the sum total of the shared values and beliefs as well the normal behaviour of the people within that organisation. An excellent work culture contains certain values that are fundamental. The first value is commitment. We must dedicate ourselves to our profession and administer selflessly. The second value is to be conscious of quality. Quality is determined by the customer. The third value is the learning paradigm. We should always be ready to learn and should believe in the never-ending quest for excellence. Timeliness is another important value that should be emphasised in creating an excellent work culture. Time in which to undertake a piece of work and timeliness in completing a task are major considerations in work situation.

In any profession, there is an ideal mode of behaviour that is expected of every member. The code of conduct in any profession is a set of rules and norms that are known, generally accepted by all members of that profession and duly enforced by its governing body. Public

managers, of course, follow more than rules; they observe professional standards and ethical guidelines, which are sometime in creative tension.

The only sure foundation of an excellent work culture for both the public and private sectors must be sound professional ethical practices. Public service in any country has to eschew trade, and therefore does not engage in commercial activities. The values of the bureaucratic ethos are chiefly contained in such pervasive concepts as efficiency, efficacy, expertise, integrity and accountability. The personal quality which is regarded most highly is integrity, in other words trustworthiness, honesty, reliability and always putting the public interest before self-interest. Honesty involves not only being truthful and honest with others, but also being honest with oneself. Good judgement, the key quality in performing well, is rooted in the ability to be objective in making decisions; and objectivity flows from intellectual honesty.

The most senior civil servants in Malaysia, have much power, authority and influence; they have the power to grant licenses, permits and other approvals and they can influence the decision-making process. As they move higher up the Civil Service hierarchy, the stakes get bigger and the temptation to bend the rules increases. Once the tiniest transgression is taken across the moral boundary, the decline move into dishonest territory becomes easier at each subsequent step.

Professionalism has, thus, to do with excellent work culture and, in the benign sense, is an internalised duty to do well. It is a performance ethic, close to a noble vocation by which professionals simply are called to do their best, for anything less would be embarrassing to them. It is an ingrained pride in performance. Professionalism is adherence to a set of normative and behavioural expectations, usually embodied in a code of ethics.

I had three books published, namely, *Nilai dan Etika Dalam Perkhidmatan Awam* (1991), *Upholding the Integrity of the Malaysian Civil Service* (1993), and *Citra Karya – Falsafah, Nilai dan Etika Dalam Perkhidmatan Awam* (1994) which explain the various aspects of Civil Service discipline in terms of the code of conduct by which they must

abide, and the values that they are encouraged to cultivate. These books are intended to be used as set books in Civil Service training in order to help inculcate the right values and ethics in the Service.







XV.

THE CIVIL SERVICE AND ISO 9000



OMETIME in December 1995, during my weekly meeting with Dr. Mahathir, he passed me a book, *Demystifying ISO 9000: Information Mapping's Guide to the ISO 9000 Standards*. He spoke about the possibility of introducing these standards in the Malaysian Civil Service and brought the matter to the Cabinet.

What does the term ISO mean? ISO (pronounced as "ice-oh") is a nickname – not an acronym – for the International Organisation for Standardisation, which is the world's largest organisation involved in creating and publishing international standards to promote world trade. Among the standards developed by this body are the ISO 9000 series of standards on quality management and quality assurance.

The ISO 9000 is a written standard that defines the basic elements of a system that organisations should use to ensure that their products and services meet customer expectations. This definition clearly shows that ISO 9000 is not a product standard but a standard for defining a quality management system. An example will help to illustrate this. SMR 10 lays down a standard for one type of rubber that Malaysia produces. This is a product standard, which describes such characteristics of rubber such as the chemicals used, the colour and its elasticity. ISO 9000, if it is adopted by the factory producing rubber according to SMR 10 standard, represents the sum total of manage-

ment practices, and a quality management system that will help enable rubber that satisfies the specifications of SMR 10 to be produced.

From the above explanation, it follows that ISO 9000 series of standards applies not to the products but to the processes that create them. A well-designed, implemented and carefully managed ISO 9000 quality system ensures that the output of the processes will meet customer expectations and requirements.

The objective behind the ISO 9000 series of standards is to develop a good quality management system. The Malaysian Public Service has been striving to achieve organisational excellence, particularly in the areas of process improvement and enculturation of excellent values, through a variety of administrative reform initiatives as follows:

- the adoption of TQM in Government agencies has led to the establishment of Steering Committees on Quality and Productivity and Quality and Productivity Task Forces;
- the formulation of the Client's Charter, written commitments made by all Government agencies about the delivery of outputs or services to their respective customers;
- the introduction of the Manual of Work Procedures and Desk Files in Government agencies;
- the establishment of the Civil Service Link, Public Services Network and the Electronic Data Interchange as effective delivery mechanisms to clients;
- the improvements in records management systems, with the introduction of the use of computers to register and monitor file movement;
- the introduction of One-Stop Payment Centres and One-Stop Investment Centres across the country to facilitate the payments of electricity, telephone, water and assessment bills;
- the initiation of a campaign to reduce backlog of work in some Government agencies;
- the implementation of a new Performance Appraisal System for public servants; and

- the emphasis on continuous training, to upgrade knowledge and skills, to develop the right kind of attitude and mind-set among the public servants towards assimilation and internalisation of positive values and work ethics to support the reform effort;

Government agencies now have a strong foundation for evolving quality management systems. However, up to now Government agencies have not been following any uniform standard which will enable them to evolve quality management systems in a systematic and comprehensive way. The adoption of the ISO 9000 standards will provide a systematic means of further consolidating the quality management system in the Civil Service.¹

An initial examination of the services provided by some Government organisations gives an indication of many opportunities of achieving benefits, for example:

- (1) Departments providing routine standardised counter services such as issue of identification cards, passports and driving licences. (Registration Department, Immigration, Road Transport Department). In these situations, there is an opportunity to utilise these standards to clearly define, optimise and maintain the quality of the delivery processes to minimise public complaints.
- (2) Departments providing training such as INTAN, the Centre for Instructors and Advanced Skill Training (CIAST) and other such institutes. The standards can be used to assure training is useful and relevant, money is spent effectively.
- (3) Departments issuing permits and approval such as local authorities, fire services department, Ministry of Domestic Trade and Consumer Affairs. ISO 9000 standards will ensure that clear criteria are defined, speedy processing take place and there is transparency in implementation, thus leading to savings to national economy and positive public perception.

- (4) Departments handling development projects such as the Public Works Department, the Drainage and Irrigation Department, and the various Ministries. ISO 9001 would be a particularly useful tool to manage all stages of such projects from initiation to detailed design and final acceptance, thus assuring all aspects to assure quality delivery are attended to. In this context, it should be noted that major oil and gas industry players and some contractors have already successfully implemented ISO 9001.

The Civil Service will find many opportunities for achieving benefits, as the ISO 9000 standards require management to address the key concerns of Government service providers in order to:

- understand the needs of public and business
- ensure consistency in meeting these needs
- respond to inadequacies in addressing these needs
- constantly evaluate the system for improvements

A Quality Management System forces management to analyse its processes in a systematic manner and measure its performance against set targets. This sets the basis for quality improvements. The guess work of a traditionally intuitive system is replaced by a system that allows performance to be measured.

I acted swiftly to implement Dr. Mahathir's instruction on the adoption of the ISO 9000 standards for the Civil Service of Malaysia. After meeting Mr. Lawrence D. Eicher, the Secretary-General of ISO, on 2 January 1996, in Kuala Lumpur, he wrote to me on 20 February 1996, and parts of that letter are as follows:

I would like to say how impressed I am by your ambitious project. From the information we have been able to gather, it does seem that the Government of Malaysia would be a pioneer in launching an ISO 9000 implementation programme throughout its Civil Service. To the best of our knowledge, while indi-

vidual public agencies or departments in a number of countries have carried out ISO 9000 projects, this does not seem to have so far been done across the board, at the level of central administration. ...

... First of all, I would like to address the request for a list of government departments and agencies in Europe which have implemented ISO 9000. In fact, although ISO has developed and maintained the ISO 9000 family, it does not itself carry out auditing of quality systems to verify their conformance with the standards, and it does not issue ISO 9000 certificates, nor has any right of control over their issue. ISO 9000 assessment and registration of quality systems is carried out by certification/registration bodies independently of ISO. As a result, ISO has no central data base of ISO 9000 certificates issued around the world. Indeed, there is no "official", totally inclusive, international register of certificates. Therefore, without contacting every registrar in Europe, it is difficult to come up with a definitive answer to the request for a list of Government agencies implementing ISO 9000. ...

As stated above, no government, in Europe or elsewhere, seems to have implemented an ISO 9000 programme across the entire breadth of the central administration, although Tunisia has ambitions in that direction. On the other hand, ISO 9000 activity has taken place within several central government departments in the United Kingdom, and local government authorities in the UK, Finland and Canada have undertaken ISO 9000 programmes.

In the UK, Braintree District Council has been ISO 9000-registered over the totality of its operations. A number of other local authorities or public utilities in the UK are implementing ISO 9000, among them, Anglian Water, as well as public leisure centres.

In Finland, local municipalities have implemented a quality project called, "Quality and the Community", based on ISO 9000 standards. Following a pilot programme, the government has decided that the project should continue. ...

In Belgium, the public transport authority operating in the Brussels metropolitan area has an ISO 9000-based quality system.

The Canadian province of Quebec may be farther afield than you envisage visiting, but I include for your information an article on ISO 9000 implementation by a local municipality there. In addition, we have learned that the quality department of the Quebec provincial government has been ISO 9002-certified.

In addition, I enclose a selection of news item and articles from ISO 9000 News on ISO 9000 implementation by various types of service organization: the currency department of the Reserve Bank in New Zealand; a police information technology project in New Zealand; educational establishments in Switzerland, the United Kingdom and the United States, and a nursing home in Switzerland. These may be useful in showing that non-manufacturing organisations involved in various types of public service have successfully adapted ISO 9000 to their different needs. For an overview of this question, I recommend the article "ISO 9000 and the service sector", by the Director of the Quality Assurance Division of the Singapore Institute of Standards and Industrial Research (SISIR). ...

... If I may provide you personally with some guidance, it would be to invite you to consider carrying out a pilot project for implementation of an ISO 9000-based quality management system. After scanning the literature you so kindly gave me, it seems that either MAMPU (Malaysian Administrative Modernization and Management Planning Unit) or INTAN (National Institute of Public Administration) could be good candidates for acting as your pioneers. A pilot project would be a force multiplier, since almost all organizations which have successfully implemented ISO 9000 underline the importance of the programme having — and being seen to have — total commitment right from the top. ...

I also asked Sir Robin Butler, Secretary of the Cabinet and Head of the Home Civil Service of the United Kingdom about his experience in implementing ISO 9000 in the British Civil Service. In a letter to me dated 5 February 1996, he gave me the list of Government departments which observed ISO 9000, as listed in the Department of Trade and Industry's Quality Assurance Register 1995.² It is evi-

dent from the list that the policy of the British Government was not to urge the entire Civil Service to adopt ISO 9000.

Sir Robin stated with regard to the lead assessor training course, since that was a commercial activity outside the Government, it was run by the Institute of Quality Assurance.

Dr. Mahathir provided the rationale for adopting the ISO 9000 standards in the Civil Service in his speech at the Commonwealth Association for Public Administration and Management Biennial Conference in Malta on 22 April 1996:

Quality too has become a much sought-after target. If goods produced must meet certain quality standards, surely services, Government services included, must achieve a certain degree of quality. ISO 9000 should not be for the factories of the private sector alone. Government administration must also vie for the coveted award. A good Government administration cannot be of a lower quality than its clients – largely the private sector. It must complement the private sector fully if it is going to serve the country and contribute towards its growth and the well-being of the people.

The *New Straits Times*, in its editorial on 26 April 1996, concluded that it was "A Question of Attitude":

In some ways, the civil service has left its pen-pushing past behind to enter the world of quality assurance and management science, although it cannot quite claim to rank among the sophisticates as yet. Chief Secretary to the Government, Tan Sri Ahmad Sarji Abdul Hamid, however, has set in motion a vision of efficiency and effectiveness for the public sector, linked to the high standards of the globally recognised ISO 9000 certification.

At the Commonwealth Association for Public Administration and Management (CAPAM) Conference in Malta, he revealed a Year 2000 deadline for the civil service to adopt ISO standards and beat governments worldwide to it. The commerce

and industry agencies, local authorities and hospitals will head the reform movement.

With less than five years left, this public undertaking before the Commonwealth's senior-most civil service administrators should deliver just the jolt our public sector needs, for this is a commitment to which it is irrevocably tied. If, however, attaining ISO 9000 certification is limited to creating manuals on procedures, desk files, client's charters and checklists, then the achievement will certainly be a hollow one.

It would be akin to buying the fundamentals of management on the open market without motivating a deep-seated change of mind-set for a civil service *par excellence*, as is certainly intended by the objectives of the ISO 9000 scheme.

The most comprehensive delivery system is only as good as the dedication to duty of its operators. If they are otherwise preoccupied with such engaging diversions as direct sales during office hours, closing shop in the face of people who have queued for hours, huddling in handiwork circles, passing the buck or dragging out paperwork to a fine art, then future CAPAM conferences may be able to use Malaysia as a case-study of technical perfection blighted by human indifference.

Even since he took office in 1982, Prime Minister Dato' Seri Dr. Mahathir Mohamad has consistently urged the public sector to upgrade the efficiency of its myriad services. Earlier this week in Malta and 14 years on, he has had to remind civil servants that there is a rationale for issuing circulars, in view of the ridicule heaped on this by unhappy employees.

Such attitudes must necessarily be deemed to border on insubordination in the community of civil servants, who are content enough to resort to a *menurut perintah* mentality when involvement and initiative are required. If they resent circulars, the mind can only boggle at their possible response to directives when electronic-mail bulletin boards are created.

The training programme proposed by Ahmad Sarji should, therefore, have more to do with awakening the latent sense of responsibility among public-sector employees, than a clinical all-out push to set yet another world record which we are capable of ac-

complishing. Any civil servant who is not fully convinced that only individual input can oil the cogs and wheels of public service would be a liability to the administration as a whole.

As a parallel move, it stands to reason that new recruits should be examined for a sense of public duty, while those in service should be rewarded on merit rather than seniority or favouritism, to cure the pervasive frustration that is evident at many levels. If management gurus are to be believed, enlightened administration is as vital to productivity as the operational structures designed to elicit it.

On 11 July 1996, with the approval of the Cabinet, I issued Development Administration Circular No. 2 of 1996 entitled "The Implementation of the MS ISO 9000 in the Civil Service". I regard this as a landmark circular, which is of greater importance than all the other circulars that I had ever issued. The circular provides explanations of key aspects relevant to the implementation of the ISO 9000 standards. First, it gives the rationale for the introduction of the standards in the Civil Service. Besides listing the more obvious advantages of implementing ISO 9000 such as better control over the management of organisational processes, it is argued that the Civil Service has reached a stage where it is ready to embrace an internationally accepted quality management standard. Secondly, to enable agencies to understand the requirements of the ISO 9000 standards, each element is explained in detail, with the emphasis on its application in the Civil Service. Practical examples are also provided so as to facilitate better understanding. Thirdly, the documentation requirements for the standard are elaborated at some length. Here, even examples of the formats for the various documents are provided. Finally, the various stages that an agency has to follow on the road to successful ISO 9000 implementation are also described.

The Government decided that the registration authorities for ISO 9000 would be SIRIM, MAMPU and selected external organisations. Registration certificates once issued have a validity period after which an organisation has to be re-audited in order to be issued with a new certificate. However, during the validity of the registration

period an organisation can be deregistered when it fails to obey the registrar's rules, pass surveillance assessments, pay the annual fees, and most of all maintain, the ISO 9000 quality system. Deregistration, among other things, may bring about a loss of public confidence and create a negative image of the deregistered organisation.

The adoption of the ISO 9000 series of standards by the Civil Service will help Government agencies to develop a more uniform and internationally recognised quality management system. This is expected to enable the public service to enhance considerably its efficiency and the delivery of services, thereby helping the economy to become more competitive in the world market. As a result of these and other initiatives, the Civil Service in Malaysia is not an archaic service starved of ideas, flooded with complaints, mouldy with deadwood, plagued with malpractices and mismanagement, bogged down with excessive paperwork, and grounded by obsolete systems and procedures.





XVI.

DEVELOPMENT FUNCTIONS



HE Chief Secretary to the Government, as the most senior officer in the Government service, is the natural chief co-ordinating officer of the administrative machine. From his vantage position, the Chief Secretary can play a role in the formulation of national development policies, in programme implementation, and in the socio-economic development of the country.

The Chief Secretary is the Chairman of the National Development Planning Committee (NDPC), a committee of senior officials which is responsible for drafting the Five-Year Development Plans of the country and the Mid-Term Review. This is a good example of active participation in the formulation of national development plans. Members of this Committee comprise the Director-General of the Public Service Department; the Secretary-General of the Ministry of Finance; the Director-General of the Implementation Co-ordination Unit; the Director-General of the Malaysian Administrative Modernisation and Management Planning Unit; the Secretary-General of the Ministry of International Trade and Industry; the Secretary-General of the Ministry of Primary Industries; the Director-General of the Public Works; the Director-General of Education; the Secretary-General of the Ministry of Agriculture; the Governor of Bank Negara Malaysia; and the Science Adviser in the Prime Minister's Department. Its secretariat is the Economic Planning Unit (EPU).

During my tenure as the Chief Secretary, I chaired the Committee drafting the Second Outline Perspective Plan, the Sixth Malaysia Plan, the Mid-Term Review of the Sixth Malaysia Plan, and in my last two years, the Seventh Malaysia Plan. I was fortunate to have the services of two good economists heading the secretariat of the Committee, namely Tan Sri Dato' Mohd. Sheriff bin Mohd. Kassim and Tan Sri Dato' Seri Ali Abul Hassan bin Sulaiman.

Tun Abdul Razak bin Hussein, when he was the Deputy Prime Minister and the Minister of Rural Development, established the National Action Council under what was popularly known as Directive No. 1. Dr. Mahathir continued with the National Action Council (NAC) which he chaired until the end of 1990. The Chief Secretary to the Government was a member of the Council. The Prime Minister through Directive No. 1, dated 17 July 1991, then revamped the NAC and called it the National Development Council (NDC) which he chairs. The members of the Council are the Deputy Prime Minister and eight other senior members of the Cabinet. The function of the Council is to ensure the smooth implementation of major projects under the Development Plan. A major change from the Tun Razak machinery is the introduction of the National Development Working Committee (NDWC), which is chaired by the Chief Secretary to the Government, with the following members: Director-General of the Public Service Department; the Secretary-General of the Ministry of Finance; the Director-General of the Economic Planning Unit; the Auditor-General; the Director-General of the Malaysian Administrative Modernisation and Management Planning Unit; and the Director-General of the Public Works. The Secretary of this Committee is the Director-General of the Implementation Co-ordination Unit. The functions of the National Development Working Committee are: (i) to identify and solve any administrative bottlenecks which hinder the implementation of development programmes and projects; (ii) to review administrative procedures; and (iii) to assess the capacity of the implementing agencies in terms of manpower, expertise and equipment.

The National Development Working Committee, which met almost once a month, discussed various matters and issues under the Sixth and Seventh Malaysia Plans, such as shortfalls or delays in the implementation of development projects; Bumiputera participation in business; action programmes related to hard-core poverty; and the performance of statutory bodies and regional authorities. The Committee introduced two major programmes, namely the Bumiputera Franchise Development Programme and the Capable Bumiputera Contractors' Programme (*Program Pembangunan Kontraktor Bumiputera Berwibawa*).

The Bumiputera Franchise Development Programme, the brain-child of Dr. Mahathir, was launched in May 1992. It was designed to develop the Bumiputera Commercial and Industrial Community as well as to encourage the growth of the distributive trade. Franchising is a business format with many advantages: (i) it provides an already proven business system; (ii) the benefit of starting business with a well-established brand name and accessibility to R&D undertaken by the franchiser; and (iii) benefits from the worldwide buying power of the franchiser. The programme increased Bumiputera involvement in many areas business, namely EON Servicing Centres, Kodak Express photographic outlets, Goodyear Servitikartyre/service centres, Wah Chan Goldsmiths; McDonald's outlets, Dew Ma Pharmacy, Computmart computer outlets, Print Maestro printing service, Lazaria Fast-food, Seri Malaysia Hotel, Sign Express computerised sign board maker, Perma-Glaze and Franchise Development Services. In April 1995, the programme was transferred to the Ministry of Entrepreneurial Development.

The launch of the *Program Pembangunan Kontraktor Bumiputera Berwibawa* involved the identification of Bumiputera contractors who had shown potential for growth. The criteria for selecting contractors included the following: (i) that they had to be registered with the Contractor Service Centre in the Ministry of Works for not less than three years; (ii) that if it was a company, the equity to be fully owned by Bumiputeras; (iii) that all members of its Board of Directors had to be Bumiputeras; (iv) that the company had successfully com-

pleted at least two projects on schedule; (v) that the company had a strong financial standing and was credit worthy; (vi) that its work force had experience in construction; and (vii) that it had never been penalised by either the Contractor Service Centre or any project supervising officer. Selected contractors will have to undergo a special training programme conducted by the Government. Those who have successfully completed the training will be awarded certificates signed by the Chief Secretary to the Government, which gives them priority in Government contracts. Their capability and performance are monitored closely by the implementing agencies. Since its launch in October 1992, 273 contractors have been trained under this programme, part of the effort to develop a viable Bumiputera Commercial and Industrial Community.

One of the main functions of the National Development Working Committee is to identify major issues which emerge requiring the urgent attention of the Government. There were two major issues which the Committee identified as requiring urgent attention, namely, the slow pace of the implementation of the low-cost housing programme and the prevention of coastal erosion.

Under the Sixth Malaysia Plan, a total of 573,000 units of houses were targeted for construction of which the public sector was entrusted to deliver 174,000 units. This included 126,800 units (74 per cent) of low-cost houses. The balance was to be delivered by the private sector. In the construction of low-cost housing, the performance of the private sector exceeded the target while the public sector only managed to achieve about 33 per cent of what it had been set to do. Following this, the Government launched a number of new housing programmes, namely, the housing programme for the poor, aimed at providing high density flats in major towns which faced squatter problems and housing shortages; the provision of bridging finance to low-cost housing developers at a nominal interest rate of 2 per cent per annum; the setting up of the Low Cost Housing Revolving Fund; and the implementation of low-cost housing projects by the Employees Provident Fund (EPF).

The Committee reported to the National Development Council on the indiscriminate exploitation of coastal areas which has led to the danger of coastal erosion as well as to the destruction of mangrove forests. Rapid development, without proper preventive measures, brings with it coastal erosion which causes damage to property, undermines transportation networks, leads to the loss or degradation of valuable land, disrupts fishing, recreation, and other activities. As a result, the Government decided on the policy of preserving mangrove swamps and prepared guidelines for coastal preservation.

