

**REPORT OF  
THE SEVENTH ASEAN CONFERENCE  
ON CIVIL SERVICE MATTERS (ACCSM)  
KUALA LUMPUR, 4 - 8 OCTOBER 1993**



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## PREFACE

The Seventh ASEAN Conference On Civil Service Matters (ACCSM) held in Kuala Lumpur from 4 to 8 October 1994, with its theme *Challenges For Innovation in The Civil Service* proved to be relevant and timely in the face of rapid developments that are taking place in ASEAN countries in the 1990's.

The conference has indeed provided opportunities for us to learn and share ideas relating to increase in productivity, efficiency and quality of service through the implementation of various innovative changes. The focus on innovations and creativity shows ASEAN member countries' concern to infuse change in their governances to meet the challenges ahead.

This report is intended to put on permanent record the spirit of the conference. It contains three parts. Included in the report is the executive summary (Part I). The summary was prepared by the Interim Secretariat in order to facilitate reading. Part II is the official report of the proceedings together with annexes which contain all the papers presented in the conference, list of delegates, speeches etc. Decision of the ASEAN Standing Committee on the ACCSM proposals is presented in Part III for reference. This report also reproduces photographs which become the testimony of our endeavour and recapture the nostalgic moments for lasting memory.

Therefore, it is my sincere hope that member countries will find this report helpful in their concerted effort in improving the public administration and management and in fostering meaningful relations among the Public Services of ASEAN countries.

I would like to thank the Heads of the ASEAN Civil Services for their cooperation that make the conference a success. As the Interim Chairman I am always looking forward to hear on the progress of the projects agreed thereafter.

TAN SRI DATO' MAHMUD TAIB

*Interim Chairman,*

*Seventh ASEAN Conference On Civil Service Matters (ACCSM),*

*Kuala Lumpur*

*Malaysia*

July 1994

## **PART I**

### **EXECUTIVE SUMMARY**

## Executive Summary

### \* Note

*This executive summary was prepared by the Interim Secretariat in order to assist reading. It is by no means intended to replace the official report of the proceedings. Should any discrepancies exist between the executive summary and the official report of proceedings, the latter should prevail.*

### INTRODUCTION

The idea of convening a conference among the heads of Civil/Public Service Agencies of the ASEAN countries was proposed in 1980 and endorsed by the Second ASEAN Standing Committee held in Manila on 24th. November 1981. This led to the birth of this conference which was then called "ASEAN Conference on Reforms in the Civil Service (ACRCS)". The objectives of ACRCS are:

- (i) to exchange experience and views on civil service reforms and management education and training technologies;
- (ii) to review proposed areas of collaboration, formulate a feasible programme and identify/delineate roles of participating agencies and institutions; and
- (iii) to recommend specific programmes and projects on civil service reforms and management education and training intended to

intensify interaction among participating institutions in the ASEAN region.

In 1987, the conference adopted its present title - **ASEAN Conference on Civil Service Matters (ACCSM)** - following the decision of ASEAN Standing Committee on the institutionalization of the conference.

### *Objectives of ACCSM*

The setting up of ACCSM is in accordance with the Bangkok Declaration which encourages active collaboration and mutual assistance in the administrative field, with the aim of strengthening ties and further enhancing common interests and goals. The general objective of the ACCSM is *to bring about closer cooperation among the civil services of ASEAN countries and to strengthen and equip them to meet the challenges of the current rapid developments that are taking place in ASEAN countries due to advancements in science and*



*technology.* Specifically, the objectives are:

- o To provide a forum for a continuing exchange of experiences and views on improvements in the Civil Service and their implications for management education and training;
- o To provide an in-depth exchange of views and experience on specific development projects of each respective country;
- o To review the implementation of the collaborative programme in modernising the public/civil service systems among the ASEAN countries; and
- o To promote greater collaboration among member countries in the field of public administration and management.

### *Terms Of Reference*

Terms of Reference of ACRCs/ACCSM are as follows:

1. The Conference shall be held in an ASEAN country once every two years.
2. The Conference shall be chaired by the Head of the Civil Service agency of the host

country. The venue of the Conference shall be rotated among the six ASEAN countries in alphabetical order.

3. The chairman of the Conference will hold office until the next Conference, and act as the regional focal point for follow-up action on decisions of the Conference.
4. The chairman may convene meetings in-between the two Conferences or consult with counterparts in member countries on relevant matters when deemed necessary.
5. The Conference shall be directly responsible and report to the ASEAN Standing Committee which may give policy guidance to the chairman of the Conference.
6. The reports of the Conference shall be submitted to the ASEAN Standing Committee for consideration and/or approval.

### *Past Conferences*

To date, a series of six ACRCs/ACCSM conferences have been held:

First Conference, Manila, 27 - 31 July 1981;

Second Conference, Kuala Lumpur, 22 - 26 August 1983;

Third Conference, Bangkok, 13 - 17 May 1985;

Fourth Conference, Singapore, 27 - 31 July 1987;

Fifth Conference, Jakarta and Bali, 4 - 9 September 1989; and

Sixth Conference, Bandar Seri Begawan, 9 - 13 September 1991.

#### REPORT OF THE SEVENTH CONFERENCE

The Seventh ASEAN Conference On Civil Service Matters was held in Kuala Lumpur and Genting Highlands, Malaysia from 4th. to 8th. October 1993. The Honourable Minister in the Prime Minister's Department, Dato' Abang Abu Bakar bin Datu Bandar Abang Haji Mustapha, officiated the conference. The closing ceremony was conducted by the Chief Secretary to the Government, Tan Sri Dato' Seri Ahmad Sarji b. Abdul Hamid.

The theme of the Conference was *Challenges For Innovation In The Civil Service*.

Some thirty delegates from ASEAN countries attended the Conference together with 12 observers consisting of representatives from Vietnam, Papua New Guinea, the ASEAN Secretary General, Asia Pacific Development Centre and some Malaysian observers.

A total of 18 papers were presented whereby each country presented three papers - a **country paper**, a **technical paper** and a **project proposal**. The Conference agenda was made up of paper presentation, discussion and workshop sessions. Papers presented were:

#### *Country Papers*

- (1) Brunei Darussalam - *Challenges For Innovation In The Brunei Darussalam's Civil Service*;
- (2) Indonesia - *Challenges For Innovation In The Civil Service*;
- (3) Philippines - *Innovations And Creativity In The Philippines Civil Service*;
- (4) Malaysia - *Challenges For Innovation In The Malaysian Civil Service*;
- (5) Thailand - *Reengineering The Civil Service*; and

- (6) *Singapore - Recent Developments In The Singapore Civil Service.*

**Technical Papers**

- (1) *Brunei Darussalam - Innovation In Management Development Training At The Civil Service Institute;*
- (2) *Indonesia - Education And Training System For The Indonesian Public Servants;*
- (3) *Philippines - Innovations In The Office For Legal Affairs, Civil Service Commission, Philippines;*
- (4) *Singapore - The Experience Of The Inland Revenue Authority Of Singapore;*
- (5) *Thailand - Compact and Efficient Government Work Force; and*
- (6) *Malaysia - Implementation Of Innovation: The Malaysian Experience.*

**Project Proposal**

- (1) *Brunei Darussalam - Management Development: Management With An Entrepreneurial Mentality And Capability;*
- (2) *Indonesia - Workshop For The Deliberation Upon The Promotion Of ASEAN Civil Services Collaboration Programs;*
- (3) *Philippines - Directory Of Resource Persons & Exchange Scholarship Program;*
- (4) *Singapore - Development Of A Training Programme For Creative Problem Solving In The Public Sector;*
- (5) *Thailand - Globalization For ASEAN Senior Executive Seminar; and*
- (6) *Malaysia - ASEAN Strategic Leadership Seminar: Networking In The Decades Ahead.*

## *Synopsis of Country Papers*

### Brunei Darussalam

The paper presented by Brunei Darussalam highlights the country's administrative innovations. A comprehensive programme of Civil Service Review was initiated to bring about a reduction in Government expenditure by improving the civil service performance and effectiveness.

A programme specific monitoring and evaluation system was introduced to measure the impact of the program, whereby the Civil Service Review Committee members and programme managers will discuss and agree to the objective, measurement and verification of program outputs.

There are permanent Management Action Teams (MATS) in all agencies which conduct monthly meetings to identify and implement programmes towards improving public sector services. All MATS meet to share ideas and experiences. Successful civil service review projects will be publicised among organizations and Civil Service Excellence Awards given.

The Employees' Trust fund for non-pensionable workers in the public

sector has been implemented in order to reduce government financial burdens in the payment of pension to employees and to enable mobility of employees between the public and private sectors. Work performance appraisal system has also been introduced.

### Indonesia

In Indonesia, several improvements in public administration are being made. State owned enterprises have been reorganized to provide more autonomy to management, to enable them to compete with the private sector. Subsidies have also been stopped. In the industrial and trade sectors, some deregulations have been implemented. Administrative processes/procedures have been reduced in the provision of certain services, such as the issuing of driving licenses, licenses for housing estate developers and identity cards.

While there is a pressing need for skilled civil servants to carry out development programmes in education, health and agricultural sectors, Indonesia is planning to control the growth of the public service to keep it at an optimal size. This is to ensure that the quality of the civil service in terms of training, education and remuneration is increased. In the meantime the

government will hire workers on a contract basis to meet the shortage of manpower.

Government has been conducting regular training programmes for the improvement of civil service performance. Improvements have also been done in recruitment by conducting written/oral exams and improving the remuneration system. An integrated personnel information system will be established through computerization linking the regional data on personnel to the existing data at the Board of Civil Service administration. Through this the government will be able to check the strength and distribution of civil servants to enable planning for personnel administration needs and the required budget. Annual performance appraisals and promotions are based on merit. In the Indonesian civil service, skilled personnel such as teachers, physicians, paramedics, immigration personnel etc. are evaluated on their performance according to their functions and work load, and the credit point promotion system is practised.

### Philippines

In the Philippines, there was a reorganization in the civil service in 1987 after the end of the martial rule. As the bureaucracy was big, top heavy

and workforce poorly paid, steps were taken to downsize it and make the organization more efficient. The Attrition Law passed in 1992 was aimed at cutting down the bureaucracy by not filling up posts that fall vacant. Seventy percent (70%) of the vacancies have remained unfilled as a result of this law thus generating a savings of P 1.5 billion. A move was made to professionalize the civil service through the Civil Service Commission (CSC).

The Salary Standardization Law to upgrade and correct salary disparities was introduced. Memorandum Circular No. 42 which requires that all division chiefs must have a degree besides experience was issued. The incentives/awards scheme is being revived for outstanding contributions by individuals and for good performance by agencies. Senior officials are required to commit to an annual performance contract. Public sector unionism for the welfare of public servants through negotiations is allowed.

The Panibagong Sigla 2000 (PS 2000) was introduced and ideas for reforms for the public sector came from the Philippines bureaucracy. Several reforms were suggested, and one of these i.e., the split payment of the 13th month bonus was recently implemented.

New approaches in training such as the distance learning programme (DLP) and the local scholarship programme were introduced. The course content of the DLP focusses on the essential concepts of public service administration. Civil servants in remote areas have easy access to this course which is conducted through the network of 14 regional offices of the CSC. The 'Modified Walk - In Examination System (MOWE)', where an exam is taken with the aid of the computer, and results obtained on the same day will soon be implemented.

Field and provincial offices have been increased nationwide whereby central functions and services will be moved to these regional offices where they are most needed.

The CSC Accreditation Programme (CSAP), which is a scheme to deregulate and devolve civil service commission functions to national government offices was introduced. Agencies accredited under the programme can conduct their own appointments in the first and second levels of career and non - career service.

### Singapore

In Singapore's country paper

"Recent Developments in the Singapore Civil Service", a number of programmes and strategies adopted by the civil service is described.

The Public Service Commission (PSC) has taken a pro-active approach in recruitment of talent, by presenting the attractions of civil service jobs to potential recruits at on - campus recruitment, career fairs, and through publications and the television. A Performance Bonus Scheme for superscale officers where a maximum of 2 months additional salary can be given for outstanding performance has been implemented.

The Civil Service College established in 1993 aims to have a more comprehensive human resource development programme, by developing a value system, esprit de corps, a sense of tradition among civil servants, and to keep them abreast with changes. A Public Policy Perspectives Seminar is conducted for fresh government scholars from overseas, to give them an understanding on the constraints on public policies and the problems faced by policy makers, using case studies. A series of talks entitled "Reflections at Raffles" is regularly held where senior civil servants share their insights and personal experiences with younger civil servants. The Civil Service Institute (CSI) conducts 1000

courses of 100 different types every year. A key training programme is the Public Contact Improvement Programme at frontline counters and the Telephone Contact Programme.

Singapore has promoted the Cashless Transactions Programme successfully. The GIRO has been introduced, where customers can authorize their banks to make automatic deductions from their accounts for the payment of bills such as income tax, telephone, utilities, etc. Payment of fines for traffic offences through banking is also done.

Under the Civil Service Computerization Programme (CSCP), all government ministries and state organizations have been computerized with more than 10 mainframes and minicomputers and over 10,000 workstations. A government information kiosk called "Singatouch" is soon to be made available at public places. The kiosk will be ergonomically designed and will include touch - screen monitors, video and audio features in different languages, card readers as well as receipt printers.

The civil service also adopts a preventive approach through a "Healthy Lifestyle Campaign" in order to improve employee performance and morale as well as to moderate health

care cost increases. The programme involves Health Profiling which reveals problems such as lack of exercise, high cholesterol level and high body fat composition. The programme also includes Health Improvement Programmes such as nutrition, stress management, and weight management. Since 1988 the civil service has implemented a flexible wage policy to link the public sector wages to national economic performance. These additional wages are given in the form of annual variable payments. The Non - Pensionable Variable Component (NPVP) is paid monthly on top of gross salaries, and is adjusted depending on the state of the economy.

### Thailand

Thailand's country paper explains how the Thai Civil Service has tried to reorganize functions/activities, structure and processes of the Thai public service in order to adjust to development needs of the nation and to provide better quality services in a cost effective manner.

The Civil Service Act 1975 was revised and improved whereby the role of the Office of the Civil Service Commission (OCSC) was changed, to

assist, advise and supervise. The OCSC had delegated and decentralized personnel matters to agencies.

The OCSC is planning to privatize some activities as the Thai public service is big, using up about 40% of the national budget. Thailand hopes to spend about 10% of its national budget for the public service. Activities such as medical care, higher level education, engineering and education are being considered for privatization.

The OCSC is also restructuring the civil service, and determining manpower requirements, and will place importance to giving manpower to areas such as science and technology, industry, commerce, agriculture, tourism and environment. Provinces (at regional level) will be given more authority to plan and implement projects.

### Malaysia

Malaysia's Country Paper outlines some of the major challenges faced and innovations instituted in the Malaysian Civil Service to perform its role effectively and to meet the need of a fast developing nation. The main effects are those initiated by the Panel for Improvement of the Public Service. Improvement Programmes

under the Panel are the programmes to improve the service to the public, to improve the productivity and quality and to inculcate positive values and work ethics among the public officers. Other programmes are the New Remuneration System (NRS) and the Modified Budgeting System (MBS).

The New Remuneration System (NRS) was recently introduced and has significantly reduced the number of grades in the public sector pay system and levels of management thus enabling quick responses and decisions. The NRS is a performance based pay system allowing recognition and rewards for creativity and encouraging healthy competition and greater productivity among civil servants.

The New Modified Budgeting System (MBS) introduced in 1990 allows a more efficient allocation of resources, better management of the existing programmes and greater accountability. The MBS has greater flexibility of public expenditure and control unlike the previous system, the Programme and Performance Budgeting (PPBS), which had constraints on management flexibility thus hampering programme efficiency and effectiveness. Complementary to the MBS, the micro - accounting system was introduced to account for costing of inputs which enables better



monitoring and control of resources used.

### *Synopsis of Technical Papers*

#### Brunei Darussalam

The paper elaborates on innovation at the Civil Service Institute. The Civil Service Institute is developing a training programme for managers and supervisors that will enable them to adapt to dynamic work environment, with emphasis in skill building.

#### Indonesia

Indonesia's technical paper focusses on the training and education conducted by the National Administrative Staff College (*Sespanas*) for senior government officials in administration and management, and the Distance Learning (*Sepala Jarak Jauh*) a pilot education and training project for the lower/middle management level.

#### Philippines

In its technical paper, Philippines talks about the innovations carried out in the office for Legal Affairs (OLA) which serves as the legal arm of the CSC. The innovations introduced have significantly increased the productivity

of the OLA. In 1987 the total output was 529 decisions and as of August 1993 the total output was 4005 decisions, whereas previously it had taken months to resolve cases. One of the improvements the OLA has done is computerization. It has a Local Area Network-Based Case Digest Data Bank System, where CSC decisions and Supreme Court decisions are inputted in the Local Area Network (LAN). This serves as a management information system linked from one office to another.

#### Singapore

In its technical paper, Singapore talks about innovation in public administration in the Inland Revenue Authority of Singapore (IRAS). IRAS had incorporated itself into a statutory board in October 1992 and was able to transform itself from a tax authority with operational problems to a more dynamic and efficient tax administrator by undergoing the necessary changes and reforms. As a statutory board, IRAS had greater flexibility and autonomy to manage its finance and personnel matters and therefore was able to recruit and retain highly qualified and good tax officers, by giving its officers competitive pay with the job market.

IRAS computerized checks and procedures and this expedited

processing time of vetting tax returns which in turn enabled officers to focus on more important tasks. Process changes from tax-type to function-based (assessment, collection, audit) helped to reduce the tax assessment backlog by creating greater integration of operations. Duplication of tasks like tax collection was eliminated when all forms of taxes could be paid into one department instead of different collection departments catering to different taxes. IRAS also employed part - timers to do tax assessments during the peak period. Proper job and staff structure, structured training and development as well as performance based reward systems were developed to attract and retain good officers. There were salary increments of 10 - 20%. By the end of 1993 all backlogs of assessment were cleared, and has given a revenue surplus of \$24 million for the IRAS by the end of its first financial year.

### Thailand

In Thailand's technical paper entitled "Compact and Efficient Government Work Force" the Office of the Civil Service Commission (OCSC) is planning to solve the workforce problem with cooperation from department heads who are traditionally used to expanding their organizations. The OCSC discusses a

number of short and long term measures of how to achieve a compact and efficient civil service.

### Malaysia

Malaysia's technical paper discusses Malaysia's experience in implementing innovations. It elaborates on the various steps taken to implement the innovation in seven areas namely manpower; systems and procedures; organisation structure; management style; work environment; technology; and capital equipment. Rewards were given to departments and agencies for successfully implemented innovations. Up to 1992, a total of 570 innovation projects had been successfully implemented in the various areas mentioned earlier.

### *Project Proposals*

Every participating country put up one or more proposals for consideration of the Conference. The proposals and decisions of the Conference are outlined below:

**Brunei Darussalam - *Management Development: Management With Entrepreneurial Mentality and Capability***

Brunei Darussalam proposed a seminar on *Management With Entrepreneurial Mentality and Capability*. The seminar is meant for ASEAN Civil Servants with the objective to enhance the administrative capability and to strengthen the leadership capability and competency. It is a three-day seminar for 24 persons scheduled to be held in May 1995. Estimated cost is US\$37,682.50.

The proposal was endorsed by the conference.

**Indonesia - *Workshop for the Deliberation Upon the Promotion of the ASEAN Civil Service Collaborative Programs***

Indonesia's project proposal is a workshop to deliberate on the possibility of exchanging the existing expertise in each ASEAN country aimed at promoting the implementation of the ASEAN Civil Services' Collaborative Programmes as agreed upon in the First ASEAN Conference on Civil Service Reforms in 1981.

The project consists of two workshops, four and five days respectively. Each workshop will cater for 18 persons. The projects are scheduled to be held in 1994 at an estimated cost of US\$94,168.20.

The proposal was endorsed.

**Philippines -**

**(1) *Directory of Resource Persons***

**(2) *ASEAN Exchange Scholarship Programme***

Philippines put forward two project proposals, i.e. Directory of Resource Person (DRP) and Exchange Scholarship Programme. The DRP is a data bank of expertise and specialized skills of the ASEAN countries. The project will make available information in printed directory and diskette, and qualitative/quantitative information on the resource persons on public sector administration in member countries.

The Exchange Scholarship Programme is a development assistance programme through the exchange of scholars among ASEAN member countries. The programme will provide government employers with training in public administration.

The Conference proposed that

Indonesia and Philippines collaborate in undertaking the first project (DRP). On the second project, the conference decided that this programme be deferred, for instead, it was proposed that there be an exchange of information on the availability of existing courses in member countries.

**Singapore - *Developing Of A Training Programme For Creative Problem Solving In The Public Sector:***

Singapore's project proposal entitled "Development of a Training Programme for Creative Problem Solving in the Public Sector" consists of a 4 - 5 day seminar for trainers which will be held after November 1994, and the development of a Trainer's Manual. The project aims to create public sector managers in ASEAN who are always adapting and improvement seeking. Problems, although in different forms, provide scope for new insights, new solutions and constructive creativity. With training and application, new perspectives and creative skills can be developed. The Civil Service Institute of Singapore will develop the training materials and the Trainer's Manual for the managerial course on Creative Problem Solving Techniques and Processes. This project can be completed in one year and requires inputs from experienced senior trainers from ASEAN member countries.

The ASEAN Secretariat proposed that the results of the short term training in the use of the trainer's manual be implemented on a pilot project basis by the countries and that a regional workshop be organized to share experiences among ASEAN Civil Service.

**Thailand - *A Seminar On Globalization For ASEAN Senior Executives***

Thailand's project proposal is entitled "Globalization for ASEAN Senior Executive Seminar". The same project proposal has been approved by the ASEAN STANDING COMMITTEE (ASC) twice but had not been funded by the UNDP. The main objective of this project is to increase awareness of the senior executives on matters such as internationalization, decentralization, privatization, downsizing and quality service in the public sector. This is a 1 - 2 week seminar. The conference agreed in principle to this seminar.

**Malaysia - *ASEAN Strategic Leadership Seminar: Networking In The Decades Ahead***

Malaysia's project proposal is on "ASEAN Strategic Leadership: Networking In The Decades Ahead". This proposal involves a 10-day

seminar for the ASEAN civil servants to exchange ideas on leadership values and practices, suitable for use in ASEAN countries, and would assist in promoting networking among them. Estimated cost is RM134,610.00. The conference agreed for Malaysia to hold the seminar.

### ***General Issues***

The conference deliberated on several other issues and arrived at the following conclusions summarised below:

#### **(1) Funding of Projects**

The host country will bear the local cost expenses of a project, while travel, accommodation and per diem expenses will be borne by the respective member countries.

#### **(2) ASEAN Support For Project Proposals**

Member countries can seek the ASEAN Secretariat's assistance in obtaining funds for consultancy services from within ASEAN and without.

#### **(3) Importance Of Civil Service Projects**

It was agreed that civil service

projects be given more importance at high-level ASEAN forums as they address the priority areas recognized by dialogue partners, particularly the UNDP. Member countries were encouraged to proceed with their respective project proposals and to solicit funds from alternative sources. The conference felt that projects should be formulated within priority areas identified by the funding authorities, especially the UNDP, such as in the area of science and technology. The ASEAN Secretariat can assist member countries in this regard. As for the future projects, it was agreed that addressing regional concerns would stand a better chance in soliciting funds.

#### **4. Interim Chairman and Secretariat**

The Conference agreed to appoint the Director-General of Public Service Malaysia as the Interim Chairman until the next conference, and the Public Service Department, Malaysia as the Secretariat.

#### **5. The Eighth Conference**

The Conference decided that Philippines would host the next conference.

**ADOPTION OF THE DECISIONS  
BY THE ASEAN STANDING  
COMMITTEE (ASC)**

1. The First Meeting of the 27th. ASEAN Standing Committee held in Bangkok on 1 - 3 November 1993 adopted the Report of the Seventh ACCSM and endorsed the projects agreed by the conference.

2. The meeting reaffirmed that the Seventh ASEAN Conference On Civil

Service Matters (ACCSM) Conference be given as much attention as other ASEAN Committees.

3. The meeting agreed that the ASC Secretariat assist in sourcing of required fund support for certain projects from UNDP through ASP-5 and other sources.