In 1991, Dr. Mahathir appointed me to be the Chairman of the Third Bumiputera Economic Congress. This was the first time a civil servant had been given such an appointment. I had to co-ordinate a number of working groups, some of whose chairpersons were my superiors. The Congress, with the theme "Towards the Development of a Bumiputera Commercial and Industrial Community", was held for three days. It was officially opened by the Prime Minister, on 10 January 1992, and was attended by 614 participants. It differed from the two previous congresses in that non-Bumiputera were invited to attend. The secretariat managed to produce the Report of the Congress within fourteen days, thanks to the efficiency of Dato' Sulaiman bin Hashim. The *Utusan Malaysia* in an editorial on 29 January 1992, commented:

Dr. Mahathir was satisfied that the congress report was prepared within a short time frame because according to him, normally it would take about six months to a year to complete a congress report.

Late submission of reports will definitely slow down the implementation process, he said.

He further added that most of the decisions made in the first and second congress have been implemented by the Government although there were a few the implementation of which was still unsatisfactory.

The Prime Minister said that he had raised this matter during the opening of the third congress, where the theme was "Towards

the Development of a Bumiputera Commercial and Industrial Community (BCIC)".

Ahmad Sarji, in his speech, said that the report among others contained the resolutions of the congress, reports of the plenary sessions, working papers of the congress, speeches from the opening and closing ceremonies, lists of names of participants and the committee members of the congress.

The resolutions were mainly concerned with Ministries whose functions were connected with the national economy and development as well as the role of the State Governments.

According to him, two committees would be set up at the central government level to review the resolutions that is, the country planning and development committee and a working committee on the Bumiputera economic programme.

He said that it is the prerogative of Dr. Mahathir to recommend other additional committees.

Among the main resolutions of the congress were the proposal of establishing a unit trust scheme known as Bumiputera Investment Trust (*Amanah Pelaburan Bumiputera*) as a mechanism to channel special share allocations to Bumiputeras and to widen the concept of joint-venture between Bumiputeras and non-Bumiputeras as partners in promoting the BCIC.

It proposed that priority also be accorded to individual Bumiputera companies in the allocation of shares reserved for Bumiputera of companies listed on the Kuala Lumpur Stock Exchange so as to enable more Bumiputera to hold company shares directly.

The Congress also proposed for a consortium of banks to set up a loan fund to assist Bumiputeras to participate in non-Bumiputera companies to finance joint-venture development projects and as an initial capital for joint-venture companies encouraged by the Government.

It also proposed that the privatisation policy to be continued with an emphasis of supporting efforts to enhance the BCIC programme.

The Congress also emphasised science and technology as a basis for the development of the BCIC. Towards this end it pro-

posed the fostering science and technology intelligentsia. (translation)

One of the biggest assignments given to me by Dr. Mahathir was to be the Chairman of the Central Committee to conceptualise and to build a new administrative city for the nation, called Putrajaya. In a space of twenty-one months, with the help of senior officers, we were able to acquire the land, prepare the concept plan for the city, draft the legislation for the creation of the corporation, sign an agreement with the Selangor State Government, and organise its launch on 29 August 1995. The Prime Minister's speech at the launch was highlighted by the *New Straits Times* dated 30 August 1995, under the headline, "Towards a Megacity" as follows:

Putrajaya, the Federal Government's new administrative centre, will together with Kuala Lumpur and the new Kuala Lumpur International Airport in Sepang become a megacity, Dato Seri Dr. Mahathir Mohamad said yesterday.

The "merger" of the three areas, similar to that of Kuala Lumpur, Petaling Jaya and Shah Alam would bring immense benefits, the Prime Minister said.

Dr. Mahathir, who mooted the Putrajaya project, said Perang Besar (now renamed Putrajaya) was chosen as the site for the mammoth administrative project with the "merger" in mind.

'Kuala Lumpur, the Kuala Lumpur International Airport and Putrajaya will one day merge into a megacity comparable with Tokyo-Yokohama and other megacities', he said when laying a gold coated brick to launch the RM20 billion project about 25km from here.

The colourful ceremony included a drum presentation by the various races.

'Today's ceremony is not only historic but the start of that illustrious dream,' Dr. Mahathir said.

Putrajaya named after Malaysia's first Prime Minister Tunku Abdul Rahman Putra Al-haj, would be completed in 10 years.

Dr. Mahathir said he was especially proud of the fact that the planning and construction of the project involved only Malaysians.

On the future role of Kuala Lumpur, Dr. Mahathir said the city would be turned into a commercial capital.

He said some Government building or offices used by Government agencies in Kuala Lumpur which moved to Putrajaya would be maintained while others sold.

The project, spread over 4,400 ha., was also aimed at improving the federal capital's urban environment and quality of life.

It would comprise five main precincts — Government, commercial, civic and cultural, mixed development, and sports and recreation.

The Prime Minister's Department and the Finance Ministry would be the first to move there in 1998.

Some 76,000 public sector and 59,000 private sector employees would be stationed in Putrajaya, with the Prime Minister and Deputy Prime Minister's official residence also moved there.

Putrajaya would be served by express train, light rail transit, tram, bus, taxi and ferry services.

Dr. Mahathir said the new centre would be a "multimedia super corridor" equipped with a network of sophisticated integrated telecommunications facilities.

The Prime Minister signed the Gazette notification to make the Putrajaya Development Act effective from 1 March 1996.

In his keynote address to the Biennial Conference of the Commonwealth Association for Public Administration and Management on 22 April 1996 in Malta, Dr. Mahathir again reiterated the rationale behind the Malaysia Incorporated Policy:

Why should the civil servants co-operate with the private sector, particularly with the agencies which were once run by them but are now in private hands? The simple answer is that it pays to do so, to help the private sector succeed and make profits. Governments collect taxes from the people in order to finance the ad-

ministration; to pay the salaries of civil servants. Obviously, if the private sector makes no money, taxes cannot be collected. On the other hand, when the private sector is doing well, tax collection in every form, in particular corporate tax, will be big. Big revenues collected by the Government influence the remuneration of the civil service. And so helping the private sector to prosper, the civil servants are actually helping themselves.

Having previously served as the Secretary-General of the Ministry of Trade and Industry and the Chairman of the Malaysian Industrial Development Authority, the experience gained in dealing with the private sector and the exposure to domestic and international trade and industrial development stood me in good stead when I was given the job of implementing the Malaysia Incorporated Policy. My first move was to strengthen the consultative mechanism. This led to the issuance, in July 1991, of Development Administration Circular No. 9 of 1991, which provides detailed guidelines on the implementation of the Malaysia Incorporated Policy. The circular, which replaced General Circular No. 2 of 1984, among other things, enunciated more clearly the membership, roles and responsibilities of the consultative panels in Ministries, Departments and Agencies including those in the State Governments. The terms of reference of these panels include the streamlining of rules, regulations and procedures relating to commerce and industry; and the preparation of guidebooks to make it easier to understand them.

The Malaysia Incorporated Officials' Committee is chaired by the Chief Secretary to the Government. It was formed in 1993, with wide representation of interest groups from the chambers of commerce and industry, trade associations as well as Government officers from selected Ministries and Departments. The Committee met frequently and has provided a meaningful forum at the highest level for the exchange of information and ideas. It also spearheaded joint programmes between the public and private sectors, and focussed on getting feedback on the performance of Government agencies. The Committee, among other things, discussed such issues as the prob-

lems related to the registration of contractors; the policy on the licensing of commercial vehicles for the manufacturing sector; the delay in the issuance of strata titles; the safety measures at construction sites of high-rise buildings and work permits for the expatriate staff.

One of the regular points on the agenda at the meeting was the discussion on the findings of the annual survey by the Malaysian International Chamber of Commerce and Industry (MICCI) entitled *MICCI Business Assessment Survey*. The survey provided useful information on the perceptions of the MICCI members of the performance of selected Government agencies. As a result of the continuous feedback channelled through the Committee, studies were conducted on the system of licensing and permits pertaining to business and investment. This led to many administrative improvements such as the introduction of composite application forms, licences and bills. The validity period of some licences also extended from one to three years. More one-stop licensing centres were established where the processing and the issuance of licences, which had been previously handled by the various divisions of a particular department or agency, were centralised. The processing of sales tax licences, for example, which previously took about six weeks, was now reduced to two weeks.

My role in the Malaysia Incorporated Policy was enhanced by my appointment as a Vice-President of the Malaysian Business Council, which is chaired by the Prime Minister. In this capacity, I was made Chairman of the Bumiputera Participation Sub-Committee of the Council and a member of its Malaysia Incorporated Sub-Committee.



29 August 1995: Tan Sri Dato' Seri Ahmad Sarji bin Abdul Hamid, Chief Secretary to the Government, showing the Prime Minister, Dato Seri Dr. Mahathir bin Mohamad, a model of Putrajaya.



Tan Sri Dato' Seri Ahmad Sarji bin Abdul Hamid, the Chief Secretary to the Government, who is also the Chairman of SIRIM, with Dato' Dr. Ahmad Tajuddin bin Ali, the Director-General of SIRIM, at the launching of Malaysian Standard Time on 6 April 1993, at SIRIM's office in Shah Alam.



The Institute of Islamic Understanding, Malaysia (IKIM) building at Langgak Tunku, Kuala Lumpur.



The launching of the Institute of Islamic Understanding, Malaysia. *From left to right:* Dato' Dr. Ismail Ibrahim (Director-General), Professor Tan Sri Datuk Ahmad Ibrahim (member of the board), Dato Seri Dr. Mahathir bin Mohamad (Prime Minister), Tan Sri Dato' Seri Ahmad Sarji bin Abdul Hamid (Chairman), Dato' Sulaiman Hashim (Director-General, Implementation Co-ordination Unit), and Dato' Ahmad Nordin bin Mohd. Zain (member of the board).

As the Chairman of the Malaysia Incorporated Committee, I often reminded civil servants to help the private sector in dealing with their departments. So, I organised the publication of a book to serve as a practical guide both to the business community and the general public. The book entitled *Dealing With the Malaysian Civil Service* was launched in July, 1993, by the Prime Minister. It provides information on all the Ministries and their agencies and departments, and the various types of legislation, procedures and conditions to do with the issuance of business licences, permits and other approvals. It contains a list of incentives and exemptions given by the Government, in brief, an invaluable guide to both foreign and local investors. To quote the Prime Minister's words at the launching ceremony, "...this book has been brought out to explain to the private sector how to deal with the Civil Service ..." He added that the book "... will assist the private sector (to) understand the processes and procedures required to be followed ..."

The Civil Service in Malaysia is no longer an isolated institution. Civil servants now take part in seminars, workshops, conferences, dialogues, and games and sports organised by the private sector. It is, therefore, important that they are seen to be above suspicion of impropriety. A tight code of conduct is required to prevent the erosion of public confidence in the impartiality of the Civil Service, especially in a world where the public and private sector increasingly impinge on each other.

In the spirit of Malaysia Incorporated, it is important that the members of the public, particularly those in the private sector who have frequent dealings with civil servants, be acquainted with Civil Service ethics and the code of conduct to better understand civil servants while dealing with them. For this reason, I launched a book entitled *Upholding the Integrity of the Malaysian Civil Service* on 6 December 1993. This book provides an insight into aspects of the discipline of civil servants, such as their codes of conduct and the values that they are encouraged to cultivate. The book covers the guidelines on the behaviour of civil servants such as the avoidance of conflict between official duty and private interest; refraining from private activi-

ties that might discredit the Civil Service; honesty not only in fact but also in conduct, that does not lay one open to suspicion of dishonesty; and maintenance of a proper reticence on matters of public and political controversy, so that one's impartiality is beyond question. The publication of this book was timely as it coincided with the coming into force of the new Public Officers (Conduct and Discipline) Regulations 1993 which replaced the old Public Officers (Conduct and Discipline) Chapter "D" General Orders 1980.

Dr. Mahathir, in an interview with the editor of the *Asian Wall Street Journal*, Urban Lehner, on 11 March 1996, said that Malaysia Inc. was his most important achievement:

Dato Seri Dr. Mahathir Mohamad describes the success of the Malaysia Incorporated concept as the most important achievement of his tenure as Prime Minister.

The Prime Minister said the Civil Service acceptance of the concept which brings the government and private sector to regard Malaysia as a corporation was "wonderfully satisfactory" to him.

He said normally the administrators felt their duty was to block the private sector, thus forgetting the profit made by the companies belong to the government. He said the government could not collect taxes if the private sector did not profit.

"So changing their mind to understand that the money made by the private sector will eventually create their pay, I think it's the most satisfactory thing as far as I'm concerned."

The Chief Secretary to the Government by tradition is the Chairman of the National Council for Scientific Research and Development, which was established in 1975. The Council was restructured in 1990 to increase industry representation in the spirit of Malaysia Incorporated. This step brought new vitality to the Council. On the recommendation of the Council, the Government established the Malaysian Technology Development Corporation, a venture capital company to finance the commercialisation of R&D results with equity participation from the public and private sectors, an embodiment of Malaysia Incorporated. The Council also spearheaded the forma-

tion of a number of institutions including the setting up of a Chemical Engineering Pilot Plant at the University Technology of Malaysia; the establishment of the Advanced Materials Research Centre in 1991 and the National Biotechnology Directorate in 1993. In the area of environmental conservation and bio-diversity, the Council initiated the establishment of a National Herbarium at the Forest Research Institute of Malaysia and the National Botanic Garden at the Universiti Pertanian Malaysia.

Malaysia possesses a body of scientists who need to be mobilised in specific directions. In 1992 the Council initiated the legislation to create the Academy of Science, Malaysia in 1994. With its establishment, notable scientists selected as Academy Fellows now have an avenue to contribute their expertise to the pursuit, encouragement and maintaining of excellence in the fields of science, engineering and technology.

The Council restructured the R&D Funding System under the Intensification of Research in Priority Areas (IRPA) programme. Under the new system, researchers need to spell out clearly their socio-economic objectives, fields of research, the benefits and applications of research, total project cost as well as the mechanism of technology transfer. To avoid duplication and to optimise resources, all project applications are examined and evaluated by groups comprising of scientists and researchers who are experts in their respective fields.

A National Strategy and Development Plan for Advanced Manufacturing Technology (AMT) was also approved by the Council in the same year, hence opening the door to even greater collaboration between Government and industry. The AMT centres thus formed spearhead the increased use of technology by businesses and encourage the funding of R&D by multinationals.

As a further incentive for participation in S&T related activities and in recognition of the outstanding achievements by individuals and non-Government S&T organisations, the Council introduced three categories of awards in 1995. These were the Mathematics Awards, for the teaching of mathematics in secondary schools, the Promotion of S&T Awards, for outstanding contributions towards

the enhancement of the public's awareness and understanding of S&T, and thirdly, the R&D Management Award for excellent R&D management systems and performances.

In 1990, the Council began producing an Annual Report, outlining the achievements of the R&D institutions and other projects which were either funded or initiated by the Council. The report is first to be approved by the Cabinet before it is circulated for public consumption. The Chairman of the Council launches the report preceding the annual dialogue between the Council and the private sector R&D representatives, a tradition which was established by the Council in 1990. Dato V. Danabalan provided excellent service as Secretary of the Council.

Datuk Law Hieng Ding, the Minister of Science, Technology and Environment appointed me the Chairman of the Standards and Industrial Research Institute of Malaysia (SIRIM). This appointment was made under section III, 7(I) of the SIRIM Act [*Akta Institut Standard dan Penyelidikan Perindustrian Malaysia (Perbadanan)*, 1975] and was effective from 1 April 1992. The Director-General of the Institute is Dato' Dr. Ahmad Tajuddin bin Ali, a brilliant professional and an able administrator. SIRIM embarked on forging strategic alliances with local and international organisations. Several development projects have been initiated, including those with the New Energy and Industrial Technology Development Organisation, Japan and the Asia Co-operation on Environment and the Development and Industrial Research Limited, New Zealand. In its effort to enhance the delivery of services to clients, SIRIM On-Line (which is available through the *Internet*) and the SIRIM Corporate Membership Scheme were launched.

SIRIM plays an important role in providing quality assurance services to sharpen Malaysia's competitive edge in the global market. Its services include the Quality Systems Certifications Scheme to the MS ISO 9000 series of standards. SIRIM is now the national authority for registration under the ISO 9000 standards and for the certification of products. The Institute was appointed in 1995 to the ISO Technical Management Board.

In 1996, SIRIM is embarking on projects which are crucial to the progress of Malaysia's industrialisation, namely the development of electromagnetic compatibility testing facilities; improving the National CAD/CAM centre, including facilities for high speed machining and rapid prototyping; the enhancement of the Artificial Intelligence System laboratory; the development of the Advanced Materials Research Centre in Kulim, Kedah; and the establishment of a foundry and engineering centre at Rasah, Selangor.

In 1993, when it won the coveted "Prime Minister's Quality Award (Public Sector)", and in 1995, the "Asian Institute of Management Award", SIRIM's achievements were recognised. Its status as a statutory body ended on 1 September 1996 when it was corporatised.

In February 1992, the Cabinet decided to form the Institute of Islamic Understanding, Malaysia (IKIM). IKIM was registered as a limited company under the Companies Act 1965, on 18 February 1992. On 16 March 1992, Dr. Mahathir appointed me to be its first Chairman. On 3 July 1992, I invited Dr. Mahathir officially to inaugurate IKIM, and simultaneously to launch a congress with the theme: "Towards the Twenty First Century – Islam and Vision 2020". In his speech, the Prime Minister outlined his vision for IKIM:

The Institute of Islamic Understanding Malaysia was first suggested due to the confusion among Muslims and non-Muslims regarding Islam, which led to misunderstanding and animosity not only between Muslims and non-Muslims, but also among the Muslims themselves.

Whether we like it or not, many non-Muslim are of the opinion that Islam is a religion that is closely related to backwardness, poverty and weaknesses. Of late, Islam has been closely associated with violence and irrationality – an act or thought which is without principles.

We are deeply disappointed with this incorrect view of Islam and Muslims. But the truth is that Muslims and Islamic nations are really left behind, weak and dependent on other nations and their people for their various needs in life in this modern world. At the same time, the Muslims themselves find difficulty to co-oper-

ate and be united. They easily allow themselves to be used as tools and to serve the interests of others. They are also unable and sometimes do not want to help each other. Disunity and animosity among them is so apparent as they often disagree among themselves.

Hence, the art of administration need to be closely studied so that Islamic nations can be ruled fairly and effectively. Justice for all races and believers of other faiths should be the culture of any Islamic rule. An Islamic administration must strive to ensure that its nation achieves rapid development so that it can compete with the rest of the developed world. Nevertheless, efforts to retain moral standards and high values of life that are demanded by Islam must not be neglected. The culture and civilisation of Islamic countries must balance between spiritual attainment with material development.

To achieve this, research must be made regarding Islam, its history and civilisation as well as the foundation of its past achievements. The research must be done sincerely and not be influenced by sentiments and bias among the Islamic community today. Facts must be accepted and fiction rejected. There is nothing to be gained by claiming that Muslims today appear weak and unsuccessful when they are actually strong and successful. Likewise there is nothing to be gained by claiming that even though others may appear strong and successful, when they are actually weak and backward. Self-deception has no place in scientific research. Only through sincere research and followed by action based on solid facts can we do something to revive the golden age of Islam.

It is my sincere hope that the Institute of Islamic Understanding, Malaysia would play a major role in the efforts to restore the supremacy of Islam, its people and countries.

Towards this end, more research need to be undertaken on the differing interpretation which confuses and weakens the Muslims so that they can be corrected. The history of Islam also needs to be fully understood so that we can seek valuable lessons.

Researchers at the Institute need to have an open mind and be brave to question orthodox views. What must be maintained at all

times is the truth in Islam as taught by the Prophet. Teachings based on interpretation and created by those who came after the Prophet cannot be considered to be equal to the teachings of Prophet Muhammad, May Peace Be Upon Him. As such they can be commented upon and researched thoroughly and be dropped if found to contradict the Al-Qur'an and the teachings of our Great Prophet.

With the passing of time, many more changes in opinions must be made. Ancient interpretations may no longer be relevant. Many more things which are now considered strange and impossible may become common realities. But Islam will always be relevant and precise. The religion is not wrong, only those who interpret wrongly are.

As such, the Institute of Islamic Understanding, Malaysia should not fear the opposition it may face once it discovers truth as a result of its studies and research on Islam, its practices and beliefs. As long as there is no other motive other than the pursuance of the truth in the interest of developing the religion, faith and its people and countries, Islam will not be undermined from these studies.

In accordance with these views, the objectives of IKIM have been formulated as follows:

- (1) to correct the image of Islam which has been tarnished by many ill-informed people who wrongly associate Islam with terrorism, conservatism, fanaticism, backwardness, poverty and other degrading aspects;
- (2) to help the masses to understand that Islam promotes truthfulness, thrives on tolerance and dynamism and is full of pure and valuable universal precepts;
- (3) to help nurture harmonious living conditions in which people of different religions have self-respect, and in which Muslims can feel worthy of being Muslims, while non-Muslims can feel secure under the laws embodied in the country's Constitution;

- (4) to illustrate that Islam is a religion of tolerance;
- (5) to provide a platform where Muslim and non-Muslim scholars can discuss and analyse issues of mutual importance; and
- (6) to create in-depth awareness and understanding of international issues that have direct impact on Muslims.

IKIM under the wise management of Dato' Dr. Ismail bin Haji Ibrahim, the Director-General, has energetically pursued these objectives. To reach all levels of society, the Institute adopted a three-pronged strategy of: (i) organising seminars, conferences and discussion groups; (ii) hosting discussions in the electronic media about many issues related to Islamic institutions, social questions, economics, values and ethics; and (iii) expressing views and opinion through print, namely through the publication of books, periodicals, newsletters, magazines, journals, writing in local newspapers and translating great books on Islam.

A feature of IKIM's activities is the participation of Islamic scholars from abroad and of influential non-Muslims in seminars, discussions, and forums over Radio and Television Malaysia (RTM). To encourage international participation, IKIM signed memoranda of understanding as well as co-sponsored seminars with overseas organisations and institutions.

Dr. Mahathir is a respected leader of the Muslim world. As the founder of IKIM, he continues to give it direction and help it to achieve a better understanding of important Islamic concepts. The Prime Minister has been deeply involved himself in IKIM's activities and on many occasions consented to officiate at its seminars, conferences and dialogue sessions, surely a record for any institute or organisation, whether inside or outside Government. For example, on 3 July 1992, the Prime Minister launched the Congress on "The Emergence of the 21st Century and Vision 2020"; on 21 January 1993, he spoke on "Islam and Industrialisation"; on 3 June 1993, he spoke on "Islam and Justice"; on 13 September 1993, he spoke on "Islam and Multi-Religions"; on 14 October 1994, he spoke on "Courts Procedures in Islam"; on 27 January 1995, he officiated the Seminar on "Assimila-

tion of Positive Values in the Public Administration"; and on 17 August 1995, he spoke on "Administration in a Multi-racial Society". He also officially dedicated the IKIM's new building at Langgak Tunku, Kuala Lumpur on 24 March 1994.

Through these activities and its strategic networking, IKIM has already become a renowned Islamic institution in this region. Despite the fact that IKIM is only in its fourth year, it has made its presence felt in the world as an organisation with an important role in disseminating a true understanding of Islam and also in bringing about national unity in line with the objectives of Vision 2020.