Seventh ASEAN Conference On Civil Service  
Matters (ACCSM)  
Interim Secretariat  
(Public Service Department Malaysia  
Management Services Division)  
Kuala Lumpur

July 1994



Heads of Delegation to the Seventh ASEAN Conference On Civil Service Matters posing for the camera after the official opening of the conference on 4th. October 1994

From Left To Right

1. Mr. Lim Hock Chuan (Singapore)
2. Mr. Haji Soenarko (Indonesia)
3. Tan Sri Dato' Mahmud bin Taib (Malaysia)
4. Tan Sri Dato' Seri Ahmad Sarji bin Abdul Hamid  
(Chief Secretary to the Government, Malaysia)
5. The Honourable Dato Abang Abu Bakar bin Datu Bandar Abang Haji Mustapha  
(Minister in the Prime Minister's Department, Malaysia)
6. DatoPaduka Daniai Haji Hanafiah (Brunei Darussalam)
7. Dr. Filino Harahap (Asean Secretariat)
8. Ms. Patricia A. Sto. Tomas (Philippines)
9. Dr. Wilary Singhawisai (Thailand)



Delegates to the Seventh ASEAN Conference On Civil Service Matters in a photography session with the Hon Minister In The Prime Minister's Department (middle) and the Chief Secretary To The Government (in light suit on his right) after the official opening of the conference on 4th October 1993





A plenary session in progress



Delegates from  
Brunei Darussalam



Delegates from  
Indonesia



Delegates from  
the Republic of  
Philippines



Delegates from  
the Republic of  
Singapore



Delegates from  
Thailand



Delegates from  
Malaysia



Director-General of Public Service of Malaysia (the elected) Interim Chairman) making a remark in the closing ceremony. Seated is Chief Secretary to the Government while on his left is Ms Patricia Sto A. Tomas, Chairman of the Civil Service Commission of the Republic of Philippines



Delegates and guests at the closing ceremony



Watching a cultural show after a dinner

**MEMBERS OF THE SEVENTH ACCSM INTERIM SECRETARIAT  
1993 - 1995**

*Ms. Habibah bt. Ahmad Termizi*  
*Director*  
*Management Services Division*

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**PART II**

**REPORT OF THE  
PROCEEDINGS**



**THE SEVENTH ASEAN CONFERENCE  
ON  
CIVIL SERVICE MATTERS  
KUALA LUMPUR, 4 - 8 OCTOBER 1992**

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The Seventh ASEAN Conference on Civil Service Matters  
Kuala Lumpur  
4 - 8 October 1993

LETTER OF TRANSMITTAL

Kuala Lumpur,  
8th October 1993

Sir,

We have the honour to transmit herewith the report of the Seventh ASEAN Conference on Civil Service Matters held in Kuala Lumpur, Malaysia on 4 - 8 October 1993.

Accept, Sir, the assurances of our highest consideration.

A handwritten signature in black ink, appearing to read 'Daniah Hanafiah', written over a dotted line.

Dato Paduka Daniah  
Haji Hanafiah  
Brunei Darussalam

A handwritten signature in black ink, appearing to read 'Soenarko', written over a dotted line.

Haji Soenarko  
Indonesia

A handwritten signature in black ink, appearing to read 'Mahmud bin Taib', written over a dotted line.

Tan Sri Dato' Mahmud bin Taib  
Malaysia

*Patricia A. Sto. Tomas*

Patricia A. Sto Tomas  
Philippines

*Andrew G. K. Chew*

Dr. Andrew G. K. Chew  
Singapore

*Wilars Singhawisai*

Dr. Wilars Singhawisai  
Thailand

His Excellency Chairman,  
27th ASEAN Standing Committee

***REPORT OF THE SEVENTH  
ASEAN CONFERENCE  
ON CIVIL SERVICE MATTERS***

***KUALA LUMPUR, MALAYSIA  
4 TO 8 OCTOBER 1993***

REPORT OF THE SEVENTH ASEAN CONFERENCE  
ON CIVIL SERVICE MATTERS  
KUALA LUMPUR, MALAYSIA  
4 - 8 OCTOBER 1993

**INTRODUCTION**

1. The Seventh ASEAN Conference on Civil Service Matters was held in Kuala Lumpur from 4-8 October 1993. The theme of the Conference was "Challenges for Innovation in the Civil Service".

2. The Conference was attended by Dato Paduka Danial Haji Hanafiah, Director General of Public Service Department, Brunei Darussalam; Mr. Haji Soenarko, Vice Head of the ANCSA (BAKN), Indonesia; Tan Sri Dato' Mahmud bin Taib, Director-General, Public Service Department Malaysia; Ms. Patricia A. Sto.Tomas, Chairman, Civil Service Commission, Philippines; Dr. Andrew G.K. Chew, Head of Civil Service/Permanent Secretary, Public Service Division, Ministry of Finance, Singapore; Dr. Wilars Singhawisai, Secretary General, Office of the Civil Service Commission, Thailand and their respective delegations. The list of delegates appears as Annex A.

3. The Conference was also attended by Dr. Filino Harahap, Director of General Affairs and Head of the ASEAN Cooperation Unit, ASEAN Secretariat; Ms. Norlela Othman, Programme Officer, Asian and Pacific Development Centre (APDC); H.E. Mr. Alan Ine'e Oaisa, High Commissioner of Papua New Guinea to Malaysia; Mr. Luke K. Kulimbo, Second Secretary, Papua



New Guinea High Commission in Malaysia; and H.E. Mr. To Tu Ha, Deputy Minister/Vice Chairman of the Government Committee on Organisation and Personnel, Vietnam, H.E. Mr. Ngo Tat To, Ambassador of Vietnam to Malaysia; and Mr. Pham Van Diem, Expert Government Committee on Organisation and Personnel, Vietnam, as observers. The list of observers appears as Annex B.

#### WELCOMING ADDRESS

4. Tan Sri Dato' Mahmud Taib, Director General, Public Service Department Malaysia, extended a warm welcome to delegates, observers and distinguished guests. He also thanked the Honourable Dato' Abang Abu Bakar bin Datu Bandar Abang Haji Mustapha, Minister in the Prime Minister's Department for officiating the Conference. The presence of delegates from every ASEAN member country at the 7th ACCSM clearly demonstrated their commitment and support to the common cause of the Conference. He concluded his welcoming address with the hope that the Seventh ACCSM in Malaysia would be a unique and pleasant experience for all delegates and observers.

5. The full text of Tan Sri Dato' Mahmud's welcoming speech appears as Annex C.

## OPENING CEREMONY

6. The Honourable Dato' Abang Abu Bakar bin Datu Bandar Abang Haji Mustapha, Minister in the Prime Minister's Department in his opening address, stated that, given the current international scenario, regional cooperation is very relevant. It was therefore timely for ASEAN countries to forge closer links and foster an all-round cooperation in various fields to further enhance their common interests and goals, and to face the current rapid development that is taking place in ASEAN countries especially in the field of science and technology. He emphasised that as custodian of the people's trust and a catalyst for nation building, it is imperative for the Civil Service to be more efficient, productive, disciplined and innovative so as to ensure the success of development efforts and maintain good social order of the nation. The full text of the Honourable Minister's opening speech appears as Annex D.

AGENDA ITEM 1 : ELECTION OF CHAIRMAN AND  
VICE CHAIRMAN  
APPOINTMENT OF DRAFTING COMMITTEE

7. Tan Sri Dato' Mahmud Taib, the Head of the Malaysian delegation, was unanimously elected as Chairman. The Conference agreed that all other Heads of Delegation will be the Vice Chairpersons. The Conference appointed a Drafting Committee whose members are listed in Annex Y.

**AGENDA ITEM 2 : ADOPTION OF AGENDA**

8. The Conference adopted the Agenda which appears as Annex E. The items to be discussed at the Plenary Session would be decided among the Heads of Delegation later.

**AGENDA ITEM 3 : BUSINESS ARRANGEMENT**

9. The Conference was held in Plenary. The programme of the Conference appears as Annex E-1.

**AGENDA ITEM 4 : REPORT OF THE FOLLOW-UP ACTIONS OF THE SIXTH CONFERENCE**

10. Dato Paduka Danial Haji Hanafiah, Head of the Brunei Darussalam delegation, on behalf of the Chairman of the Interim Secretariat of the 6th ACCSM, addressed the Conference and later briefed on the development and progress that had taken place since the 6th Conference held in Brunei Darussalam in 1991.

11. Dato Paduka Danial, on behalf of the delegates to the Conference, thanked the Honourable Dato' Abang Abu Bakar bin Datu Bandar Abang Haji Mustapha, Minister in the Prime Minister's Department for officiating the Seventh ASEAN Conference on Civil Service Matters and for his thought-provoking keynote address. He hoped that the Conference would be a fruitful and successful one.

12. Dato Paduka Danial further expressed his country's pleasure for having had the honour of hosting the ACCSM for the first time in 1991. During the tenure of his country's Chairmanship, Brunei Darussalam had tried to follow through the actions recommended by the 6th Conference in accordance with the scope of the cooperation decided upon at the First ACCSM. However, funding constraints had impeded implementation of the actions of the 6th ACCSM.

13. The report was presented under the following subject headings:

#### 13.1 Funding

The Second Meeting of the 25th ASEAN Standing Committee, according to Dato Paduka Danial, had agreed to the following alternatives suggested by the 6th Conference in order to obtain funding for ACCSM projects:

- a) all expenses incurred are to be paid by the host country except travel expenses and accommodation which will be borne by each participating country;
- b) the host country will be responsible for all expenses incurred; and

- c) the host country will seek financial assistance from other sources.

13.2 Policy Guidelines on Participation of Private Sectors/NGO at ASEAN Meeting - Status of Observers to ACCSM

The Second Meeting of the 25th ASEAN Standing Committee held in Cebu Philippines from 2 - 4 December 1991, agreed that ACCSM should follow ASEAN guidelines on the above matter and approval should be obtained from the ASEAN Standing Committee.

13.3 Relations with the ASEAN Secretariat

On the above matter, Dato Paduka Danial said that the Second Meeting of the 25th ASEAN Standing Committee requested that ACCSM review the Establishment of an Ad-hoc Coordinating Group on ACCSM, in view of the fact that its function could be performed by the ASEAN Secretariat and to curb proliferation of ASEAN bodies.

#### 13.4 Activities and Project Proposals

The status of member countries' Project Proposals as agreed to by the 6th ACCSM and the Second Meeting of the 25th ASEAN Standing Committee which are being pursued are as below:

PROJECT TITLE	COUNTRY	STATUS
Leadership and Management in ASEAN Civil Service in the Decades Ahead: Facing the Challenges and Seizing Opportunities	Malaysia	Targetted for 1994
Workshop/Seminar for Senior and Middle Level Managers of ASEAN Civil Services: Leadership, Management and Organisation Effectiveness	Brunei Darussalam	Implemented
Seminar on Executive Service Development Programme (CESDP)	Philippines	Targetted for 1994
* The Promotion of ASEAN Collaborative Programme Planning in the Field of Civil Service Matters: Study Visit - ASEAN Civil Service Record System	Indonesia	Being implemented
* Public Administration Seminars	Singapore	Awaiting UNDP Funding
* ASEAN Senior Management Seminar	Thailand	Funds being sourced

\* Projects previously approved by the 5th ACCSM resubmitted to the 6th ACCSM

14. The full text of the Report of the Follow-up Actions of the 6th Conference and Dato Paduka Danial's speech appear as Annexes F and F-1 respectively.

15. The Conference thanked Dato Paduka Danial for presenting the Report and made the following observations:

15.1 Civil service matters seem to assume a low priority in ASEAN's scheme of things.

15.2 Due to insufficient funding, ASEAN member countries could take the initiative to obtain funds on their own from alternative sources. However, the Conference felt that member countries should still pursue such initiatives to seek funds within the mechanism of the ASEAN Secretariat.

16. The Conference called upon the ASEAN secretariat to expedite the process of obtaining funding for the agreed programmes/projects. At the same time, member countries should also make efforts to raise funds for their respective programmes/projects.

17. Dr. Filino Harahap, representing the ASEAN Secretariat, in response to a query from the Head of the Delegation of the Philippines, on priorities for ASEAN cooperation, informed that directives and priorities were derived from those emanating from the 4th Meeting of the ASEAN Heads of Government held in Singapore in January 1992. Within the context of the possible funding from UNDP within its 5th cycle program (1992 - 1996) for ASEAN on the ASEAN Sub-Regional

Program for the 5th cycle (ASP-5), the earlier-mentioned directives and priorities had been narrowed down to 4 sub-program areas, these are trade liberalisation, science and technology and the environment, human development and capacity building. Accordingly, UNDP funds have been allocated for these sub-programs.

18. Tan Sri Dato' Mahmud Taib, Head of the Malaysian Delegation, reiterated to delegates that human development is critical to ensure the country's progress.

**AGENDA ITEM 5 : PRESENTATION AND DISCUSSION OF COUNTRY PAPERS**

**5.1 : BRUNEI DARUSSALAM**

Chaired by : Dr. Burhanudin  
A. Tajibnapi  
(Indonesia)

19. Mr. Haji Md. Yusof Haji Md. Hassan presented the country paper entitled "Challenges for Innovation in the Brunei Darussalam's Civil Service" which appears as Annex G.

**ISSUES DISCUSSED**

20. The following issues were discussed:

**20.1 Employees Trust Fund (TAP)**

The Brunei Darussalam Government chose to establish the Employee's Trust Fund initially for citizens who are in non-pensionable scheme of the Brunei Darussalam Civil Service. The Fund is aimed at



reducing the financial burden in paying those in the pensionable scheme. The non-pensionable employees concerned are those employed on a month-to-month or a daily-rated basis. Contributions to the TAP are on 5% employer and 5% employee basis.

#### 20.2 Attitudinal Change

The Brunei Darussalam Civil Service has to play a major role in the development of Brunei Darussalam. The private sector expects the Brunei Darussalam Civil Service to be supportive of the needs of the private sector and provide the required service. In order to promote private enterprise, the Brunei Darussalam Civil Service must cultivate the right attitude amongst its personnel.

Recruitment and training are means by which right attitudes are to be developed amongst employees of Brunei Darussalam. Recruitment is more selective with entry qualifications given greater emphasis. In-service training at Masters and Ph.D levels is provided for serving officers.

#### 20.3 Management Actions Teams

Management Actions Teams (MAT) formed at agency level, conduct monthly meetings to increase efficiency of their departments. MATs of different agencies meet to share ideas and experiences

regularly. There is no inter-agency action team per se though. The MAT is monitored by top management in the respective agency, the Civil Service Review Committee and the Management Services Department. Outstanding ideas are nominated for the excellence awards.

5.2 : INDONESIA

Chaired by : Tuan Haji Abdul Halim  
bin Salam  
(Malaysia)

21. Dr. Burhanudin A. Tajibnapi presented the country paper entitled "Challenges for Innovation in the Civil Service" which appears as Annex H.

ISSUES DISCUSSED

22. The following issues were discussed:

22.1 Improving Recruitment Procedures

Entry tests are conducted before appointment to determine the suitability of applicants to the needs of the Civil Service. No further entry tests are conducted on officers after having been appointed. The test is similar to the evaluation procedures of the Indonesian Armed Forces.

## 22.2 On Recruitment Policy

The Civil Service in Indonesia is centrally organised. It is estimated that a ratio of civil servants to the total population of the country at 2% is an optimal size for the public sector. To achieve this ratio, the Indonesian Civil Service expects to recruit 65,000 employees in 1993, 20,000 in 1994 and none in 1995. Privatization of Public Services would ensure that the public sector size can be kept under control.

## 22.3 Integrated Personnel Information System

The cost of establishing an effective Integrated Personnel Information System with basic data is estimated at US\$5.00 per employee based on 1990 estimates. Data of personnel in remote areas could be transmitted to the central data base possibly through satellite communication, to be used in promotion and career advancement exercises.

## 22.4 Establishment of Functional Positions

The details of the Functional Positions in the Indonesia Civil Service is as in Annex H-1. The performance appraisal system of the functional positions is reviewed annually to redress any weaknesses identified. Malaysia has expressed interest in this appraisal system.

5.3 : PHILIPPINES

Chaired By : Pengiran Haji Yusof  
Pengiran Kula  
(Brunei Darussalam)

23. Mr. Salvador C. Fernandez presented the country paper entitled "Innovations and Creativity in the Philippine Civil Service" which appears as Annex I.

ISSUES DISCUSSED

24. The following issues were discussed:

24.1 Early Retirement Scheme

The early retirement scheme in the Philippines also experienced the common problem of losing quality personnel. A recent move intended to lower the mandatory retirement age from 65 to 60 and the optional retirement age from 60 to 55 has drawn objections from the Government Service Insurance System which claims this could compromise the system's viability.

Natural attrition of civil service is about 50,000 a year. The Attrition Law stipulates that 70% of these positions will not be filled. Improved work system and procedures, computerisation and better utilisation of technology are expected to compensate the decrease in the workforce.

#### 24.2 Distance Learning Program (DLP)

The DLP relies heavily on the mailing system to reach end users in remote areas. Evaluation of students is aimed at measuring their cognitive skills. Values are not taught through the DLP as this requires face to face communication. Currently, the DLP consists of five modules which would be increased to 10 by next year.

#### 24.3 Panibagong Sigla (PS 2000)

The Panibagong Sigla 2000 is not a permanent secretariat. It is an initiative of the civil service with emphasis on attitudinal training, behavioural training, and soul-searching by the employees. The results have been encouraging. The Employees Assembly formed under PS 2000 have put forth many productive recommendations. Nevertheless, work conditions have to be improved first before other measures are pursued.

#### 24.4 Performance Contract

The performance contract between senior officials and their heads of department defines clearly the yearly output expected of the officers. Officials who do not achieve the contracted output can be dismissed from their jobs. Currently, the programmed performances and their budget are not

related, thus creating problems which need to be addressed.

#### 24.5 Recognition Schemes

The Employees Suggestion and Incentive Awards System (ESIAS) is distinct from other decreed awards. It allows saving in current year expenditure resulting from outstanding and exemplary contributions by employees to be used to reward them.

#### 24.6 Public Sector Unionism (PSU)

Civil servants are allowed to form or join unions and negotiate on terms and conditions of employment which are not fixed by law. They, however, have no right to strike. Labour-Management disputes are decided by the Public Sector Labor Management Council which is composed of the Chairman of the Civil Service Commission (as Chairman) and the Secretary of Budget and Management, the Secretary of Justice, the Secretary of Finance, and the Secretary of Labor (as Members).

5.4 : MALAYSIA

Chaired by : Mr. Lim Hock Chuan  
(Singapore)

25. Dr. Mohd. Rais Abdul Karim presented the country paper entitled "Challenges for Innovation in the Malaysian Civil Service" which appears as Annex J.

ISSUES DISCUSSED

26. The following issues were discussed:

26.1 Total Quality Management (TQM)

TQM entails quality improvement at all stages of production of services by agencies. It encompasses top management right down to lower staff.

QCCs were begun in 1980's and were focused at the lower operational levels of the Civil Service. The aim of the QCCs is to discuss and solve problems which they encounter using various problem-solving techniques. Top management support is necessary and important for the success of QCCs.

26.2 Leadership Models

While there is no ideal model of leadership, qualities such as the ability to bring about change, to inspire and encourage others, are the distinctive traits of any good leader.

### 26.3 Modified Budgeting System (MBS)

The MBS is an improvement of the Programme Performance Budgeting System (PPBS). MBS allows greater flexibility for public expenditure and control. It allows greater flexibility in the management of public expenditure, placing increased responsibility for efficient and prudent utilization of funds upon the managers. In this respect, the concept of "Let Managers Manage" has been taken a step further.

### 26.4 Changing Values and Ethics

The core values adopted by the Malaysian Civil Service stem from the very essence and fabric of the multi-ethnic Malaysian society. These core values have formed the basis for the Code of Ethics and the Twelve Pillars (Tonggak Dua Belas) for the Malaysian Civil Service.

Changing the values of the civil servants at all levels, especially at top management level, is crucial in instituting the process of change. For example, with the implementation of the New Remuneration System (NRS), a training programme for top management was specially designed to assist this change process. On the Malaysian political scene for instance, the Prime Minister is a prime motivator and initiator of change in the values and



ethics of the political leaders and senior officers.

#### 26.5 Role of the Inspectorate Unit

The Inspectorate Unit of MAMPU was established in 1992 following a Cabinet decision. The Inspectorate reports directly to the Chief Secretary to the Government and the Director General of the Public Service Department.

The role of the Inspectorate is both to continuously monitor as well as facilitate the implementation of government circulars at departmental levels, through follow-up and follow-through actions. In this context, emphasis is placed on aligning all services toward realizing national goals and aspirations. This is in keeping with the philosophy of building a "Culture of Excellence" within the civil service.

#### 5.5 : THAILAND

Chaired by : Mr. Elmer  
R. Bartolata  
(Philippines)

27. Dr. Chalerm Sripadoong presented the country paper entitled "Reengineering The Civil Service" which appears as Annex K.

## ISSUES DISCUSSED

28. The following issues were discussed:

### 28.1 The Problem of "Brain-drain"

The Office of the Civil Service Commission (OCSC) has identified 17 areas of discipline where manpower shortages occur as a result of "brain-drain" in the areas such as medicine, science and technology etc. This is mainly due to the disparity in pay structures between the public and private sectors.

To counteract this problem, the OCSC has introduced a 5-scale salary system within the civil service and an allowance scheme as added incentive to specific professions.

In addressing the issue of manpower shortages, the OCSC policy of minimising manpower while maximising output is realized through privatization, office automation, technology and decentralization.

### 28.2 The Issue of Corruption

Corruption, if any, could be minimised through deregulation, streamlining procedures, making governments procedures transparent and explaining the procedures to the public.

5.6 : SINGAPORE

Chaired By : Dr. Wilars Singhawisai  
(Thailand)

29. Mr. Lim Hock Chuan presented the country paper entitled "Recent Developments in the Singapore Civil Service" which appears as Annex L.

ISSUES DISCUSSED

30. The following issues were discussed:

30.1 Healthy Life-Style Campaign

The healthy life-style campaign is a total approach to instilling in the minds of civil servants the value of good health. Screening is but a component of the campaign.

30.2 Flexible Wage Policy

Singapore Civil Service wages consist of components designed to achieve specific ends. The total wages would not exceed remuneration in comparable private sector jobs. Some components are awarded across the board to all employees whereas others are specific to job categories. The components are:

- i. basic salary;
- ii. monthly variable component;
- iii. annual wage supplement;
- iv. annual variable payment; and
- v. annual special performance bonus.

Except for the Annual Special Performance Bonus which is available only to top officials, all others are paid across the board and to all employees. The bonus depends on performance and is paid directly to outstanding employees to ensure confidentiality. The officials are appraised by a committee comprising their superiors. Certain posts such as that of the Chief Justice and the Chairman of the Public Service Commission, which are not subject to appraisal, are given the maximum award, equivalent to 2 months award under this category.

Of the total number of officials eligible for the bonus, the maximum 2 months award is restricted to not more than 5% of the group. The other eligible officials would obtain less than the above maximum.

### 30.3 Cashless Transaction

The aim of promoting cashless transactions is to save manpower which can be freed to perform other beneficial tasks. The increased use of computers and automation is not envisaged to create an impersonal society.

#### 30.4 Civil Service College

The Civil Service College is a useful instrument to instil common values amongst senior officers in the different parts of the public sector that is ministries, departments and statutory bodies.

#### 30.5 Information Technology

Automation is introduced in line with decisions made by top leadership. A Computer Information System Planning Study is conducted to assess the possibilities that exist for automation in government agencies. The National Computer Board acts as a consultant to automation efforts in government.

#### 30.6 Recruitment

Recruitment in the civil service is based on pre-screening applicants' academic qualifications and an interview. Other factors include the applicants' aptitude, leadership potential and specific abilities required for a particular job.

Recruitment by the civil service is done competitively both in Singapore and to a lesser extent overseas. Candidates are chosen on merit. Successful candidates are placed on a two-year probationary period during which satisfactory performance is required for confirmation.

Career development prospects for officers depend on their individual potential. Specific training is given to develop potential of officers.

**AGENDA ITEM 6 : PRESENTATION AND DISCUSSION OF TECHNICAL PAPER**

**6.1 : BRUNEI DARUSSALAM**

Chaired by : Mr. Mohd. Ali bin Hassan  
(Malaysia)

31. Pengiran Haji Yusof Pengiran Kula presented the Technical Paper entitled "Innovation in Management Development Training at the Civil Service Institute" which appears as Annex M.

**ISSUES DISCUSSED**

32. The following issues were discussed:

**32.1 Advance Management Programme**

The training needs analysis for the Advance Management Programme (AMP) was done with expert advice from Harvard Institute for International Development (HIID). The experts were those who had working experience in developing countries of the region and familiar with the structure, systems and culture in Brunei Darussalam. The AMP would be in keeping with the aims of the 5-year development plans.