The range of subjects chosen by IKIM reflect its policy of encouraging the population to understand key Islamic principles and concepts. During 1992 to September 1996, IKIM held more than fifty conferences, seminars and workshops which include topics. "The Advent of the 21st Century: Islam and Vision 2020"; "Challenges Facing the Muslim Ummah and the Advent of the 21st Century"; "Islam and Industrialisation"; "Islam and Justice"; "The Contributions of Islam Towards Achieving Vision 2020"; "Islamic Understanding for the Mass Media"; "Islamic Values and Management"; "Islam and Its World-View: An American Perception"; "The Role of Knowledge Based on Islam"; "Islamic Economics"; "Inculcating Values in the Growth of Science and Technology"; "The Revolution of Knowledge Towards Reviving the Ummah Reputation"; "Towards Enhancing Working Relations in a Multi-Cultural Society"; "Islam and Tolerance"; "Islam and Development"; "Islamic Civilisation: Present and Future Challenges"; "Law of Evidence and Procedures in Courts"; "The Development of Islam: Challenges and Fulfilment"; "Quality and Productivity: Creating a Difference in Modern Industry and Corporations"; "Islam and Muslim Intellectuals"; "Values and Work Ethics"; "The Art of Effective Leadership"; "Belief Defilement and the Image of Islam: Al Arqam Case"; "Fiqh and Contemporary Approaches"; "Ethics for Judges and Legal Practitioners"; "Peace Process in Palestine: Problems, Challenges and Proposals"; "The Image of Islam: An Insight"; "Islam and Continuous Learning: A Pertinent Culture for Managing Organisation"; "Jews and Muslims in Traditional

European Societies"; "Islamic Legal Philosophy"; "Islam and Industrial Society"; "Non-Muslim in Traditional Muslim Society"; "Business Ethics"; "Towards Creating an Intellect and Credible Muslim Generation of 2020"; "Minorities in Contemporary Western Societies"; "Modern Secular Development and Environment"; "Tariqat Practices in Malaysia: Between Problems and the Actual Goal"; "Islamic Legal Administration"; "Values Based Management: The Islamic Approach Towards Sustainability and Effectiveness"; "Minorities in the Modern Independent States of Asia and Africa: An Overview"; "Islamic Criminal Laws"; "Political Parties, Power and Islam"; and "Elections, Democracy and Islam".

Under the TV Forum Programmes, among the subjects discussed were: "Developed Nations Based on Moral Values System"; "Islam and Industrialisation"; "Malaysian Nation"; "Caring Family from the Religious Perspective"; "Quality and Productivity"; "Religion and Modernisation"; "Investment in the Stock Market"; "Bosnia – A Human Tragedy"; "The Importance of Moral Values in Upgrading an Individual's Quality"; "the Role and Influence of Religion in State Philosophy and Ethnic Integration: Religion Play an Important Role"; "Tolerance in Religion"; "The Image of Islam Amongst International Society"; "Religion and Morality"; "Man's Responsibilities Towards Environment"; "Knowledge and Civilisation"; "Family Institution"; "Social Justice"; "The Values and Ethics in Administration and Management"; "Law in Society"; "Business Ethics"; "Characteristics of Leadership"; "Resilience of the Malaysian Nation"; "Economic Development and Justice"; "Environment as Support for Living"; "Corporate Sector and the Development of the Country"; "Islam and International World"; "Human Rights"; "Science Culture and the Creator in Society"; "Employer and Employee Relationship"; "Issues on Family Development"; "Priority for Environmental Management"; "The Latest Challenges in Values"; "Palestinian Peace Process"; and "The Performance of Islamic Economic Institutions".

More than sixty-five topics were addressed in broadcasts on the radio in a programme known as the Voice of Islam. Among these subjects were: "Science and Technology from the Islamic Perspective";

"Responsibilities of Parents Towards Their Children"; "Islamisation Not Proselytisation"; "Unity Within Diversity of Islam"; "National Unity Paramount to National Well-Being"; "Importance of Religious Dialogues"; "When Crossing Cultural Boundaries"; "Fundamentalism and the Islamic Laws"; "Understanding Muslim Revivalism"; "Equal Status for Men and Women"; "Islamic Work Ethics"; and "Bosnia and UN Paradox".

Another programme which was broadcast on over the radio was called *Pandangan Sejagat* (Universal Views). The varied subjects (twenty-six in all) discussed included: "Islamic Image"; "Islamic Management"; "The Concept of Success"; "Islam and the Western World"; "The Younger Generation and Development"; "Leadership in Islam"; "Work Ethics"; and "Business Ethics and Islamic Institutions".

On 23 January 1995, the Prime Minister, Dato Seri Dr. Mahathir bin Mohamad re-appointed me as the Chairman of IKIM for a further three years starting from 16 March 1995.







XVII.

SOME TRADITIONS AND INSTITUTIONS

THE Chief Secretary to the Government is the President of the Malaysian Government Service Welfare and Sports Council, with the acronym MAKSAK which is derived from the Malay name of this Council: *Majlis Kebajikan dan Sukan Anggota-anggota Kerajaan*. The Council began as the Federation of Malaya Government Services Sports Council which was established in 1956.

The Council promotes sports, social, recreational and welfare activities among Government servants. Its first President was Tuan Haji Mustapha Al-Bakri, then the Chairman of the Election Commission. He was President from January 1956 until February 1960. The second President was Dato' Kurnia Paduka Raja Abdullah bin Toh Muda Ibrahim from March 1960 until December 1960. From then onwards, the post of President has been held by the Chief Secretary to the Government. During its thirty-nine-year history, the Council has had only four Secretaries, namely T. Mahesan (January 1956 until April 1970); C. Ayadurai (May 1970 until December 1989); Adnan bin Abdul Rahman (January 1990 until September 1995) and Ishak bin Haji Mohamed (October 1995 until now), the latter two both served under me.

The Government promotes the activities of sports, social, recreational and welfare activities among public servants through the Coun-

cil. Under General Order Chapter C 46(a), public servants may be given unrecorded leave by their respective Heads of Departments for a maximum of thirty days if they are representing the country or the State in athletics or sports competitions. The Chief Secretary to the Government, however, may consider applications for unrecorded leave for more than thirty days. Service Circular No. 11 of 1980 grants unrecorded leave to public servants who are selected to participate in four types of sports competitions, namely at the national level; international level, inter-State or between State and foreign countries; and competitions at the regional level held either in or outside the country. Unrecorded leave can also be considered for those selected by sports associations or bodies to be officials or coaches in any of these categories of sports competitions. In addition, members of any National or International Competition Councils or Committees who are required to attend meetings of the Councils or Committees, both before and after the competitions, are also eligible for the leave. The provision is, however, applicable only to sportsmen or sportswomen involved in not more than three types of sports. The Government also allows certain registered Sports and Welfare Associations of Government agencies to use office facilities and equipment for their activities. These provisions are contained in the General Circular Letter No. 2 of 1991 entitled "Regulations on the Use of Government Department Facilities and Equipment by the Welfare and Sports Associations of Government Agencies". The selected associations have been listed in the circular. In addition, the circular empowers the Chief Secretary to the Government to approve from time to time suitable associations to be included in the list.

The Council originally had eighteen affiliate members, comprising the thirteen States and five Departmental Sports Councils (the Armed Forces, Prisons Department, the Malayan Railways, the National Electricity Board and the Royal Malaysian Police Force). The Federal Territory Welfare and Sports Council (MAKSWIP), formed in 1974, also joined MAKSAK. However, with the corporatisation of the National Electricity Board and the Malayan Railways, MAKSAK's membership has been reduced by two. The activities of the

Council are organised at the district, State and national levels. The Council has organised events for nineteen sports including soccer, *sepak takraw*, tennis, golf, netball, hockey, badminton, rugby and cross country runs. In November 1995, I persuaded the Council to introduce cricket, which was well received. I have always felt that for civil servants we should promote games which involve mass participation. As a result, MAKSAC organised annual competitions for traditional games like *silat* and *congkak*. Other events which had ensured mass participation included orienteering, canoeing and fishing. These competitions were held on "a carnival basis" and were popular with members.

In 1991, I introduced a new tradition, called the MAKSAC Night. The Night is attended by members from all over the country. Apart from the entertainment programme, the night is to honour the MAKSAC sportsman and sportswoman of the year, an event introduced for the first time in 1992. The best singer and songstress render their hit numbers. In addition, the best classical dance troupe would display its winning performance.

MAKSAC has produced outstanding sportsmen and sportswomen over the years. Some have participated in games organized by MAKSAC. They include household names such as Abdul Ghani Minhat (*Raja Bola*); M. Jegathesan, Sylvia Ng and many others. On 20 December 1995, I launched a book entitled *JAGUH MAKSAC* which contains short biographies, and a record of the sporting achievements of sportsmen and sportswomen who were MAKSAC members. The occasion was made more memorable by the participation of Abdul Ghani Minhat, who received a copy of the book from me. While I was still in secondary school, I watched the great footballer play scintillating football, either at the Princes Road Football Stadium (which then belonged to the TPCA) or at the Merdeka Stadium. I saw the 30th HMS "Malaya Cup" Final on 1 September 1956, between Singapore and Selangor at the TPCA Stadium, with my father and my brother, Radzi. I have watched Ghani score many great goals, but this was a match which I will never forget. Alex Soars' re-

port in the *Straits Times* the next day, 2 September 1956, brings back memories of the exciting game:

Ghani with his great run, draws the Singapore defence out, and from 30 yards out, he drives a stinger which whizzed into the Singapore goal like a rocket. Selangor is now level. The score 1-1.

The *Singapore (Tiger) Standard* of 4 September 1956 (page 11), wrote as follows:

... no goalkeeper in the world could have stopped Ghani's first goal, scored with the force and speed of a rocket.

Ghani has shaken hands with many great personalities, Kings, Prime Ministers and Sultans. But for me to shake hands with him that night was a great experience for he is one of three great footballers whom I admire most, the other two being Awang Bakar and Rahim Omar.

MAKSAK owns a piece of land (bearing title No. 5337, about 4 acres at 3¹/₂m Jalan Cheras, Kuala Lumpur). On 2 February 1994, I launched the ground breaking of Wisma MAKSAK, Jalan Cheras, Kuala Lumpur. This imposing building has been built at a cost of RM15 million. This is the pride of MAKSAK and is home to the secretariat, and also its Hall of Fame.

In 1993, MAKSAK changed its logo (which had been used from 1959-91). MAKSAK has been given the responsibility of organising national golf competitions, including the Tan Sri Abdul Kadir Trophy; the Malaysia Incorporated Games; the Yang di-Pertuan Agong Cup; the Piala Majlis Raja-Raja, and the Malaysia-Singapore Games. In all these games, the Chief Secretary is the Captain of the Civil Service teams.

In March 1996, I issued General Circular Letter No. 1 of 1996 on the involvement of the members of the public service in the Commonwealth Games KL '98 which will be held from 10 to 20 Septem-

ber 1998. Although the management of this major event has been entrusted to a private company, Sukom Ninety Eight Berhad, the Government has given its full commitment to ensure the success of this important national event. Since many members of the public service are expected to be directly involved in this event, clear guidelines have to be provided for their participation. These are embodied in General Circular Letter No. 1 of 1996 entitled "Guidelines on the Involvement of Members of the Public Service in the Commonwealth KL '98 Sports Activities":

- (1) members of the public service carrying out their official departmental duties (excluding athletes and other technical officials such as coaches, judges, juries and officers involved in organising competitions and teams) are entitled to claim allowances, facilities and other payments due to them as provided under the Treasury Circular No. 3 of 1992 or Treasury Circular No. 3 of 1992 (Police); or The Armed Forces Council Directive 10/92 (Armed Forces), and under other existing rules and regulations;
- (2) members of the public service selected to be technical officials, such as judges, juries, etc., and participating in any competition, or attending meetings organised by Sukom Ninety Eight Berhad, can be granted unrecorded leave by their respective Heads of Departments for the actual duration required to perform their duties. In special circumstances and when necessary, they may be allowed to leave the office during office hours. The officers who are granted unrecorded leave for these purposes are not eligible for any payments of allowances or other payments under Treasury Circular No. 3 of 1992 or Treasury Circular No. 3 of 1992 (Police); or The Armed Forces Council Directive 10/92 (Armed Forces). They are, however, allowed to claim allowances or facilities and related payments provided by the Sukom Ninety Eight Berhad;

- (3) members of the Public Service who are selected to be athletes or coaches and are required to attend "The Preparatory Programme for Athletes Towards the Commonwealth Games KL'98", and to participate in the central training programme, are eligible to apply for unrecorded leave from their respective Heads of Departments. For this purpose, the National Sports Council, which is responsible for organising the preparatory programmes, will determine the actual duration of such leave. Those who are granted such unrecorded leave are not entitled to any payment of allowances. Travelling expenses, training allowances and accommodation will be borne by the National Sports Council, and
- (4) in cases where any member of the public service is involved in an accident which requires medical treatment, the member can be given such treatment as provided for under General Orders Cap. E, and if the accident results in serious injuries which result in disabilities, the member can be considered for compensation as provided under Treasury Circular No. 13 of 1994.

The Tan Sri Abdul Kadir Trophy which was donated by the late Chief Secretary on 30 September 1976, on his retirement, is a challenge trophy to be won in a match between serving and retired officers. The serving officers team is captained by the Chief Secretary. In 1991, I changed the format of the competition from a one day affair to two days to be played on two different courses. The golfers enjoyed the format more as they could reminisce and catch up with each other's news. Moreover, there is no greater delight for these golfers than to be away for two glorious days playing on two superb courses, before the annual dinner, hosted by the State Government. I have often played in these games, and I have been Captain of the serving officers' team for seven successive years, 1990-96, on courses of the Kelab Golf Negara Subang (1990); Serendah Golf Resort (1991); at the Kelab Golf Perkhidmatan Awam (1992); at the Ayer Keroh & Golden Valley Golf Course in Malacca (1993); at the Kelab Golf Di-

Raja Perak and Meru Valley Golf and Country Club (1994); the Crystal Golf Club at Sg. Bakap, Province Wellesley (1995), and the Palm Resort & Country Club, Senai, Johor (1996).

The Malaysia Incorporated Games started in 1988. The games, tennis and golf, were organised annually to enhance interaction and friendly relations between senior civil servants and captains of industry. The golf games between them were for the Sallehuiddin Trophy (best net) and for the Ahmad Sarji Trophy (best gross). The tennis trophy is called the *Piala Swasta*.

Another feature which I introduced under Malaysia Incorporated was to host what I called the Malaysia Inc. Official Dinner. This annual gathering which I started in 1992, was held at my residence at No. 4, Jalan Eaton, Kuala Lumpur, to coincide with the *Hari Raya Aidilfitri* festival. I took particular care to ensure that apart from the Prime Minister, other political leaders, senior Government servants and key captains of industry were included in my guest list. Normally, the dinner has been preceded by friendly golf and tennis matches in the morning between the private sector team and the Civil Service team led by the Chief Secretary to the Government.

In 1989, the Ninth Yang di-Pertuan Agong, Sultan Azlan Shah, donated in His Majesty's name, a challenge trophy to be won in a golf competition between the Civil Service Team to be captained by the Chief Secretary and Members of the Administration Team. The Civil Service Team is chosen from the respective services, including the Armed Forces and the Police; the Members of the Administration Team is selected from among Ministers, Deputy Ministers, the Menteri Besar and Chief Ministers, with the Yang di-Pertuan Agong and a few Malay Rulers and the Yang di-Pertua Negeri as guest players. The first match was held on 22 August 1989, at the Saujana Golf & Country Club which was graciously attended by the Yang di-Pertuan Agong. The Civil Service Team was captained by the Chief Secretary, Tan Sri Sallehuiddin bin Mohamed, and members of the Administration Team by Dato' Seri Dr. Ling Liong Sik. The second game was held on 2 November 1991, at the Royal Selangor Golf Club. The Deputy Prime Minister Encik Abdul Ghafar Baba (now Tun) cap-

tained the Members of the Administration Team while I captained the Civil Service Team for the first time.

Sometime in early 1992, the Deputy Prime Minister, Encik Abdul Ghafar Baba called me to his office to let me know that it had been decided that on the occasion of the Conference of Rulers (held normally twice a year), a golf game was to be arranged between the Civil Service Team to be captained by the Chief Secretary and the Yang di-Pertuan Agong's Team, which was to be captained by someone nominated by His Majesty. The Government would donate a trophy to be called the *Piala Majlis Raja-Raja*. The Civil Service Team would be chosen by the Chief Secretary from among golfers from the various services and the Yang di-Pertuan Agong's Team from among the golfing Rulers, Yang di-Pertua Negeri, Ministers and other golfers from the private sector.

Dr. Zainul Ariff bin Hussain (now Dato') describes the *Piala Majlis Raja-Raja* in a *pantun*, which was inserted in the souvenir programme of the first match on 26 October 1992, at Kelab Golf Negara Subang.

Piala Majlis Raja-raja

*Bertinta perak, emas bertatah
Bermotif bunga kehanggaan bangsa
Gubahan indah menjunjung titah
Paduka Baginda Payung negara*

*Telinga pemegang ukiran kerawang
Kerawang berbentuk suluh kacang
Piala dijulang Pasukan Pemenang
Pertandingan sulung silih berulang*

*Pucuk rebung bunga padi
Menghias pinggang emas dipilih
Semoga meningkat keakraban budi
Ampun tuanku menjunjung kasih*

The Yang di-Pertuan Agong's Team was captained by the Deputy Prime Minister, Encik Abdul Ghafar Baba. The Yang di-Pertuan Agong, Sultan Azlan Shah, graciously consented to play in the first game. The second game was played in 1994 at the Glenmarie Golf & Country Club. The third game was played in 1994 and was graced with the participation of the Tenth Yang di-Pertuan Agong, Tuanku Ja'afar ibni Al-Marhum Tuanku Abdul Rahman.

To captain the Civil Service team in these tournaments was a great honour and privilege to me. The Ninth Yang di-Pertuan Agong, Sultan Azlan Shah as a twenty-year-old student from the Government English School, Batu Gajah, in 1948 played along side my late father in the Perak Hockey Team. My late father, who played for North Malaya and the Perak Hockey Team for more than sixteen years, had been a fellow hockey player with Raja Azlan Shah from 1948 until 1950, when the prince left to study law in England. In later years, they enjoyed many rounds at the Batu Gajah Golf Club, and had remained friends. Tuanku Ja'afar, the Tenth Yang di-Pertuan Agong, was the captain of the Perak Malay Cricket Team in the 1950s when my father was a member of his team. To play with these two sovereigns who had been my father's playmates more than forty years ago, was an experience to be treasured in my memory.

During my tenure as Chief Secretary to the Government, I was gratified to see more and more civil servants taking up golf as a recreational pastime. This trend was given a boost when the Civil Service Golf Club (KGPA) in Bukit Kiara was officially opened on 9 February 1992, by the Deputy Prime Minister, Encik Abdul Ghafar Baba. The Chief Secretary to the Government is the ex-officio President of the new golf club. Each 'fairway' is named after different types of trees which were planted along the fairways. They are *Tecoma*, *Raja Kayu*, *Mambu*, *Cempaka Kuning*, *Rbu*, *Cempaka Putih*, *Hujan-hujan*, *Penaga Lilin*, *Seroja*, *Tapak Kuda*, *Jambu Batu*, *Jelutung*, *Dedap Batik*, *Tampoi*, *Ceri*, *Leban Tembusu Beringin*, *Semarak*, *Nyior*, *Dedap*, *Kemboja*, *Bungor*, *Batai*, *Cempaka Hutan*, *Kiara Payung* and *Bunga Tanjung*. In 1993, the third nine, called the Forest Nine, was ready for play. During the official launch of the golf course, we were honoured with the presence

of five of my predecessors namely 'Tan Sri Dato' Abdullah bin Mohd. Salleh, 'Tan Sri Dato' Seri Abdullah bin Ayub, 'Tan Sri Dato' Hashim bin Aman, Tunku 'Tan Sri Mohamed bin Tunku Besar Burhanuddin and 'Tan Sri Dato' Paduka Sallehuddin bin Mohamed. 'Tan Sri Dato' Seri Abdul Jamil bin Abdul Rais, who was unwell, apologised for his absence.

Golf has also been the game in the Malaysia-Singapore Public Services Games. The games started in 1973 as the Inter-Public Service Games to foster goodwill and cement friendships between the civil servants of both countries. The games in the past included cricket, volleyball, basketball, tennis, netball, badminton, *sepak takraw*, rugby and hockey. Now, there is only golf and the members of the teams are limited to only very senior officers from the Civil Service, the Police and the Armed Forces. This is an annual affair which alternates between Singapore and Malaysia. It has been the tradition of these games that the Heads of the Civil Services would captain the respective teams. Dr. Andrew Chew and Mr. Lee Ek Tiang were the Heads of the Civil Service of Singapore during the time when I was the Chief Secretary.

The *Persatuan Suri dan Anggota Wanita Perkhidmatan Awam Malaysia* (PUSPANITA) was established in March 1983 at the suggestion of Datin Seri Dr. Siti Hasmah bte Haji Mohd. Ali, the wife of the Prime Minister, Dato Seri Dr. Mahathir bin Mohamad. The Association was formed to improve contact between wives of officers and the lady officers in the association, to engage in self-improvement activities, and to organise programmes which will benefit members of society. By virtue of Article 5(1) of the Constitution of PUSPANITA, the Patron of the Association is the wife of the Prime Minister; by the virtue of Article 6.1., the Advisor to the Association is the Chief Secretary to the Government, with his wife as the *Yang di-Pertua* (President), according to Article 11.2(a). The Constitution of the Association, however, does not tell us who would be the *Yang di-Pertua* of PUSPANITA if the Chief Secretary to the Government is a woman.

My wife, Sagiya bte Salikin, took over the post of *Yang di-Pertua* PUSPANITA on my assumption of the office of Chief Secretary to

the Government on 1 February 1990. Except for the post of *Yang di-Pertua* ISKANITA, which she held when I was the Secretary-General, Ministry of Trade and Industry from 1985 to 1990, my wife had held no other top positions before. Still, she was able to bring with her experience in managing and leading a women's organisation. When she took over the leadership of the Association, the membership was 23,000. The headquarters of the Association was a Government bungalow at No. 573, Jalan Hose, Kuala Lumpur. The next six years of her life were hectic. Spared from performing the household chores and getting the children ready for school (as they had all graduated), she devoted her mornings and afternoons, with the unstinting support of her committee members, to making PUSPANITA a useful women's organisation. Membership of PUSPANITA grew from 23,000 in 1990 to 33,000 in 1994. The Johor Branch of PUSPANITA was founded in 1995. As Advisor to PUSPANITA, I was occasionally invited to officiate at its functions or be on hand to welcome Dr. Mahathir and Dr. Siti Hasmah and other dignitaries whenever they were guests of PUSPANITA. The Yang di-Pertuan Agong, Sultan Azlan Shah, and the Raja Permaisuri Agong, Tuanku Bainun, also graced PUSPANITA functions.

In a speech as Advisor at the 10th Annual General Meeting of PUSPANITA on 9 May 1992, I reminded officer-husbands to observe the General Orders at all times so as not to disclose official information of a confidential or secret nature even to their wives. PUSPANITA members were also gently reminded not to interfere in the office matters of their husbands, but were encouraged to mix freely and not to place undue emphasis on the relative seniority of their husbands. Members of PUSPANITA were also often advised by me, through their *Yang di-Pertua*, not to use the official positions of their husbands to solicit funds or to ask for favours from people which might jeopardise their husbands' career or cause them in a conflict of interests.

To return to the achievements of PUSPANITA, I was given the honour of laying the foundation stone of its new building in 1991 and of being present at the launch of its fine new RM6 million building on

12 January 1994, on the site of its original home. *Majlis Sukan dan Kebajikan Pertubuhan Wanita Kebangsaan Wilayah Persekutuan* (MSKWP) was formed on 12 November 1990, on the inspiration of Dr. Siti Hasnah with my wife Sagiyah, as its founding President. MSKWP is a sports council which consists of other women's associations, namely PETRONITA, PELITAWANIS, PUTRIPOS, WANITA KERETAPI, SURIAWANIS and PUSPANITA. PUSPANITA has begun to make contacts in South and East Asia by sending some bright students to Bangkok, Manila, Seoul, Singapore and Jakarta.

The Ministry of Health reported that the leading cause of death among women was breast cancer. Some lady Civil Service officers and many wives had succumbed to this disease. So PUSPANITA decided to launch a campaign to collect tax exempt donations for the purchase of a mammogram machine and ultra sound equipment for the General Hospital, Kuala Lumpur. After a strenuous effort, the Association collected a sum of RM700,000 for its fund. I supported this effort and gave it the necessary push. May all those who donated, however modest, be blessed by Allah as described in the following Hadith:

Every part of a person's body must perform a charity every day the sun comes up: to act justly between two people is a charity; to help a man with his mount, lifting him onto it or hoisting his belongings onto it is a charity; a good word is a charity; every step you take to prayers is a charity; and removing a harmful thing from the road is a charity.

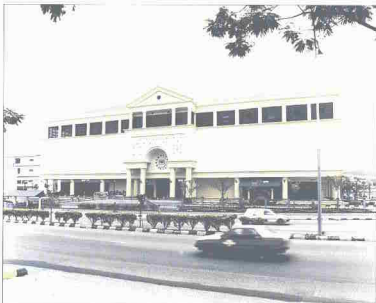
On the eve of the Merdeka Day in 1995, PUSPANITA welcomed its most eagerly awaited guest of honour, the Prime Minister, to its premises for the Concert Perdana. It was a night full of colour, with PUSPANITA members putting their best foot forward or more accurately, giving their best voice to make the Concert a memorable one. However, the highlight of the night was the excellent rendition of Johari Salleh's fine melody entitled "*Kau Yang Teristimewa*", dedicated to Dr. Mahathir the lyrics of which are reproduced below:

68.



The Civil Service Golf Club house, with the ninth hole in the foreground at Bukit Kiara, Kuala Lumpur.

69.



The Malaysian Government Service Welfare and Sports Council building at Jalan Cheras, Kuala Lumpur.



A blowpipe demonstration by the President, Malaysian Government Service Welfare and Sports Council, Tan Sri Dato' Seri Ahmad Sarji bin Abdul Hamid, in Balok, Kuantan, Pahang, on 7 June 1992. The Deputy President, Tan Sri Dato' Mahmud bin Taib is seen on the right (batik shirt).

71.



PUSPANITA house at Jalan Hose, Kuala Lumpur.

72.



The Civil Service Museum at the Lake Garden, Kuala Lumpur.



Puan Sri Datin Seri Urama Sagiyah bte Sahlin, Yang di-Pertua PUSPANITA.



The Council Members of PUSPANITA with the Patron, Datin Seri Dr. Siti Hasmah bte Haji Mohd. Ali (*seated in the centre*). The Adviser, Tan Sri Dato' Seri Ahmad Sarji bin Abdul Hamid (*seated second from right*), and the Yang di-Pertua, Puan Sri Datin Seri Sagiyah bte Salikin (*seated second from left*). Photo taken on 12 January 1994.



Officiating INTAN Fellow's Day on 28 November 1992. *Left to right:* Tan Sri Osman S. Cassim (INTAN Fellow 1992), Dr. Muhammad Rais bin Abdul Karim (Director of INTAN), Tan Sri Dato' Seri Ahmad Sarji bin Abdul Hamid, Tan Sri Dato' Abu Bakar bin Mohd. Nor (Director-General of Inland Revenue Department), and Tan Sri Dato' Mahmud bin Taib (Director-General of Public Service Department).

76.



Tan Sri Dato' Seri Ahmad Sarji bin Abdul Hamid acknowledging the presence of the former Chief Secretary to the Government, Tan Sri Dato' Abdullah bin Mohd. Salleh, before taking his seat on the occasion of INTAN Fellow's Day on 28 November 1992.

77.



Tan Sri Dato' Seri Ahmad Sarji bin Abdul Hamid presenting the 1996 Fellow INTAN Award to the former Chief Secretary to the Government, Tan Sri Dato' Hashim bin Amari, on 13 April 1996. In the centre: Dato' Dr. Mazlan Ahmad, the Director-General, Public Service Department.

*Kau Yang Istimewa
Kaulah yang istimewa
Anak watan yang tercinta
Senang berkata-kata
Dengan penuh kasih mesra*

*Kaulah jadi pedoman
Bagi semua rakyat jelata
Telah berkorban apa saja
Demi kepentingan kita*

*Engkaulah bapa
Engkaulah sahabat
Perjuang yang berjaya
Negara masyhur kerana mu*

*Dimuka dunia
Bakti ditabur tidaklah terhingga
Untuk kemajuan bangsa
Jasamu disanjung kami PUSPANITA*

PUSPANITA has done its good work with modesty and has always kept to the spirit and objectives enshrined in its Constitution. The Yang di-Pertuan Agong graciously honoured Sagiyah with the *Johan Setia Mahkota* on the occasion of His Majesty's Birthday, on 1 June 1996.

In 1990, I introduced the publication of a book which documented the administrative improvements undertaken during the year. These annual reports provided the necessary recognition and appreciation to those departments which undertook administrative improvements. At the same time, the experiences and achievements of the departments reported became a bench mark for other departments. These reports also serve as one of the most effective channels of communication between the Government and its agencies and also the general public. Through this channel, the Government can dis-

seminate information on administrative policies and the values, attitudes, ethics and work practices which should be upheld by civil servants.

The first report published was in 1990 entitled, *Improvements and Development in the Public Service*. Since then, six annual reports have been published. The title of these reports remained the same until 1993. It was then changed to reflect the themes of the individual reports. For example, the title for the 1993 report was *The Civil Service of Malaysia – A Paradigm Shift*, whilst in 1994 it was *The Civil Service of Malaysia – Towards Vision 2020* and in 1995 the title was *The Civil Service of Malaysia – Towards Efficiency and Effectiveness*.

It has been the tradition that these reports are launched by the Chief Secretary in January and the Press is invited. I have tried hard to give the Press the answers I wanted to give, and the Press has tried just as hard to elicit the answers they wanted to get. In the process, the Press got a good deal of information on the Civil Service. I have come to understand the media's focus tends to be on the immediate, the tangible and dramatic (e.g. the case of the Kuala Lumpur City Hall purchase of Volvo cars; the participation of civil servants in UMNO elections; guidelines on the relationship between the Rulers and civil servants; the New Remuneration System; the New Performance Appraisal System, etc.). In retrospect, I can see that the Press will always peg their stories to the events of the day. A story with glitter commands as much attention as a story with substance. But to give it its due, the Press has been very supportive of the Civil Service reforms, backed them in its editorials and sometimes gave the impression that those changes had the imprimatur of public mandate. But at times, when the newspapers published "Letters to the Editor" with complaints against poor services, which is no bad thing since departments need the whiplash of public chastisement when their service is poor.

The Civil Service has played a crucial role in the development of this nation, from the early days of the Malacca Sultanate, through the colonial and post-independence periods until the present times. And yet there has been no attempt as yet to document, in a systematic and comprehensive manner, the immense services rendered to the country

by the Civil Service. In its endeavour to achieve all round excellence, the Civil Service is committed to moulding a strong culture. A *sine qua non* in this process of culture building is to examine the past history of the Civil Service and learn from it. Civil servants must have a central reference point which they can visit and from which they can learn about the rich history of the Civil Service and the great values that it has upheld all along. A Civil Service Museum, I was convinced could fulfil this objective.

The establishment of a Civil Service Museum would also greatly help researchers in public administration and the general public to learn of the evolution of the Civil Service and the impact that it has had on the country's development. This will ensure that heritage of the Civil Service is accorded the importance it merits. In addition, the Museum could also serve as a venue for exhibitions to highlight developments in the Civil Service.

On 28 October 1992, the Prime Minister approved the establishment of a Civil Service Museum at a temporary site, the former Federal Territory Drainage and Irrigation Department at the Lake Garden, until a permanent one could be found.

The Civil Service has established a tradition of hosting formal farewell dinners (*Malam Khidmat Bakti*) in the honour of those senior officers retiring during the course of the year. Those honoured come from all the services, namely the Armed Forces, the Police, the Professional and the Administrative Services. At such functions, they are presented with valedictory letters. Officers of Staff III rank and above receive valedictory letters signed by the Prime Minister, while other officers of superscale C and above, get letters signed by the Chief Secretary or the respective Head of Service or Department. Such occasions are also attended by the spouses of the retirees and selected senior officers. The "order of the night" includes a speech by the Chief Secretary and a response from a representative of the retirees, normally the most senior of them of all.

My task on these occasion has been to provide a personal assessment of these officers, recollections of them, in school, college or in the work places, and to offer friendly advice to them and their wives.

Usually the preamble to my speech reminded them how grateful they should be to have retired under such honourable circumstances. On one occasion in a speech on 30 March 1994, I said that, given the honourable circumstances of their retirement, they should be grateful to be able to live lives in which their autograph would be wanted instead of their fingerprints. Such nights also gave me the opportunity to be light-hearted with officers whom I already knew well, and also to share some humorous moments with them. So, "A Night With the Retirees" was seldom a solemn occasion. To be sure they were dignified, but always laced with joy and good humour.

I remember one such night particularly well. The guest-of-honour was Tan Sri Dato' Dr. Lin See Yan who retired as the Deputy Governor of Bank Negara in 1994. He is widely regarded as one of the country's top economists and bankers. His knowledge of economics can fill a textbook. So in my speech on his retirement, I advised him to take good care of his health and not to become like the legendary Eddie who said to himself: "I am a visible economics-textbook. My blood pressure is in noticeable expansion, my hairline is in obvious recession, my belly is clearly in inflation, my sex life is stagnant, and all together, they've put me in one helluva depression."

I had the privilege of bidding farewell to three other prominent public servants who had held their posts for a record time: Tun Mohd. Haniff bin Omar, the Inspector-General of Police; Tan Sri Datuk Seri Abu Talib bin Othman, the Attorney-General; and Dato' Zakiah Hanum bte Abdul Hamid, Director-General of the National Archives. Haniff served as the IGP for nineteen and a half years, and Abu Talib for thirteen years. As both were men of formidable stature, I found it difficult to put together an appropriate speech. So I began with an anecdote about Churchill at the beginning of my speech (on 25 October 1993) as follows:

A reporter once asked Winston Churchill what in his life he finds the most difficult test. Churchill replied: To climb a ladder leaning towards you, to kiss a girl leaning away from you, and third, to give an after-dinner speech.

I told the audience: "I find myself in this third situation, but I am confident that I could have beaten the old statesman with regard to the second."

Both Haniff and Abu Talib were men who had shouldered the weight of leadership. They had never dodged a duty nor relinquished a responsibility. Haniff was the youngest police officer to be appointed as the Inspector-General of Police, and was one of the longest-serving police chiefs in the Commonwealth, if not the world. He has degrees both in arts and in law; a string of titles (if your maths is as bad as mine, you are bound to miscount his accolades). He is the first officer to be honoured with a *Tunship* while still in service. The world seems to be full of people who speak twice before they think once. This is not the case with either Haniff or Abu Talib. Frankness is a virtue, but too much frankness is rudeness. These fine men have never crossed that border. They are frank, but at the same time courteous.

I have known Abu Talib since 1961 when he was the Deputy Public Prosecutor in Negeri Sembilan and Malacca. He was a formidable prosecutor in those days, facing legal giants such as David Marshall in the Malacca High Court. My friendship with Haniff goes back to 1958 at the University of Malaya in Singapore. My speech concluded with another Churchillian anecdote, which was a trifle *ris-que*:

While sitting on a platform waiting to speak, the 78-year-old Churchill was handed a note by an aide. Churchill glanced at the message, which advised: Prime Minister — your fly is unbuttoned. Churchill then scrawled beneath the message and passed it back. It read: Never fear. Dead birds do not drop out of nests.

I was able to reassure my audience that both Abu Talib and Haniff would be stronger than Churchill when they reach that age.

Dato' Zakiah Hanum bte Abdul Hamid, a university friend of mine at the University of Malaya in Singapore, and later in Kuala Lumpur during 1957-60, was Director-General of the National Archives for a record fifteen years (1980-95). She was also the first lady

officer to head a Federal Government Department. She was once elected the Chairperson of the Association of Commonwealth Archivists and Record Managers, and was a worthy winner of the prestigious Ramon Magsaysay Foundation Award in 1989. She assisted me greatly in establishing the two projects, namely, the Tunku Abdul Rahman Memorial and the Civil Service Museum.

I also was able to gently pull the leg of Mr. P. Markandan, the Director-General of the Meteorological Department, who retired during my time as Chief Secretary. His department has always been the butt of jokes as the country was often told by the Radio and Television (RTM) that the weather forecast was "rain here or there." I was sure that he used to tell his clients: "Weathermen are never wrong – its the weather that's wrong." But there is an interesting forecast by the Meteorological Station of another country. A weather forecaster in a certain southern city in a particular country recently reported: "For tonight, I predict darkness."

Dato' Asiah bte Abu Samah, whose appointment as the first woman Director-General of Education I announced in 1992, retired in 1993. The crowd was in stitches when, in my speech, I reminded the audience:

Someone once said, "Women will never be men's equal until they can sport a bald spot on their heads and still think they're handsome."

Dato' Asiah Abu Samah did not need that formula to be equal with men.

One of my most pleasant tasks has been to thank retiring officers on behalf of the Government. It is not always possible to give an equal number of words to each and every retiree. If I spent more words on some, and was more economical with others, this did not reflect my relative regard for them. I recognised the contributions of all. Some were friends from university and school, and I hope we shall continue to be friends, as life has no pleasure nobler than that of friendship. I had the privilege of giving valedictory speeches to my university

friends such as the Datuk Bandar of Kuala Lumpur, Tan Sri Dato' Elyas bin Omar; Dato' Kamaruddin bin Mahmood; Tan Sri Datuk Nasruddin bin Bahari; Dato' Mohd. Yusoff Hitam; Dato' Abdul Halim bin Dato' Hj. Abdul Raof; Dato' Sulaiman bin Hashim; Dato' Sulaiman bin Osman; Dato' Ahmad Badri bin Mohamad Basir; Dato' Syed Zainal Abidin bin Syed Jamalulail; Dato' Zainal Abidin bin Hj. Noordin; Dato' Dr. Mohd. Shahari bin Ahmad Jabar; Syed Abdullah bin Syed Yahya; Dato' Nik Mohd. Amin bin Nik Abu Bakar; Dato' Zainal Abidin bin Mokhtar; Raja Dato' Mansur bin Raja Razman; Wan Hassan bin Wan Teh; Dato Bakri Ayoub Ghazali; Geh Sim Hong; Dato' T. Puvenarajah and a few others. Throughout the years, we have remained good friends. Some people say that the best rule of friendship is to keep your heart a little softer than your head. We all believe in the wise saying: "Be kind to your friends; without them you'd be a stranger."

On 14 April 1992, I spoke on the occasion of the retirement of General Tan Sri Dato' Seri Hashim bin Mohd. Ali, the Chief of Defence Forces; and Tan Sri Dato' Zainol bin Mahmood, the Secretary-General of the Ministry of Home Affairs. Hashim had rendered excellent and loyal service to the country. He had proven to be an ideal soldier: good physique, stern looks, and yet gentle in his disposition. He has the pride, courage, and devotion of a patriot; no one can climb the ladder of success with his hands in his pockets. I saluted General Hashim and the men that he commanded. The best kind of pride is that which compels a man to do his best work—even when no one is looking. I was quite sure that there had been countless instances, when soldiers had done their duty even though their valour has been unseen and unsung.

In 1957, I first met Tan Sri Dato' Zainol bin Mahmood, who has since become one of my close friends. He is an able administrator, philosophical in nature, and as a wise man, he reflects before he speaks. He is popularly known as "*orang tua*" and he has remained modest despite the many feathers in his cap. Having graduated in philosophy, perhaps he realised that it is nice to be important, but it is more important to be nice.

It is said that no man is better than his principles and no one embodies this saying better than Dato' Mohd. Hussaini bin Abdul Jamil, who retired as the Secretary-General of the Ministry of Health in 1991, and was my class mate in university. He worked for twenty years in the Ministry of Finance, eight years in charge of stores and contracts. He withstood the test of temptation. All men are honest – until they are faced with a situation tempting enough to make them dishonest. Honesty gives a person strength but not always popularity. Hussaini was entrusted by the Government with the task of turning around Gula Padang Terap, and to manage the Malaysian-Kuwaiti Investment Company and many other official assignments which required a high level of trust and integrity. They say: "Men of genius are admired; men of wealth are envied; men of power are feared; but only men of character are trusted."

Tan Sri Dato' Seri Zain Azraai was Secretary-General to the Ministry of Finance. We sat together for many an hour drafting the First Malaysia Plan, the new Outline Perspective Plan and the New Remuneration System (NRS). He retired on 27 July 1991. He was a very experienced officer having served with distinction as Malaysia's Permanent Representative to the United Nations, and Ambassador to the United States of America. He has always very supportive of my efforts to improve the performance of the Civil Service through his membership on the Panel on Administrative Improvements to the Civil Service. In all the committees and councils, of which he was a member, we often benefited from the sharp edge of his mind. He was confident, and was not bashful about his convictions. He was succeeded by equally able officers, Tan Sri Dato' Mohd. Sheriff bin Mohd. Kassim and later, Tan Sri Datuk Clifford F. Herbert.

When Tan Sri Dato' Alwi Jantan retired as the Director-General of the Public Service Department, in April 1990, I had to find a suitable candidate to take over this important job. I needed to find someone who was experienced and had initiative, good judgement, and the ability to lead. A department as big as the Public Service Department cannot chug along without leadership and effective blueprints. I always needed someone who was not only dedicated, but understand

the administrative improvements which I was trying to spearhead. Tan Sri Dato' Mahmud bin Taib was very cooperative and he fitted the bill. He retired in December 1995 after a two-year extension. On 6 November 1995, I announced his successor, Dato' Dr. Mazlan bin Ahmad, another experienced and capable officer.

I had the opportunity to compliment Tan Sri Dato' Abu Bakar Mohd. Nor on in a "Night for the Retirees" for being, through and through, a man of quality. He was kind enough to invite me to a number of his official functions, as his guest-of-honour. At a function on 30 January 1993, in front of hundreds of his staff, I said the following:

I would also like to congratulate the Director-General of the Inland Revenue Department, Tan Sri Dato' Abu Bakar Mohd. Nor and his staff for having achieved the distinction of collecting the highest income tax revenue in history in 1992. The amount totalled RM15.4 billion which constituted a 16.7 per cent increase when compared with the previous year. This amount represented 39 per cent of the total RM39.2 billion tax revenue collected by the Government.

What was central to his leadership was his capacity to energise the Department. As a good leader, he kept his entire team tuned to the fundamentals of success. Tan Sri Dato' Abu Bakar bin Mohd. Nor has all the attributes of a very good Head of Department. A man of the highest integrity, he led by example. He retired on 1 June 1996 after a three-year extension.

I have had the opportunity to bid farewell to three other Chiefs of the Defence Forces, Tan Sri Dato' Yaacob bin Zain, Tan Sri Dato' Seri Abdul Rahman bin Abdul Hamid, and Tan Sri Dato' Wira Borhan bin Ahmad. On the occasion of the retirement of Abdul Rahman on 30 March 1994, I told a military anecdote, just to enliven an otherwise solemn occasion. The anecdote illustrates family life in the Armed Forces:

Those of you who had served the army, will know what I mean. You have left your wives sometimes for long periods in the serv-

ice of the country, either in operation exercises, battles, or in the pursuit of knowledge. Your wives have remained devoted to you. I would like to tell you a small story about the prolonged absence of a military husband. An officer in the South Pacific who had been overseas sixteen months received a letter from his wife telling him about a prayer made by their four-year-old daughter. 'Dear Lord, please send me a baby brother so we will have something to surprise Daddy with when he gets home.'

Efficiency and fitness, respect for authority, courage, daring and endurance, these are some of the qualities which our civil servants, our soldiers and policemen need to have. But there is another quality which does not belong to individuals. It is the team spirit among the soldiers, policemen and the civilians in the Government service in Malaysia which has contributed to the stability of this nation. The "*Mala:n Khidmat Bakti*" builds up team spirit. For most of the retirees, retirement from the Civil Service only marked the end of their lives and the start of another. Many began second careers in the corporate world, and some continue to serve the Government in different capacities. As I told them in one of the functions, a man has three names: the name he inherits; the name his parents gave him, and the name he makes for himself. It is one thing to make a good name for oneself, and quite another to keep it.

Wives of retirees who attended those nights, I sensed, relished some of the advice that I gave. I came to this conclusion from their reactions which Sagiyah reported. I always prefaced those bits of advice by saying that I was speaking as Adviser to PUSPANITA. Directing my remarks to the retirees, I once said:

Keep each other's love burning even when in retirement. Oscar Wilde once said: 'Men always want to be a women's first love. Women have a more subtle instinct: what they like is to be a man's last romance'.

"The Night With the Retirees" was also an occasion when I present appointment certificates, and gave whatever message needed to

be given to serving officers. For example, in ending my speech at one of those nights, I had this to say to the serving officers:

If you think you work harder than the average worker, you're an average worker. There are two things which deprive me of my peace of mind: work unfinished, and work not yet begun. You are in my team if you subscribe to these principles.

The Chief Secretary to the Government is traditionally invited to give the keynote speech at the passing out ceremony of those who have taken the Diploma in Public Administration course at INTAN, a solemn occasion at which the INTAN Fellow Awards were also made. I had the privilege of delivering a speech in the honour of Tan Sri Osman S. Cassim, who was my head at the Public Service Department from 1981 to 1985. He was honoured with the INTAN Fellowship in 1992. I said this of him:

He thought what he wished, and spoke what he thought, for, he believed that an unrestrained opinion or view, like a breeze from an open window, is the birth right of man. During his distinguished career, he might not have said all that he thought, but he did not say anything that he did not believe.