Costs for the programme would be borne by the government although private sector participants may be required to pay. In line with the move to reduce over-dependence on oil and gas, these participants would be selected from industries which are given priorities in the diversification process such as agriculture and manufacturing.

6.2 : INDONESIA

Chaired By : Mr. Salvador C.  
Fernandez  
(Philippines)

33. Mr. Pitoyo presented the technical paper entitled "Education and Training System in the Indonesian Public Servants" which appears as Annex N.

ISSUES DISCUSSED

34. The following issues were discussed:

34.1 Basic Training on Mental Attitude,  
Physical Fitness and Discipline

Most of the training programmes for public servants in Indonesia, especially structural training programme, are residential and they include basic training on mental attitude, physical fitness and discipline. During Pre-Service training, in particular, it is proposed that new recruits into the civil service undergo rigorous training on mental attitude, physical fitness aimed at

producing disciplined, productive and dynamic civil servants.

#### 34.2 Assessment and Evaluation of Training Programmes

While there is no formal assessment of training at national level, so far, each ministry is responsible for assessing and evaluating its own training programmes. In addition, the ministry could impose stricter selection criteria on the selection process of their participants.

#### 34.3 Education and Training for the Second Echelons of Civil Servants

Once the second echelons of civil servants have completed their training at the National Administrative Staff College (SESPANAS), they are no longer required to undergo formal training. Instead they are occasionally briefed on new regulations, policies and directions by the relevant authorities and usually conducted by the National Institute of Administration.

#### 34.4 Education and Training for Functional Positions

This training is intended for officials occupying functional positions such as teachers, researchers etc whose attitude and skills must also be developed and geared to their respective job requirements. To ensure the standardisation of the training programmes the National Institute of



Administration provides general guidelines, standardization of training programmes and certification.

34.5 Distance Learning for the  
Lower Middle Managerial Officers

A pilot project of the Distance Learning Programme was launched in April this year and contains 30 modules. This programme is based on the principles of self-study, depending on the capability and capacity of the officers. In the Distance Learning Programme, participants are not in direct contact with their trainers. In addition it does not interfere with their daily routine. The first examination of the programme will be held in February 1994. Further to this, the National Institute of Administration is also in the process of writing modules for possible Distance Learning for Middle Management officers.

6.3 : THE PHILIPPINES

Chaired By : Dr. Andrew  
G.K. Chew  
(Singapore)

35. Ms. Sonia Ednaco presented the technical paper entitled "Innovation in the Office for Legal Affairs (OLA), Civil Service Commission, Philippines" which appears as Annex Q.

## ISSUES DISCUSSED

36. The following issues were discussed:

### 36.1 Civil Service Commission as Appellate Body

- a) Disciplinary actions taken against civil servants by their respective heads of agencies can be appealed to the Civil Service Commission, through OLA, which is the legal arm of the Philippine Civil Service Commission. This feature is peculiar to the Philippines when compared to other ASEAN countries where disciplinary actions come under the jurisdiction of their respective central personnel agency.

Pending the decision on the disciplinary matter, the civil servant is paid full salary, unless he is placed under preventive suspension.

- b) Civil servants who are dissatisfied with job promotion opportunities can also appeal their case to the Commission.

In both situations, the final decision of the Commission may be questioned before the Supreme Court.

### 36.2 OLA as Commission's Representative

The OLA represents the Civil Service Commission before any court or tribunal where it is a party litigant.

### 36.3 Union Rights

The Commission also advises unions on their rights under existing rules.

### 36.4 Computerization of Operations

Computerization programmes enable follow-up actions on complaints and requests to be expedited. Computerization also ensures the uniformity and consistency of such follow-up actions. Moreover, backlog of cases which dated back several years have been drastically reduced to a few months.

6.4 : SINGAPORE

Chaired By : Dr. Chalerm  
Sriphadoong  
(Thailand)

37. The technical paper by Singapore entitled "The Experience of the Inland Revenue Authority of Singapore" was presented by Mr. Peter Ong Boon Kwee which appears as Annex P.

## ISSUES DISCUSSED

38. The following issues were discussed:

### 38.1 Manpower Savings through Computerization

The implementation of computerization in the Inland Revenue Authority of Singapore (IRAS) has led to a reduction in manpower. However, the manpower saved is utilised to implement the Goods and Service Tax which will be introduced on 1 April 1994.

### 38.2 Corporatisation of IRAS

Corporatisation of the IRAS helped resolve problems relating to uncompetitive salary schemes and personnel recruitment. This is because a corporatised agency has greater flexibility and autonomy to manage these areas.

The shortage of officers exists mainly because of the high rate of staff turnover to the private sector which offers more lucrative wages and benefits. With its greater flexibility, the IRAS was able to increase staff salary by 10 - 20%. In addition, top level officers were given incentive bonuses.

It is felt, however, that since corporatisation represents a significant move, its effectiveness can only be evaluated after a few years.

### 38.3 Implementation of the Computerization Programme

Computerization of tax assessment is made easier since the majority of tax payers are employees who have similar profiles. Nevertheless, the more complicated returns from corporate or multinational companies may still need to be assessed manually.

Many measures were taken to ensure the smooth implementation of the computerization programme such as simplification of forms and audits to identify loopholes in the system.

The IRAS has also taken advantage of the high computer literacy rate of Singaporeans by introducing a computer diskette as an alternative tax return form. This innovative step will facilitate tax payers to furnish the required tax information via computer diskettes.

### 38.4 Privatization of IRAS

There is no immediate plan to privatise the IRAS as its performance has been satisfactory. The 1.6% increase in income tax collection for every 1% increase in GDP growth clearly indicates increased efficiency.

### 38.5 Financing of the IRAS

At the beginning of each financial year, the IRAS together with the Ministry of Finance, sets its projected rate of tax revenue collection. The Ministry of Finance then approves a grant based on the projected revenue.

A shortfall in revenue collection will result in a reduced grant. In the case of a surplus, a portion of the surplus will be given to IRAS in addition to the grant. This built-in mechanism helps to ensure the IRAS operates efficiently.

### 38.6 Accountability of IRAS as a Corporate Body

As a corporate body, the IRAS enjoys more flexibility and autonomy. This necessitates a greater stress and emphasis on accountability. To ensure this, the appointment of its Chief Executive Officer is approved by the President and the Prime Minister. The current CEO is a Permanent Secretary.

### 6.5 THAILAND

Chaired By : Mr. Haji Md. Yusof Haji  
Md. Hassan  
(Brunei Darussalam)

39. The technical paper by Thailand entitled "Compact and Efficient Government Work Force" was presented by Mr. Chupong Savetachinda which appears as Annex Q.

## ISSUES DISCUSSED

40. The following issues were discussed:

### 40.1 Measures in Adjusting the Government Workforce

Departments have been advised to achieve zero growth manpower policy during 1993 - 1996. However, changes in policy may require some expansion in certain sectors. Privatising some services is suggested as one alternative in restricting expansion of the civil service.

The Civil Service Commission (CSC) has proposed that when any personnel retired their post, the equivalent number in the case of proportional post, is transferred to a Redundancy Pool.

The measures that were adopted to adjust the Government workforce are aimed at better utilisation of manpower in the Civil Service. It is difficult to ascertain whether manpower is effectively utilised. It is also difficult to redeploy personnel to another department since doing so, this will hinder the promotion prospects of its existing personnel.

6.6 : MALAYSIA

Chaired by : Mr. Pitoyo  
(Indonesia)

41. Dr. Abdullah Abdul Rahman presented the technical paper entitled "Implementation of Innovation : The Malaysian Experience." This appears as Annex R.

ISSUES DISCUSSED

42. The following issues were discussed:

42.1 Role of Public Service Department in  
Promoting Innovation Programme

The Public Service Department (PSD) of Malaysia emphasizes "innovation" as a criteria in the promotion exercise of senior officers in the Civil Service. The "Proposals on Innovation" appears as an item in the performance appraisal report of individuals.

The culture of innovation is institutionalised within the civil service through:

- a) The meeting of the Panel on the Improvements of the Civil Service chaired by the Chief Secretary to the Government;
- b) The inclusion as a permanent item in the Agenda for meetings among top officials at all levels such as the Secretary Generals of



Ministries, Heads of Federal Departments, Chief Executives of Statutory Bodies (State and Federal);

- c) The dissemination of Development Administration Circulars to all government agencies. To ensure internalisation of the culture to change and innovate, the circulars are used as a basis in examinations for confirmation purposes, promotion exercises and awarding of scholarships; and
- d) The setting up of the Inspectorate Unit in MAMPU. The Inspectorate plays an important role to ensure and facilitate implementation of changes and innovations at the ministry and departmental levels.

#### 1.4 Fundamentals of Image Building in the Civil Service

It is crucial for the civil service to understand the changing needs and policies of the government in order to realign itself to such changes. This is achieved through frequent communication and feedback from the government. Reports to the government by the civil service and advice from the Prime Minister will indicate the right direction to steer the civil service.

**AGENDA ITEM 7: PRESENTATION AND DISCUSSION  
OF PROJECT PROPOSALS**

43. The conference discussed the project proposals in Plenary.

7.1 : Project Proposals of Brunei Darussalam,  
Indonesia and Philippines

44. The Plenary considered project proposals from Brunei Darussalam, Indonesia and Philippines entitled respectively "Management Development : Managers With An Entrepreneurial Mentality and Capability", "Workshop for the Promotion of ASEAN Civil Service Collaborative Programs", and "Directory of Resource Persons; and "Exchange Scholarship Program". The Project Proposals appear as Annex S, T and U respectively.

45. The Plenary agreed that the Conference Chairman, Tan Sri Dato' Mahmud Taib would chair the Plenary sessions to facilitate the proceedings. Brunei Darussalam's project proposal was presented by Dayang Hajah Hindun; the Indonesian project proposal was presented by Mr. Cyrus Manurung while Philippines' was presented by Ms. Anicia M.de Lima and Mr. Elmer R. Bartolata.

**General Issues Discussed and Proposals Made**

46. The Plenary took note and agreed on the following:

#### 46.1 Funding

For funding purposes, the host country would bear the cost of all local expenses towards implementation of its projects. The other member countries would bear the expenses of their respective representatives such as accommodation, air-travel and per diem.

#### 46.2 ASEAN support for project proposals

Member countries could seek ASEAN Secretariat's assistance in obtaining funds for the services of an external consultant whether from a country within or outside ASEAN.

Concern was expressed at the lack of importance given to civil service projects by high-level ASEAN forums. It was therefore agreed that civil service projects be given more prominence at such forums as they do address the priority areas recognised by dialogue partners, particularly the UNDP.

Despite the back-log of projects which had been proposed at earlier conferences, the Plenary felt that member countries should proceed with their respective project proposals and more concerted efforts should be made to elicit funds from alternative sources to implement the projects.

It was agreed that projects should be formulated so that they fall within the priority areas identified by funding authorities, especially the UNDP. One such priority area is the field of science and technology. In this context, the ASEAN Secretariat expressed its willingness to assist member countries in the formulation of project briefs in order that they fulfil the criteria set by funding authorities.

With regard to future project proposals, it was agreed that proposals which addressed regional concerns would stand a better chance of eliciting funds.

46.3 Project Proposal by Brunei Darussalam

The Plenary accepted Brunei Darussalam's project proposal.

46.4 Project Proposal by Indonesia

Members agreed to endorse Indonesia's project proposal to reflect synergy amongst members.

46.5 Project Proposal by Philippines

a) Directory of Resource Persons

With reference to the Directory of Resource Persons, it was proposed that Indonesia and

Philippines collaborate in undertaking this project. This was due to the similarities present in the two project proposals.

b) ASEAN Exchange Scholarship Programme

When the project was formulated it was envisioned that the participating countries would serve as a temporary secretariat. In the long run, a more permanent secretariat could be established.

This programme is essentially an exchange programme for a period of one year which would enable civil servants to pursue a course of study.

The idea behind the proposal was accepted as mutually beneficial. However, because of the complexities involved in its implementation, it was suggested that this programme be deferred. It was instead proposed that there be an exchange of information on the availability of existing courses in member countries.

7.2 : Project Proposals of Singapore,  
Thailand and Malaysia

47. The Plenary considered project proposals from Singapore, Thailand and Malaysia entitled respectively "Development of a Training Programme For Creative Problem-Solving in the Public Sector", "Globalization for ASEAN Senior Executive Seminar" and "ASEAN Strategic Leadership Seminar : Networking in the Decades Ahead". The project proposals appear as Annex V, W and X respectively.

48. Singapore's project proposal was presented by Mr. Lim Ang Yong; Thailand's project proposal by Mr. Puthsup Maneesri while Malaysia's project proposal was presented by Dr. Mohd. Rais Abdul Karim.

49. The Plenary took note and agreed on the following:

49.1 Project Proposal by Singapore

The Trainer's Manual will be developed over a period of one year.

A Seminar of 4 to 5 days will be organised to train senior trainers from each participating country in the use of the Trainer's Manual. These senior trainers will further train their own trainers who are responsible to train public sector managers in their home country.

The ASEAN Secretariat proposed that the results of the short-term training in the use of the Trainer's Manual be implemented on a pilot project basis by the countries, and that a regional workshop be organised to share experiences among ASEAN civil servants.

#### 49.2 Project Proposal by Thailand

a) Globalization for ASEAN Senior Executive Seminar

The Conference agreed in principle to the organization of the "Globalization for ASEAN Senior Executive Seminar". It was noted that the funding should be the same as mentioned in Paragraph 46.1.

#### 49.3 Project Proposal by Malaysia

The seminar entitled "ASEAN Strategic Leadership Seminar : Networking in the Decades Ahead" would be hosted by Malaysia. Only travel and accommodation expenses are to be borne by the participating countries.

It was proposed that such seminars be carefully planned to ensure that the objectives are in line with the current needs of the ASEAN civil service. There should also be emphasis on follow-up and

follow-through actions to achieve the desired objectives.

The participating countries should determine that participants are chosen carefully to ensure that strategic linkages and broad-based networking amongst ASEAN civil service becomes a reality.

**AGENDA ITEM 8 : OTHER MATTERS**

50. The Conference took note and agreed to the decision of the Fourth Meeting of the 26th ASEAN Standing Committee, Singapore 19 - 21 July 1993, to the participation of Laos and Vietnam in ASEAN activities as observers. The participation would be on a case by case and incremental basis, and when necessary, with the agreement of ASEAN Dialogue Partners.

51. The Conference also took note of the omission of any mention of the ASEAN Conference on Civil Service Matters (ACCSM) in the minutes (para 15, page 6) of the aforementioned meeting. It was agreed that the ASEAN Secretariat reiterate the prominence of the ACCSM in future ASEAN Standing Committee Meetings.



**AGENDA ITEM 9 :           DATE AND VENUE OF THE EIGHTH ASEAN  
CONFERENCE ON CIVIL SERVICE MATTERS**

52. On behalf of the ASEAN member countries, the Chairman thanked the Head of the Philippine delegation for accepting to host the Eighth ASEAN Conference on Civil Service Matters in the Philippines in 1995.

**LIST OF DELEGATES**

SEVENTH ASEAN CONFERENCE ON CIVIL SERVICE  
MATTERS (ACCSM), KUALA LUMPUR  
4-8 OCTOBER 1993

**LIST OF DELEGATES**

**A. BRUNEI DARUSSALAM**

1. Dato Paduka Danial Haji Hanafiah  
Director General of Public Service  
Department -Leader
2. Awang Haji Md. Yusof Haji Md. Hassan  
Acting Director of Management Services  
Department
3. Pengiran Haji Yusof Pengiran Kula  
Senior Assistant Director General  
(Civil Service Institute)  
Public Service Department
4. Dayang Hajah Hindun Dato Paduka HJ. Noordin  
Senior Personnel officer  
Public Service Department
5. Dayang Saliah Mat  
Management Services Officer  
Management Services Department

**B. INDONESIA**

1. Mr. Haji Soenarko  
Vice Head of the ANCSA (BAKN) - Leader
2. Mr. Burhanuddin a. Tajibnapi  
Assistant to the Minister of State  
on Administrative Reforms (MENPAN)
3. Mr. Cyrus Manurung  
Senior Civil Service lecturer  
ANCSA

4. Mr. Pitoyo  
Deputy Chairman of National Agency  
for State Administration for Education  
and Training 1
5. Mr. Mokhamad Syuhadhak  
Head Division of Programme  
Arrangement, Training Centre  
ANCSA
6. Mr. Elias Ginting  
Senior Official  
ASEAN - Indonesia  
Ministry for Foreign Affairs

#### C. MALAYSIA

1. H.E. Tan Sri Dato' Mahmud Taib  
Director General of Public Service  
Department (PSD)
2. Mr. Haji Abdul Halim Abdul Salam  
Deputy Director General of Public Service  
Department 1 (PSD)
3. Mr. Mohd. Ali b. Hassan  
Deputy Director General of Public Service  
Department 2 (PSD)
4. Dr. Abdullah Abdul Rahman  
Director General  
Malaysian Administrative Modernization and  
Management Planning Unit (MAMPU)  
Prime Minister's Department
5. Dr. Mohd. Rais b. Abdul Karim  
Director  
National Institute of Public Administration (INTAN)

## ADVISORS (MALAYSIA)

1. Dato' Hashim Taib  
Deputy Secretary General III  
Ministry of Foreign affairs  
Wisma Putra  
Kuala Lumpur
2. Mr. Yusof Salleh  
Under Secretary  
Ministry of Finance  
Jalan Duta  
Kuala Lumpur.
3. Mr. Kong How Kooi  
Director Pensions Division  
Public Service Department (PSD)
4. Mr. Haji Abdul Halim Shah Abdul Murad  
Director Negotiations Division  
Public Service Department (PSD)
5. Mr. Haji Abdul Ghani Sulaiman  
Director Remuneration Division  
Public Service Department (PSD)
7. Mr. Hashim Meon  
Director Service & Career Division  
Public Service Department (PSD)
8. Mr. Abdul Aziz Mohamad Yusof  
Director of Training  
Public Service Department (PSD)

#### D. PHILIPPINES

1. Ms. Patricia A. Sto. Tomas - Leader  
Chairman  
Civil Service Commission (CSC)
2. Mr. Salvador C. Fernandez  
Director  
Office for Personnel Inspection  
& Audit (CSC)
3. Mr. Elmer R. Bartolata  
Director  
Religion X (CSC)
4. Ms. Anicia de Lima  
Director  
Office for Personnel Relations (CSC)
5. Ms. Sonia E dnaco  
Director III  
Office for Legal Affairs (CSC)

#### E. SINGAPORE

1. H.E. Dr. Andrew G.K. Chew - Leader  
Head (Civil Service)/Permanent  
Secretary, Public Service Division  
Ministry of Finance
2. Mr. Lim Hock Chuan  
Director (Secretariat)  
Public Service Commission
3. Mr. Lim Ang Yong  
Deputy Director  
Civil Service Institute

4. Mr. Peter Ong Boon Kwee  
Deputy Dean  
Civil Service College
5. Ms. Goh Soon Poh  
Deputy Director (Personnel Development)  
Public Service Division  
Ministry of Finance
6. Ms. P. Nirmala  
Personnel Executive (Benefits)  
Public Service Division  
Ministry of Finance

#### F. THAILAND

1. Dr. Wilars Singhawisai  
Secretary General  
Civil Service Commission (CSC) -Leader
2. Dr. Chalerm Sripadoong  
Director  
Bureau of Personnel Policy  
Development and Research
3. Mr. Puthsup Maneesri  
Director  
Civil Service Training Institute
4. Mr. Chupong Savetachinda  
Director  
Human Resource Management Branch
5. Miss Darunee Boonsing  
Senior Personnel Analyst

C. ASEAN SECRETARIAT

1. Dr. Filino Harahap  
Director of General Affairs  
and Head of the ASEAN Corporation Unit

D. ASIAN AND PACIFIC DEVELOPMENT CENTRE (APDC)

1. Ms. Norlela binti Othman  
Programme Officer



**LIST OF OBSERVERS**

SEVENTH ASEAN CONFERENCE  
ON CIVIL SERVICE MATTERS  
KUALA LUMPUR, 4-8 OCTOBER 1993

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**LIST OF OBSERVERS**

**A. PAPUA NEW GUINEA**

1. H.E. Alan Ine'e Oaize  
High Commissioner of Papua New  
Guinea to Malaysia
2. Mr. Luke K. Kulimbdo  
Second Secretary  
Papua New Guinea High Commission  
Malaysia

**B. VIETNAM**

1. H.E. TO TU HA  
Deputy Minister  
Vice Chairman of the Government  
Committee on Organization and Personnel
2. H.E. Ngo Tat To  
Ambassador of Vietnam to Malaysia
3. Mr. Pham Van Diem  
Expert  
Government Committee on Organization  
and Personnel

**WELCOMING ADDRESS**

**SPEECH BY HIS EXCELLENCY  
TAN SRI DATO' MAHMUD TAIB  
THE DIRECTOR-GENERAL OF PUBLIC SERVICE  
AT THE OFFICIAL OPENING CEREMONY OF THE SEVENTH  
ASEAN CONFERENCE ON CIVIL SERVICE MATTERS**

Mr. Chairman,

The Honourable Dato' Abang Abu Bakar bin Datu Bandar Abang  
Haji Mustapha, The Minister in the Prime Minister's  
Department,

Your Excellency, Tan Sri Dato' Seri Ahmad Sarji b. Abdul Hamid,  
The Chief Secretary to the Government of Malaysia,

Distinguished Members of the Diplomatic Corps,

Dr. Filino Harahap,  
The Representative of The Secretary-General of ASEAN,

Distinguished Delegates & Observers,

Ladies and Gentlemen,

Let me begin with a very warm welcome and good morning to all of  
you. On behalf of the Organising Committee I would like to express my  
sincere thanks to the delegates, the observers from Laos, Papua New  
Guinea and Vietnam and distinguished guests for being here with us this  
morning. Your presence and support will undoubtedly make this  
conference a success.

It is indeed a privilege to address this gathering of distinguished  
delegates and observers who have set aside their own very busy schedule  
to attend this conference. This clearly shows your commitment to our

common cause. It is this very spirit of commitment that makes The ASEAN Conference on Civil Service Matters to grow and flourish.

As you already know, this series of conferences on ASEAN Civil Service began twelve years ago. At that time it was known as "The ASEAN Conference on Reforms in the Civil Service". The scope of deliberation was then for civil service reforms and management education and training. Later, in 1987, the conference adopted its present name of "ASEAN Conference on Civil Service Matters (ACCSM)". This was as a result of the decision to institutionalize the conference and to broaden its scope to include efforts on the improvement and the modernisation of the civil service, as well as that of the general public administration and management.

Ladies and Gentlemen,

I would like to express my deepest appreciation to the Minister in the Prime Minister's Department, The Honourable Dato' Abang Abu Bakar bin Datu Bandar Abang Haji Mustapha, for consenting to declare open this conference. This clearly reflects his great concern for the development of the Civil Service.

I would like also to record my appreciation to Their Excellencies, The ASEAN Secretary-General and The Chief Secretary to the Government Tan Sri Dato' Seri Ahmad Sarji bin Abdul Hamid, for their concern, support and guidance in the course of our preparation for this conference.

To the distinguished delegates and observers, we sincerely hope that your five-day stay in Malaysia will be a unique and memorable experience.

Lastly, I am indebted to everybody from the various Ministries and Departments who have contributed in one way or another towards the preparation of this Conference.

Thank you.

**OPENING ADDRESS**

**SPEECH BY THE HONOURABLE MINISTER DATO' ABANG ABU  
BAKAR BIN DATU BANDAR ABANG HAJI MUSTAPHA, IN THE  
PRIME MINISTER'S DEPARTMENT AT THE OFFICIAL  
OPENING OF THE SEVENTH ASEAN CONFERENCE ON  
CIVIL SERVICE MATTERS, KUALA LUMPUR 4 OCTOBER 1993**

Mr. Chairman,

Your Excellency, Tan Sri Dato' Seri Ahmad Sarji b. Abdul Hamid,  
The Chief Secretary to the Government,

Distinguished Members of the Diplomatic Corps,

Your Excellency, Tan Sri Dato' Mahmud Taib,  
The Director General Public Service, Malaysia,

The Representative of The Secretary General of ASEAN,

Distinguished Delegates and Observers,

Ladies and Gentlemen,

I am indeed honoured to be given the opportunity to address this distinguished group of senior officers of ASEAN Civil Services. I would like to take this occasion to welcome delegates and observers to Malaysia and hope you will have a fruitful deliberation and a pleasant stay.

It is indeed a privilege for Malaysia to host a conference of this nature which comes only once in ten years or more, given that it is rotated among the six ASEAN countries. The last time Malaysia played host to



such a conference was in 1983. Malaysia will only be able to host the next conference in the twenty first century. As such, on behalf of the Government, I would like to express our thanks for the honour given to Malaysia to host the Seventh Asean Conference on Civil Service Matters.

Ladies and Gentlemen,

Regional cooperation is very relevant given the current international scenario. This is especially so when the world is being segmented and protected. It is therefore timely for ASEAN Countries to come closer together and foster an all-round cooperation in the spirit of The Bangkok Declaration, which marked the birth of ASEAN. ASEAN is known for its strong political and economic cooperation. Stronger ties between the Civil Service of the respective member countries can undoubtedly further enhance our common interests and goals. In fact, stronger ties amongst ASEAN Civil Services are consistent with The Bangkok Declaration, which among other things, specify the aims and purposes of ASEAN which are:

- To promote active collaboration and mutual assistance on matters of common interest in the economic, social, cultural, technical, scientific and administrative fields;
- To provide assistance to each other in the form of training and research facilities in the educational, professional, technical and administrative spheres.

The objectives of this conference augur well for the realisation of the said purposes of ASEAN. May I reiterate the objectives of the conference for the benefit of all of us here:

- o To provide a forum for a continuing exchange of experiences and views on improvements in the Civil Service and their implications for management, education and training;
- o To provide an in-depth exchange of views and experience on specific development projects of each respective country;
- o To review the implementation of collaborative programme in modernising the public/civil service systems among the ASEAN countries; and
- o To promote greater collaboration among member countries in the field of public administration and management.

To achieve these objectives, there is an urgent need for ASEAN Civil Services to further upgrade networking at various levels. This would foster greater cooperation in the exchange of ideas for improving civil services performance within ASEAN.

Of particular relevance and importance is AFTA. As you are aware AFTA has the laudable objectives of removing barriers to intra-ASEAN trade and thereby promoting more substantial trade which hitherto is directed principally outside the ASEAN area. To ensure that AFTA is

successfully realised, ASEAN must translate the political will into concrete actions in the field of trade. In this regard Civil Services of ASEAN can be a dynamic vehicle and play a catalytic/significant role to contribute to AFTA. It is thus imperative that Civil Services of ASEAN should maintain close cooperation with one another and their private sectors in order to provide the momentum towards a unified and free ASEAN market.

Ladies and Gentlemen,

The Civil Service has always been and will continue to be the stabilising factor in any system of government. At the same time, the Civil Service is the custodian of people's trust and becomes a catalyst in nation building. Experience from anywhere else in the world shows a very close causal relationship between the efficiency of civil service and the success of development efforts and a good social order. While not trying to belittle the importance of other sectors, I have strong belief that the Civil Service does have a prime role in the well-being of a nation. As such, the Civil Service should always take a leading role in the field that it is entrusted with.

In this context, I am very attracted to the theme of this Conference which is "**Challenges for Innovation in the Civil Service**". The theme is well suited to the currently rapid development that is currently taking place in ASEAN Countries especially in the field of science and technology. Advancement in science and technology has changed the way things are done, or the speed with which one can communicate with each other.

In this respect, innovation is becoming increasingly important to the civil service. The public as the clientele of the Civil Service are now more educated and more well-informed. This in turn changes their perception of the role of the Civil Service and consequently changes their expectations too. The Civil Service cannot afford to ignore the challenges identified earlier, but innovative changes cannot come about without effort.

Ladies and Gentlemen,

Innovation in the Civil Service can take several forms. It could be in the form of improved work systems or a better technique of implementation. It could also mean a move for better disciplined personnel. The outcome of innovations, then, is greater customers' satisfaction.

As the theme of this conference suggests, the introduction of innovation and its implementation provides various challenges. Firstly, there is the limitation in terms of technology, system and resources. Secondly, and more importantly is the human or psychological factor - ie the resistance to change. Thirdly, the difficulty to sustain the momentum of the innovative culture. In order to nurture innovation as a continuous effort and its implementation acceptable, there is the need to have systems support from the organization and some kind of stimulant for the personnel. I believe members in this conference can ponder on this and arrive at workable solutions.

Ladies and Gentlemen,

In Malaysia, efforts have been made in the Civil Service towards administrative development, reform and modernization. These efforts are to increase productivity and efficiency in the delivery of service by the Civil Servants. Amongst the policies and programmes introduced are:

1. Civil Service Code Of Ethics;
2. Quality and Productivity Programmes;
3. Improvement of Counter Services;
4. Streamlining Regulations and Procedures;
5. Increasing the use of Information Technology;
6. Inculcation of Islamic Values;
7. Look East Policy; and
8. Malaysia Incorporated.

I would like to single out the effort to encourage innovation in the Civil Service under the Quality and Productivity programmes. The programmes require departments and agencies to look for ways and means to bring about innovation. A reward system was introduced in 1991 to give recognition to departments which have successfully implemented innovations to better serve the public. The recognition is given to an agency, a division or unit within the agency or an individual in an agency involved in the planning and implementation of the innovation. Up to 1992, a total of 570 innovation projects have been successfully implemented in seven areas: namely Manpower; System and Procedures; Organizational Structure; Management Style; Work Environment; Technology; and Capital Equipment.

One of our current major innovations in the civil service is the introduction of the New Remuneration System (NRS) in 1991. NRS not only revised the salary as is normally done in every five years, but also introduced new dimensions to the salary and service conditions for the entire Civil Service of Malaysia.

An important characteristic of the NRS is the change in the mode of annual salary increment from one-step increment to four modes performance-based salary progression. A Civil Servant may get a lower, a medium or a higher increment or may not get an increment at all depending on his or her performance in the previous year.

Ladies and Gentlemen,

The Malaysian Civil Service is now looking ahead into the twenty first Century. There are bigger challenges awaiting in the future. The government has set its destiny to make Malaysia a fully developed nation by the year 2020, as envisaged by our beloved Prime Minister, The Right Honourable Dato' Seri Dr. Mahathir Mohamad. The nine challenges outlined by the Prime Minister are as follows:

1. Establishing a united Malaysian nation;
2. Creating a psychologically liberated, secured, and developed Malaysian Society;
3. Fostering and developing a mature and democratic society;
4. Establishing a fully moral and ethical society;
5. Establishing a matured, liberal and tolerant society;
6. Establishing a scientific and progressive society;

7. Establishing a fully caring society and a caring culture;
8. Ensuring an economically just society; and
9. Establishing a prosperous society.

This distinctive model of development that we seek to create requires a strong commitment from the Civil Service. The Civil Service has to adjust itself to this new vision and be more mission-driven and result-oriented in its approach.

Ladies and Gentlemen,

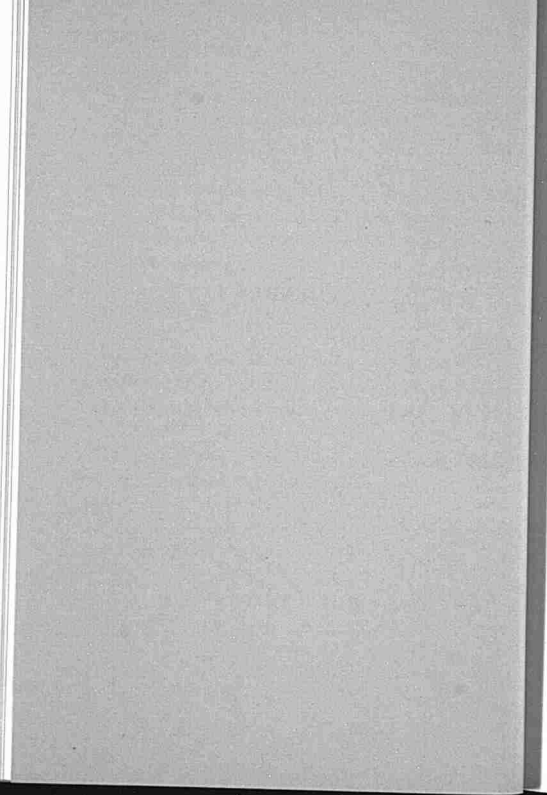
It is my ardent hope that this five-day conference will provide opportunities for the delegates to learn from each other's experience and foster a lasting relationship among the people of ASEAN.

With these concluding remarks and in The Name of God, I hereby declare that the Seventh ASEAN Conference on Civil Service Matters, open.

Thank you.

**AGENDA**





THE SEVENTH ASEAN CONFERENCE  
ON  
CIVIL SERVICE MATTERS  
KUALA LUMPUR  
4 - 8 OCTOBER 1993

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A G E N D A

1. Election of Chairman and Vice Chairman
2. Adoption of Agenda
3. Business Arrangements
4. Report on the follow-up of the Sixth Conference
5. Presentation of country papers by member countries
6. Presentation of technical papers by member countries
7. Presentation and discussion of the project proposals
8. Other matters
9. Date and venue of the Eighth ASEAN Conference on Civil Service Matters
10. Consideration and adoption of the Report and Joint Communique

THE SEVENTH ASEAN CONFERENCE  
ON  
CIVIL SERVICE MATTERS  
KUALA LUMPUR  
4 - 8 OCTOBER 1993

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**PROGRAMME OF CONFERENCE**

## PROGRAMME OF CONFERENCE

---

### 3 October 1993 (Sunday)

Subang International Airport

0900-1930 - Arrival of Delegates

VIP Room (Bunga Tanjung)

Pan Pacific Hotel, K. Lumpur

- Registration

Lower Lobby

2030-2230 - Pre-Conference (for the  
Heads of Delegation and  
a deputy)

Bunga Kenanga Room

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### 4 October 1993 (Monday)

Pan Pacific Hotel, K. Lumpur

0700-0800 - Breakfast

Selera Coffee House

0800-0930 - Registration (contd.)

Ballroom Foyer

0930-1030 - Opening Ceremony and  
Keynote Address by The  
Honourable Dato' Abang  
Abu Bakar bin Datu Bandar  
Abang Haji Mustapha, Minister  
in the Prime Minister's Department.

Ballroom A & B

1030-1200 - Refreshment

Ballroom Foyer

1100-1200

- (i) Briefing on the Programme
- (ii) Appointment of Conference Chairman
- (iii) Adoption of Agenda
- (iv) Report on the follow-up actions of the Sixth Conference

1200-1300 - Presentation and Discussion of  
Country Paper by:  
• Brunei Darussalam

Ballroom A

1300-1400	-	Lunch	Ballroom C
1430-1630	-	Presentation and Discussion of Country Papers by: • Indonesia • Philippines	Ballroom A
1630-1700	-	Coffee Break	Ballroom Foyer
2030-2230	-	Dinner hosted by The Dato' Abang Abu Bakar bin Datu Bandar Abang Haji Mustapha, Minister in the Prime Minister's Department	Bunga Kenanga Room

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### 5 October 1993 (Tuesday)

### Pan Pacific Hotel

0700-0800	-	Breakfast	Selera Coffee House
0830-1030	-	Presentation and Discussion of Country Papers by: • Malaysia • Thailand	Ballroom C
1030-1100	-	Coffee Break	Ballroom Foyer
1100-1300	-	Presentation and Discussion of Country Papers by: • Singapore	Ballroom C
	-	Presentation and Discussion of Technical Paper by: • Brunei	
1300-1430	-	Lunch	Ballroom A
1430-1730	-	Presentation and Discussion of Technical Papers by: • Indonesia • Philippines • Singapore	Ballroom C

1730-1800	-	Coffee Break	Ballroom Foyer
2030-2230	-	Dinner hosted by His Excellency The Chief Secretary to the Government, Tan Sri Dato' Seri Ahmad Sarji bin Abdul Hamid	Paddock, Hilton Hotel

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### 6 October 1993 (Wednesday)

0700-0800	-	Breakfast	Selera Coffee House
1000	-	Check-out from Pan Pacific Hotel and Depart for MARDI, Serdang, Selangor	
1100	-	A visit to the Malaysian Agricultural Research and Development Institute (MARDI), Serdang, Selangor	MARDI, Serdang, Selangor
1300-1400	-	Lunch hosted by the Director - General of MARDI, Tan Sri Dato' Haji Mohd. Yusof Hashim	
1415	-	Depart for Genting Highlands, Pahang	<b>Awana Golf and Country Club, Genting Highlands, Pahang</b>
1630-1830	-	Check-in at Awana Golf and Country Club	Main Entrance
	-	Golf (optional)	
2030-2230	-	Dinner hosted by the Director- General of Public Service, Malaysia, Tan Sri Dato' Mahmud Taib	Dewan Wawasan 2020

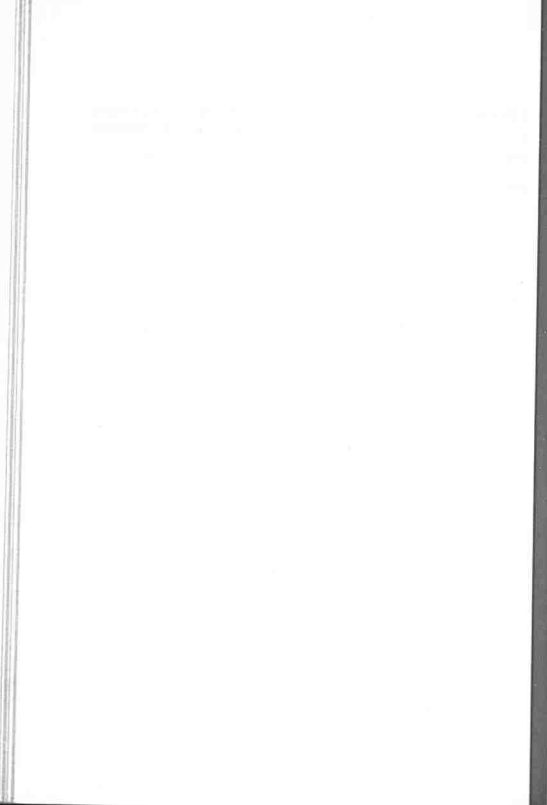
7 October 1993 (Thursday)		Awana Golf and Country Club, Genting Highlands
0700-0800	- Breakfast	Rajawali Restaurant
0830-1030	- Presentation and Discussion of Technical Papers by: <ul style="list-style-type: none"> <li>• Thailand</li> <li>• Malaysia</li> </ul>	Dewan Wawasan 2020
1030-1100	- Coffee Break	Foyer
1100-1300	- Presentation and Discussion of Project Proposals by: <ul style="list-style-type: none"> <li>• Brunei Darussalam</li> <li>• Indonesia</li> <li>• Philippines</li> </ul>	Dewan Wawasan 2020
1300-1430	- Lunch	Rajawali Restaurant
1430-1630	- Presentation and Discussion of Project Proposals by: <ul style="list-style-type: none"> <li>• Singapore</li> <li>• Thailand</li> <li>• Malaysia</li> </ul>	Dewan Wawasan 2020
1630-1700	- Coffee Break	Foyer
1900-2000	- Dinner	Rajawali Restaurant
2030-2230	- Plenary Session	Dewan Wawasan 2020
	- Discussion on: <ul style="list-style-type: none"> <li>(i) Other matters</li> <li>(ii) Date and Venue of the Eighth ASEAN Conference</li> </ul>	
2230	- Supper	Foyer



**8 October 1993 (Friday)**

**Awana Golf and Country  
Club, Genting Highlands**

0700-0800	-	Breakfast	Rajawali Restaurant
0830-0930	-	Continuation of Discussion	Dewan Wawasan 2020
		(i) Consideration and Adoption of the Report and Joint Communique	
		(ii) Acknowledgement	
0930-1000	-	Coffee Break	Foyer
1000-1100	-	Closing Ceremony by His Excellency The Chief Secretary to the Government, Tan Sri Dato' Seri Ahmad Sarji bin Abdul Hamid	Dewan Wawasan 2020
1130-1230	-	Lunch	Rajawali Restaurant
1300	-	Departure of Delegates	Selamat Jalan



**REPORT OF THE CHAIRMAN  
OF THE INTERIM SECRETARIAT  
OF THE SIXTH ASEAN CONFERENCE  
ON CIVIL SERVICE MATTERS**

**1991 - 1993**

**MANAGEMENT SERVICE DEPARTMENT  
OFFICE OF THE PRIME MINISTER,  
BRUNEI DARUSSALAM**

**REPORT OF THE CHAIRMAN OF THE INTERIM SECRETARIAT  
OF THE SIXTH ASEAN CONFERENCE ON CIVIL SERVICE MATTERS  
1991 - 1993**

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**REPORT OF THE CHAIRMAN OF THE INTERIM SECRETARIAT  
OF THE SIXTH ASEAN CONFERENCE ON CIVIL SERVICE MATTERS  
1991 - 1993**

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**I. INTRODUCTION**

1. Brunei Darussalam has assumed the chairmanship of the Interim Secretariat of the Sixth ASEAN Conference on Civil Service Matters (ACCSM), since the Sixth Conference held in Bandar Seri Begawan, 9 - 13 September, 1991.
2. This report outlines the development and progress of the Sixth ACCSM as well as the constraints faced during the period of Brunei Darussalam's chairmanship from September 1991 to September 1993. This report is also intended to facilitate the Chairman of the Seventh ACCSM in taking over the task to further implement the decisions and recommendations of the Seventh Conference.

**II. FOLLOW-UP ACTIONS OF THE DECISIONS AND RECOMMENDATIONS**

**A. Submission of the Outcome of the 6th ACCSM**

3. The Interim Secretariat of the Sixth ACCSM submitted the outcome of the Sixth Conference to the Second Meeting of the 25th ASEAN Standing Committee held in Cebu City, Philippines, 2 - 4 December 1991, appears as **Annex A**.
4. Decisions of the Second Meeting of the 25th ASEAN Standing Committee held in Cebu City, Philippines, 2 - 4 December 1991, appears as **Annex B**.

**B. Funding Guidelines**

5. The conference took note of the existing ASEAN Guidelines in this matter. The funding guidelines appears as **Annex C**.

**C. Policy Guidelines on Participation of Private Sectors/Non-Governmental Organizations at ASEAN Meetings: Status of Observers to ACCSM.**

6. Pursuant to the decision taken at the Sixth ACCSM, the Interim Secretariat requested for the respective policy guidelines regarding above mentioned. The Second Meeting of the 25th ASEAN Standing Committee agreed to inform ACCSM of the existing ASEAN guidelines on participation of private sectors/Non-Governmental Organizations at ASEAN meetings. The Meeting suggested that for similar future cases, prior approval should be obtained from the ASEAN Standing Committee. The policy guidelines appears as **Annex D**.

#### **D. Relations with the ASEAN Secretariat**

7. At the Sixth Conference of the ACCSM the ASEAN Secretariat's representative, Mr. Chen Jen Fo attended the Conference.
8. The Conference agreed to submit to ASEAN Standing Committee regarding the Establishment of Ad-Hoc Coordinating Group on ASEAN Conference on Civil Service Matters.
9. The Second Meeting of the 25th ASEAN Standing Committee agreed to request the ACCSM to review the need to set up the said body considering that its function could be performed by the ASEAN Secretariat, taking into account ASEAN's decision to curb proliferation of ASEAN bodies.

#### **E. Activities and Project Proposals**

10. The country project proposals agreed by the Sixth Conference were submitted to the Second Meeting of the 25th ASEAN Standing Committee which endorsed three new project proposals. The new project proposals are as follows:
  - i) "Leadership and Management in ASEAN Civil Services in the Decades Ahead. Facing the Challenges and Seizing Opportunities" by Malaysia.
  - ii) "Workshop/Seminar for Senior and Middle Level Managers of ASEAN Civil Service: Leadership, Management and Organizational Effectiveness" by Brunei Darussalam.
  - iii) "Seminar on Career Executive Service Development Program (CESDP)", [formerly "Managing the Bureaucracy for Results Program"] by the Philippines.

The Project Proposals appear as **Annexes E-1, E-2 and E-3.**

11. The Second Meeting of the 25th ASEAN Standing Committee agreed to request ACCSM to submit project details and funding requirements of the Philippines' project proposal entitled "Programmes for Test Development and Administration and Enhancement".

Resubmission of previously approved project proposals by the 5th ACCSM

12. a) Workshop on "The Promotion of ASEAN Collaborative Programme Planning in the Field of Civil Service Matters: Study Visit – ASEAN Civil Service Record Systems (Indonesia)";
- b) Evaluation of the Effectiveness of Civil Service Training Programme (Malaysia);  
[formerly entitled "To Increase Effectiveness of Civil Service Training"]
- c) Public Administration Seminars (Singapore); and
- d) ASEAN Senior Management Seminar (Thailand).

The above projects were resubmitted to the 6th ACCSM as country project proposals and agreed to be implemented by the respective member countries subject to the confirmation from the ASEAN Secretariat of the availability of funding. The project proposals appear as **Annexes E-4, E-5, E-6 and E-7.**

13. The Second Meeting of the 25th ASEAN Standing Committee also agreed to the proposed alternative ways of funding as suggested by the Sixth Conference in its report:
  - (a) All expenses incurred are to be paid by host country except travel expenses and accommodation to be [borne] by each participant from ASEAN countries.
  - (b) Host country responsible for all expenses incurred.
  - (c) Host country will seek for financial assistance from other sources
14. Pursuant to the decision taken in the Sixth ACCSM and the Second Meeting of the 25th ASEAN Standing Committee, some regional activities had been conducted.
15. The followings are the reports of the various activities as reported by the respective member countries:

## **Indonesia**

Phase I of "The Promotion of ASEAN Collaborative Programme Planning in the Field of Civil Service Matters: Study Visit – ASEAN Civil Service Record Systems".

- From 22–31 March 1992, a team was sent to visit Public Service Department of Singapore and the Office of Civil Service Commission of Thailand to look into the operationalization of the Civil Service Computerization.
- From 21–27 February 1993, another team was also sent to Public Service Department of Malaysia, to look into the operationalization of the computerization of Malaysian Civil Service Administration.
- Due to the time constraint, visit to Management Services Department and the Public Service Department (formerly Establishment Department) of Brunei Darussalam, and the Office of Civil Service Commission of the Philippines, will be conducted after the Seventh ASEAN Conference on Civil Service Matters, before the final formulation of the implementation of the project proposed by Indonesia in compliance with the deliberation made by the Seventh ACCSM.

## **Malaysia**

Due to some technical reasons, Malaysia was not able to carry out their project proposal entitled "Leadership and Management in ASEAN Civil Services in the Decades Ahead: Facing the Challenges and Seizing Opportunities". Malaysia intends to pursue with the project hopefully in 1994.

Other activities, since the last conference, Malaysia has had contact with public services of ASEAN countries. Malaysia had played host to several visits of senior civil service officials including those from Brunei Darussalam, Indonesia and Thailand during which exchange of information and experience on matters relating to the development of civil service was made.

## **Philippines**

Philippines' project proposal entitled "Seminar on the Career Executive Service Development Program (CESDP) formerly called "Managing the Bureaucracy for Results" will be conducted in 1994.



## **Singapore**

Singapore's project proposal at the 5th ACCSM was the Public Administration Seminars. There would be one seminar a year over a 5-year period.

Singapore project proposal was endorsed by the Third Meeting of the 23rd ASEAN Standing Committee in March 1990 for submission to UNDP for possible funding. At the 6th ACCSM, Singapore discussed and noted that the request for funding the project had been submitted to the UNDP through the Interim Secretariat of the 5th ACCSM. To date, the ASEAN Secretariat has recently indicated that the project proposal will be reviewed and evaluated under the ASEAN-UNDP Subregional Programme for the Fifth Cycle (ASSP-5).

## **Thailand**

Thailand's project proposal entitled "Senior Management Seminar" has not been confirmed for financial assistance from the funding source thus its implementation cannot be realised.

## **Brunei Darussalam**

Brunei Darussalam had implemented its project proposal entitled "Leadership, Management and Organizational Effectiveness" held in Bandar Seri Begawan, 12-13 April 1993. It was a two day workshop attended by 28 Senior Officers of ASEAN Civil Service. Brunei Darussalam, Indonesia, Malaysia, Philippines and Singapore had each sent five delegates, while Thailand sent three.

Seven topics discussed were as follows:

- i) Personnel Best,
- ii) Building "Leader Theories",
- iii) Nominal Group Techniques,
- iv) Coping with Competition,
- v) Single Text Negotiation, and
- vi) How To Make Meeting Works.

The participation from ASEAN countries was very encouraging showing true ASEAN spirit of friendship and cooperation.