On 15 April 1995, Tan Sri Dato' Muhammad Ghazali bin Shafie was honoured with the INTAN Fellowship. This is what I said of him:

His contribution to the constitutional, political and economic developments of the country has been tremendous – he was in Force 136, a member of the National Operations Council, a member of the National Consultative Council which was responsible for the birth of the Rukunegara, and a prominent member of the formulators of the New Economic Policy. He was a member of the Cobbold Commission on the formation of Malaysia. He had both been a Senator and a Member of the Dewan Rakyat. In the Cabinet, he had held 4 portfolios, namely

Information, Home Affairs, Foreign Affairs, and Special Functions. He graduated with a LL.B (Hons) in 1951. He is a versatile man and a task master. Those who have worked under him, and alongside with him say: 'yet the best may not be good enough for him'. He has a brilliant mind, often way above and far ahead of his time and generation, in his thoughts and ideas. His reputation is the opinion others have formed of him. He is still active in his chosen pursuits. I believe that in many respects this man will not only endure, he will prevail, because he has a soul, a spirit capable of compassion and sacrifice and endurance.

On 13 April 1996, Tan Sri Dato' Hashim bin Aman was honoured with the INTAN Fellowship. He was Chief Secretary to the Government from 1980 to 1984. In my speech, I stated that "his reputation as the epitome of honesty and integrity gains value-added when he entered the private sector as the Chairman of Malayan Banking for a good number of years. His modesty despite his great achievements is almost legendary. Is it not true what someone said that 'modesty is the triumph of mind over flattery'?" The occasion was also coupled with the convocation of officers who graduated from INTAN with the Diploma in Public Administration and Management Science. My main message to those officers was:

Reputation is defined as what is generally said or believed about a person's character or standing and the State of being well thought of; distinction; respectability. All officers should strive towards acquiring a good all-round reputation, with their superiors, peers, juniors and the community at large. In the long run reputation can only be based on the provision of quality services. Your reputation for quality work, efficient and effective service must be predictable and consistent. News about officers with bad reputation will spread more quickly. Officers who leave a good reputation have a competitive advantage.

Saying farewell to those outstanding civil servants, recognising the contributions of my former chiefs, and imparting messages and advice to the young officers, for me, represent my "fond records".





XVIII.

MEMORIALS AND TRIBUTES

HISTORY is to a nation what memory is to an individual. The life and times of Tunku Abdul Rahman, Tun Hussein Onn and Tun Abdul Razak were a slice of Malaysian history. The greatest human institution in the world is the family. In 1990, two great men in Malaysian history and the patriarch of a family passed away. My father Abdul Hamid bin Mohd. Aroop passed away on 12 April 1990. Tun Hussein Onn, the third Prime Minister of Malaysia passed away on 29 May 1990; and on 6 December 1990, the Father of Independence, Tunku Abdul Rahman Putra passed away. The Government put me in charge of the State Funerals of Tun Hussein Onn and Tunku Abdul Rahman Putra; being the eldest in the family, I was in charge of my beloved father's burial.

My ancestors on my father's side were from Bandar, a riverine village along the Perak River. My ancestor, Dato' Ulim bin Panglima Kukot (1781-*ca.* 1830) was the Dato' Panglima Teja, one of the sixteen territorial chiefs in Perak. The Panglima Teja, the Chief to the Raja Bendahara, was one appointed from among persons in Teja, who was the most favoured by the Raja. This title and the post continued until 1905 on the death of its last holder. Subsequently, the title was abolished and its assumed a new name. In recent times, Zakaria bin Abdul Razak inherited the title of Toh Johan Pahlawan, one of the

thirty-two chiefs until 1986 and he now holds the title of Toh Paduka Raja, one of the sixteen chiefs.

My father, Abdul Hamid bin Mohd. Aroop, passed away in his sleep at the age of seventy-nine years, three months short of his eightieth birthday. His Royal Highness the Pemangku Sultan of Perak, Raja Nazrin Shah, paid his last respects just before the burial. My father was buried in the compound of the mosque at Kampung Sungai Terap, Batu Gajah, just before the Friday prayers on 13 April 1990. A modest memorial has been constructed for him, very much like the rest who are interned in that place. He left behind some old photographs, but no press cuttings of his sporting days, except for one entitled: "A royal game of golf at Batu Gajah" in the *New Straits Times* dated 19 April 1988. He treasured his friendship with 'Raja Azlan', his normal way of referring to our Ninth Yang di-Pertuan Agong, Sultan Azlan Shah, who is also the Duli Yang Maha Mulia Paduka Seri Sultan Perak. Raja Azlan Shah played for the Perak Hockey Team in 1947, 1948 and 1949 when my father captained the team.

On the authority of Abu Usaid Malik Ibn Rubia Al-Saedi (may Allah be pleased with him), who said: "While we were sitting with the Prophet (peace and blessings of Allah be upon him) a man of the Bani Salamah tribe came and said: 'O Messenger of Allah! Is there anything, I can now do in benevolence towards my parents after their death?' The Prophet (may the peace and blessings of Allah be upon him) answered: "Yes, by praying for them and soliciting (Allah's) mercy and forgiveness towards them, fulfilling their promises and undertakings, doing kindness to those who may be related to you through them, and respecting their friends."

I decided to produce a pictorial anthology of my father. I hope that presenting this book to his friends constitutes "doing kindness" is meant by the saying of the Prophet. All family albums hold great fascination for succeeding generations. This pictorial anthology is my humble gift to my father's family members and friends. From time to time we all like to visit the past, and this is what I have done in this pictorial anthology. Our hearts and our memories give immortality to those we love.

The Yang di-Pertuan Agong, Sultan Azlan Shah, graced the launching of the book at my official residence on 6 April 1994. Also present were the Yang di-Pertua Negeri of Penang, Tun Dato' Seri Hamdan bin Sheikh Tahir, my father's former head, the Minister of Youth and Sport, Haji Abdul Ghani Othman, and my father's old team-mates and friends and his sons, daughters, nephews and nieces and grandchildren. P.C. Shivadas came out with an article in the *New Straits Times* dated 28 April 1994 entitled "Son's Personal Tribute to His Dad". He called me "a dutiful son", and described my effort as "a son's labour of love."

Tun Hussein Onn passed away at the Seaton Medical Center in San Francisco at 7.15 a.m. (Malaysian time) on Tuesday 29 May 1990, nine years after he had resigned as the Prime Minister. That very day, Dato Abdul Aziz Ismail, on 29 May 1990, the Principal Private Secretary to the Prime Minister came to my office with a message from the Prime Minister that I had to make the announcement¹ as well as to take charge of the burial arrangements.

As Head of the Prime Minister's Department, I was responsible for protocol in the Government. The Government has established procedures on all matters to do with protocol including the conduct of State funerals for His Majesty the Yang di-Pertuan Agong, Prime Ministers and other Federal dignitaries.

In carrying out these duties, I have to work closely with the Prime Minister. Tun Hussein Onn was given a State funeral with full honours as befits a Prime Minister. The most important task was to ensure that the late Tun Hussein Onn was buried with full State honours at the National Warriors' Mausoleum.

Tun Hussein's body was brought back to Malaysia for burial on Friday, 1 June 1990. An important meeting of the G15 was to be held on the same day and I had to ensure that the State funeral ended by 2.00 p.m., thus enabling members of the G15 meeting to have time to pay their last respects to Tun Hussein and yet be at Carcosa for the meeting at 3.00 p.m. Tun Hussein Onn was laid in-state at the Malaysian Islamic Centre, Jalan Perdana, Kuala Lumpur, close to the Na-

tional Mosque. All arrangements ran smoothly and according to schedule. By 2.00p.m. the nation had buried its senior Statesman.

My career in the Civil Service of Malaya, and later Malaysia spanned the administration of Tunku Abdul Rahman Putra, Tun Abdul Razak Hussein and Tun Hussein Onn. When I entered the service on 10 January 1961 as a Malay Administrative Officer (M.A.S.), Tunku Abdul Rahman Putra was Prime Minister; when he retired in September 1990, I was at Harvard University.

The Tunku laid the foundations of the modern Civil Service, and his views on it are applicable to this day. The Tunku's views on values and ethics in the Civil Service are especially enlightening. Speaking at the opening of a training course for civil servants a few weeks after Merdeka, the Tunku mentioned some of the qualities required of a successful administrator and I quote:

First, among these qualities I would place truthfulness. By this I mean not merely abstention from conscious mis-statements, but the greatest care to avoid the suggestion of the false or the suppression of the truth. A good administrator and leader must be at pains not to leave any incorrect impression whatsoever upon the minds of his superiors, or subordinate officers or upon members of the public.

Second, I think I would place the qualities of clarity and precision. The good administrator should not waste his time trying to discuss what is at the back of someone else's mind. He should concentrate all his attention on making quite sure that no one is left in any doubt whatsoever in regard to what is at the back of his own mind.

Third, the good administrator must display the quality of calm. This quality must be displayed in two ways. In the first place, he should be good tempered or at least to be able to keep ill temper under control. In the second place, he should be very patient especially with the subordinate officers he is leading and with the public he is serving.

The quality of modesty is also important in the good administrator. Lack of this quality may at some crucial issue prevent him

from confessing that his predictions or recommendations or his information were incorrect ... I might perhaps just mention now one quality amongst others that must be avoided at all costs. It is self-satisfaction.

Last but by no means least of the qualities of a good administrator is the quality of loyalty to the country and to the Government he serves. It is the quality which probably above all others can produce the spirit of teamwork and cooperation so necessary for good Government.

If I have made no mention of such qualities of honesty, integrity, courage, perseverance, sincerity and willingness to work, it is not because I consider them unimportant. It is because I have taken it for granted that you possess them.

My last personal encounter with the Tunku took place at his residence in Penang on 22 May 1990. It was on the occasion of my official visit to Penang as the Chief Secretary to the Government where I attended a briefing on the implementation of the Fifth Malaysia Plan and the State's proposals on the Sixth Malaysia Plan. I knew the Tunku was around and it was my ardent desire to see him. It was, however, not an easy decision to make because the Tunku at that time was the adviser to Semangat 46. Since the Tunku was in failing health, I did not want to let this opportunity slip by. My admiration for *Bapa Kemerdekaan* and *Bapa Malaysia* overcame my initial fears. He forsook his normal nap after lunch. I arrived at his residence at 1.30p.m. He greeted me at the door and in a fatherly manner gestured me to have a seat in his lounge. We spoke for about thirty minutes. He mentioned that he had sold fourteen shops in Penang, his own, to finance the party; presumably he meant UMNO. He was such a gentleman he even put sugar in my cup of tea. I was greatly touched by his kindness and humility. He took pride in showing me a book presented by Tun Tan Siew Sin which contained a photograph of his great-grandfather. After our conversation, although in failing health he led me to the door. I was to see the Tunku once again, but in less happy circumstances as he lay on his death bed at the Kuala Lumpur General Hospital on 6 December 1990.



Tan Sri Dato' Seri Ahmad Sarji bin Abdul Hamid with Tunku Abdul Rahman Putra, at the Tunku's house, *Tukdir*, in Georgetown, Penang, 22 May 1990.



Paying final respects to the late Tunku at No. 1 Jalan Tunku, Bukit Tunku, Kuala Lumpur, on 7 December 1990, before the lying-in-state at the Parliament House. *From left to right:* Tan Sri Dato' Seri Ahmad Sarji bin Abdul Hamid; Datin Seri Dr. Siti Hasmah bte Haji Mohd. Ali, the wife of the Prime Minister, and the Prime Minister, Dato Seri Dr. Mahathir bin Mohamad.



BERKENAAN DENGAN PEMAKAMAN DIRI SAYA SENDIRI. SAYA TELAH PUN MENGAMBIL KEPUTUSAN SELEPAS BERPAKAT DENGAN KAUM KERABAT SAYA DAN MENDAPAT PERSETUJUAN DARIPADA MEREKA IAITU APABILA SAYA HABIS UMUR, MAKA SAYA SUKA DIMAKAMKAN DI MAKAM DIRAJA KEDAH, LANGGAR, KERANA SAYA BERASA DISITULAH TEMPAT SAYA DAPAT BERSAMA-SAMA MAKAM DATUK NENEK SAYA.

DAHULU KERAJAAN PERSEKUTUAN MEMBINA MASJID NEGARA DENGAN DIKHASKAN SATU TEMPAT DI LUAR MASJID UNTUK PENGKEBUMIHAN PAHLAWAN-PAHLAWAN MELAYU YANG TERKENAL, TETAPI SYARATNYA TELAH DIUBAH APABILA TUN RAZAK JADI PERDANA MENTERI DENGAN DIUNTUKKAN SATU TEMPAT DALAM MASJID UNTUK PENGKEBUMIHAN ITU.

TEMPAT YANG SAYA TETAPKAN ITU IALAH TEMPAT UNTUK MELETAK MAYAT-MAYAT PAHLAWAN BAGI ORANG RAMAI MEMBERI PENGHORMATAN TERAKHIR. LEPAS ITU MAYAT ITU DIBAWA KELUAR DAN DIMAKAMKAN, TETAPI TEMPAT ITU SEKARANG TELAH PUN DIJADIKAN MAKAM DAN DIMAKAMKAN BEKAS-BEKAS PERDANA MENTERI DAN JUGA TUN ISMAIL. NAMPAK TIDAK ADA BANYAK TEMPAT LAGI UNTUK ORANG LAIN TETAPI BAGI SAYA TELAH DIUNTUKKAN SATU.

SAYA DENGAN INI MENGISTIHARKAN BAHAWA SAYA TOLAK PERUNTUKKAN ITU DAN MEMBERI TEMPAT ITU KEPADA ORANG LAIN, LAGI PUN SAYA SEDAR SAYA TIDAK ADA TEMPAT LAGI DALAM POLITIK YANG HARU INI. BIARLAH SAYA DIMAKAMKAN DENGAN SECARA BIASA SAHAJA BUKAN SEBAGAI PAHLAWAN NEGARA.

DENGAN TERMETERAINYA SURAT INI, SURAT-SURAT AMANAT BERKENAAN PEMAKAMAN DIRI SAYA DIBUAT SEBELUM INI ADALAH TERBATAL.

SEKIAN, DIMAKLUMKAN.


(TUNKU ABDUL RAHMAN PUTRA)

5 November, 1990

TUNKU ABDUL RAHMAN PUTRA AL-HAJ (DMN CH)
10, Jalan Tunku Abdul Razman, 10100 Pulau Pinang, Tel. 334856
F. Jalan Tunku, 50150 Kuala Lumpur, Tel. 2989914





10 November 1994: Dato Seri Dr. Mahathir bin Mohamad at the launching of the Tunku Abdul Rahman Memorial accompanied by Tan Sri Dato' Seri Ahmad Sarji bin Abdul Hamid (*fourth from right*).



The parents of Tan Sri Dato' Seri Ahmad Sarji bin Abdul Hamid, Abdul Hamid bin Mohd. Arif and Maham bte Hj. Mohd. Sidek, taken on 17 December 1962.



Tan Sri Dato' Seri Ahmad Sarji bin Abdul Hamid receiving the Honorary Degree of Doctor of Business Administration from Sir David White, the President of the Board of Governors of the Nottingham Trent University, United Kingdom, on 27 August 1995.



Sultan Azlan Shah, the 9th Yang di-Pertuan Agong, at the launching of the book, *Abdul Hamid Aroop - the Skipper and Raja Azlan Shah - the Centre Forward*, on 6 April 1994 at No. 4 Jalan Eaton, Kuala Lumpur. From left: Raja Permaisuri Agong, Tuanku Bainun; Puan Sri Datin Seri Sagiyah bte Salikin; and Tan Sri Dato' Seri Ahmad Sarji bin Abdul Hamid.



Tan Sri Dato' Seri Ahmad Sarji bin Abdul Hamid receiving the *Panglima Mangku Negara* from the Yang di-Pertuan Agong Sultan Azlan Shah on 1 June 1990, witnessed by the Prime Minister, Dato Seri Dr. Mahathir bin Mohamad, and his wife, Datin Seri Dr. Siti Hasmah bte Mohd. Ali.



Tan Sri Dato' Seri Ahmad Sarji bin Abdul Hamid and wife, Puan Sri Datin Seri Sagiyah bte Salikin, with the Sultan of Selangor, Sultan Salahuddin Abdul Aziz Shah, now the Deputy Yang di-Pertuan Agong.

The Tunku taught us about dedication and loyalty to the nation. Even during the final days of his life, he was busy performing official functions. His last function before he was admitted to the Kuala Lumpur General Hospital was to lay the foundation stone for the Sarawak Warriors Monument at the State Museum in Kuching, only six days before his death. Although he was not scheduled to address the crowd, he insisted on making a speech and the organisers had to set up a microphone at the VIP stand. Confined to a wheelchair, he called on Malaysians of all races to unite and be loyal to their country. He said love for the nation should be the hallmark of the people to ensure that the country's sovereignty and stature were preserved. Several times during his speech tears flowed freely down his cheeks and many of the guests too were moved to tears. The ceremony's most stirring point occurred when the Tunku shouted *Merdeka* three times in succession just as he had done on 31 August 1957, when he declared the nation's independence at the Merdeka Stadium in Kuala Lumpur. His speech was moving, but scarcely his finest hour.

After his arrival at the Subang Kuala Lumpur International Airport, the Tunku was immediately admitted to the Royal Ward of the General Hospital Kuala Lumpur on Friday, 30 November 1990, suffering from dehydration, anaemia, fever and intestinal bleeding. He was allowed visitors. The Yang di-Pertuan Agong and the Prime Minister called on him. His condition turned to worse on Wednesday, 5 December 1990, when he was transferred to the Intensive Care Unit. He was in a coma. I visited him five times. On Thursday night, 6 December 1990, Datuk Abdul Malek Aziz, the Senior Deputy Secretary-General in the Prime Minister's Department informed me that the Tunku was critically ill. He had also informed the Prime Minister. I rushed to the hospital and arrived around 9.00p.m. Dr. Mahathir arrived a few minutes later. We stood by the Tunku's bedside as the great man's life ebbed away. Dr. Mahathir, Datuk Abdul Malek Aziz, Dato' Dr. Megat Burhainuddin bin Megat Abdul Rahman, the Director of the General Hospital, Kuala Lumpur, the Tunku's children, I, and a few others who were allowed in the ward witnessed the Tunku's last breath. He died peacefully. My duty, as instructed by the Prime Min-

ister, was to announce to the nation and the world the Tunku's death. I went down to the ground floor, and in the security room of the General Hospital, read out the announcement in the national language.²

The *New Straits Times* report of the Tunku's death on the front page on 7 December 1990, read, in parts, as follows:

Tunku Abdul Rahman Putra Al-haj, the nation's first Prime Minister, passed away at the General Hospital here at 10.25 tonight. He was 87.

Chief Secretary to the Government Tan Sri Ahmad Sarji Hamid who broke the news to Pressmen at the hospital at 10.50p.m. said the Tunku would be given a State funeral with full honours.

However, he said the Government had agreed to honour the Tunku's last wishes that he be buried at the Royal Mausoleum in Langgar, 12kms from Alor Star, next to his mother's tomb, tomorrow afternoon.

The burial at Langgar will follow the traditions of the Kedah royalty, of which the Tunku is a member.

At 11.18p.m., his body was taken in a hearse from the hospital to his Bukit Tunku residence where family members and close relatives waited. The hearse arrived at 11.35p.m.

Tan Sri Ahmad Sarji said the hearse would leave the house tomorrow at 7.40a.m., escorted by family members and VIPs, in a motorcade to Parliament House where the body would lie in State for two hours.

The public can pay their last respects from 8a.m. to 9a.m. at the Banquet Hall followed by one hour for the VIPs.

The coffin will then be carried by military and police personnel in a 'slow march' from Parliament House through Jalan Sultan Abdul Samad to Jalan Raja.

From Jalan Raja, the coffin will be taken in a motorcade which will head for the RMAF base in Sungei Besi and flown to Alor Star by an RMAF aircraft.

I had showed Dr. Mahathir the contents of a letter which the Tunku had signed on 5 November 1990, which reached me on 19 November, two weeks before his death. A translation of that historic letter is reproduced below. The Government agreed to honour the Tunku's wishes.

Relating to my own burial. I have decided after consulting my relatives and obtaining their agreement, that when my time comes, I wish to be buried in the Kedah Royal Mausoleum, Langgar, for I feel that there I could be laid to rest alongside my ancestors.

When the Federal Government built the National Mosque, an area outside it was reserved for the burial place of renowned Malay heroes, but when Tun Razak became Prime Minister, the terms were changed and an area outside the Mosque was designated as the Heroes' Mausoleum.

I had meant the area to be the place where departed heroes would lie in state for the public to pay their last respects. Afterwards, the heroes would be taken outside for burial. But now the area has become a mausoleum, and former prime ministers and Tun Ismail are buried there. Few places seem to be left, but one has been allocated to me.

I hereby declare that I decline the allocation and leave the place for someone else. Besides, I realise that I no longer have a place in the new political scene. Let me be given an ordinary burial and not that of a national hero.

With the sealing of this document, all previous documents pertaining to my burial are rendered null and void.

Such is my declaration.

In 1978, the Tunku had told Zakiah Hanum, the Director-General of the National Archives, that he wanted The Residency to be preserved. The Tunku lived there first as the Chief Minister in 1956, and later as the Prime Minister from 1957 until 1970.

Early in 1991, Dr. Mahathir approved the project of a memorial for the Tunku. A special committee was established by the Prime

Minister known as the National Memorial Committee. As Chairman of the Committee, I was responsible for planning and implementing the foundation of the Tunku Abdul Rahman Memorial. The Memorial was dedicated on 7 July 1991, and when completed, was officially inaugurated by the Prime Minister on 10 November 1994. The establishment of the memorial, at a cost of RM32 million, was a joint-effort between the Government and the public. The nation has every reason to be proud of this memorial, not because it is the biggest of its kind in the world, but because of the greatness of the man it has been built to honour.





XIX.

HONOURS, AWARDS AND WEALTH

MALAYSIA has a long tradition of honours being awarded for meritorious service to this country. The Malay Rulers still confer hereditary titles and honours. Today, many civil servants, politicians, businessmen and whole swathes of public officials and voluntary workers receive awards on the occasion of the birthdays of the Yang di-Pertuan Agong, the Rulers and the Yang di-Pertua Negeri. The honours system is part of the cement that binds together the edifice of society. The system enables, in an elegant and simple way, the Rulers and the Government to recognise the work of citizens. The list of names which appears on the birthdays of the Yang di-Pertuan Agong or the Sultan or the Yang di-Pertua Negeri reminds would-be recipients of what they can look forward to receiving. Some, of course, are kept in suspense, to encourage them to give loyal and dedicated service in the expectation of gongs to come.