The other main activity is the compilation of Country Papers and Technical Papers of the 6th ACCSM. The publication of the papers was a joint collaboration between Asian and Pacific Development Centre (APDC), and Brunei Darussalam.

#### **IV. PROBLEM ENCOUNTERED**

16. The unavailability of funding affects the implementation of previously approved programmes/projects. However, some programmes/projects had been undertaken either on bilateral or multilateral basis, or by appropriate way of funding.

#### **V. CONCLUSION AND RECOMMENDATION**

17. It has been observed that there exists insufficient resources made available to implement the agreed regional programmes/projects. Without sufficient funding, the implementation of such programmes/projects would somehow substantially be affected. In view of this, it is imperative for the Seventh Conference to address this problem and to submit recommendations to call for the ASEAN Secretariat to expedite the process of seeking funding for the agreed regional programmes/projects.

Bandar Seri Begawan, September 1993

**Dato Ahmad Matnor**  
Chairman of the 6th ACCSM

**REPORT OF THE CHAIRMAN OF THE SIXTH ASEAN CONFERENCE  
ON CIVIL SERVICE MATTERS (ACCSM)  
BANDAR SERI BEGAWAN,  
9-13 SEPTEMBER 1991  
FOR SUBMISSION TO THE SECOND MEETING  
OF THE 25TH ASEAN STANDING COMMITTEE**

**I. INTRODUCTION**

1. The Conference was held in Bandar Seri Begawan from 9-13 September 1991, and has several tangible results. The theme of the Conference was "The Role of the Civil Service in Meeting the Challenges of the Year 2000 and Beyond".
2. The Conference was participated by the delegations from the six ASEAN member countries. The Conference was attended by a representative from the ASEAN Secretariat. The representative from the Asian Pacific Development Centre also attended the Conference as observer.
3. The Conference was officially inaugurated by Yang Berhormat Pehin Orang Kaya Laila Setia Bakti Diraja Dato Laila Utama Haji Awang Isa bin Pehin Datu Perdana Manteri Dato Laila Utama Haji Awang Ibrahim, Special Adviser to His Majesty the Sultan and Yang Di-Pertuan of Brunei Darussalam in the Prime Minister's Office and the Minister of Home Affairs, and was attended by High Commissions/Ambassadors, representatives of the ASEAN member countries, and the senior officials of the Government of His Majesty the Sultan and Yang Di-Pertuan of Brunei Darussalam.

**II. HIGHLIGHTS OF THE MATTERS DISCUSSED**

4. The Conference took note of the report delivered by the Chairman of the Interim Secretariat of the 5th ACCSM on the development that had taken place since the 5th ACCSM. The report focussed on the following:
  - a. the approval of the policy guidance by the Third Meeting of the 23rd Standing Committee for the ACCSM, among other things to cooperate closely with the ASEAN Secretariat and to seek project funding when required from the Dialogue Partners of ASEAN and International Organizations with linkages with ASEAN and also with the approval of the ASEAN Standing Committee.
  - b. the submission of four project proposals to the UNDP for funding.

- c. on Malaysia's proposal to hold a Conference of ASEAN Heads of Civil Services, it was already agreed that this proposal would be taken up under the existing machinery of the ACCSM and that the delegation will be led by the ASEAN Heads of Civil Services.
5. The Conference further agreed to submit to the ASEAN Standing Committee the recommendations pertaining to the following:

The establishment of Ad-hoc Coordinating Group on ASEAN Conference on Civil Service Matters.

The Terms of Reference of the Ad-hoc Coordinating Group ASEAN Conference on Civil Service Matters are as follows:

- i. to serve as a link from one Conference to another;
- ii. to review the progress made in decisions arrived at the ASEAN Conference on Civil Service Matters and to make recommendations when necessary;
- iii. to report to the Chairman of the Interim Secretariat of the ACCSM on progress made on the respective project proposals from each member country; and
- iv. to meet as and when necessary to consider related issues such as exchange of information pertinent to civil service matters.

#### **Country and Technical Papers**

6. In line with the theme of the Conference "The Role of the Civil Service in Meeting the Challenges of the Year 2000 and Beyond", country papers and technical papers from member countries were presented for discussion. The issues deliberated focussed on civil service matters describing the responses to the future challenges of each country's preparations to meet the challenges ahead.

## Project Proposal

7. During the Conference each member country submitted project proposals namely:-

### Brunei Darussalam

Workshop/Seminar for Senior and Middle Level Managers of ASEAN Civil Services: Leadership, Management and Organizational Effectiveness;

Indonesia

Study Visit: ASEAN Civil Service Record Systems;

Malaysia

Training for Future Leaders/Managers in the ASEAN Civil Services;

The Philippines

Proposals for the 6th ASEAN Conference on Civil Service Matters: (1) Managing the Bureaucracy for Results Program, (2) Program for Legal Expertise Advancement, (3) Program for Test Development and Administration Enhancement, (4) Other Specialized Training Programs, (5) Seminar-Workshop on the Analysis of Foreign Policy;

Singapore

Public Administration Seminars: (1) Strategic Public Management, (2) Public Sector Marketing, (3) Creative Problem Solving; and

Thailand

The Continuation of ASEAN Senior Management Seminar: ASEAN Senior Management Seminar - Selected Issues in Public Administration.

### Status of Observers

9. The Conference also took note that Brunei Darussalam as the Chairman of the 6th ACCSM would communicate with the ASEAN Standing Committee regarding the status of observers to the ASEAN Conference on Civil Service Matters.

### III. PROJECT PROPOSALS AND THEIR FINANCIAL CONSIDERATIONS

10. The Conference agreed to submit the following recommendations of the project proposals to the ASEAN Standing Committee for endorsement and recommendation:
  - 10.1 "Programmes for Test Development and Administration and Enhancement" from the Philippines is to be submitted to the next meeting of the ASC. Japan ASEAN Exchange Programme (JAEP) has been identified as the source of funding.
  - 10.2 "Seminar Workshop on the Analysis of Foreign Policy" by the Philippines is to be continued possibly under the purview of the Committee in Social Development (COSD).
  - 10.3 Indonesia will finance the first phase of "ASEAN Civil Service Record Systems" and may require funding for the second phase of the project.
  - 10.4 The three following seminars should be held in 1992, 1993 and 1994 respectively:
    - a) "Leadership and Management in ASEAN Civil Services in the Decades Ahead: Facing the Challenges and Seizing Opportunities" by Malaysia.
    - b) "Workshop/Seminar for Senior and Middle Level Managers of ASEAN Civil Services: Leadership, Management and Organizational Effectiveness" by Brunei Darussalam.
    - c) Seminar on "Managing The Bureaucracy For Results" by the Philippines.
- 10.5 The three countries concerned, namely Malaysia, Brunei Darussalam and Philippines will decide on the following 3 alternative ways of funding their respective project proposals:
  - a) All expenses incurred are to be paid by host country except travel expenses and accommodation to be paid by each participants from ASEAN countries.
  - b) Host country responsible for all expenses incurred.
  - c) Host country will seek for financial assistance from other sources.

10.6 The Conference noted that "Public Administration Seminar" by Singapore and "ASEAN Senior Management Seminar" by Thailand were already submitted to UNDP for funding, with the approval from the ASEAN Standing Committee (ASC).

#### IV. MATTERS FOR ASEAN STANDING COMMITTEE'S CONSIDERATION

11. To request approval for the establishment and the Terms of Reference of Ad-hoc Coordinating Group on ACCSM as mentioned in para 5.
12. To request endorsement on the proposed projects and request for funding by Dialogue Countries and/or International Organizations/Institutions having no formal linkage with ASEAN.
13. To request the ASEAN Standing Committee to provide policy guidance on the status of observers to the ASEAN Conference on Civil Service Matters.

#### V. CONCLUSION

14. The Conference was concluded by the adoption of the Report and the signing of the Joint Communique by the Heads of Delegation.
15. Brunei Darussalam is now the Interim Secretariat of the Conference for a period of 2 years.

Bandar Seri Begawan,  
Brunei Darussalam  
October 1991

Dato Ahmad Matnor  
Chairman  
6th ASEAN Conference on  
Civil Service Matters







Annex B

INTERIM SECRETARIAT  
OF THE

6TH ASEAN CONFERENCE ON CIVIL SERVICE MATTERS

Management Services Department, Prime Minister's Office,  
3rd Floor, Badi'ah Building, Jalan Tutong,  
Bandar Seri Begawan, Brunei Darussalam

Tel: 242082/242145/242146 Fax: 240917 Telex: MSU BU 2628

(122) JPM/0/29 Pt. 6

21 January 1992

Drs. Waskito Reksosoedirdjo  
Kepala,  
Badan Administrasi Kepegawaian Negara  
REPUBLIK INDONESIA

Yang Berbahagia  
Tan Sri Dato' Mahmud bin Taib  
Ketua Pengarah,  
Jabatan Perkhidmatan Awam  
MALAYSIA

Mr. Samelo N. Barlongay  
Commissioner,  
Civil Service Commission  
REPUBLIC OF THE PHILIPPINES

Dr. Andrew G. K. Chew  
Head Civil Service/Permanent Secretary,  
Ministry of Finance  
Public Service Division  
SINGAPORE

Prof. Dr. Vichit Srisa-an  
Acting Secretary-General,  
The Office of the Civil Service Commission  
THAILAND

Dear Colleagues,

Re: DECISIONS OF THE 2ND MEETING OF THE  
25TH ASEAN STANDING COMMITTEE  
CEBU CITY, PHILIPPINES 2-4 DSECEMBER 1991

The Sixth ASEAN Conference on Civil Service Matters took place in Bandar Seri Begawan, Brunei Darussalam 9-13 September 1991. I am pleased to inform you that the results of the Conference have been submitted to the 2nd Meeting of the 25th ASEAN Standing Committee, Cebu City, Philippines, 2-4 December 1991.



## 6TH ASEAN CONFERENCE ON CIVIL SERVICE MATTERS

The Meeting adopted the Report of the 6th ASEAN Conference on Civil Service Matters (ACCSM), Bandar Seri Begawan, 9-13 September 1991. I am pleased to transmit herewith the following decisions taken by the ASC:

a) Establishment for Ad-Hoc Coordinating Group

The Meeting agreed to request the ACCSM to review the need to set up the said body considering that its function could be performed by the ASEAN Secretariat taking into account ASEAN's decision to curb proliferation of ASEAN bodies.

- \* [ Please refer to Para (22) page (6) of the Report of the 6th ACCSM, 9-13 September 1991. ]

b) Programmes for Test Development and Administration and Enhancement

The Meeting agreed to request ACCSM to submit project details and funding requirements.

- \* [ Please refer to Para (58.1) page (40) of the Report of the 6th ACCSM. ]

c) ASEAN Civil Service Record System

The Meeting noted that Phase I of the project will be funded by Indonesia and requested ASEAN-Indonesia and the ASEAN-Secretariat to explore possible sources of funding for Phase II.

- \* [ Please refer to Para (58.3) page (40) of the Report of the 6th ACCSM. ]



6TH ASEAN CONFERENCE  
ON CIVIL SERVICE MATTERS

d) Request for Policy Guidelines on the Status of Observers to ACCSM

The Meeting agreed to inform ACCSM of the existing guidelines on participation of private sectors / Non-Governmental Organizations at ASEAN meetings. The Meeting suggested that for similar future cases, prior approval should be obtained from the ASC.

- Please refer to Para (59) page (42) of the Report of the 6th ACCSM.

e) New Project Proposals

- i) "Leadership and management in ASEAN Civil Services in the Decades Ahead: Facing the Challenges and Seizing Opportunities" by Malaysia

- Please refer to Para ( 58.4 [a] ) page (41) of the Report of the 6th ACCSM.

- ii) "Workshop/Seminar for Senior and Middle Level Managers of ASEAN Civil Service : Leadership, Management and Organizational Effectiveness" by Brunei Darussalam.

- Please refer to Para ( 58.4 [b] ) page (41) of the Report of the 6th ACCSM.

- iii) "Seminar on Managing the Bureaucracy for Results" by the Philippines.

- Please refer to Para ( 58.4 [c] ) page (41) of the Report of the 6th ACCSM.

6TH ASEAN CONFERENCE  
ON CIVIL SERVICE MATTERS

The Meeting endorsed the above project proposals and agreed to the proposed alternative ways of funding as suggested by ACCSM."

Thank you for your kind cooperation.

With best regards,

Your sincerely,

Dato Ahmad Matnor  
Chairman  
6th ASEAN Conference on Civil Service Matters  
BRUNEI DARUSSALAM

cc:

1. His Excellency  
Awg Haji Yusof bin Haji Abdul Hamid  
Director-General,  
ASEAN-Brunei Darussalam;
2. His Excellency  
Mr. Agus Tarmidzi  
Director-General,  
ASEAN-Indonesia;
3. His Excellency  
Dato' Ajit Singh  
Director-General,  
ASEAN-Malaysia;
4. Her Excellency  
Mrs. Delia D. Albert  
Director-General,  
ASEAN-Philippines;
5. His Excellency  
Mr. Toh Hock Ghim  
Director-General,  
ASEAN-Singapore;
6. Her Excellency  
Mrs. Laxanachantorn Laohaphan  
Director-General,  
ASEAN-Thailand.

**GUIDELINES FOR  
ASEAN COMMITTEES TO SOURCE FUNDING FROM  
REGIONAL AND INTERNATIONAL  
ORGANIZATIONS/INSTITUTIONS  
HAVING NO FORMAL LINKAGES WITH ASEAN\***

**INTRODUCTION**

Funding of ASEAN projects remains one of the most difficult problems faced by ASEAN Committees.

The Dialogue Partners of ASEAN have played a very significant role in providing appropriate technical assistance and funds for the implementation of ASEAN projects. Lately, however, the Dialogue Partners have reoriented the thrust of their development cooperation with ASEAN, as a consequence of which many project proposals have been rejected for funding purposes.

In meetings of ASEAN Committees and their respective subsidiary bodies, it had been pointed out that some regional and international organizations/institutions such as UNESCO, UNICEF, UNFPA, UNIDO, ILO, WHO, ESCAP, ADB, FAO, the World Bank and UNEP, which have available resources that ASEAN could tap for its projects. In addition, Non-Government Organizations could also be approached for the purpose. However, ASEAN does not have any formal relationship with these bodies. Thus, there has been a problem in approaching them to explore the possibility of securing funding from them for ASEAN projects.

**GUIDELINES**

In view of the foregoing and in order to enable ASEAN bodies to make approaches to regional and international organizations/institutions for assistance without establishing a formal linkage or a full dialogue with them, the following guidelines are to be strictly complied with by all ASEAN Committees:

1. Only the Chairmen of ASEAN Committees or their subsidiary bodies can make initial, unofficial and informal approaches to the organizations concerned after consultation with the Secretary-General of the ASEAN Secretariat.
2. The Chairmen of subsidiary bodies should obtain the endorsement of their main committees before making such approaches and keep them informed of subsequent developments thereof.

3. The Chairmen of Committees should keep the ASC informed of such approaches and of any developments.
4. The approaches should not entail financial costs to ASEAN.
5. When an approach has been successful, the Committee Chairmen should seek the approval of the ASC to formally approach the finalize the cooperative assistance with the organization or institution concerned.
6. Any financial assistance required should be only for ASEAN approved projects and transparently accounted for by the receiving ASEAN Committees.
7. The disbursement of project funds should be coursed through and managed by the ASEAN Secretariat and be subject to existing financial rules and regulations.

\* Report of the Second Meeting of the 22nd ASEAN Standing Committee, Bandar Seri Begawan, 15-17 November 1988

**POLICY GUIDELINES ON PARTICIPATION OF  
PRIVATE SECTORS/NON-GOVERNMENTAL ORGANIZATIONS  
AT ASEAN MEETINGS**

1. ASEAN Meetings often involve discussion of matters which are confidential and which are confidential and which should not be disclosed to the general public. Accordingly, as a general rule, private sectors/Non-governmental organizations should not be allowed to participate in ASEAN Meetings.
2. However, it may be necessary, to invite experts in various fields to brief/advice ASEAN Meetings of an expert/technical nature. Such persons may be invited after prior consent of the Chairman of the Meeting concerned in consultation with all other ASEAN delegations to the Meeting. Participation by invitees in these Meetings should be restricted to the briefing/advice to be given.
3. In very exceptional circumstances, such experts may be permitted to participate for the entire duration of the Meeting upon prior consent by the Chairman of the Meeting in consultation with all other ASEAN delegations..

\* Third Meeting of 11th ASEAN Standing Committee,  
Bangkok, 22 April 1978





## MALAYSIA PROJECT PROPOSAL

### Seminar on Leadership and Management in ASEAN Civil Services in the Decades Ahead: Facing the Challenges and Seizing Opportunities

#### 1. OBJECTIVE

The objective of this paper is to propose a training programme for senior executives of the ASEAN Civil Services.

#### 2. INTRODUCTION

ASEAN, as a community of nations, has in concert achieved significant advances in political, social and economic fields and it is envisaged that these achievements will be further enhanced in the decades of the 1990's and beyond. Taking cognisance of this development, it is imperative that the civil services, which have a pivotal role in facilitating these processes, keep constantly abreast with the rapidly changing global scene and respond to the emerging challenges of the future. Human resource training, in the form of seminars, workshops and training courses for senior executives of the Civil Services would provide a useful forum in this direction.

While it is true that such programmes are carried out on an ongoing basis in the respective nations of ASEAN, there is a need to undertake these executive development programmes from time to time on a joint ASEAN basis, in an effort to share common experiences and establish a more integrated approach in tackling ASEAN-wide common issues.

These training courses among others, should pay particular emphasis on the role of the Civil Services in facilitating private sector growth. This is in line with the new thinking among ASEAN nations where the private sector is increasingly being looked upon as the engine of growth.

#### 3. RATIONALE

In a rapidly transforming world, compounded by the globalization of the market place and the instantaneous dissemination of information, the quest for growth and progress in the ASEAN region can only be achieved by the development of international competitiveness. While the private sectors have been expected to continue to spearhead this race for competitiveness, the Civil Services are increasingly looked upon to facilitate, clear the way and lay the path for the private

sectors to realize their full potential. Only a well informed, proactive and competent Civil Services can live up to these expectations.

This proposed workshop will deliberate on the issues relating to organisational leadership and management from the experiences of the ASEAN countries against the background of a turbulent world in terms of shifting economic and trade alignments, changing patterns in industrialization and the emergence of the Pacific Rim nations. It is envisaged that the workshop will provide a forum for ASEAN top civil servants to strengthen their bond of friendship and their capacity to solve common problems in the spirit of cooperation and collaboration.

#### **4. WORKSHOP OBJECTIVES**

The workshop, entitled "LEADERSHIP AND MANAGEMENT IN THE ASEAN CIVIL SERVICES IN THE DECADES AHEAD: FACING THE CHALLENGES AND SEIZING OPPORTUNITIES" will have the following objectives:

- (i) to take stock of the adjustments in the Civil Services in ASEAN in the context of global changes and development;
- (ii) to examine the mechanisms for public and private sector co-operation to achieve international competitiveness; and
- (iii) to provide a forum for the exchange of ideas and the sharing of experiences in promoting the public and private sector management.

#### **5. DISCUSSION TOPICS**

The topics to be presented in the workshop can cover the following areas:-

- (i) The role of the civil service in stimulating and facilitating private sector growth;
- (ii) Improving the quality of the public sector delivery system: Issues and challenges;
- (iii) The leadership factor in organisational development in the ASEAN Civil Services; and
- (iv) Management of change and information technology from the perspective of the ASEAN Civil Services.

## 6. METHODOLOGY

The methodology to be adopted would be in the form of:-

- (i) key note address from the host country;
- (ii) presentation of working papers, by leaders or experts from either the public sector or the private sector of the participating nations;
- (iii) country paper presentation by the participating nations;
- (iv) syndicate discussions and plenary sessions; and
- (v) visits and briefings.

## 7. ORGANIZATION OF WORKSHOP

This workshop would be organised by a national leading training institution on a rotational basis.

## 8. DURATION

The duration of workshop can be between 4-5 days.

## 9. NUMBER AND PROFILE OF PARTICIPANTS

The number of participants can range from 25-30. Participants, to be drawn from the ASEAN Civil Services, should preferably have a minimum of 12-15 years working experience.

## 10. BUDGET

The host country will bear the costs of accommodation, food and all other expenditures pertaining to the workshop. Participating countries need only pay the costs of travel.

## 11. CONCLUSION

The proposal to host a workshop for senior executives from the ASEAN Civil Services has been prompted by the awareness and urgency to keep the ASEAN Civil Services in a state of preparedness to effectively face the challenges of the future. It is hoped that this workshop will in some way contribute to the training needs of the future leaders and managers of the ASEAN Civil Services.

## BRUNEI DARUSSALAM PROJECT PROPOSAL

### PROJECT TITLE: WORKSHOP FOR ASEAN CIVIL SERVANTS

#### A. BACKGROUND:

Brunei Darussalam recognised that the collaborative efforts in the spirit of regional cooperation is one of the effective means of solving common interests, and where possible the collaborative efforts should be expanded and intensified.

At the first ASEAN Conference on Civil Service Reforms, it is agreed that there are seven areas of collaboration, among which, Brunei Darussalam realized the importance of holding a Workshop/Seminar for Heads of Civil Service, Central Agencies and Senior as well as Middle Level Managers in ASEAN Civil Service Agencies.

#### B. RATIONALE:

1. It cannot be denied that the Civil Service are constantly faced with the issue of administrative capability in the light of common management problems and environmental constraints. Given an organized forum for it, Brunei Darussalam believed that each ASEAN country may have experiences of their own that could be shared with others. It further enhances the cross fertilization of ideas through exchange of knowledge and experience.
2. Seen from these perspectives, it is noted that each ASEAN Civil Service is committed to the training of its Civil Servants.
3. It further promotes greater collaboration among ASEAN member countries in the field of public administration and management through exchanges and sharing of experience in administrative management improvement programmes.

The details of the project proposal and implementation schedule are discussed below:

#### C. WORKSHOP:

The title of the workshop will be "Leadership, Management and Organizational Effectiveness for Senior Officers of ASEAN Civil Service".

The workshop will be run for 2 days and the venue will be in Bandar Seri Begawan, Brunei Darussalam.

[see Appendix A]

**D. SEMINAR PARTICIPANTS:**

The workshop will have a total of thirty participants with each ASEAN nation sending five participants.

The participants must have at least served 15 years in service and be between the ages of 35 and 50 years. The responsibility to select the participants will be left to the respective Personnel Services Ministry/Departments of ASEAN Countries.

**E. ORGANISATION OF THE WORKSHOP:**

The workshops will be organised by The Establishment Department, Training Unit with the cooperation of the Management Services and Government Security Department, Prime Minister's Office and with assistance from Harvard Institute of International Development, U.S.A.

The workshop will be held at the Conference Room of Riverview Inn, Bandar Seri Begawan or International Convention Centre, Berakas, Brunei Darussalam.

The participants will be accommodated at the Riverview Inn.

**F. SEMINAR DATES:**

The duration of the workshop will be two days and will be held during the first week of the month of April 1993 ie. 12th, 13th, April, 1993.

**G. SEMINAR BUDGET:**

The estimated budget costing for each Workshop is given in Appendix B.

**H. CONCLUSION:**

It is a pleasure and honour to Brunei Darussalam to be given an opportunity to host and conduct an ASEAN Workshop which will enhance the collaboration effort in solving common interest among the ASEAN CIVIL SERVICE.

1. **TITLE:**

WORKSHOP LEADERSHIP, MANAGEMENT AND ORGANIZATIONAL EFFECTIVENESS FOR SENIOR OFFICERS OF ASEAN CIVIL SERVICE:

**OBJECTIVE OF THE WORKSHOP:**

TO strengthen the leadership, skills, capability and competency of the SENIOR OFFICERS OF THE ASEAN CIVIL SERVANTS.

**METHODOLOGY:**

An intensive and practical workshop. These will be extensive group activity. Formal lecturing will be kept to a minimum. Emphasis is on learning by doing.

**TOPICS:**

Leadership, Management and Organizational Effectiveness.

**SUB. TOPICS:**

- What is Leadership?
- Leadership, Problem Solving, Learning and Educating.
- Leadership and The nature of Work.
- Human, Group and Organizational Behaviour.
- Leadership and Creativity.
- Threats to Effective and Task Avoidance Mechanisms.
- Intervention: Managing Confusion, Chaos and Conflict.
- Leadership, Listening and Responsiveness.
- Inspiration, Charisma, Persuasion and Power.
- Partnership in Leadership.
- Leadership in Teambuilding Organizational Effectiveness.
- Leadership: A Case Study and Learning Experiences.
- Review and Thoughts for the Future.