Before I became the Chief Secretary, I had been given a number of honours: the *Pingat Jasa Kebaktian* by His Royal Highness the Yang di-Pertuan Besar of Negeri Sembilan, Tuanku Munawir ibni Al-Marhum Tuanku Abdul Rahman, in 1967; the *Johan Mangku Negara* by His Majesty, the Yang di-Pertuan Agong, Tuanku Abdul Halim Mu'adzam Shah ibni Al-Marhum Sultan Badlishah, in 1975; and the *Seri Mahkota Perlis* by His Royal Highness, the Raja of Perlis, Tuanku Syed Putra Al-Haj ibni Al-Marhum Syed Hassan Jamalul-

lail, in 1977. In 1985, the Paduka Seri Sultan Azlan Muhibbuddin Shah ibni Almarhum Sultan Yusuf Izzuddin Shah Ghafarullahu-lah Shah of Perak (who was later to become the Ninth Yang di-Pertuan Agong) bestowed on me the *Dato' Paduka Cura Si Manja Kini* which entitles me to be called *Dato'*, and my wife *Datin*. This title gets its name from one of the articles of the regalia that every Sultan of Perak must wear at his installation – the historical sword named *Cura Si Manja Kini*.

In April 1990, on the occasion of the Sultan of Perak's birthday, I was bestowed the First Class Order of the Grand Commander of the Crown of Perak, *Seri Paduka Mahkota Perak*, which carries the title, *Dato' Seri*, and for my wife, *Datin Seri*. In June 1990, on the occasion of the birthday of the Yang di-Pertuan Agong, thanks to the Prime Minister, Dato Seri Dr. Mahathir Mohamad, I was conferred the Second Class Order of The Most Esteemed Order of the Defender of the Realm, the *Panglima Mangku Negara* which carries the title, *Tan Sri*, and for my wife, *Puan Sri*. This award is limited to only 75 recipients at any one time.

His Royal Highness the Sultan of Pahang, Tuanku Haji Ahmad Shah Al-Musta'in Billah ibni Al-Marhum Sultan Abu Bakar Ri'aytuddin Al-Mu'adzam Shah bestowed on me the First Class Order of the Grand Commander of Pahang, the *Seri Indera Mahkota Pahang* in October 1990. The award carries the title, *Dato'*, and for my wife *Datin*.

In May 1992, Sultan Salahuddin Abdul Aziz Shah Alhaj ibni Almarhum Sultan Hisahamuddin Alam Shah Al-Haj the Sultan of Selangor, bestowed on me the First Class Order of Sultan Abdul Aziz Shah, the *Seri Sultan Salahuddin Abdul Aziz Shah*. The maximum number of holders of the award does not exceed eight people. The holder of this award is entitled to be called *Dato'* and his wife, *Datin*.

On 1 September 1993, two weeks before my mandatory retirement on 16 September, on the occasion of the birthday of Tun Datuk Patinggi (Dr.) Haji Ahmad Zaidi Adruce bin Muhamamad Noor the Yang di-Pertua Negeri Sarawak, I was conferred The First Class Order of the Commander of the Esteemed Order of the Star of Sarawak,

the *Panglima Negara Bintang Sarawak*, being the sole recipient of the award in that year's honours list. The holder is entitled to the title of *Datuk* and his wife, *Datin*.

His Royal Highness Sultan Mahmud Al-Muktafi Billah Shah ibni-Al-Marhum Tuanku Al Sultan Ismail Nasiruddin Shah, the Sultan of Terengganu, conferred on me in April 1994, the First Class Order of the Grand Commander of the Most Honourable Order of the Crown of Terengganu, *Sri Paduka Mahkota Terengganu*, which carries the title of *Dato'* and for my wife, *To' Puan*.

On 15 October 1994, I was awarded the First Class Order of Chivalry, *Darjah Gemilang Seri Melaka*, the State's highest award by His Excellency Tun Datuk Seri Utama Syed Ahmad Al Haj bin Syed Mahmud Shahabuddin. I was the sole recipient of this award that year, which entitles me to be addressed as *Datuk Seri* and my wife, *Datin Seri*. This award is of special significance to me as it comes from the ancient State of Malacca with her "Glorious Sultanate" in the past. The State Government honoured me that year by placing my name at the top of the honours list.

For the second successive year, I was conferred by His Royal Highness Sultan Mahmud of Terengganu on 29 April 1995, the First Class Order of Chivalry, the Grand Commander of the Most Honourable Order of Sultan Mahmud of Terengganu, *Seri Setia Sultan Mahmud Terengganu* which carries the title, *Dato' Seri*, and for my wife, *To' Puan Seri*.

On 19 July 1995, the Yang di-Pertuan Besar of Negeri Sembilan, Tuanku Ja'afar ibni Al-Marhum Tuanku Abdul Rahman, placed me at the head of the list of his awards and conferred on me the *Darjah Seri Utama Negeri Sembilan*, which carries the title *Dato' Seri Utama*, and for my wife, *Datin Seri Utama*. This title was created in 1978, and is normally conferred on individuals who have contributed meritorious service to the Ruler and the State of Negeri Sembilan, and had previously been conferred a *Datuksip*. This award has meant a great deal to me as I had lived and worked in the State of Negeri Sembilan for nearly six years as an administrative officer. The award ceremony was held at the Istana Seri Menanti on 27 July 1995, and officiated by

the Pemangku Yang di-Pertuan Besar, Tunku Naquiyuddin ibni Tuanku Ja'afar.

I am most grateful to Their Royal Highnesses, as well as the respective State Governments, for awarding me these high awards. They have given me much personal satisfaction, but they recognise the good work of the Civil Service, of which I have been the Head. These awards could not have been earned had it not been for the help of hundreds of officers which has enabled the Chief Secretary to merit these awards. On every occasion, I have seen myself as accepting these awards in the name of the Civil Service of Malaysia. I know of people who have everything that money can buy but who crave one last reward — the social status that comes from an honour. Honours impose responsibilities on those who are given them: they should not lead lives which contradict everything that the honours stand for. I believe, too, that honours should be given only to those who have the ability to carry the weight of the honours, in terms of proper and dignified behaviour. Was it not Lawrence Sterne in *Tristram Shandy* who wrote as follows:

Honours, like impressions upon coin, may give an ideal and local value to a bit of base material; but gold and silver will pass all the world over without recommendations other than its own weight.

In Malaysia, there are many kinds of honours, ranks and official appointments. Foreigners often run into trouble in getting these titles right. Malaysians, especially the older generation, recognise the propriety of using the correct titles and forms of address. Honours and official appointments require special forms of address in speech and correspondence, both formal and social. The correct use of titles, and other distinguishing marks of honour or of office, has generally become established in this country over a long period and although we may be living in a more informal era when it may seem less important to observe the conventionally correct forms of address in speech and correspondence, there are occasions when it is essential to employ them. There is therefore a need for a work of reference which provides

a clear guide to ranks, honours, and official appointments which require special forms of address, the correct order of the degree of the honours and decorations and the meanings of the abbreviations used to denote honours, decorations and the appointments.

The Institute of Directors (18 June 1991), The Malaysian Institute of Management (16 October 1992) and the Institute of Quality Control of Malaysia (2 January 1995) elected me a "Fellow" of their Institutions, made citations at the ceremonial functions when I was conferred these honours. But there were two ceremonies which provided me with the opportunity to address the audience and to impart what I believe is an important message to young Malaysians. The first occasion was on the conferment of the Honorary Degree of Doctor of Science (Management) on 7 August 1994, by the Universiti Utara Malaysia. The Chancellor, His Royal Highness Sultan Tuanku Haji Abdul Halim Mu'adzam Shah ibni Al-Marhum Sultan Badlishah, presided at the ceremony. My acceptance speech was in the national language and its translation reads as follows:

The conferment of the Honorary Degree of Doctor of Science (management) on me is, even more significantly, an honour bestowed on the Civil Service of this country. On behalf of the Civil Service, and my family, I most sincerely thank Universiti Utara Malaysia for such splendid recognition of my service. This is an award I never dreamt of receiving. My wife Sagiya has composed three verses of *pantun*¹ to express profound gratitude for this award:

*Alam semesta saujana mata memandang
Keringat basah mencucuri persawahan
Di bawah keagungan cakrawala dan bintang
Saya tunduk atas pengamugeraan*

*Sentiasa kerdil di sisi Allah
Panca indera mengejut titian rasa
Nusa dan bangsa menyambut badiab
Penghormatan lubur insan bersama*

*Awan berarak menanti bujan
Mentari lari dari pandangan
Bukan jaguh bukan cendekiawan
Sekadar memenuhi niat kewajipan*

On this occasion, I take this opportunity to touch on some management features for the benefit of young graduands here who will enter the working world in the near future. The excellence attained by our nation and by the organisation we manage depends on effective leadership and good management. In our country today, there are 305,727 companies big and small, and 670 government agencies with 874,213 personnel. To lead and manage such a gigantic entity is a challenge to our managers. Management is of critical importance for Malaysian society as every major activity in this country is managed through an institution set up for the purpose. We must develop management minds that emphasise principles of good management. In brief, there are four important features in management style: one, administration, i.e. the ability to organise work; two, the ability to control the behaviour of members of an organisation to ensure adherence to rules, laws and norms of work; three, the ability to understand the feelings of and to motivate the members of the organisation to work with zest as well as obedience; and four, the ability to create a vision of the future and a strategy for bringing about changes needed to transform the vision into reality.

What is essential and evident in these features is human management identity. We can see an organisation as a family unit in society, where members have different attitudes, ideas and problems. These differences sometimes give rise to inner conflict and instability in the organisation concerned. Man's life remains subject to the rules of 'cause and effect' which is in line with 'Sunnatullah', divine dispensation.

One of the vital principles to adhere to in managing an organisation that involves internal and external relations and communication is 'the principle of non-maleficence' or 'do no harm'. This principle is the rule that motivates the actions and behaviour of the leadership and the lower echelons in their relations with one an-

other. Relations based on this principle prevent or reduce negative attitudes to others, envious machinations, selfishness, and actions that many cause others to suffer injustice.

The principle of non-maleficence not only forbids actions and attitudes that harm others but also those that harm oneself. When a person or an organisation strives to 'do no harm' to himself or to others, everyone's life and activities will thrive. Practising this principle will ensure that a business organisation or a company does not involve itself in anything that harms the mental, emotional, spiritual or physical development of any member of society. Due importance will be given to the aspect of preservation of the environment. Consumers will get the quality products and services they desire. As related by Abu Said Al-Khudri, the Prophet Muhammad said, "Nor harmful and not causing harm"; a tradition full of wisdom. This is in line with the purpose of Islamic Law, to preserve five fundamentals: religion, life, mind, progeny and property. Everything that preserves any of the five fundamentals is encouraged (*masalih*); and everything that can have a negative effect on any of the five fundamentals is forbidden (*mafasid*).

The 'do no harm' principle will also create true team spirit, i.e. encourage each to respect the rights of others and to work in the interest of the organisation concerned. The workers will not be involved in activities that can harm the operation of the company just to get the employers to bow to their wishes and demands. A principle based on the approach that 'rejecting the harmful (*fasid*) must take priority over accepting the good (*aslahab*) can help the organisation achieve long-term integrity. The principle will be tested when a conflict is caused by the concurrent existence of the harmful and the good. An individual or an organisation must at that time focus on combating the evil or the harm first.

It is also essential that an organisation maintain good relations between employers and employees. In this connection, we are reminded of a saying of the Prophet:

'Your employees are your brothers. Those who work for you have been placed under by Allah. Therefore, whoever has his brothers under him must feed them as

he feeds himself, and clothe them as he clothes himself; and not ask them to do work that is too heavy for them, and if you do, you must help them with it.'

Organisations should be more open in their attitudes, giving employees an opportunity to express their views on a subject without suspicion or worry, in the spirit of amicable discussion. Confrontation between employees and employers or among the employees themselves must be avoided.

Finally, management is human action based on continuing human thought experience and knowledge. Management and approach considered universal have the following features: (i) having the status of *ibadat*, worshipping and serving God; (ii) integrating human behaviour with God's will; (iii) integrating worldly concerns with those of the next world; and (iv) integrating the interest of the individuals with the common good. The universal spirit and features will remain unchanged to the end of time. The changeable factors are techniques and strategies of management, which may vary according to time, place and circumstance. Here we have the role of the mind; closed to everything harmful. The mind that is directed towards pleasing God and not towards challenging the wisdom of its Almighty Creator. It is my hope that Universiti Utara Malaysia will formulate a Malaysian Management Model around the core of universal features we have just looked at, to unite and channel manpower resources towards the attainment of higher levels of quality and productivity.

On Sunday 27 August 1995, the Nottingham Trent University of the United Kingdom conferred on me an Honorary Degree of "Doctor of Business Administration". It was held at the Shangri-La Hotel, Kuala Lumpur, at a ceremony when graduates of the university who were Malaysians were given their degrees. The ceremony was officiated by the President of the University Board of Governors, Sir David White. In front of my wife, children and sons-in-law, I had this to say to the graduates:

On behalf of my mother, my wife and other members of the family, I would like to thank you personally, and the Nottingham Trent University for conferring on me the Honorary Doctorate of Business Administration. You have also done great honour to the Civil Service of Malaysia, of which I am currently the head, with this high award. As for me, I accept this degree with humility. After all, I have never studied at any of the universities in the United Kingdom, unlike our three daughters. They had asked what have I done to deserve this degree. I thank you, Sir David White, for the vindication, through your speech just now. Truthfully, I feel rather embarrassed listening to the citation, and I hope that I had looked properly shy.

I would like to offer my heartiest congratulations to the young Malaysians who are graduating today. As a person who graduated almost 36 years ahead of you, I have discovered that the chief benefit of education is to discover how little we know. As you enter real life, you will also discover this. So, I hope that you continue reading books, which are not only relevant to your chosen professions, but on other subjects as well. Malaysia needs more graduates like you. The major economic resource that we require towards VISION 2020 will be knowledge. A great university not only provides you with the knowledge, teaches you how to make a living but also teaches you how to make a life.

Being an important productive group in our society, university graduates should possess all round qualities. They should appreciate the nation's aspirations, respect cultures and traditions, and that your roles should not only be as economic agents. We would not like our culture to be influenced by a hedonistic world view and lifestyle. Hedonism teaches people to devote their entire life in seeking pleasure. Accordingly, it considers wealth, bodily satisfaction, and sensuous pleasure as the fundamental or the greatest values one could seek or attain. It considers the maximising of earnings and desire satisfaction as the highest virtue. If this is taking place and regarded as a way of thinking in our society, it can eventually contribute to a serious moral decline and a loss of a sense of direction.

It is very noticeable that some people in our society are becoming too materialistic and individualistic. Their view about the universe and man is becoming very mechanical. Matter is considered the fundamental constituent of the universe. They are not governed by religious values. Our *Rukunegara* has spelt out very clearly that Malaysians should adhere to their religious beliefs.

The value of a good university education is not so much what is poured into you, but what is planted that really counts. In this context, the university education has planted in you the desire to seek for the truth, and developing your minds, has trained you to think clearly and act rightly. One of life's true values is the truth. As you become teachers, businessmen, civil servants perhaps, and have an impact on society, you will realise that there is nothing so royal as truth. Truth is something which must be known with the mind, accepted with the heart, and enacted in life. Eventually, the greatest homage you can pay the truth is to use it.

A person once said: "The more you say, the less people remember." So I would like to end this speech now by again thanking Nottingham Trent University for this honorary degree of Doctor in Business Administration. As I am still a civil servant, I am afraid that I am disallowed from engaging in business; I am quite sure that when I retire, and engage myself in business, this Doctorate in Business Administration, even though honorary, would put me in good stead."

According to the traditions: "Allah has made it unlawful for you to be undutiful to you mother". My mother, Mahani binti Haji Mohd. Sidek, married my father in July 1937. She is now seventy-seven years old, and is still in reasonably good health, except for a cataract in both eyes and weak knees. She now lives in a simple home at Kg. Tersusun Batu Tiga, Jalan Temoh, Tapah, finishing her day with prayers and reading the Qur'an. She prefers her own little house to the comforts of the homes of her children. One can never show enough kindness to one's parents. However, to the best of my abilities, I have always tried to observe one tradition of the Holy Prophet: "When asked; 'To whom should I show kindness?', the Messenger of Allah replied:

'Your mother'. When asked, 'Who comes next?' He replied, 'your mother'. Asked again: 'Who comes next?' He replied, 'your mother'. Being asked once again: 'Who comes next?' He replied, 'your father, then your relatives in order of relationship'. I can consider myself blessed by Allah that at the age of fifty-eight, I still have my mother to nourish my spirit, that she is in good health and deeply loved by her family. In December 1993, I took her to Medina and Mecca so that we could perform the *Umrah* together.

I have enjoyed good health during my years as the Chief Secretary. This year, I have been married to Sagiyah Salikin for almost thirty-four years and she has been a pillar of strength to me. I have often advised her that "humility often gains more than pride". She has never interfered in my official work, and we have lived through happy times bringing up our children together. I have never been encumbered by any serious family problem. On being asked as to which woman was the best, the Messenger of Allah said: "The one who pleases him (her husband) when he looks at her, obeys him when he gives a command, and does not go against his wishes regarding her honour and property by doing anything that he does not like." I doubt very much if I would have been to achieve what I have if Sagiyah had values different from all these.

Good health and a good wife are a man's best "wealth".

My father-in-law Salikin bin Haji Jabar passed away in Mecca during the pilgrimage in 1989. He was a Malaysian of Javanese origin. He married Mariam bte. Abu Bakar and had one child, Sagiyah. My wife's mother, Mariam bte. Abu Bakar, passed away in December 1939 when Sagiyah was just four months old. Sagiyah was raised by her father, a person who was very polite and respectful.

87.



Dr. Saizah receiving her Fellow of the Royal College of Radiology, London, in November 1994.

THE CHIEF SECRETARY'S FAMILY

88.



Abdul Rahman Abdullah Thani and Farah Saizah's wedding day on 8 November 1990.

89.



Etnil Rimaldi and Farah Suhanah's wedding day on 7 June 1991

90.



Zainal Aman Shah and Suryani's wedding day on 12 January 1993.

91.



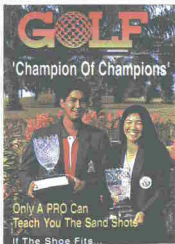
Ariff Tuah: RSGC Champion, 1993.

92.



Ariff Tuah: KGNS Club Champion, 1995.

93.



Ariff Tuah: Champion of Champions, 1996.



Gathering for a family photograph at No. 4 Jalan Eaton, Kuala Lumpur on 4 March 1996. *Standing left to right:* Emil Rinaldi Syaiful Anwar, Zamri Yahya, Dr. Sazilah, Farah Suhanah, Suryani, Farah Salizah with Farah Nor Ali, Abdul Rahman Abdullah Thani with Farah Nabilah Aveshia and Zainal Aman Shah. *Seated left to right:* Tan Sri Dato' Seri Ahmad Sarji bin Abdul Hamid, Zahier Asyraf, Mariam Natasha, Ariff Tuah, Puan Sri Datin Seri Sagiyah bte Salikin and Erika Hana Putri. *Inset:* Zainal Azzam bin Zainal Aman Shah, born on 15 April 1996.

Our eldest daughter, Dr. Sazilah, a graduate of the University of Malaya, married Zamri Yahya in 1986, a graduate of the University of Malaya and the University of Nottingham, who works with the Royal Malaysian Police Force. They have two children, Zaheir Asyraf (now seven years old) and Mariam Natasha (aged five). Dr. Sazilah studied at the Queens Medical Centre at Nottingham University (1991-94) and became a Fellow of the Royal College of Radiology, London, in November 1994. She now works as a lecturer and radiologist at the Faculty of Medicine, University of Malaya. Farah Salizah married Abdul Rahman Abdullah Thani in 1991 and they now have two children, Farah Nabilah Ayesya (aged four) and Farah Nor Alia (aged two). Farah Salizah, an economics graduate of the Universiti Kebangsaan Malaysia, works at the Seri Chempaka School and Abdul Rahman Abdullah Thani, an accounting graduate of the University of Tasmania, is a financial controller in a private pharmaceutical company. Our third daughter, Farah Suhanah (twin sister of Farah Salizah) married Emil Rinaldi Syaiful Anwar in 1992, and have a daughter Erika Hana Putri who is three. Farah Suhanah, a law graduate of the University of Kent at Canterbury and a Barrister-at-law at the Middle Temple, London worked for almost six years as a Federal Counsel in the Attorney-General's Chambers. Suryani, our youngest daughter, a graduate in accountancy from Hull University, and an investment analyst at Shroeders married Zainal Aman Shah bin Zainal Arshad in 1993 and has a son Zainal Azzam, now five months old. Our sons-in law, Emil Rinaldi, a business administration graduate of the University of Northern Illinois, and Zainal Aman Shah, an electronic engineering graduate of the University of Kent, Canterbury, are both in the information technology industry.

Ariff Tuah, our youngest child, now twenty-three years old, graduated from the Professional Golfers Career College, at Murrieta, California, with a Diploma in Professional Golf Management in December 1992. He now has a handicap of 2. Upon his return in 1993, he played in the local amateur circuit, and was recruited into the National Golf Squad. The high points of his amateur career thus far have been when he became the Royal Selangor Golf Club Champion of

1993, the Centenary Year Champion and the youngest club champion at the age of nineteen. He received his Championship Trophy from the Right Honourable Johnny Lindesey-Bethune on 26 June 1993, the Captain of the Royal and Ancient Golf Club of St. Andrews, who was in Kuala Lumpur for the Centenary Celebration of the Club. In 1995, Ariff emerged as Champion of the Subang National Golf Club with scores of 74, 75 and 79. In November of the same year, he was the best amateur golfer in the Volvo Masters tournament, a professional event, held at the Sultan Sallahuddin Abdul Aziz Shah Golf Club with scores of 79, 74, 70 and 76. In January 1996, Ariff won the "Champion of Champions" Golf Championship 1996 at the Tanjung Puteri Golf and Country Club in Pasir Gudang, Johor when he "sank a 20-foot putt on the last hole to clinch a dramatic one-stroke win," according to the *New Straits Times* dated 15 January 1996. He shot rounds of 76, 76.

Ariff graduated with an Associate Degree in Golf Management from the same college in August 1996.

We are grateful for the joy and fun our children have given us when they were young and for the love and attention they still lavish upon us even though they now have children of their own and live separate lives from us. In November 1995, we took the children to Medina and Mecca to perform the *Umrah* together. There can be no better feeling than seeing one's children praying and prostrating before the greatness of Allah at the Masjidul Haram in Mecca and the Masjid Nabawi in Medina.





XX.

COMPLETING A STEWARDSHIP

WHEN I was appointed the Chief Secretary to the Government on 1 February 1990, Dato Seri Dr. Mahathir bin Mohamad had been a Member of the Administration for fifteen years, one year as Minister of Education, five years as the Deputy Prime Minister and Minister of Trade and Industry, and nine years as the Prime Minister. He had been served by two previous Chief Secretaries. It was a great challenge for me to serve this formidable leader. I always keep in mind the saying: "Great minds discuss ideas, average minds discuss events, small minds discuss people." I have always admired Dr. Mahathir for his great mind. In Civil Service reforms, he has provided many of the ideas. In my meetings with him, I always tried to adhere to certain basic principles. Every Wednesday evening, there was a routine. Firstly, after the normal courtesies, I would hand him a paper stating the agenda items, crisply brief him on them and then submit clear memos for his decisions.