**PARTICIPANTS:**

Five (5) Senior Officers from each ASEAN member country.

**SPEAKERS:**

Guest speakers from Harvard Institute of International Development, U.S.A.

**DURATION:** 2 days.

**VENUE:**

Riverview Inn, Brunei Darussalam.

**PROJECT FUNDING:**

The total estimated cost if US\$44,911.65. Details are attached as in APPENDIX B.

Project Title:  
Seminar on Leadership, Management and Organizational  
Effectiveness for Senior Officers of ASEAN Civil Service

Date: 12 and 13 April 1993 (2 days)

No of participants: 30

1) Travelling expenses for participants:

Return airfares for 25 participants from participating countries to host country.

Jakarta/BSB/Jakarta	5 persons	US\$460 x 5 =	US\$2,300.00
Manila/BSB/Manila	5 persons	US\$454 x 5 =	US\$2,270.00
KL/BSB/KL	5 persons	US\$329 x 5 =	US\$1,645.00
Singapore/BSB/Singapore	5 persons	US\$463 x 5 =	US\$2,315.00
Bangkok/BSB/Bangkok	5 persons	US\$500 x 5 =	US\$2,500.00

Sub-total = US\$11,030.00

2) Per Diem:

a) Per diem for participants for 4 days

US\$179 per day = US\$179 x 25 x 4 = US\$17,900.00

b) No per diem for participants from host country

Sub-total = US\$17,900.00

3) Accommodation:

Cost of accommodation for 25 persons for 4 days

US\$70 per day = 25 x US\$70 x 4 = US 7,000.00

4) Consultant Fees:

ASEAN participants: 12 and 13 April 1993 = US\$3,143.00

5) Organising Expenses:

Coffee breaks, lunches + Rental of Conference Room for

2 days + 2 hrs. opening ceremony = US\$1,700.00

6) Printing Materials

= US\$2,000.00

7) Contingencies 5%

= US\$2,138.65

TOTAL = US\$44,911.65

=====

Note: All quoted rates are subject to changes.

### PHILIPPINES PROJECT PROPOSAL

Project Title: CAREER EXECUTIVE SERVICE DEVELOPMENT PROGRAM (CESDP), formerly Managing the Bureaucracy for Results Program

Scheduled Date/Duration	-	July 1993 for 30 days
Number of Participants	-	40 (10 from ASEAN)
Venue	-	Development Academy of the Philippines (DAP) Conference Center Tagaytay City, Philippines
Project Funding	-	Total Estimated is US\$105,000.00
Program Brief	-	Please refer to Appendix "A"

Travelling Expenses for 10 participants from participating Countries to host Country

Bandar Seri Begawan-Manila	US\$ 354.00	x 2 = US\$	708.00
Jakarta-manila (2 persons)	540.00		1,080.00
Bangkok-Manila (2 persons)	450.00		900.00
Kuala Lumpur-Manila (2 persons)	472.00		944.00
Singapore-Manila (2 persons)	726.00		1,452.00

#### Per Diem

- Per diem for participants for 30 days  
(based on Country's approved rate)
- No Per Diem for participants from Host Country

Training Fee for each Participant US\$2,500.00

This will cover dinner, lunch, coffee breaks, in-country transportation expenses lodging at DAP, Tagaytay City for 30 days. This includes professional service fees and out-of-pocket expenses to be incurred in the design and conduct of the intensive 4 week residential course (including Community Immersion).

Contingencies 5% = US\$5,000.00

Output - Action Plan for Implementation in Participating Agency.



**CAREER EXECUTIVE SERVICE  
DEVELOPMENT PROGRAM  
Session XXII  
(CESDP XXII)**

**PROGRAM BRIEF**

The Career Executive Service Development Program Session XXII (CESDP 22) is a management development program designed and implemented by the Development Academy of the Philippines to support the Career Executive Service. Its basic thrust is to develop a distinctive breed of government executives who, as development managers, advocate public service values and stand for the CESO ideals.

**PROGRAM FEATURES**

Target Participants. The target participants are CES incumbents from both the Philippines who had passed the CESB's qualifying examination and screening process and the ASEAN regions who are at least holding equivalent position in the the Philippines Career Executive Service. Expected number of participants is 40.

Program Focus. CESDP 22 is basically an initiation into the CES culture and ideology. Thus, focus will be placed on personal and professional development, leading to a renewed advocacy of the CESO way. This being the case, its emphasis will be more on orientation rather than on skills.

Program Content. The program has for its learning modules the following:

- **Optimizing Human Resources (OHR):** Focuses on self-development and basic interpersonal skills.
- **Development Perspective (DP):** Development issues and key strategies being undertaken to implement development agenda are presented for the participants study.
- **Dynamics of Social Development (DSDP):** Emphasizes the Social Development Agenda of Poverty Alleviation, Distributive Justice, and People's Participation. A significant component is the Community Immersion, where participants will stay in selected rural and urban poor communities for 10 days. This learning experience will hopefully sensitize the participants to the existing poverty conditions of the public whom they vow to serve.
- **Modular Integration (MI):** Identifies a back-home office management situation which they will want to change or reform.
- **Personal Integration (PI):** Aims to integrate the participant's learnings and strengthen the spiritual dimension of their lives.

Strategy. A one-month intensive program with sessions beginning on Mondays and ending on Saturdays. The program will utilize the experiential approach.

Pre-Program Requirements. In addition to the usual pre-program requirements set by CESB, it is suggested that a "Situation Appraisal Report" be prepared by the participants prior to the conduct of the CESDP 22. This pre-work, which will require the participants to consult with their immediate superiors and subordinates, will serve as their background material for their Modular Integration session.

Implementation Date. Target date of implementation is 5 July to 1 August 1993. Below is the breakdown:

5-10 July 1993: Residential Training, DAP Conference Center

12-17 July 1993: Residential Training, DAP Conference Center

18-28 July 1993: Community Immersion Phase

19 July – 1 Aug. 1993: Residential Training, DAP Conference Center

A total of 26 days for the entire duration of the program.

It will be noted that there will be no breaks from 12 July to 1 August 1993, thus, participants should be reminded of the necessity of bringing enough clothes for their intensive three-week out-of-town stay.

Budget. The program cost is ONE HUNDRED FIVE THOUSAND US DOLLARS (US\$105,000.00)

This includes professional service fees and out-of-pocket expenses to be incurred in the design and conduct of the intensive 4 week residential course (including Community Immersion).

**CAREER EXECUTIVE SERVICE DEVELOPMENT PROGRAM XXII  
WORK PROGRAM**

ACTIVITY	PERIOD	RESPONSIBILITY CENTER	OUTPUT
1. CESDP Program Design	1 May 1 June '93	DAP	• Program Design
2. Module Design	5 May '93 20 June '93	DAP	• Module Resumes
3. Administrative Preparation	2 May 9 June '93	DAP & CESB	• List of Participants • Mobilization of Faculty • Venue Arrangements • Program materials
4. Community Immersion (CI) Pre-work	5 May 13 July '93	DAP	• Identification of sites and host families • Contract of Service
5. Implementation of Residential Training	5 July 1 Aug '93	DAP & CESB	• 4-week of residential training conducted
6. Program Debrief	6 August 30 Sept. '93	DAP	• Program Evaluation

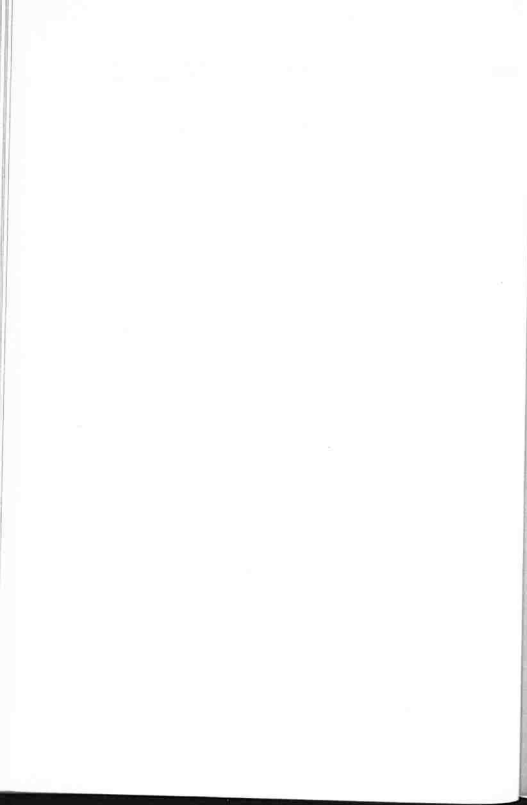
## INDONESIA PROJECT PROPOSAL

- Project title : **ASEAN Civil Service record systems**
- Background :
1. The first ASEAN Conference on Civil Service Reforms held in Manila in 1981, agreed that the subjects for cooperation among the member Countries shall be among others:
    - a. Conference/Seminar of Heads, as well as Technical Level Personnel of Public/Civil Service agencies.
    - b. Staff Exchange.
    - c. Training Courses in Public Administration.
    - d. Short-term Observation Study Visits.
    - e. Consultancy Services.
    - f. Exchange of Information.
    - g. Research.
  2. Based on the decisions of the third Summit Meeting in Manila, 1987, that to ensure human resources development, (HRD) for promoting socio-economic development, ASEAN should.
    - a. Strengthen Research and Development (R & D) and other institutions and promote cooperation among them on selected areas that are of immediate concern to ASEAN in the process of developing an intelligent work force in a rapidly changing an highly competitive world and in the process, increase technology transfers within the region;
    - b. Support the development of "Sun-rise" industries through special training arrangements and preparation of appropriate human resources in ASEAN Countries.
    - c. Promote cooperation in technology transfer and information technology transfer and information technology which could be in form of information exchange as well as the cooperation in the development of soft and hardware component of information technology; and
    - d. Intensify cooperation in public administration by focussing on specific areas ASEAN's expertise could be fully utilized such as the establishment of ASEAN fellowships for conducting research in the ASEAN region in existing institutions, the exchange of faculty members and the formulation of ASEAN training curriculum for public officers.

3. As Civil Servants, in the Indonesian context, are closely involved in national development, then it is necessary to have detailed information on them. This information can be utilized as a basis for designing schemes for promoting their capabilities according to the needs of national development. For this purpose it is necessary to study the Civil Service record system that has been maintained by each member country of ASEAN, which result can be integrated into the existing system or providing the ways to improve it, if necessary. The result of these study visits can be also the basis for designing activities for individual member countries in the area of Civil Service systems improvement. In addition the results could help to implement the ASEAN Civil Service Collaborative programs which for the past 10 years have not been effectively carried out. The results of this project are regarded as a basic means of accelerating the implementation of the ASEAN Summit Meeting decisions as already mentioned above.

- Objective : 1. To study the existing record system used by each member country, for the purpose of obtaining data needed for the "Indonesian Civil Service Information System" being contemplated and soon to be established. (These study visits will be carried out at first by an Indonesian Team).
2. To evaluate and analyze the data collected during the above-mentioned visits, to ascertain how these data can be integrated into the existing Indonesian archives and electronic data processing system so as to improve the means of providing any information needed by the Indonesian Civil Service System and also needed for the acceleration of the implementation of the "ASEAN Civil Services Collaborative Programs".
- Date and Duration : Proposed for the end of 1991 for one Year.
- Venue : 1. Jakarta for the evaluation and analysis of the data collected through the Indonesian team visits to each ASEAN country.
2. The ASEAN member country (to be decided) for a seminar attended by each ASEAN member country's representatives for the purpose of examining the new information system established by the Indonesian Team.

- Programs : 1. To negotiate and arrange the possible time for visit to each ASEAN Civil Service, within the framework of studying the record system maintained by each member country.
2. To compile systematically all facts found during the above mentioned visits.
3. To evaluate and analyze the possibility of combining the data found during the visits with the existing Indonesian Civil Service record system, so that the Indonesian System (which will be soon established), will be able to accommodate the information needed for the implementation and improvement of the System and which is also needed for the smoothness of the implementation of the "ASEAN Civil Service Collaborative Programs".
4. To arrange a seminar among ASEAN Civil Services to expose the newly established information system for evaluation, corrections, suggestions and recommendation so that the system could assist the ASEAN Civil Services Collaborative Programs. It would then be possible to generate suggestion as to how the system can be developed to assist other areas of ASEAN cooperation.
- Participants : 1. Three persons for the Indonesian Team to visit and collect important and relevant data from the record system maintained by each ASEAN member country.
2. 12 persons to attend the above mentioned seminar. (Two persons from each member country of ASEAN).
- Project Cost : The total cost will be calculated after this project proposal is approved by the sixth ASEAN Conference on Civil Service Matters in Brunei Darussalam.



**A PROJECT TO INCREASE EFFECTIVENESS OF CIVIL SERVICE  
TRAINING.  
(MALAYSIAN PROJECT PROPOSAL)**

**1. Background**

1.1 It is noted that each ASEAN country is committed to the training of its civil servants. Each country has at least one organisation dedicated to this purpose, and each country allocates a substantial sum of money for this effort.

1.2 Malaysia would like to propose a project which could help increase the effectiveness of this training, thus contributing towards greater productivity of the civil service and a better return for the money invested in local training programmes.

1.3 At the same time the project could initiate and then sustain more meaningful professional links between the premier civil service training organisations of the ASEAN countries.

**2. Basic Contention**

2.1 The effectiveness of training civil servants depends on three basic considerations:

- (i) Proper identification of training needs;
- (ii) Adoption of appropriate training methodologies;
- (iii) Adequate assessment or evaluation of the training.

2.2 Malaysia has had experience in these three areas, particularly the experience of Malaysia's National Institute of Public Administration (or INTAN for short). Malaysia would like to share this experience with counterpart training institutions from each ASEAN country, with appropriate case-studies backed up by well-researched theoretical bases.

2.3 It is believed also that each ASEAN country may have experiences of their own that could be shared with others, given an organised forum for it.

**3. Format of Proposed Project**

3.1 It is proposed that each ASEAN country identifies a training institution engaged in civil service training that would be a counterpart to Malaysia's National Institute of Public Administration (INTAN). And that two officers be assigned from each of these institutions to participate in this project.



3.2 The Project itself is proposed in three phases:

*First Phase:* A practical-oriented workshop in Malaysia attended by the 2 officers from each ASEAN country identified for the project. The workshop would cover the three areas mentioned earlier: Training Needs Identification, Training Methodology and Training Evaluation. The workshop is expected to be from 2 to 3 weeks duration.

*Second Phase:* The participants upon returning to their respective countries would implement what they have learned during the workshop in an actual training exercise.

*Third Phase:* Based on their experience in the second phase, the two officers would then conduct workshops in their own country for other training officers from other training organisations. Thus there would be a multiplier effect.

3.3 The workshop in the First Phase would be conducted and facilitated by the staff of INTAN. The experiment in the Second Phase would be implemented by the respective training organisation in each country, but INTAN's advice could be sought by correspondence. For the Third Phase workshop in each country, if requested staff from INTAN could attend as resource persons.

#### 4. Aims and Objectives of the Workshop

4.1 At the end of the workshop in Malaysia, the participants should be able to:

- (a) assess training needs more appropriately;
- (b) understand the needs and motivations of adult learners;
- (c) redesign a training course to meet the above two requirements;
- (d) prepare suitable strategies for facilitating learning;
- (e) design and execute a useful evaluation of the effectiveness of the training course.

4.2 During the workshop itself the participants would be provided an opportunity to examine a training course presently conducted by their institution with a view to redesigning it based on the principles of andragogy.

#### 5. Scope of the Workshop

5.1 The workshop will endeavour to design activities for the following areas:

- (i) The principles and techniques of training needs analysis at organisational, occupational and individual levels.
- (ii) Andragogical approach to training and facilitating learning, including adult learning psychology, the concepts of life-long learning, "freedom" to learn, etc.

- (iii) Critique of a typical traditional type training programme.
- (iv) Exercises in examining, redesigning and class testing selected training programmes;
- (v) Approaches, methodologies and techniques of evaluating training effectiveness at the levels of input, through-put, output and outcome.

5.2 Formal presentations by INTAN's own resource persons will be part of the workshop, but a greater emphasis will be on group discussions and practical exercises.

5.3 The workshop is expected to be conducted at INTAN's main campus in Kuala Lumpur as a fully residential session to maximise utilization of time and interaction among participants.

## 6 Potential for Further Collaboration

6.1 This proposal is such that it can be the first step towards more involved collaboration amongst the participating training institutions of the various ASEAN countries, with INTAN in Malaysia playing a pivotal role if need be. The collaboration that could be pursued further would be in the following areas: (a) Staff Exchange; (b) Training Courses in Public Administration; (c) Short-term Observation and Study Visits; (d) Consultancy Services; (e) Exchange of Information and (f) Research.

6.2 For a start, for whatever project that each participating institution has identified for the Second Phase, it is likely that INTAN would have a counterpart team of officers that could provide assistance in the above mentioned areas.

6.3 On a long term basis, once the initial professional link has been forged through this original workshop, the participating training institutions in the various countries could continue linkages in other subject areas. INTAN could provide counterparts for the following subjects of training:

- (a) Management Development;
- (b) Economic Administration and Public Policy Analysis;
- (c) Rural, Urban and Regional Development;
- (d) International Relations and Diplomacy;
- (e) Strategic Studies;
- (f) Financial Management and Accounting;
- (g) Supervisory and Support Services;
- (h) Computer Usage;

(i) Training Methodology.

7. **Funding**

7.1 Parts of this proposal could possibly be funded under Malaysia's Technical Cooperation Programme. Other portions will need to be funded from other sources, e.g. a third party or each country's own funds for their own participation.

8. **Conclusion**

8.1 This proposal is tabled for the deliberation of the Conference.

- TITLE** : EVALUATION OF THE EFFECTIVENESS OF CIVIL SERVICE TRAINING PROGRAMME
- BACKGROUND** : It is the concern of all ASEAN countries to improve the effectiveness and impact of their training programmes. Experiences are available in all ASEAN countries, and great benefits will be reaped if exchange and cooperation amongst them are set in motion.
- OBJECTIVE** : To design and execute a useful evaluation of the effectiveness of the training courses.
- DATE AND DURATION** : Proposed in 1990 or 1991.
- VENUE** : INTAN, Kuala Lumpur, Malaysia.
- PROJECT OUTLINE** : The project will involve three phases.
- Phase 1:* Workshop to discuss the approaches, methodologies and techniques of evaluating training effectiveness at the levels of inputs, through-put, output and outcome.
- Phase 2:* Country participants identify a training programme to be planned, implemented and evaluated. Evaluation report of the effectiveness of the training courses will be prepared for the third phase activity/workshop.
- Phase 3:* Workshop will be conducted to discuss the experiences of evaluation of the effectiveness of training programmes in the ASEAN countries.
- PROGRAMME** : .....
- PARTICIPANTS** : Each country will nominate three persons that are directly involved in the administration and implementation of training programmes for civil service officials. Officials are at middle level management/administration.
- PROJECT COST/FUNDING:** Local costs in Malaysia borne by INTAN Malaysia. Participants from other ASEAN countries bear their own transport and subsistence costs or sponsored by third party institution through ASEAN Secretariat.

## SINGAPORE PROJECT PROPOSAL

### PUBLIC ADMINISTRATION SEMINARS

At the 5th Conference, we proposed the organisation of seminars on 'Strategic Public Management', 'Public Sector Marketing' or 'Creative Problem Solving' for ASEAN Civil Service Managers. The seminars, one per year over a 5-year period, were to be held in Singapore. As our project for this Conference, we propose the continuation of these seminars.

#### Rationale

2. To meet the challenge of rapidly rising public expectations of their Civil Services and Civil Service personnel, Civil Service managers need to enhance their talents and management skills. Strategic management, marketing skills and creative problem solving skills are powerful allies in their quest to cope fast with hanging environments and to meet the changing needs of ASEAN publics.

3. The original proposal was therefore to conduct at least one ASEAN Public Management Seminar a year over a 5-year period on any of the 3 proposed subject areas. The 'Strategic Public Management' Seminar could alternate with the seminar on 'Public Sector Marketing' or 'Creative Problem Solving'. Alternatively, a single subject area could be chosen and repeated over the 5-year period. We would like to propose the continuation of this project for remaining 3 years.

#### Participants

4. The Seminars will be held in Singapore. Each country is to nominate a maximum of 2 participants per Seminar.

#### Course Leaders

5. These could be from the ASEAN countries or foreign countries such as the EC or the USA.

#### Seminar Outlines

6. These are given in Appendices A, B, and C.

#### Financing

7. Accommodation, food and a small per diem of US\$15 per person per day are to be provided by the host country. Seminar fees will be borne by the host country. Airfares will be borne by the participating countries for each of their participants. The host country, however, would try to obtain assistance from international bodies or ASEAN dialogue partners for the expenses of hosting the seminar, and to meet the airfares of those participants needing such assistance.

### Strategic Management for Public Sector Managers

This five day seminar will provide senior public sector officials, executives and managers with the skills to direct or supervise the strategic management process in their organization. It has been structured to maximize the participation of the participants in the different program activities. Emphasis will be placed on providing opportunities to try the skills and ideas being presented by using case analyses, simulations, group activities and individual assignments. For this reason policy and management teams will find this workshop particularly valuable in helping them review current strategies, identifying policy alternatives, and in the reformulation and selection of appropriate alternatives and implementation strategies.

#### Proposed Topics and Concepts

1. Strategic Management in the Public Sector
  - \* relating strategic planning to policy formation
  - \* role of senior officials and managers as policy maker and strategic planner
  - \* conceptualizing policymaking and the strategic planning process
2. Process of Strategic Management in the Public Sector
  - \* strategy and methods for involving key policy and decision makers
  - \* hierarchy of policy, organizational and programmatic objectives
  - \* establishing a strategic management approach
3. Evaluating Current Organizational Goals and Objectives
  - \* Reviewing the Current Policy Environment
  - \* Assessing Present Policies and Programs
  - \* Examining Current Goals and Objectives
4. Discerning Environmental, Demographic, Political Trends
  - \* Emerging Strategic Policy Issues
  - \* Identification of Policy Opportunities and Challenges
  - \* Evaluating Environmental, Demographic, Political and Organizational Impacts

5. Visualizing the Future
  - \* Identification of Plausible and Desirable Future Options
  - \* Assessing Alternative Organizational and Policy Choices
  - \* Proposing Policy and Organizational Futures
6. Evaluating Organisational Capabilities
  - \* Distinctive Competencies
  - \* Strengths and Weaknesses
  - \* Capacity for Innovation and Change
7. Selecting and Prioritizing Policies and Programs
  - \* Analysis of Key Stakeholders
  - \* Creating Criteria for Strategic Choice
  - \* Identification of Strategic Direction
8. Establishing Policy Goals and Objectives
  - \* Formation of Goals and Objectives
  - \* Building the Implementation Commitment
9. Policy and Program Implementation
  - \* Organizing to Execute Policy
  - \* Allocation of Resources and Responsibilities
  - \* Translating Decisions into Action
10. Reexamining and Reformulating Policies
  - \* Evaluating the Implementation Process
  - \* Reviewing Strategic Assumptions and Policy and Program Design
  - \* Progress and Process Assessment and Change

### Marketing Concepts for Public Sector Managers

This five day program will provide senior public sector officials, executives and managers with the skills to direct or manage marketing programs or activities in their organizations. Participants will be given frequent opportunities to use or apply the skills and ideas being presented by using case analysis, simulations, group projects and individual assignments. Policy and managerial teams will find this workshop particularly valuable in the review, development or reformulation of marketing strategies, policies and programs.