Secondly, I was conscious of the constraints on the Prime Minister's time and that the flow of a meeting was determined by the items in the agenda. Dr. Mahathir is famous for his note book. Sometimes, at the end of the fixed agenda, he would bring up a few matters for me to look into, which would have to be reported back to him the following week.

Within the four walls of his room, I found Dr. Mahathir to be a friendly and relaxed communicator. In the larger context of Malaysia, he is more accurately described as follows: "The centre of the calm, its essence and source has obviously been the Prime Minister." I sensed that he saw himself both as a problem-solver, and a planner of great things and events. I tried to build trust in consolidating our relationship. I think he understood that his job really was to formulate large ideas in simple terms. I will always consider it an honour not only to have served him, but to have known him as well.

I was born on 16 September 1938. I joined the Malay Administrative Service on 10 January 1961, at the age of twenty-two years, and was later admitted into the Malayan Civil Service on 1 June 1961. Upon reaching the age of fifty-five years on 16 September 1993, I retired from Government service. It is possible for the Government to extend one's term of service on a contract basis. Dr. Mahathir extended my tenure of service as the Chief Secretary to the Government for a further three years. When I completed my stewardship of the Civil Service on 16 September 1996, I would have served the Government for more than thirty-five years (longer than any Chief Secretary), six years and seven and a half months of that period as the Head of the Civil Service, the capstone of a long period in Government service. Serving as the Chief Secretary to the Government, Head of the Civil Service and Secretary to the Cabinet carries onerous responsibilities. While holding the post, I have seen the negative side of human nature as well as the good. If one is in a high position, one's faults will be magnified, distorted and satirised. I hope I have escaped from this. If sometimes we cannot be thankful for what we receive, we should be thankful for what we escape.

I have always regarded leadership not as a position of profit but of trust. If one has fulfilled this trust, it is a great victory, for self-conquest is the greatest of all victories.

On retirement, I shall have to remind myself that the older we get, the more we find truth in the ancient rule of taking first things first. "Our health comes first; without that you have nothing. The family

comes second. Your business comes third. You better recognise and organise those first two, so that you can take care of the third."

I have now completed my stewardship of the Civil Service. I will only continue to be happy by continuing to seek and to find how to serve. We make a living by what we get, but we make a life by what we give. Finally, I seek comfort in the advice contained in the following poem:

Just Forget

Be a good forgetter;
forget the things that are behind;
forget injuries, slights, unkind words;
be too big to be hurt;
be too great to be unkind;
be too busy to quarrel;
too wise to engage in unseemly gossips;
too strong to permit little annoyances to turn your life's big road;
too clean to stain your character with any kind of mudraking.

If there has been an overall theme to this book, it is that all of this experience – the joy of working for the Prime Minister and his Government, with some dedicated as well as talented people in the Civil Service and fascinating people from outside the Government, it is part and parcel of an effort to make a difference to the country and its people.

On 28 August 1996, the Government announced the appointment of Dato' Abdul Halim bin Ali, the Secretary-General of the Ministry of Foreign Affairs, as the new Chief Secretary to the Government. He is an officer with consummate skills in diplomacy and possesses wide experience in administration. I pass the baton to him on 17 September 1996 to lead the Civil Service.



No. 4 Jalan Eaton, Kuala Lumpur, the official residence of the Chief Secretary to the Government, Malaysia.



Tan Sri Dato' Seri Ahmad Sarji bin Abdul Hamid and Puan Sri Datin Seri Sagiya binti Salikin at the Throne Room, Istana Negara, Kuala Lumpur, on 1 June 1996.

The country should never be allowed to suffer a crisis of faith in its public service; the people should not have to criticise us as a faceless bureaucracy that is unable to give a personal service; the people must not be forced to waste their precious time finding answers to their questions, after being bounced from one department to another. New information technology can transform the public service. The country is on the threshold of creating an electronic Civil Service, linked to the tax payers, suppliers, business customers and keeping key institutions in society such as schools, laboratories, mass media, hospitals linked with other nations around the world. To a certain extent, the public service has already used the electronic system to deliver better services and products to the public more quickly, cheaply, and conveniently than before. Being a world-class Civil Service means the delivery of services designed around the needs of clients, rather than sticking to the old structures or the convenience of the staff. I leave the service with these high hopes for its future.

On retirement, I live in my own house at No. 58 Jalan Setiabakti 8, Bukit Damansara, Kuala Lumpur, after having lived at No. 4 Jalan Eaton, Kuala Lumpur, for six and a half years.



ILLUSTRATIONS

1. Tan Sri Dato' Seri Utama (Dr.) Ahmad Sarji bin Abdul Hamid, Chief Secretary to the Government, Malaysia.
2. A view of "Carcosa".
3. Arms of the Federated Malay States Government.
4. The flag of the Federated Malay States.
5. The crest of the Chief Secretary, Federated Malay States.
6. Sir Arthur Young
7. Sir E.L. Brockman
8. The Federal Council meeting, Kuala Kangsar, Perak, 8-10 July 1913
9. The presentation of the G.C.V.O. to the Sultan of Perak, 25 September 1913.
10. The Government Offices, Kuala Lumpur.
11. The Federal Council Members, 8 March 1926.
12. Sir George Maxwell
13. Sir William Peel
14. C.W.H. Cochrane
15. Sir Andrew Caldecott
16. Sir George Maxwell with Sultan Alaedin Suleiman Shah at the entrance to "Carcosa" in April 1926.
17. The Silver Jubilee of the Sultan of Selangor.
18. The Federal Council in session on 28 February 1927 in Kuala Lumpur. *Backrow, clockwise:* R.J.B. Clayton (Ag. British Resident, Negeri Sembilan); H.H. Tuanku Muhammad (Yang di-Pertuan Besar, Negeri Sembilan); J. Lornie (Ag. British Resident, Selangor); H.H. Sultan

Alaedin Suleiman Shah (Selangor); H.W. Thomson (Ag. British Resident, Perak); H.H. Sultan Iskandar Shah (Perak); H.E. Sir Laurence Nunns Guillemard (High Commissioner); William Peel (Chief Secretary to the Government); W.S. Gibson (Legal Adviser, F.M.S.); C.S. Alexander (Financial Adviser, F.M.S.); Che' Wan Muhammad Salleh bin Ungku Temenggong (representing the Sultan of Pahang); and A.S. Haynes (Ag. British Resident, Pahang).

19. After the signing of the Agreement for the re-constitution of the Federal Council on 24 April 1927 at King's House, Kuala Lumpur. *Seated left to right:* Tengku Syed Mohamed (Tengku Besar, Tampin); Abdullah bin Panglima Muda (Undang of Jelebu); Dato Klana Putra Ma'mior bin Kassim (Undang of Sungei Ujong); H.E. Tuanku Mohammad (Yang di-Pertuan Besar of Negeri Sembilan); H.H. Sultan Iskandar Shah (Perak); H.H. Sir Laurence Guillemard (High Commissioner, F.M.S.); H.H. Sultan Alaedin Suleiman Shah (Selangor); H.H. Sultan Abdullah (Pahang); Kamal bin Hj. Leman (Undang of Johol); Abdullah bin Hj. Dahan (Undang of Rembau). *Second row left to right:* Capt. Lindsay Vears (A.D.C. Sultan of Perak); W.S. Gibson (Legal Adviser, F.M.S.); A.F. Richards (Under-Secretary to the Government); B.W. Elles (Ag. British Resident, Negeri Sembilan); H.W. Thomson (British Resident, Perak); Sir William Peel (Chief Secretary to the Government, F.M.S.); J. Lornie (British Resident, Selangor); A.S. Haynes (Ag. British Resident, Pahang); Raja Muda Tengku Musa ed Deen (Selangor); J. Huggins (A.D.C. to High Commissioner). *Back row left to right:* Umbrella bearer to Sultan of Perak; Capt. R.W. Blair (extra A.D.C. to High Commissioner); unknown; and J.E. Kempe (Clerk of Federal Council).
20. The Durbar at Sri Menanti, Negeri Sembilan, on 18 August 1931.
21. Opening of the Sulciman Bridge in Kuala Lumpur in 1932.
22. W.B. Shelley
23. Marcus Rex
24. The Federal Council of the Federated Malay States, November 1935. *Seated left to right:* Hon. Mr. Marcus Rex (Ag. Chief Secretary); H.H. the Yang di-Pertuan Besar, Negeri Sembilan; H.H. The Sultan of Perak; H.E. Sir T.S.W. Thomas, K.C.M.G., O.B.E. (High Commissioner); H.H. The Sultan of Selangor; H.H. The Sultan of Pahang; Hon. Dato' Setia Raja Abdullah C.B. (Undang of Rembau). *Second row left to right:* Hon. Tengku Sulaiman C.M.G. (Tengku Besar of Pahang); and Hon. Raja Abdul Aziz C.M.G. (Raja Muda of Perak);

ILLUSTRATIONS

- Hon. Mr. Chung Ah Min; Hon. Mr. C.G. Howell (Legal Adviser); Hon. Mr. J.W.W. Hughes (British Resident, Negeri Sembilan); Hon. Mr. G.F. Cator (British Resident, Perak); Hon. T.S. Adam (British Resident, Selangor); Hon. Mr. C.C. Brown (Ag. British Resident, Pahang); Hon. Mr. R. Rayman (Ag. Financial Adviser); Hon. Mr. Col. C. Rae; Hon. Mr. F.J. Morton (Adviser on Education); and Hon. Raja Uda bin Raja Muhammad. *Third row left to right:* Hon. Mr. H.A. Tempany (Adviser on Agriculture); Hon. Mr. S.N. Veerasamy; Hon. Mr. J. Hobbs (Ag. Commissioner of Customs & Excise); Hon. Mr. Lai Tet Loke; Hon. Dr. W.M. Chambers (Ag. Adviser on Medical Services); Hon. Mr. A.B. Jordan (Secretary for Chinese Affairs); Hon. Mr. C.L. Green; Hon. C.D. Ahearne (Controller of Labour); Hon. E.D. Shearn; Hon. Mr. S.B. Palmer; Hon. Mr. D.H. Elias M.C. (General Manager of Railways); Hon. Major R.I. Nunn, D.S.O. (Ag. Adviser on Public Works); and Hon. Mr. G.F. Teale.
25. The crest of the Federal Secretary, Federated Malay States.
 26. C.D. Ahearne
 27. The crest of the Federation of Malaya, 1948.
 28. Sir Alec T. Newbould
 29. Sir Vincent del Tufo
 30. Sir David Wartherston
 31. Dato' Onn bin Jaafar
 32. Dato' Onn bin Jaafar, founder of UMNO.
 33. The High Commissioner, Sir Donald MacGillivray, with members of the Federal Executive Council.
 34. The High Commissioner, Sir Donald MacGillivray, with the Malay Rulers, August 1957.
 35. Initial Training Course at the Staff Training Centre, Port Dickson, 4 September 1961.
 36. Ahmad Sarji bin Abdul Hamid, District Officer, Port Dickson welcoming the Chief Secretary to the Government, 1965.
 37. Tan Sri Abdul Kadir bin Shamsuddin.
 38. Ahmad Sarji bin Abdul Hamid with Tan Sri Abdul Kadir bin Shamsuddin, the Chief Secretary to the Government, on the occasion of the launching of the Farmers' Organisation Authority on 13 August 1973.
 39. The Alliance Cabinet, 19 December 1972. *Seated left to right:* Tan Sri Ong Yoke Lin (without Portfolio); Tun V.T. Sambanthan (National Unity); Tun Dr. Ismail Al-Haj bin Dato' Abdul Rahman (Deputy

Prime Minister and Home Affairs); Tun Hj. Abdul Razak bin Dato' Hussein (Prime Minister, Foreign Affairs and Defence); Tun Tan Siew Sin (Finance); Tan Sri Hj. Sardon bin Hj. Jubir (Communications); Encik Mohamed Khir Johari (Trade and Industry). *Second row left to right*: Tan Sri Muhammad Ghazali bin Shafie (Special Functions/Information); Tan Sri Hj. Mohd. Ghazali bin Hj. Jawi (Agriculture and Fisheries); Tan Sri V. Manickavasagam (Labour and Manpower); Tan Sri Fatimah bte Hj. Hashim (Welfare Services); Datuk Ong Kee Hui (Technology, Research and Local Government); Dato' Hamzah bin Dato' Abu Samah (Culture, Youth and Sports); Tan Sri Temenggong Jugah Anak Barieng (Sarawak Affairs); Tan Sri Lee Siok Yew (Health). *Backrow left to right*: Ahmad Sarji bin Abdul Hamid (Secretary 'A' Division); Tan Sri Abdul Kadir bin Shamsuddin (Secretary to the Cabinet and Chief Secretary to the Government); Datuk Hj. Abdul Taib bin Mahmud (Primary Industries); Dato' Hussein bin Onn (Education); Datuk Hj. Abdul Ghani Gilong (Works and Power); Abdul Ghafar bin Baba (National and Rural Development); Tan Sri Abdul Kadir bin Yusoff (Attorney-General); and Dr. Lim Keng Yaik (Special Functions).

40. Chief Secretaries to the Government.
41. Ahmad Sarji bin Abdul Hamid with Tun Abdul Razak.
42. The Chief Secretary with Tun Hussein Onn.
43. Dato' Ahmad Sarji bin Abdul Hamid receiving the Instrument of Appointment as Chief Secretary to the Government from Dato Seri Dr. Mahathir bin Mohamad, the Prime Minister, 2 February 1990.
44. Letter of Appointment.
45. First day in office, 2 February 1990.
46. Tan Sri Dato' Seri Ahmad Sarji bin Abdul Hamid with the Prime Minister, Dato Seri Dr. Mahathir bin Mohamad, at a Press Conference on 3 May 1995.
47. The Cabinet, 9 May 1995. *Seated left to right*: Dato' Sabbaruddin Chik (Culture, Arts and Tourism); Dato' Seri Mohd. Najib bin Tun Hj. Abdul Razak (Education); Datuk Amar Dr. Sulaiman bin Hj. Daud (Agriculture); Datuk Leo Moggie Ak Irok (Energy, Telecommunications and Post); Dato' Seri S. Samy Vellu (Works); Dato' Seri Anwar bin Ibrahim (Deputy Prime Minister; Finance); Dato Seri Dr. Mahathir Mohamad (Prime Minister; Home Affairs); Datuk Seri Ling Liong Sik (Transport); Dato' Seri Dr. Lim Keng Yaik

(Primary Industries); Dato' Seri Rafidah Aziz (International Trade and Industry); Dato' Hj. Abu Hassan bin Omar (Domestic Trade and Consumer Affairs); Dato' Mohamed bin Rahmat (Information); Dato' Lim Ah Lek (Human Resources). *Standing left to right:* Tan Sri Dato' Seri Ahmad Sarji bin Abdul Hamid (Chief Secretary to the Government and Secretary to the Cabinet); Dato' Dr. Abdul Hamid bin Othman (Prime Minister's Department); Datin Paduka Hajjah Zaleha bte Ismail (National Unity and Social Development); Datuk Osu bin Hj. Sukam (Land and Co-operative Development); Dato' Hj. Annuar bin Musa (Rural Development); Dato' Dr. Ting Chew Peh (Housing and Local Government); Dato' Abang Abu bin Datu Bandar Abang Hj. Mustapha (Prime Minister's Department); Datuk Law Hieng Ding (Science, Technology and Environment); Dato' Syed Hamid bin Syed Jaafar Albar (Defence); Tan Sri Dato' Hj. Muhyiddin bin Hj. Mohd. Yassin (Youth and Sport); Chua Jui Meng (Health); Dato' Mustapa bin Mohamed (Entrepreneur Development); and Alias bin Ali (Secretary, Cabinet and Constitution Division). *Not in the picture:* Dato' Abdullah bin Hj. Ahmad Badawi (Foreign Affairs) and Datuk Chong Kah Kiat (Prime Minister's Department). Datuk Chong Kah Kiat joined the Cabinet from 6 June 1995.

48. Dato Seri Dr. Mahathir bin Mohamad chairing the Cabinet session on 9 May 1995.
49. Tan Sri Dato' Seri Ahmad Sarji bin Abdul Hamid welcoming Dato' Seri Anwar bin Ibrahim, the Deputy Prime Minister, on 3 December 1993.
50. Dato Seri Dr. Mahathir bin Mohamad bidding farewell to Sultan Azlan Shah, who completed his reign as the Ninth Yang di-Pertuan Agong, 25 April 1994.
51. Tan Sri Dato' Seri Ahmad Sarji bin Abdul Hamid paying respect to the Yang di-Pertuan Agong, Tuanku Ja'afar ibni Al-Marhum Tuanku Abdul Rahman, 26 April 1996.
52. Meeting of Senior Officials in the Government Service on 20 June 1996, chaired by the Chief Secretary to the Government, Tan Sri Dato' Seri Ahmad Sarji bin Abdul Hamid (*seated in the centre*). The meeting was attended by Heads of Services, namely, Tan Sri Dato' Mohtar bin Abdullah, the Attorney-General (*seated 13th from left*); Tan Sri Abdul Rahim bin Mohd. Noor, the Inspector-General of Police (*seated 12th from left*); Tan Sri Dato' Dr. Abu Bakar bin Sulaiman, the

Director-General of Health (*seated 11th from left*); Tan Sri Datuk Dr. Wan Zahid bin Mohd. Noordin, the Director-General of Education (*seated 10th from right*); Tan Sri Dato' Ir. Wan Abdul Rahman bin Wan Yaacob, the Director-General of Public Works (*seated 10th from left*); Dato' Hj. Mohd. Khalil bin Dato' Mohd Noor, the Auditor-General (*seated 9th from left*); Dato' Mohd. Adnan bin Ali, the Accountant-General (*seated 9th from right*); and Gen. Dato' Seri Md. Noor bin Mat Arshad, representing the Chief of Defence Forces (*seated 4th from right*). The meeting was also attended by Secretaries-General, State Secretaries and Federal Heads of Departments.

53. Tan Sri Dato' Seri Ahmad Sarji bin Abdul Hamid and Dr. Charles Uteete, the Chief Secretary to the President and Cabinet, Zimbabwe, 13 July 1995.
54. Tan Sri Dato' Seri Ahmad Sarji bin Abdul Hamid with Sir Robin Butler, Secretary to the Cabinet and Head of the Home Civil Service, United Kingdom, 19 January 1995.
55. The Chief Secretary to the Government Quality Award Trophy.
56. The Chief Secretary to the Government Quality Award Certificate.
57. The winner of the Chief Secretary to the Government Quality Award, 1992 – Sarawak Economic Development Corporation.
58. Tan Sri Dato' Seri Ahmad Sarji bin Abdul Hamid, at the official launching of SAGA, 26 February 1996.
59. The Public Service Promotion Board in session on 10 May 1996.
60. CAPAM Board of Directors with Dato Seri Dr. Mahathir bin Mohamad, the Prime Minister of Malaysia, Dr. Edward Fenech Adami, Prime Minister of Malta and Prince Dlamini Mbilini, Prime Minister of Swaziland at Malta, 22 April 1996.
61. Cartoon from *The Sun*, 8 August 1993.
62. Cartoon from *The Sun*, 4 December 1993.
63. Cartoon from the *New Straits Times*, 8 February 1993.
64. Tan Sri Dato' Seri Ahmad Sarji bin Abdul Hamid showing Dato Seri Dr. Mahathir bin Mohamad the model of Putrajaya, 29 August 1995.
65. Tan Sri Dato' Seri Ahmad Sarji bin Abdul Hamid, with Dato' Dr. Ahmad Tajuddin bin Ali, the Director-General of SIRIM, at the launching of the Malaysian Standard Time on 6 April 1993, at SIRIM's office in Shah Alam.
66. The Institute of Islamic Understanding, Malaysia (IKIM) building,

67. The launching of the Institute of Islamic Understanding, Malaysia.
68. The Civil Service Golf Club House.
69. The Malaysian Government Service Welfare and Sports Council building.
70. Blowpipe demonstration by Tan Sri Dato' Seri Ahmad Sarji bin Abdul Hamid, 7 June 1992.
71. PUSPANITA house.
72. The Civil Service Museum building.
73. Puan Sri Datin Seri Utama Sagiyah bte Salikin, Yang di-Pertua PUSPANITA.
74. The Council Members of PUSPANITA with the Patron, Datin Seri Dr. Siti Hasmah bte Haji Mohd. Ali.
75. Officiating the INTAN Fellow's Day, 28 November 1992.
76. Tan Sri Dato' Seri Ahmad Sarji bin Abdul Hamid acknowledging the presence of the former Chief Secretary to the Government, Tan Sri Dato' Abdullah bin Mohd. Salleh at the INTAN Fellow's day, 28 November 1992.
77. Tan Sri Dato' Seri Ahmad Sarji bin Abdul Hamid presenting the 1996 INTAN Fellow Award to the former Chief Secretary to the Government, Tan Sri Dato' Hashim bin Aman, 13 April 1996.
78. Tan Sri Dato' Seri Ahmad Sarji bin Abdul Hamid, Chief Secretary to the Government with Tunku Abdul Rahman Putra on 22 May 1990.
79. Paying final respects to the late Tunku at No. 1 Jalan Tunku, Bukit Tunku on 7 December 1990.
80. The Tunku's letter dated 5 November 1990 to Tan Sri Dato' Seri Ahmad Sarji bin Abdul Hamid.
81. Dato Seri Dr. Mahathir bin Mohamad at the launch of the Tunku Abdul Rahman Memorial, 10 November 1994.
82. The parents of Tan Sri Dato' Seri Ahmad Sarji bin Abdul Hamid.
83. Tan Sri Dato' Seri Ahmad Sarji bin Abdul Hamid, receiving the Honorary Degree of Doctor of Business Administration from Sir David White, the President of the Board of Governors of the Nottingham Trent University, United Kingdom, 27 August 1995.
84. The Ninth Yang di-Pertuan Agong, Sultan Azlan Shah, at the launching of the book *Abdul Hamid Aroop – the Skipper and Raja Azlan Shah – the Centre Forward*, 6 April 1994.
85. Tan Sri Dato' Seri Ahmad Sarji bin Abdul Hamid, receiving the Panglima Mangku Negara from the Yang di-Pertuan Agong on 1 June 1990.

86. Tan Sri Dato' Seri Ahmad Sarji bin Abdul Hamid and wife, with His Royal Highness the Sultan of Selangor, Sultan Salahuddin Abdul Aziz Shah (the Deputy Yang di-Pertuan Agong).
87. Dr. Sazilah receiving her Fellow of the Royal College of Radiology, London, in November 1994.
88. Abdul Rahman Abdullah Thani and Farah Salizah.
89. Emil Rinaldi and Farah Suhanah.
90. Zainal Aman Shah and Suryani.
91. Ariff Tuah: RSGC Champion, 1993.
92. Ariff Tuah: KGNS Club Champion, 1995.
93. Ariff Tuah: Champion of Champions, 1996.
94. Family photograph of the Chief Secretary at No. 4 Jalan Eaton, Kuala Lumpur.
95. No. 4 Jalan Eaton, the official residence of the Chief Secretary to the Government, Malaysia.
96. Tan Sri Dato' Seri Ahmad Sarji bin Abdul Hamid and Puan Sri Datin Seri Sagiyah bte Salikin at the Throne Room, Istana Negara, Kuala Lumpur, on 1 June 1996.

NOTES

Preface

1. British historian and former MCS officer, who has made a substantial contribution to the study of modern Malaysian history.

Chapter I

1. Also included were Dindings (Pangkor and Lumut), Labuan, and Christmas and Cocos-Keeling Islands in the South Indian Ocean.
2. Penang, Singapore and Malacca were 'acquired' by the British between 1786 and 1824, and were first brought together as one unit under the control of the Supreme Government of the former English East India Company in Calcutta, India. In 1867 control over the Straits Settlements was transferred from Calcutta to London, and they thereby became a British Crown Colony.
3. Their unease was expressed forcibly by Sultan Idris of Perak at the second Durbar of Rulers held in Kuala Lumpur in 1903. The Sultan could not understand how two captains could command in one boat. The Yang di-Pertuan Besar of Negeri Sembilan, Tuanku Muhammad, on the same occasion complained of the decline in the use of Malay for official purposes.

Chapter II

1. Ilsa Sharp, *The Singapore Cricket Club - Established 1852*, Singapore Cricket Club, 1993, p. 66.

2. Vide letter No. 3820/1919 in file ref. H.C.O. No. Ch. Sec., F.M.S. No. 3820/1919 (17 June 1919).
3. C.M. Turnbull, *Dateline Singapore*, Singapore Press Holdings, 1955, pp. 77-8.
4. D.J.M. Tate, *The Lake Club, 1890-1990*, Kuala Lumpur, Oxford University Press, 1990, p. 92.
5. Vide CO 717/66/6 and File 62385 (1929). Letter by Sir Laurence Guillemard to C.M.S. Amery (Colonial Office) dated 24 April 1929.
6. A. Bertram, *The Colonial Service*, Cambridge University Press, 1930, p. 198.
7. Vide CO 717/107/10, File 33415 (1934). Letter from A. Caldecott to Sir John Maffrey, dated 2 August 1934.
8. D.J.M. Tate, op. cit., p. 99.

Chapter III

1. Vide CO 717/118/14, File 51665 (1936). Letter from Shenton Thomas to J.H. Thomas (Colonial Office), dated 1 April 1936.
2. J.M. Gullick in a letter to H.S. Barlow in February 1996.

Chapter IV

1. Albert Lau, *The Malayan Union Controversy 1942-1948*, Singapore, Oxford University Press, 1991, p. 136.
2. Ibid. p. 279

Chapter V

1. *British Malaya*, Vol. 24, No. 11, May 1949, p. 219.
2. Victor Purcell, *Malaya: Communist or Free?*, London, Victor Gollancz, 1945, p. 87.
3. John Cloake, *Templer, Tiger of Malaya*, London, Harrap, 1985.
4. Ibid.
5. Ibid.
6. E.O. Laird, Ag. Secretary to the Government, General Circular No. 5, para 10: "Administrative Procedure for the Transaction of Government Business", 4 May 1954 [Ref. CSO 102/(46)].
7. Ibid. para 12.
8. E.O. Laird, Ag. Secretary to the Government, General Circular No. 8, para 10: "Administrative Procedure for the Transaction of Government Business", 1 September 1954.

Chapter VI

1. I read History under Professor Wang Gang-wu at the University of Malaya, 1957-59.
2. *Malaysia*, September 1964, p. 15. *Malaysia* was the journal of British Association of Malaysia and Singapore.
3. The other members of the delegation were: Dato' Abdul Razak bin Hussein and Col. H.S. Lee; with the Rulers' representatives comprising Dato' Panglima Bukit Gantang (the Menteri Besar of Perak), Dato' Seth bin Mohamed Said (the Deputy Menteri Besar of Johor), Abdul Aziz bin Haji Abdul Majid (the Menteri Besar of Selangor) and Dato' Nik Ahmed Kamil (the Menteri Besar of Kelantan), who were all civil servants.

Chapter VIII

1. Mahathir bin Mohamad, *The Malaysian System of Government*, Kuala Lumpur, Prime Minister's Office, 1995, p. 22.
2. Simon James, *British Cabinet Government*, London, Routledge, 1992, p. 31.

Chapter IX

1. The circulars are:
 - i. Development Administration Circular No. 1 of 1991 "Guidelines for the Improvement of the Quality of Services Rendered Through Telephone";
 - ii. Development Administration Circular No. 2 of 1991 "Guidelines on the Management of Meetings and Government Committees";
 - iii. Development Administration Circular No. 3 of 1991 "Public Service Innovation Awards";
 - iv. Development Administration Circular No. 4 of 1991 "Guidelines on Strategies for Quality Improvement in the Public Service";
 - v. Development Administration Circular No. 5 of 1991 "Guidelines on the Integrated Scheduling System (SIAP)";
 - vi. Development Administration Circular No. 6 of 1991 "Guidelines on Productivity Improvement in the Public Service";
 - vii. Development Administration Circular No. 7 of 1991 "Guidelines on Quality Control Circles (QCC) in the Public Service";

- viii. Development Administration Circular No. 8 of 1991 "Guidelines on the Manual of Work Procedures and Desk File";
- ix. Development Administration Circular No. 9 of 1991 "Guidelines on the Implementation of the Malaysia Incorporated Policy";
- x. Development Administration Circular No. 10 of 1991 "Guidelines for the Improvement of the Quality of Counter Services";
- xi. Development Administration Circular No. 11 of 1991 "Guidelines on the Use of the Work Action Form";
- xii. Development Administration Circular No. 1 of 1992 "Guide on Total Quality Management in the Public Service";
- xiii. Development Administration Circular No. 2 of 1992 "Guidelines for Development Project Planning and Preparation";
- xiv. Development Administration Circular No. 3 of 1992 "Manual on Micro Accounting System (SPM)";
- xv. Development Administration Circular No. 4 of 1992 "Managing Public Complaints";
- xvi. Development Administration Circular No. 1 of 1993 "Guidelines on Morning Prayers";
- xvii. Development Administration Circular No. 2 of 1993 "Guidelines for the Awarding of the Public Service Excellent Service Awards";
- xviii. Development Administration Circular No. 3 of 1993 "Guidelines on the Client's Charter";
- xix. Development Administration Circular Letter No. 1 of 1994 "Guidelines on the Implementation of Service Recovery System";
- xx. Development Administration Circular No. 1 of 1995 "Use of Information in Application Forms and Specific Criteria for Decision Making";
- xxi. Development Administration Circular No. 1 of 1996 "Implementation of a Standard Computerised Accounting System in the Federal Statutory Bodies - Standard Accounting System for Government Agencies (SAGA)"; and
- xxii. Development Administration Circular No. 2 of 1996 "The Implementation of the MS ISO 9000 in the Civil Service".

Chapter XI

1. The affected authorities are: (a) *Twenty-eight to be retained*: the National Art Gallery, the National Sports Council, the Employees Provident Fund, the Social Security Organisation (PERKESO), the Malaysia Cocoa Board, the Federal Agricultural Marketing Authority (FAMA), the Pepper Marketing Board, the Malaysian Industrial Development Authority (MIDA), the Malaysia Tourism Promotion Board, the Railways Asset Corporation, the Malaysian Timber Industry Board (MTIB), the Langkawi Development Authority (LADA), the Labuan Development Authority, the Armed Forces Fund Board, the Pilgrimage Fund Board, the Kemubu Agriculture Development Authority (KADA), the Muda Agriculture Development Authority (MADA), the Farmers' Organisation Authority, the Fisheries Development Authority of Malaysia, MARA, the Malaysia Examination Council, the Malaysia Co-operative College, Malaysia Agriculture and Research Development Institut (MARDI), the Forest Research Institute of Malaysia (FRIM), the Human Resources Development Council, the Malaysian Highway Authority, the National Productivity Corporation (NPC) and the Language and Literacy Agency (DBP). (b) *Two to be corporatised*: the National Film Development Corporation (FINAS) and MARA Institute of Technology. (c) *Three to be privatised*: the Merdeka Stadium Corporation, the National Saving Bank, and the Agricultural Bank of Malaysia. (d) *Two to be merged*: the Palm Oil Research Institute of Malaysia (PORLA) and the Palm Oil Registration and Licensing Authority. (e) *Seven to be closed down with functions transferred to other relevant agencies*: the South Indian Labour Fund Board, the Malaysian Pineapple Industry Board, the Penang Port Labour Board, the Malaysia Migration Fund Board, the Tin Industry Authority, the National Tobacco Board and the Commodities Trading Commission.

Chapter XIII

1. *Self-Government for Federation of Malaya*, The Report of the Constitution Conference in London, held from 18 January to 8 February 1956, p. 16.
2. *Ibid.*, p. 15.

Chapter XV

1. The ISO 9000 series of standards comprise 20 elements, which are deemed crucial for establishing a quality management system in an organisation. These elements are (i) Management Responsibility; (ii) Quality System; (iii) Contract Review; (iv) Design Control; (v) Document and Data Control; (vi) Purchasing; (vii) Control of Customer Supplied Product; (viii) Product Identification and Traceability; (ix) Process Control; (x) Inspection and Testing; (xi) Control of Inspection, Measuring, Test Equipment; (xii) Inspection and Test Status; (xiii) Control of Non-conforming Product; (xiv) Corrective and Preventive Action; (xv) Handling, Storage, Packaging, Preservation, and Delivery; (xvi) Control of Quality Records; (xvii) Internal Quality Audits; (xviii) Training; (xix) Servicing; and (xx) Statistical Techniques.
2. The British Government Departments listed in the Department of Trade and Industry's Quality Assurance Register, 1995 were as follows: The Buying Agency; CCTA (the Government Centre for Information Systems); Civil Aviation Authority; Crown Agents for Overseas Government and Administration; Department of Trade and Industries: Import Licensing Branch (GO NE), Regional Enterprise Grants (GO NE), Standards Policy Unit 2 (TI Division), IT Services Directorate (F) (Eascote Computer Centre) and Regional Selective Assistance (GO NW); Employment Department: HQ, Info Systems Branch and Northern Regional Estates; FCO; HM Customs and Excise (Internal Audit, Sothend); HMSO; ITSA (Information Technical Services Agency); Ministry of Defence: HQ, and Devonport and Rosyth Dockyards; Office of Fair Trading; Office of Population Censuses and Surveys; and PSA Building Management.

Chapter XVIII

1. My announcement on the death of Tun Hussein Onn read as follows: *Adalah dengan sedihnya dimaklumkan bahawa Yang Amat Berbahagia Tun Hussein Onn, bekas Perdana Menteri Malaysia, telah kembali kerahmatullah pada jam 7.15 pagi (waktu Malaysia) hari ini Selasa 29 Mei 1990 di Pusat Perubatan Seaton, San Francisco, Amerika Syarikat, kerana sakit jantung. Kerajaan telah memutuskan untuk memberi Penghormatan Istiadat Pengkebumian Negara kepada Allahyarham di Makam Pahlawan, Masjid Negara, Kuala Lumpur. Tarikh dan aturcara penuh istiadat pengkebumian akan dimaklumkan kemudian melalui media massa.*

2. My announcement on the death of Tunku Abdul Rahman Putra read as follows: *Adalah saya dengan amat sedih dan dukacitanya memaklumkan bahawa Y.T.M. Tunku Abdul Rahman Putra Al-Haj, bekas Perdana Menteri Malaysia Yang Pertama dan Baba Kemerdekaan telah kembali ke Rahmatullah pada hari Khamis, 6 Disember 1990 jam 10: 25 malam di Hospital Besar, Kuala Lumpur. Adalah dimaklumkan Kerajaan telah memutuskan supaya diberi penghormatan "Istiadat Pengkebumian Negara" kepada Almarhum Y.T.M. Tunku Abdul Rahman Putra Al-Haj. Atas wasiat daripada Almarhum Y.T.M. Tunku Abdul Rahman Putra Al-Haji sendiri, Istiadat Pengkebumian akan diadakan di Makam DiRaja, Langgar, Alor Star, Kedah Darulaman. Adalah dimaklumkan bahawa jenazah Almarhum Y.T.M. Tunku Abdul Rahman Putra Al-Haj sekarang ini berada di Kediaman Almarhum di No. 1, Jalan Tunku, Bukit Tunku, Kuala Lumpur. Acara Penghormatan Terakhir akan diadakan pada hari Jumaat bersamaan 7 Disember 1990 di Bangunan Parlimen Pemakaman akan dilangsungkan di Makam Diraja Langgar, Alor Setar mengikut wasiat Almarhum, dan menurut Istiadat Pemakaman Di Raja Negeri Kedah Darul Aman. Aturcara Penghormatan Terakhir di Kuala Lumpur adalah seperti berikut: (i) Kereta jenazah akan bertolak daripada Kediaman Y.T.M. Tunku pada pukul 7.45 pagi ke Bangunan Parlimen dengan diiringi oleh Keluarga Almarhum dan orang-orang kenamaan secara motoked; (ii) Setibanya kereta jenazah di Bangunan Parlimen, pasukan pengusung-pengusung jenazah terdiri daripada Pegawai-pegawai Tentera dan Polis akan mengusung jenazah Almarhum ke Tempat Khas di Dewan Bankuasi, Bangunan Parlimen untuk Penghormatan Terakhir; (iii) Orang ramai adalah dibenarkan menziarahi jenazah mulai daripada pukul 8.00 pagi hingga 9.00 pagi; dan orang-orang kenamaan antara 9.00 hingga 10.00 pagi. (iv) Selepas waktu penziarahan pada pukul 10.05 pagi, jenazah akan diusung ke kereta jenazah melalui Pasukan Kawalan Kebormatan Tentera dan seterusnya jenazah akan diusung dan diiringi oleh Pasukan Tentera dan Polis secara 'slow march' daripada Bangunan Parlimen hingga ke Bangunan Sultan Abdul Samad, Jalan Raja, kemudiannya akan diiringi secara motoked ke Stesyen TUDM, Sg. Besi untuk diterbangkan ke Alor Setar dengan Pesawat Khas TUDM. (v) Sebelum jenazah diterbangkan pada pukul 11.45 pagi, satu Upacara Penghormatan Terakhir oleh Pasukan PDRM akan diadakan di Stesyen TUDM, Sg. Besi. Semua bendera di seluruh Malaysia dan bendera Malaysia di perwakilan Luar Negeri hendaklah dikibarkan separuh tiang bermula daripada saat ini, Khamis 6 Disember 1990 hingga hari Jumaat, 7 Disember 1990;*

iaitu hari jenazah Almarhum dimakamkan. Hari Pengebumian adalah diisytiharkan Hari Kelepasan Am di seluruh negara, bagi Jabatan-jabatan Kerajaan. Semua jamuan rasmi dan upacara-upacara Kerajaan yang berbentuk keramaian dan keraian tidak akan diadakan mulai daripada hari ini dan pada hari pengebumian, 7 Disember 1990. Pakaian rasmi bagi menziarahi jenazah ialah pakaian kemas dan tertib bagi orang-orang Melayu seboleh-bolehnya Pakaian Kebangsaan berwarna hitam atau putih, Lounge Suit berwarna gelap untuk orang bukan Islam. Orang-orang perempuan hendaklah berpakaian kemas dan sempurna. Di atas permintaan keluarga Y.T.M. Tunku, orang ramai adalah dinasihatkan supaya tidak membawa atau menghantar kalungan-kalungan bunga; dan jika sudi, adalah dipohon sebaliknya menderma kepada tabung PERKIM. Untuk penjelasan lanjut, sila hubungi talian telefon berikut:-2328837; 2389423; 2389525; 2389566, 2389449; 2382245. Ketua Setiausaha Negara, Jabatan Perdana Menteri, 6 Disember 1990.

Chapter XIX

1. The translation of the *pantun* is as follows:

*Nature stretches beyond our eyes
Farmers sweat in fields of paddy
Under the greatness of the skies
I accept this award humbly*

*A tiny speck in Allah's creation
I quiver with grateful reverence
The award is for country and nation
Pristine honour amongst fellowmen*

*Rain clouds gather in the sky
The sun hides so none can see
Neither hero nor intellect am I
Just a man who does his duty*

THE AUTHOR

AHMAD SARJI bin Abdul Hamid (*Tan Sri, Dato' Seri, Dato Seri Utama*) was educated at the University of Malaya, B.A. (Hons.); the Institute of Social Studies, The Hague (Diploma in Public Administration); and Harvard University (Master in Public Administration).

He started his career as a Malay Administrative Service officer on 10 January 1961, and was later admitted to the Malayan Civil Service. During his more than 35 years in Government service, he had occupied senior positions at the District level, as District Officer, and at the State level, as Assistant State Secretary. At the Federal Government level, he had served as an Assistant Director, and Deputy Director-General at the Public Service Department; Secretary of the Cabinet and Constitution Division, and, Deputy Director-General of the Economic Planning Unit, both at the Prime Minister's Department. As he gained seniority, he was made to head four Federal Government agencies, namely, as Director-General, Farmers' Organisation Authority; Director-General and Deputy Chairman of the Council of Trust for the Indigenous People (MARA); Secretary-General, Ministry of Trade and Industry, and Chairman of the Malaysian Industrial Development Authority (MIDA). On 1 February 1990, he was appointed to the most senior position in the Government service, as the Chief Secretary to the Government, and, concurrently, Secre-

tary to the Cabinet and Head of the Civil Service until his retirement on 16 September 1996.

His other Government appointments include: Chairman, Institute of Islamic Understanding, Malaysia; Chairman, Standards and Industrial Research Institute of Malaysia; and, the Deputy Chairman, Permodalan Nasional Berhad.

He is also actively involved in non-government organisations at the national and international levels, namely as: President, Harvard Club of Malaysia; Chairman, Eisenhower Fellows Association of Malaysia; Chairman, Tuanku Bainun Foundation; Joint-Director, Malaysian Commonwealth Studies Centre, Cambridge University; President, Badan Warisan Malaysia (Heritage of Malaysia Trust); Governor, Board of Governors and Trustees, Asian Institute of Management (AIM), Manila; and President, Commonwealth Association for Public Administration and Management.

He is a fellow of the Malaysian Institute of Directors, the Malaysian Institute of Management, and the Institute of Quality Control, Malaysia.

He received the Honorary degrees of Doctor in Management Science from the University Utara Malaysia, and the Doctor of Business Administration from the Nottingham-Trent University, the United Kingdom.

The royal and public service honours and awards which he received are as follows:

- Pingat Jasa Kebaktian (PJK), Negeri Sembilan (1966)
- Johan Mangku Negara (JMN), Federal (1975)
- Setia Mahkota Perlis (SMP), Perlis (1977)
- Dato' Paduka Cura Simanja Kini (DPCM) (Dato'), Perak (1985)
- Seri Paduka Mahkota Perak (SPMP) (Dato' Seri), Perak (1990)
- Panglima Mangku Negara (PMN) (Tan Sri), Federal (1990)
- Darjah Sri Indera Mahkota Pahang (SIMP) (Dato'), Pahang (1990)
- Seri Sultan Salahuddin Abdul Aziz Shah (SSSA) (Dato'), Selangor (1992)

- Panglima Negara Bintang Sarawak (PNBS) (Datuk), Sarawak (1993)
- Seri Paduka Mahkota Terengganu (SPMT) (Dato'), Terengganu (1994)
- Darjah Gemilang Seri Melaka (DGSM) (Datuk Seri), Melaka (1994)
- Darjah Seri Setia Sultan Mahmud Terengganu (SSMT) (Dato' Seri), Terengganu (1995)
- Darjah Seri Utama Negeri Sembilan (SPNS) (Dato' Seri Utama), Negeri Sembilan (1995)

During his years as a civil servant, his works have been published as follows:

- *Malaysian Farmers' Cooperatives on the Move ...*, Farmers' Organisation Authority, Malaysia (1978)
- *Perkhidmatan Awam Yang Berkualiti*, INTAN (1991)
- *Improvements and Development in the Public Service 1990*, MAMPU (1991)
- *Improvements and Development in the Public Service 1991*, MAMPU (1992)
- *Kemajuan Pentadbiran Awam di Malaysia*, INTAN (1992)
- *The Public Service of Malaysia: Some Reflections on Quality, Productivity and Discipline*, MAMPU (1992)
- *Tonggak Dua Belas (The Twelve Pillars)*, INTAN (1992)
- *Towards a Developed and Industrialized Society: Understanding the Concept, Implications and Challenges of Vision 2020*, Proceedings of a National Seminar on Vision 2020, SERU (1992) (ed.)
- *Laporan Kongres Ekonomi Bumiputera Ketiga*, UPP (1992) (ed.)
- *Kongres 'Menjelang Abad 21: Islam dan Wawasan 2020'*, IKIM (1992) (ed.)
- *Beberapa Etos Pembangunan Negara*, INTAN (1993)
- *Improvements and Development in the Public Service for the Year 1992*, MAMPU (1993)

- *Penerapan Nilai dan Budaya Kerja Cemerlang Dalam Pentadbiran Awam Malaysia*, INTAN (1993)
- *Malaysia's Vision 2020: Understanding the Concept, Implications and Challenges*, Pelanduk Publications (1993)
- *The Changing Civil Service: Malaysia's Competitive Edge*, Pelanduk Publications (1993)
- *Wawasan Pentadbiran Awam Malaysia*, INTAN (1994)
- *The Civil Service of Malaysia: A Paradigm Shift*, MAMPU (1994)
- *Masyarakat Peladang: Dari Segi Jiwa dan Semangat*, LPP (1994)
- *Abdul Hamid Aroop, The Skipper and Raja Azlan Shah The Centre Forward* (1994)
- *Irama Lagu P. Ramlee, Tan Sri: Lagu-lagu Filem 1948-1960*, (with Johari Salleh), Harvard Club of Malaysia (1994)
- *The Civil Service of Malaysia: Towards Vision 2020*, MAMPU (1995)
- *Pegawai Daerah: Satu Perubahan Peranan dan Paradigma*, MAMPU (1995)
- *Arab-arab Strategik Perkhidmatan Awam di Malaysia*, INTAN (1995)
- *Gelora (Lagu-lagu Filem P. Ramlee 1961-1972)*, (with Johari Salleh), Harvard Club of Malaysia (1995)
- *The Civil Service of Malaysia: Towards Efficiency and Effectiveness*, MAMPU (1996)
- *Perkhidmatan Awam Menuju Era Baru*, INTAN (1996)
- *Civil Service Reforms: Towards Malaysia's Vision 2020*, Pelanduk Publications (1996)
- *Circulars on Administrative Reforms in the Civil Service of Malaysia (1991-1996)*, MAMPU (1996)
- *Air Mata di Kuala Lumpur (Lagu-lagu P. Ramlee)*, (with Johari Salleh), Harvard Club of Malaysia (1996)
- *Towards a World-Class Malaysian Civil Service*, INTAN (1996)

He is married to Sagiyah bte Salikin (*Puan Sri, Toh Puan Sri, Datin Seri Utama*) and they have 5 children and 6 grandchildren.

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- Abdul Aziz bin Abdul Majid, Tun, 113-115, 119
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