#### Proposed Program Concepts and Content

1. The Role and Function of Marketing in Public Sector Organizations
  - \* Objectives and Purposes of Marketing
  - \* Marketing Problems, Criticisms and Benefits
  - \* Contrasting Private and Public Sector Marketing
  - \* Concepts and Strategies for Public Sector Marketing
  - \* Market Oriented Organizations
2. Marketing Models and Ideas
  - \* Organizing the Marketing Function
  - \* Key Elements of Marketing
  - \* Market Definition and Positioning
3. Understanding the Marketplace
  - \* Environmental and Organizational Analysis
  - \* Market Audits
  - \* Research Approaches and Methods
4. Qualitative Models
  - \* Sources of Marketing Information
  - \* Issue and Idea Generation Approaches
  - \* Focus Group Techniques



5. Quantitative Methods
  - \* Survey Methods
  - \* Questionnaire Design
  - \* Surveys Using Personal, Telephone and Mail Interviews
6. Developing the Market Strategy
  - \* Market Objectives
  - \* Market Segmentation
  - \* Segmentation Methods
7. Advertisement and Promotion
  - \* Communication Strategies
  - \* Advertisement Techniques
  - \* Promotional Methods
8. Public Relations
  - \* Public Relations Strategies
  - \* Public Relations Methods and Concepts
9. Management and Evaluation of Marketing Strategies
  - \* Marketing Plans
  - \* Management Methods
  - \* Job Descriptions
  - \* Evaluation Approaches

**PRELIMINARY PROPOSAL FOR A FIVE DAY WORKSHOP  
ON CREATIVE PROBLEM SOLVING TECHNIQUES**

**PURPOSE:**

This workshop is intended to help civil service employees increase the range and quality of alternatives they are able to generate for dealing with the policy and managerial problems faced by their agencies. Creative problem solving requires five primary skills: (1) mastery of more than one mode of reasoning; (2) the ability to switch between reasoning modes when it becomes apparent that the approach to problem solving being taken is not proving productive; (3) the ability to search out and recognize pertinent information; (4) good powers of concentration; and, (5) an ability to visualize. The greater an individual's mastery of these basic skills the better equipped they are to move through the creative process of: problem discovery, saturation, incubation, illumination and verification.

**OBJECTIVES:**

By the end of this five day session, participants will have:

- a. Been exposed to and practiced six different reasoning modes.
- b. Learned techniques for improving their concentration and visualization abilities.
- c. Practiced switching between reasoning modes.
- d. Applied the techniques practiced in class to a real problem facing their agency.
- e. Learned which reasoning modes they are most skilled at, and which they need to practice more.
- f. Become confident that they can improve their creative problem solving ability with conscience practice.

**CONTENT OUTLINE:**

**DAY ONE**

- \* Learning What You Need To Learn: Individual Creative Skills Inventory and Assessment
- \* The Creative Process
- \* The Skills Necessary For Creative Problem Solving
- \* How Creative Problem Solving Can Be Taught
- \* Course Outline
- \* Picking an Agency Problem to Work On – The Independent Projects

## DAY TWO

- \* Mode One: The Classic Approach of Casual Modeling
- \* Mode Two: Scenario Building
- \* Mode Three: Legal Reasoning and the Use of Analogies

## DAY THREE

- \* Mode Four: Inductive Reasoning
- \* Mode Five: Deductive Reasoning
- \* Mode Six: Perceiving the Gestalt

## DAY FOUR

- \* Visualization Training
- \* Learning to Concentrate
- \* Switching Modes
- \* Creative Problem Solving

## DAY FIVE

- \* Work On Independent Projects
- \* Project Reports
- \* Where To Go From Here

## ASEAN CONFERENCE ON CIVIL SERVICE MATTERS

### ASEAN PUBLIC MANAGEMENT SEMINARS

#### Cost Per Seminar

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Accommodation for 10 people for 6 nights	6 x \$150 x 10	\$9,000
Lunch/Tea/Conference package for 25 people for 5 days	25 x \$40 x 5 days	\$5,000
Per diem for 10 people	\$30 x 10 x 5 day	\$1,500
Lecturer/Consultant	\$3,000 x 5 days	<u>\$15,000</u>
	Total	\$30,500
Add: Airfare for those who need financing	3 x 2 x \$750	<u>\$4,500</u>
		<u>\$35,000</u>

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## THAILAND PROJECT PROPOSAL (2)

1. **Project Title** : ASEAN SENIOR MANAGEMENT SEMINAR
2. **Background** : In response to a resolution adopted by the 3rd ASEAN Conference on the Civil Service Matters held in Bangkok in 1985, the first and second ASEAN Senior Management Seminar were organized in Thailand in June 1986 and November 1988 by the Civil Service Training Institute (CSTI) of the office of the Civil Service Commission of Thailand in collaboration of the Asian and Pacific Development Centre (APDC).

The first Seminar was organized as an activity within a larger framework of an action oriented training program that emphasized action research as an instrument of management development. The training program in turn was designed to complement the networking activities of institutions involved in the ASEAN Conference on the Civil Service Matters.

The success of the first Seminar and the lessons learned from its implementation provided the impetus for the launching of the 2nd ASEAN Senior Management Seminar. The focus of the 2nd Seminar however was on the assessment of the existing approaches to the management of change and the consideration of a more people directed and people oriented framework for administrative improvements. The 2nd Seminar was equally, if not more successful with the first one and led to the justification of the proposal of the third one.

3. **Rationale** : It is undeniable that the rapid changes that have taken place both in the ASEAN region and elsewhere do have significant consequences for the civil service system, being a vital mechanism of every ASEAN government for the implementation of political, economic and social policies and strategies. The implication is that management development in the public sector has been and will continue to be an important dimension in the growth process of countries in ASEAN. This proposed 3rd ASEAN Senior Management Seminar intends to bring together senior managers to assess the existing approaches to the public service management in regards of a focussed issue. It will also attempt to provide exposure to new management technology and to use action research as a tool for change. Moreover, the Seminar motivates the participants to actually apply the new technology in their actual work setting and to evaluate the results thereafter.
4. **Objectives**
  - (1) To increase awareness of the senior managers on current issues related to public management development through exchange of experiences and information.

- (2) To enhance management skills in action research as a basis for action planning of administrative improvements.
- (3) To promote greater regional networking

**5. Project strategy**

The project will address selected issues in public administration in the region.

Networking approaches will be extensively used to ensure participation among relevant national institutions. Collaboration among these national institutions will be achieved through the activities of this program.

**6. Direct Recipients**

Senior managers from central personnel agencies, management development and training institutions and the relevant line agencies of the ASEAN countries.

**7. Target Beneficiaries**

The administrative systems and institutions of the ASEAN and ultimately the constituents they serve.

**8. Activities**

The project will be implemented in 4 stages over a period of 15 months as follows:

(1) Preparation Period

To finalize the design of the training and action research, selection of consultants and participants and program schedule.

Duration : 5 months

Timing : ..... - ..... 19 .....

2. Implementation of ASEAN Senior Management Seminar to be attended by 18 participants, 3 from each country.

Duration : 2 weeks

Timing : ..... 19 .....

(3) Implementation of the action research project to be launched by each country team in their respective country.

Duration : 6 months

Timing : ..... 19 ..... - ..... 19 .....

(4) Evaluation Clinic to be convened at the completion of the third stage to report on the action research project launched in each country.

Duration : 5 days

Timing : ..... 19.....

9. Proposed Host : Civil Service Training Institute  
Institution Office of the Civil Commission of Thailand

10. Estimated budget

(1) Planning Meeting (in US dollars)

- Airfare for 4 resource persons at \$400 each	1,600	
- Daily Subsistence Allowance (DSA) for 4 persons, 4 days at \$100 per day	1,600	3,200

(2) Seminar

- Airfare for 24 participants and 4 facilitators/resource persons at \$400 each	11,200	
- DSA for 28 persons for 14 days at \$100 per day	39,200	
- Local Transportation for field visits	1,000	51,400

3. Post-Seminar Evaluation Clinic

- Airfare for 24 participants and 4 facilitators/resource persons at \$400 each		11,200
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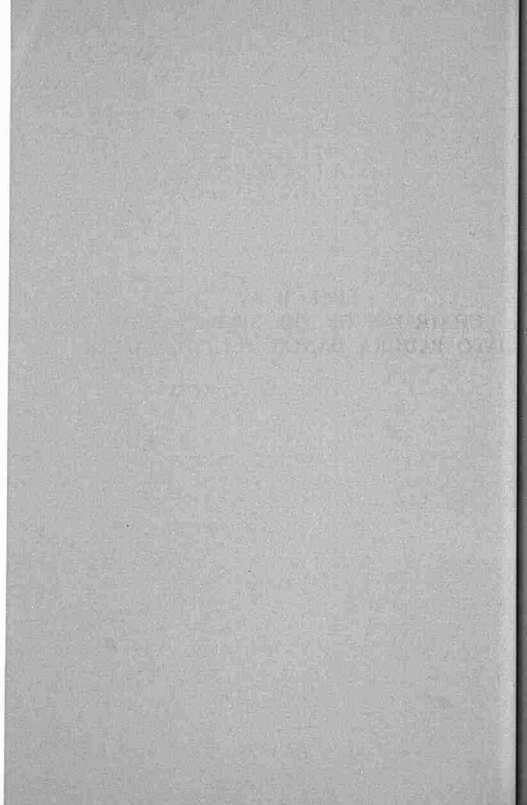
-	DSA		
	for 28 persons for 5 days at \$100 per day	14,000	
-	Institution Honorarium (for Implementation of Action Plan)		
	6 for \$1000 each	6,000	31,200
4.	Honorarium		
	for facilitators and resource persons		
	5 man months at \$2,000 per month		10,000
5.	Documentation and Report Writing		1,200
6.	Contingencies		1,000
		Total	\$98,000
			=====

#### 11. Outputs

- (1) Proceedings of the Seminar
- (2) Proceedings of the action research studies
- (3) Final report of the project



**SPEECH BY  
CHAIRMAN OF THE SIXTH ACCSM  
DATO PADUKA DANIAL HAJI HANAFIAH**



**7TH ASEAN CONFERENCE ON CIVIL SERVICE MATTERS (ACCSM)  
KUALA LUMPUR, 4TH - 8TH OCTOBER, 1993  
BRUNEI DARUSSALAM'S HEAD OF DELEGATION SPEECH**

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Mr. Chairman,

Distinguished Heads of Delegations;

Delegates and Observers,

Ladies and Gentlemen.

First of all, let us thank God Almighty for his blessing and his grace that has made it possible for us to be here together again on the occasion of the Seventh ASEAN Conference on Civil Service Matters (ACCSM).

As Head of Brunei Darussalam delegation and on behalf of the Chairman of the Interim Secretariat of the Sixth ACCSM it is an honour for me to address and later to report to you the development and progress since the previous Conference.

For the past 12 years, the Conference such as this has been held and taken place in ASEAN countries by rotation. Brunei Darussalam had also its part in hosting the Conference for the first time in 1991. I am pleased to learn that the Conference was reported to be as successful as the previous ones. From our experience, the Conference had not only enabled us to share and learn from each others' experiences, but also provided the opportunities for ASEAN Civil Services to forge closer cooperation and commitment, and to work on projects of mutual benefits.

Mr. Chairman, distinguished delegates, ladies and gentleman,

Allow me now to recall the scope of cooperation as agreed in the First Conference held in Manila, 27 - 31 July 1981, which include the following fields of activities:

- i. Conference/Seminar of heads, as well as of technical level personnel of public/civil service;
- ii. Staff exchange;
- iii. Training course in public administration;
- iv. Short-term observation study visits;
- v. Consultancy services;
- vi. Exchange of information;
- vii. Reserach.

In one way or another, we have made some progress and derived some beneficial outcomes from the previous conferences on some areas of cooperation. It is worthy to note that areas of cooperation are also extended to activities conducted on bilateral or multilateral basis.

Nevertheless, there are still constraints in implementing some of the programmes/projects agreed by the previous Conferences. Inavailability of funding has seemed to affect the execution of the respective member countries programmes/projects. As a result, some programmes/projects had been delayed. It is therefore imperative for us to address the issue so that positive action can be taken to enable the Conference to embark on new proposals.

Mr. Chairman, distinguished delegates, ladies and gentleman,

With our assiduous effort and in time to come, I strongly believe that we will further strengthen the networking and cooperation among the six ASEAN Civil Services - and to do our part in forging lasting relationships in ASEAN.

In closing, I would like to express our sincere thanks and appreciation to the Asian Pacific and Development Centre (APDC) for the financial contribution accorded to the previous Conference. May I also take this opportunity to express our gratitude and appreciation to all distinguished colleagues for the excellent cooperation extended to us during Brunei Darussalam term of office as the Interim Secretariat of the Sixth ACCSM.

I wish, now, to submit the following documents to all of you:

1. Report of the Chairman of the Interim Secretariat of the Sixth ASEAN Conference on Civil Service Matters, 1991 - 1993.
2. Compilation of the Sixth ASEAN Conference on Civil Service Matters' Country Papers and Technical Papers.

Thank you.

.....  
Mr. Chairman, distinguished delegates, ladies and gentleman,

Now I wish, to report to you the progress since the 6th Conference.

September/Brunei.

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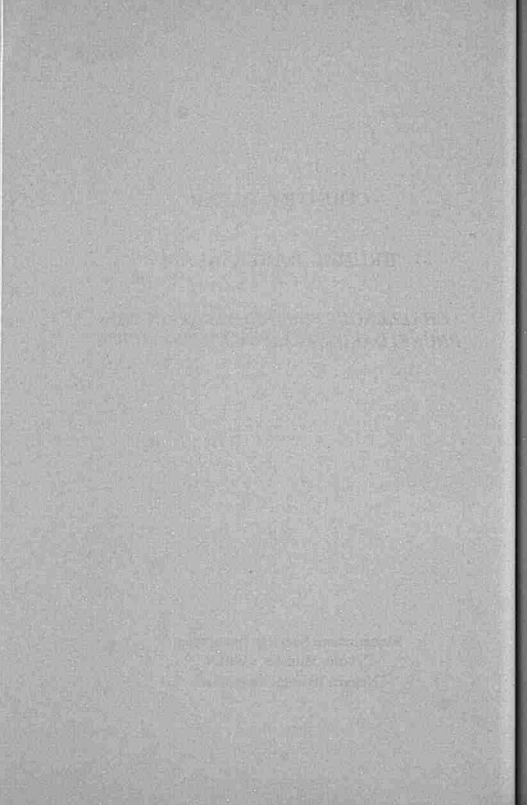
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**COUNTRY PAPER**

**BRUNEI DARUSSALAM**

***" CHALLENGES FOR INNOVATION IN THE  
BRUNEI DARUSSALAM'S CIVIL SERVICE"***

**Management Services Department  
Prime Minister's Office  
Negara Brunei Darussalam**





## CHALLENGES FOR INNOVATION IN THE BRUNEI DARUSSALAM'S CIVIL SERVICE

### INTRODUCTION :

1. Efficiency and effectiveness of the Civil Service in response to a wide-range of public needs and demands is a major ongoing concern for the government of Brunei Darussalam. For this reason, the search for creative approaches to discharge government services is itself a continuing enterprise. In this context the last three years have demonstrated Brunei government's strong commitment to new forms of administrative innovation. The objective is as part of an overall structural and operational upgrading of public sector services, intended to improve the quality of the delivery of these services in a cost-effective manner.

### MAJOR INNOVATIONS IN THE BRUNEI DARUSSALAM'S CIVIL SERVICE :

2. In recognition of this demand for the Brunei Civil Service to be responsive and adaptive in meeting administrative challenges, a comprehensive program of Civil Service Review was initiated by the government of Brunei Darussalam in 1990. The purpose of which is aimed at the containing of public sector expenditure; while expanding the character

and content and delivery of public service and expanding Civil Service effectiveness and management performance. The accomplishment of these objectives is ultimately intended to bring about a substantial reduction in government expenditure.

3. To formalize and ensure the on-going implementation of this program, Civil Service Review Committee was established with its membership comprising of senior level administrators. Its roles and responsibilities are to hold the Civil Service accountable to operationalizing the Civil Service Review program in government departments. This is a difficult task due to the current changes in the Civil Service work environment.
  
4. Government's concern about achieving observable and measureable outcome from the Civil Service Review program is evidenced by the adoption of a program-specific Monitoring and Evaluation system. This will enable both Civil Service Review Committee members and departmental managers to agree upon; the purpose and implementing strategies implicit in the program; and the means of measurement and verification of civil service program outputs. Such a system is crucial to ensure direct correspondence between the policy and the subsequent activities that are performed in support of Civil Service Review.

5. The creation of Management Action Teams in ministries and departments further support this movement towards administrative innovativeness and creativity. These permanent departmental Management Action Teams provide a mechanism for the identification and implementation of activities consistent with the goals of Civil Service Review program. In addition they are seen as a cadre of departmental managers performing management support team for their director and/or permanent secretary.
5. Frequent dialogues (Muzakarah) have been held between members of the Action Teams to enable ideas and experiences be shared among departments thereby increasing multiplier effect on such creativity on all the Civil Servants for strategic approach to a problem to be initiated.
7. A mechanism of showcasing successful implemented Civil Service Review projects was also established. The mechanism acts to promote further the sharing of ideas among organizations and to bring about innovative and creative changes to meet the goals of the Civil Service Review program.
3. To encourage broader commitment and achievement to the Civil Service Review program objectives, the government recently has announced an annual program known as Civil Service Excellence Awards (CSEA), in which individuals or

recognition is in appreciation to public servants who have made major contribution in enhancing departmental performance and productivity in the public sector. Furthermore, wide sharing of practical and effective administrative experience would help in promoting further good management practices and upgrading the quality of service delivery to our citizens and the Civil Service.

9. The government in 1992 has implemented the Employees Trust Fund (TAP), for the non-pensionable employees in the public sector. This reflects government's continued commitment to the welfare of Civil Servants upon retirement. This scheme will also enable mobility of employees between the public and the private sector which would eventually have similar scheme. Its purpose is two fold; one, to reduce the government financial burden in the payments of pension and gratuity to the employees; and two, to act as a form of social security scheme. This will result in an increased participation of the workforce in both sectors with particular emphasis on increasing incentives for citizens to enter the private sector.
  
10. Another continuing government strategy for innovation is reflected in the introduction of a work performance appraisal system in 1988. Basically, the purpose is to increase the civil servants productivity and qualitative contribution to the service. Workers output is measured

against their identified roles and responsibilities. For this to be successful it requires sustained support, cooperation and commitment of the Civil Servants themselves. This appraisal is also utilized as a basis for facilitating decisions affecting the Civil Servants; this includes recommendations on matters related to State honours and decorations; confirmation of appointments; promotion; renewal of contract services; training allocation either local or abroad; efficiency bar; bonus; annual increments and acting appointments, This approach to using performance appraisal improves and increases job performance and facilitates decisions regarding officers and staff career development.

#### CHALLENGES :

11. The concept of improving and innovating the Brunei Civil Service has increasingly gained momentum since Independence. Administrative innovation refers to the strengthening of institutional relationships and also the government machinery to promote greater levels of output to its citizenry. It is broad in scope which demands a comprehensive approach that to succeed, must be implemented in an incremental fashion.
12. Structural changes in public organization alone will not address the current demands of the Civil Service. The

character of this change involves fundamental shifts in the attitude and behaviour of Civil Servants, their managers and policy-makers. In order to succeed, administrative changes demand political and administrative support.

13. This requires considerable attention to both the content and process by which institutional development towards strengthening government operation take place.
  
14. A central component and focus of this endeavour is to explore short and long-term strategies towards building effective levels of national capacity. To accomplish this, government institutions must create mechanisms to support new ways of increasing the skill-base of the Civil Service. This involves assessing current national training capacities and exploring new ways to manage the training enterprise. Short term objectives require ensuring that an adequate supply of appropriately skilled national training personnel is in place. This can be accomplished by training in-country and abroad. However, long-term objectives in support of national development must include building in-country training capacity to provide for the changing requirements of the Brunei Civil Service. The development of a national training policy and comprehensive manpower plan will be significant steps in achieving these ends.
  
15. Rapid developments in the organizational environment increasingly influence the complexity of required

administrative changes. The increasing variety and demands of a multitude of Civil Service clients thus necessitate the concomitant building of competence within our Civil Service.

#### CONCLUSION :

16. The actions described above provide a framework for further innovation to be identified and implemented. The policy of Civil Service means and strategies which have been outlined in this paper provide a strong foundation upon which government commitment to strengthening administrative management will take place.
17. Overall, the Civil Service component to want change and innovation reflects the imperative response as well as accountability to the nation. Besides theorizing and instilling such spirit to want change and innovation, another essential factor to be heeded is the civil servants' attitude. Such attitude is the civil servants' commitment towards nation building objectives and commitment towards practising a sincere and trustworthy work ethics. Last but not least, the civil servants need to be able to sense the needs of the general public and respond to those needs in the various positive ways.

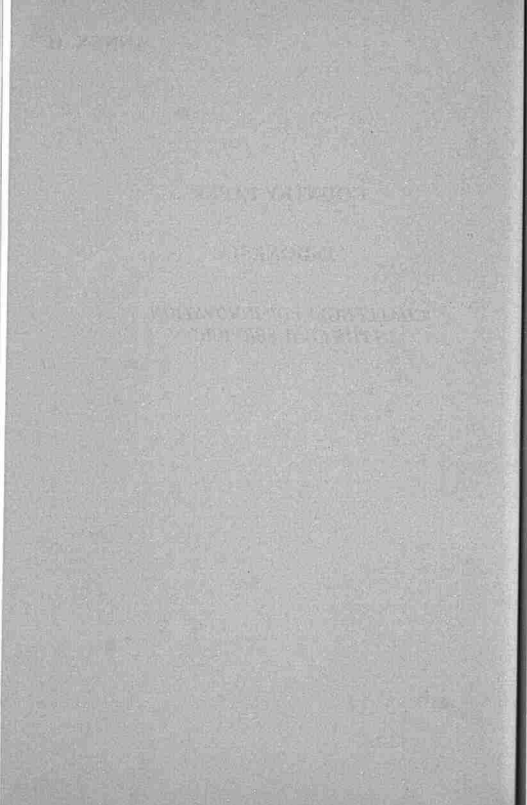
18. In other words, Brunei Darussalam should keep to want to change and be innovative in order to be competitive with the others.



**COUNTRY PAPER**

**INDONESIA**

***"CHALLENGES FOR INNOVATION  
IN THE CIVIL SERVICE"***



## COUNTRY PAPER

### CHALLENGES FOR INNOVATION IN THE CIVIL SERVICE

#### I. INTRODUCTION

Innovation as defined by Michael P. Todaro is : " the application od inventions of new production process and methods into production activities as well as the introduction of new products. Invvovation may include the introduction of new social and institutional methods of organization and management commensurate with modern ways of conducting economic activities."

If the universal definition is applied in Indonesian atmosphere where innovation is meant for the introduction of new social and institutional methods of organization then there is no such innovation that can be found here, since such invention and implementation have been done by other countries. Besides, innovation in its pure meaning is found only in the field of industrial technology, in which the impact does not directly affect societies at large.

Based on the explanation given above the meaning of innovation in this presentation is : all breakthrough in social and economic fields that affect broadly to the societies, and their abilities to improve the people living condition. The meaning of innovation in term of personnel administration is all new breakthrough that are able to serve the civil servants better, and new policies to improve the quality of civil servants. It is fact that the definition of innovation and reformation is not clear and therefore the difference is difficult to be recognized.

Following the definition above, the innovation in the personnel administration depends on the needs of the government, since civil service is an instrument of the government to achieve organization goals.

Best alternatives are sought to solve problems faced by the government, since the problems might obstruct development the national programmes. This presentation will briefly explain the improvement of the development programs in Indonesia, followed by the innovation applied in the civil service and concluded with the challenges of innovation in the future.

## II. NATIONAL DEVELOPMENT

In the near future Indonesia will be entering a new stage of its history soon after finishing its First 25 Year Long-Term Development. The new stage will be marked by various changes in many sectors. In the economic sector, for example, changes will happen in the economic orientation which formerly heavily depend on the agriculture product and geared toward the productions of industrial commodities. Old and simple technologies will disappear, and more sophisticated and better technologies will be used. The changes will affect the personnel needs of skilled labor and professional staffs. System values will also affect the traditional way of life to become more individualistic in nature and emphasizing materialism above all.

Changes of values and norms in fact, are a natural phenomena of a society which always undergoes dynamic changes either due to technology or cultural influences from the outside world. Therefore in the very beginning of its development the Indonesians always try to create a balance of growth between the materials and spiritual aspects of development, in a sense that the nation will try to achieve its goals without endangering the socio-political stability of the country.

The First 25 Year Long-Term Development has succeeded in increasing the living standard of the people from earning US \$70 per capita per year in 1968 to US \$ 600 year per year in 1992. The number of poor people has also dropped from 70 million people or 60% of the population in 1968 to 27.2 million people or 15% in 1990.

The success of the development strategies has been achieved, because the government focus mainly to the equal distribution of income and job opportunity with the primary target to the lower income community living in the country side. The programmes are therefore consist of projects to increasing agricultural products, development of intra and supra-structures, education, health, family planning and others which are considered beneficial for them.

In the agricultural sector, production of rice has been so much increased that in 1984 self-sufficiency of rice was achieved. Before 1984 Indonesia was the biggest rice importing country in the world.

The other innovation is the effort to increase state revenue from oil sector by intensifying the exploration of new gas and oil wells. However, in the early 80's the oil price had plunged into the lowest rate that forced the government to trim the public expenditures and took important measures in the trade and finance policies. The overall steps are aiming to boost the export of non-oil commodities as a substitute for the loss in oil revenues. The measures were, later on, known as deregulation and debureaucratization of the government machinaries that generate optimism that the growth of private sectors could finally be stimulated through the simplification of affected government procedures. In 1990 the contribution of manufacture industries to the state income exceeded the contribution of the oil based products. From thereon the government set a policy in trade and economic sectors aiming to release its dependency on oil export commodities. More steps of deregulation in the economic sector have also been taken such as deregulation in capital investment, deregulation in land and sea transportation, etc. These steps were followed by the construction of infra-structures such as roads, harbors and their facilities, electrical plants and telecommunication facilities.

In line with the development in the agricultural sector, there are also equal progress and opportunities in education and health, and family-planning programmes, village electricity, and drinking water facilities. The progress in the primary education can be seen in the construction of the primary - school buildings in every village which provided the needed teachers and school facilities. Since then not less than 1,044,868 primary-school teachers have been appointed as civil servants. The number of the primary-school students increased to 100%, so that in 1985 the government launched compulsory education for children in the primary school age, that is between 7 to 12 years of age. In 1994, the government is planning to launch the compulsory education for children in the Junior High School ages.

The success in the development of health sectors can be seen in the construction of health centres in every district and sub-health centres for some villages. The objective of this programme is to provide the health facilities closer to the society, to decrease the infant mortality rate, to increase life expectancy, and to decrease the birth-rate. In the First 25 Year Development the infant mortality rate decreases from 142/1000 life birth to 63/1000. Yet, this rate is still the highest among the ASEAN countries. Therefore, a new programme has been set up by means of distributing midwives to every village throughout the country.

In line with the success of the economic, social and political sectors, improvement in the public administration sector is also pursued through the betterment of organizations, personnel administration procedures and supervision. procedures and supervision. Within these measures the state owned enterprises have been reorganized to provide more autonomy to their management, so that they are able to compete with the private sectors. Under this scheme there is no more subsidy granted to them. Personnel management of the state enterprise has been separated from the administration of public personnel, since the issuance of the Law No. 8, 1974. In the industrial and trade sectors some deregulations have also been implemented, particularly in the sectors

that constrain the progress of the development in those fields. The shortcuts have been carried-out in the general services also, such as in the administrative procedures of providing identity card and driver licences and also in providing the house building licences. The objective is to smoothen the provision of public services, so that community participation in the development will increase.

National development has succeeded to boost creativity in many fields that generate innovations. Examples of this are evident in the innovation brought about in the agricultural and family planning programmes. Methods and techniques to increase agricultural products might have been recognized universally, but methods of motivating the rice farmers that are still living by traditional norms are characteristically Indonesian. It begins with an approach to the head of the village or the informal leader in the village community. Then, it is followed by training the farmers to use fertilizer and new hybrid of rice which is conducted by the university students majoring in agriculture. Subsidized fertilizer is given until they are ready to stand on their own feet. In the field of family planning programme the success is made with the collaboration of the islamic scholars (ulama) whose role in society is similar with informal leaders.

The success achieved in First Long-Term Development has developed greater self-reliance upon nation and at the same time it has developed challenges as well. Natural resources which in the past is the main source to finance the development, are becoming scarcer, where as industrial manufacturing products are confronted with tough competition in the international market. A new strategy in the next development has to be designed by prioritizing the human resources development programme for the purpose of increasing national productivity and supporting the science and technology development in the industrial sectors as well. Eventhough this is not an easy task for the government but nevertheless none of the alternatives will be able to meet the challenges of the future advanced technology. Without emphasiz-

ing the improvement of the human resources quality the growth of our nation will, sooner or later, be unnecessarily hampered.

### III. CIVIL SERVICE DEVELOPMENT

Civil service development is an integral part of the national development, since civil service is an instrument of the government to achieve its objectives. The civil service development is a complex matter because it started from an established condition and that is viewed suspiciously by certain parties.

Speaking qualitatively, the capability of the civil servants now is better compared with their condition in 1968. The improvements have been achieved in many fields, such as in the field of public work, agriculture, medicine, science and technology as well as in the field of trade and economy.

In the 80's the idealism in achieving progress in the professional field was still growing, although civil servant salary was very low compared to their living costs. Unfortunately, the fast growth in the private sector has resulted in the movement of some potential civil servant to the business sector that offered them higher salaries. The fast growth in the business sector also influences young laborers to work in the business sector, and consequently they do not prefer working in the public sector anymore. Civil service positions are not interesting for them anymore eventhough in the past job seekers were very anxious to be civil servants.

Actually the history of civil service started since the colonial time, when civil servants positions were highly respected by the society. Social and intellectual attributes have been a symbol for civil service for many years, but these but these have become less and less nowadays becuase values have changed. Today, higher salaries and better working facilities attract young people. As a result the government is facing problems in recruiting potential candidates, except if the government is able to pay



a relatively similar amount of salary as in the private sector. In fact, the budget of the government is not sufficient to raise civil servant salaries within a short period of time. Eventhough salaries are increased year by year, in line with the increase of the state revenues. Lack of funds in one side, and the needs of recruiting potential candidates in another side, are challenges that have to be faced and solved by the government in the near future. Otherwise, national development programs that focus on the betterment of public services for the people could unnecessarily be hampered.

#### **IV. CHALLENGES FOR INNOVATION IN THE CIVIL SERVICE**

Following the increase in the the development programmes, the need for hiring more capable civil servants also increased. In 1974 there were 1.4 million civil servants working for the government, and in 1993 the number has reached to more than 4 million. This means that the increase is 350 %. most of then are working in the ecucation, health, family planning, and agricultural sectors. The civil service composition has also been changed. In 1968 the composition of education level of civil servants was : Elementary School 40%, High School 50 %, and University 10 %, whereas today the compositon becomes 10 %, 70 %, and 20 % respectively. The change is caused by the greater needs to recruit more skilled employees to carry out the development programmes in the education, health, and agriculture sectors more efficiently and effectively.

In the end of fourth Five-Yearly Development Programmes, the need for hiring Elementary School Teachers is almost fulfilled, and therefore the recuitment number decreased very sharply. During the last 20 years the number of recruitees is between 150,000 to 200,000, but since the early stage of the First Five-Yearly Development the number decreased to 80,000 yearly. This number even further decreased to 65,000 yearly until 1993. It is predicted that in the future Indonesia will experience zero growth in recruitment. Recruitment will be held only to substitute those who have stopped working, retired, or died.

To fulfil the need in the increasing demand of the development activities the government will hire new employees in the contract based system, as the one that has been applied to those who work as physicians and paramedics in villages. The contract base system will probably be the appropriate method to hire elementary school teachers who work in remote areas ,of whom mostly are women. This system will be one of the ways to realize the need of civil servants that is small in number, but rich in function.

The decrease in number of new employees will make the government run more efficiently and as a result the improvement in education and training of civil servants and their salary will be achieved. Eventhough the saving from this efficiency measures is not as much as the government needed, but if this effort is conducted continuously and consistently and then followed by the increase of the state income, the policy target at improving quality and salary of civil servants will eventually be achieved. At this stage, the government will probably be able to compete with the business sectors in recruiting potential candidates. In the meantime for the improvement of civil service performance the government have been conducting regular training programs.

Improvement of the quality of civil servants will be carried out through these steps :

1. Improvement of recruitment through written and oral examinations, and psycho tests.
2. Sending the new candidates to a pre-service training program for three months. The training will include physical, mental, and disciplinary aspects besides practical knowledge in public administration.
3. Improvement on the managerial training courses in three levels, i.e., lower, middle, and upper levels.

4. Improvement on civil service career patterns. For additional information, Indonesia has only one type of civil service, following the type of the state which is a unitary state.

The division of the civil service into central and local types is actually only reflecting the administrative procedures, in which the appointment of civil servants and their salary have to be approved by the central government. Therefore, there is only one career system for them.

5. Improvement on remuneration system.

The policy measures need innovations in personnel administration because the territory of the state is very large and the civil servants are spread out in thousands of island. Transportation and bureaucratic constraints are factors that hamper the smoothness of the service, since the administrative procedures are meaningful only if it is served on time, meaning that the government has to simplify the administrative procedures, without denying the importance of supervision function. To support the administrative service of the public personnel administration, an integrated Personnel Information System will be established linking the regional data on Personnel with those existing at the Board of Civil Service Administration through computerized mechanism.

In this system, the government will be able to check the strength and distribution of the civil servants any time. This will help the government in planning the personnel administration needs and their required budgets.

One of the most important milestones in public personnel administration in Indonesia is the establishment of the functional positions whose progress and promotion is controlled by applying performance appraisal by means of credit points. Functional Positions are given to skilled personnel such as teachers, physicians, paramedics, immigration personnel, et cetera. Their performance appraisals are based on the job analyses, to check their job description and yearly work - load measurement, then it is divided by his effective yearly work hours.

By multiplying the division result with 4, which reflect the promotion time limit, a certain credit point will show whether the person is qualified for a promotion or not. If he reaches higher then the required score he might be promoted sooner than 4 year time limit.

The credit point-promotion system gives a motivation to dilligent and productive civil servants. Credit points are also granted to civil servants who have completed a traning program, written a scientific book and conducted research studies.

Criticisms of this system have been that the system is very complex and tiring. Another thing that becomes a problem in applying the system is in defining work loads. Defining the work load for tangible jobs that produce countable outputs is easy, but for jobs that produce uncountable outputs such as the work of a diplomat is not easy. Therefore, the aspect to be counted is the process in finishing the work loads, not the final outputs. For example in counting the credit points for teachers, he has to teach 28,5 hours per week. If s(he) is able to collect more than 28,5 hours, s(he) will get a credit point bonus that will be counted in his/her performance appraisal. This means that credit points system is a manifestation of minimal productivity that has to be achieved by a teacher or another civil servant in a certain period of time.

Even though this system is very complex, the government sees this as the best alternative to push the respective civil servants to achieve their outputs, since the existing system does not motivate them to work productively to achieve their work loads and that there are still many of them whose work productivity is low.

At last, the hardest challenges for innovation are to convince the policy makers that the new policy being proposed will give more benefits to all parties both to the government and to the civil servants. For example, the effort to convince the

policy makers to accept shortcuts in the promotion procedures and simplification on pension procedures as well as on the functional position development needed approximately two to three years to get their approval. This does not include the socialization process, that sometimes needs some years to apply successfully. The hardest challenge, though is when the acceptable system fail in its implementation process.

## V. CONCLUSION

From the above we can conclude that development programs create opportunities for some innovations, whereby the development programmes can be achieved more speedily. Application of a method and a technique in the development process that come from foreign countries could not be implemented directly without due considerations to the existing traditions and values. Therefore, socio-cultural approaches are very important in applying reformation measures.

Innovations in the personnel administration reforms are more complex than in other fields, because the reforms are to be implemented in an established system. Every change will raise suspicion from the decision makers and civil servants, and therefore time is needed to convince the decision makers and the civil servants that the reform is beneficial for all parties concerned. The hardest challenge is faced when the reformation process fails, so that the new idea-no matter how effective it will be is difficult to be accepted.

COUNTRY PAPER

PHILIPPINE

*"INNOVATIONS AND CREATIVITY  
IN THE PHILIPPINE CIVIL SERVICE"*

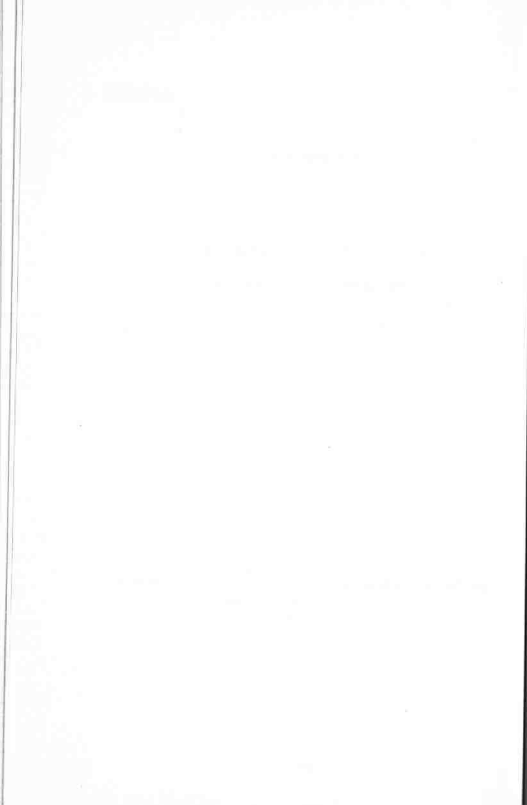
# ANNEX I

A Country Paper

## INNOVATIONS AND CREATIVITY IN THE PHILIPPINE CIVIL SERVICE

Presented At

The Seventh ASEAN Conference On Civil Service Matters  
Kuala Lumpur, Malaysia  
October 4 - 8, 1993





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# INNOVATIONS AND CREATIVITY IN THE PHILIPPINE CIVIL SERVICE \*

## 1. INTRODUCTION

### A. BACKGROUND

Conditions in the Philippine Civil Service as it approached its 90th year were far from ideal. It had just emerged from two decades as a major instrument of authoritarian rule and was still adjusting and realigning its processes to the restored democratic institutions. Under a new regime determined to eliminate all traces of the old one, adjustment also called for review and restructuring of existing entities. The ensuing government-wide reorganization in 1987 highlighted deep seated problems and deficiencies in the bureaucracy that needed immediate attention.

This paper briefly surveys three major problem areas sought to be addressed and the changes - the ideas, concepts and approaches that the Philippine Civil Service introduced and developed and continues to do so to resolve such problems.

### B. CONDITIONS IN THE ENVIRONMENT CALLING FOR CHANGE

#### **Bloated, top heavy, unwieldy & poorly paid workforce**

There was no question that the bureaucracy was bloated when authoritarian rule ended in 1986. With estimates varying from 1.2 to 1.5 million. The ranks were also top heavy. A previous martial rule period restructuring had created a third or senior level in the bureaucracy which had a multiplier effect downward among middle managers. With nothing in the way of the Executive branch then, the 1973 reorganization actually triggered a tremendous expansion in the civil service, so that by the time of the democratic restoration in 1986, the half a million workforce in the late sixties had increased fourfold.

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\*Presented by the delegates of the Republic of the Philippines during the Seventh ASEAN Conference on Civil Service Matters (ACCSM), October 4-8, 1993

The strain on budgetary resources was tremendous, yet public sector salaries were nowhere near private sector rates. Indeed, it was a known fact that seasonal workers in local government entities were receiving wages below the legal minimum.

### **Perceptions of mediocrity, red tape, poor delivery standards, graft and patronage**

The bureaucracy was perceived to be an employment field traditionally unable to attract and hold good material and not solely because of poor remuneration. The traditional label included low marks for service delivery particularly at the frontlines, characterized by slowness, multiple levels of authority and chronic delay. Petty graft was taken for granted; bigger fishes were untouchable. The overall perception was of course topped by the belief that the best qualification was a strong and influential political sponsor. Martial rule did not eliminate patronage. It made the practice a monopoly of the ruling class. But the democratic restoration in 1986 seemed to signal as well a restoration of patronage to free enterprise proportions. Young people with good credentials set their sights on growth companies in the private sector. Those who somehow gravitated to government did not stay long.

### **Passivity in government ranks, acceptance of exploitive practices**

The years of the so-called democratic authoritarianism suppressed not only the activist student movements. Government employee associations, particularly the professional and occupational groups who, by the late sixties had started to focus their growing collective influence on working conditions were also deactivated. The return of democracy in 1986 saw a new constitution, which established public sector unionism (PSU) in government ranks. But the absence of an implementing law defining the limits of PSU and a still deeply embedded fear of real and imagined consequences of going against authority born out of almost nine decades of teaching workers that unionism and its institutions are anathema to the merit principle has blocked any real progress in the biggest labor front in the country.

Giving employees a legal voice to speak out against exploitation and inequity and to do something about it is not half the game because the voice has to be nurtured and developed. Empowerment in the final analysis is as much showing the way as establishing a legal basis.

## II. INNOVATIONS UNDERTAKEN

### A. TRIMMING THE FAT

#### 1. Initial Moves

##### The 1986-87 Reorganization

After the Aquino administration assumed office in 1986, it directly approached the problem of reducing the number of state workers by reorganizing the government to sweep out vestiges of the old order and also to effect a leaner and more efficient organization.

The move however actually resulted in a much bigger workforce. Some 100,000 lost their jobs in the process of reorganizing the bureaucracy. But for every employee fired, an average of 1.8 employees were hired, mainly as political accommodations<sup>1</sup>.

##### THE SSL & ERIP

Mandated by the new Constitution, congress enacted a Salary Standardization Law in 1989 (SSL - RA 6758) meant to upgrade and correct salary disparities among government workers. Implementation, however, involved some degree of re-structuring and/or reclassification of positions in most agencies so that organizational structures would be consistent with the new set of salary grades. Ensuing complaints and protests stalled full implementation. By the time the problems were resolved, the inflation index was already way ahead of the upgraded salaries.

Corollary to salary standardization was a scheme which was hoped to reduce the numbers in government ranks so that new realistic rates could eventually be set up without straining resources. The Early Retirement Incentive Plan (ERIP - RA 6683 otherwise known as the Early Retirement Law) aimed to trim the bureaucracy by offering an attractive retirement pay above standard rates for those who would like to leave the service early. The positions vacated by the retirees would be automatically abolished.

The ERIP was implemented in 1990. Only a total of 12,366 or 9% of the total number of personnel in the bureaucracy are reported to have availed of the plan.

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<sup>1</sup>Patricia A. Sto Tomas. "The Public Reform Process in the Philippines," Civil Service Reporter. Vol. 35, No. 1 January - March, 1993, p. 10.

One of the reasons for the low availment rate is that at the time the Plan was being implemented, salary standardization was already looming on the horizon. Thus the prospect of higher salaries may have induced many prospective retirees to defer their plans.

Agency heads reported that it was their more productive and efficient employees who left. Moreover, the few positions that were vacated were mostly retained on the basis of appeals and justifications by the concerned heads of office. The purpose of the Plan was thus defeated.

## 2. Taking the Bull by the horns

### The Attrition Law

Republic Act No. 7430 otherwise known as the Attrition Law was passed by Philippine Congress on April 15, 1992 and took effect on June 16, 1992. The law intended to be a less painful way of trimming bureaucratic fat. After a year of problems, protests and criticism, it has gained some headway.

The Law prohibits the filling up of vacant positions in any government office resulting from resignation, retirement, dismissal or death. The Law however also provides for some exemptions and the prohibition will only be for a period of five years, after which the effectiveness of the law will be evaluated to determine if this should be further extended.

Requests for exemption from the law are made by heads of agencies to the Civil Service Commission which has made such exemptions the rare exception rather than the rule. There were 36,416 vacant positions in the agencies covered by the Attrition Law at the start of its implementation. Together with the 13,394 separations during the period, the total vacant positions during the year was placed at 49,810. Since only 10,285 positions were filled, 39,525 or 79% of the vacancies have remained unfilled generating a savings of close to P1.5 billion<sup>2</sup>.

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<sup>2</sup>Civil Service Reporter. Vol. 35, No. 3, July - September, 1993, p. 9.

## **B. ENERGIZING THE WORKFORCE**

### **1. Towards Professionalization in the Civil Service**

#### **CSC Memorandum Circular No. 42 s. 1991**

Another controversial government issuance is Civil Service Commission Memorandum Circular No.42, s. 1991 which seeks to professionalize the Civil Service.

Effective January 1993, no substitution shall be allowed for the education and experience requirements of specific positions in government. If graduation from a college course is necessary for appointment to positions in the second level (professional), deficiencies in college education may no longer be substituted with experience or vice versa. And starting January 1995, except for fullfledged lawyers and doctors of medicine, all appointees to division chief positions or equivalent rank must possess a graduate level degree in addition to the eligibility and experience requirement.

Those without baccalaureate degrees can no longer aspire for higher career advancement unless he or she finishes college.

Those aiming for middle manager positions will now be compelled to pursue graduate studies.

Related to this the Civil Service Commission has stepped up efforts to address the problem faced by people who cannot afford higher education like granting scholarships to deserving state workers. Moreover, the CSC issued Memorandum Circular No. 13, s. 1992 requiring government agencies to establish educational support programs to financially assist employees who would want to pursue graduate studies.

### **2. Reviving and Revitalizing Recognition Schemes**

To upgrade and sustain performance, the Commission is pursuing incentives and awards schemes, with greater vigor. Under CSC Memorandum Circular No. 48, s. 1992 there now be establishad in each agency an employee suggestions and incentives awards system (ESIAS).

The yearly celebration of the Philippine Civil Service Week is now highlighted by the conferment of both honorary and cash awards to employees with outstanding and exemplary accomplishments and contributions to public service. CSC has also issued guidelines covering agency rewards for high performers in government.

The CSC has institutionalized performance as the basis of security of tenure for government workers by requiring senior officials to prepare performance contracts at the start of the year and have them approved by their heads of offices. This is now adopted by the Ramos Cabinet. The Commission has started steps to extend the concept to all agencies of the bureaucracy.

### **C. EMPOWERING THE RANKS**

#### **1. Mobilizing Government Personnel**

##### **Public Sector Unionism(PSU)**

The democratic restoration in 1986 no doubt inspired the provisions in the 1987 Philippine Constitution, fleshed out by Executive Order No. 180, which recognizes the right of public employees to form unions, associations or assemblies for the furtherance of their own welfare and as a legal body for collective negotiations. Such organized unions however cannot still go on strike.

But they can negotiate. Through a compensation review panel where both government and unions were represented they forged an agreement whereby an additional P500.00 Personnel Emergency Relief Allowance was granted to employees after a series of negotiations.

##### **Panibagong Sigla 2000 (PS 2000)**

Modelled after a successful Canadian model, Panibagong Sigla 2000 (meaning "Renewed Vigour 2000) sought to produce a comprehensive reform package for the Philippine public sector conceptualized, developed and to be implemented by members of the Philippine bureaucracy themselves. This is a radical departure from past reform measures which were imposed either from the top or from the outside, i.e., the consultants and efficiency experts who come and go with their prescriptions<sup>1</sup>.

Employees from all over the country sent their ideas and suggestions directly to the PS 2000 Secretariat. Other employees held their own agency assemblies which progressed into regional workshops and moved on to a national assembly.

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<sup>1</sup>Patricia A. Sto. Tomas. "The Public Reform Process in the Philippines," Civil Service Reporter. Vol. 35, No. 1, January-March, 1993, p. 14.



After 15 months of operation, PS 2000 generated 3,774 concrete suggestions from government employees and private citizens all over the country.

The recommendations of the project are ready and classified into short, medium and long term reform proposals. The suggestions are notable for their practicability and innovativeness. Among the novel suggestions are: private-public partnership to improve delivery of services; further delegation of the authority to appoint; departmental interchange and secondment program; government-business executives exchange program; material recycling and resourcing program; one-stop service counters; supermarket-style procurement system; unified social security system; and automated salary withdrawals scheme.<sup>4</sup>

One of the suggestions taken from the PS2000 that was recently implemented by the present administration is the "split payment of the 13th month bonus". One-half of the state workers' bonus were given last June while the other half will be given by this December.

## **2. New Approaches in Training**

### **Distance Learning Program (DLP)**

Distance Learning Programs which are akin to correspondence schooling was conceived as an alternative strategy in lieu of expensive, time consuming, formal training programs.

The course content of the DLP focuses on the essential concepts of public service administration. It consists of five modules; personnel actions; personnel relations; employee welfare and benefits; employee conduct and discipline; and career and employee development.

The program is envisioned to encourage wider participation of government workers in various levels providing them with a fair amount of human resource development intervention. Even those in remote areas or those who can hardly leave their posts for traditional training venues in urban centers will have easy access to the program. DLP are conducted through the network or 14 regional offices of the CSC.

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<sup>4</sup>Panibagong Sigla 2000 Terminal Report, June 1992.

### **Local Scholarship Program (LSP)**

Local Scholarship Program is a step to further ensure staff development and also a means to uplift the state worker's plight other than to increase wages. The program, a component of the Scholarship Program for Government, provides educational opportunities particularly in graduate studies to promising and deserving employees of the government for their personal development and career advancement. The program complements the professionalization thrust in the bureaucracy.

Last year in the initial implementation of the program, about 3,886 took the qualifying LSP exam with the top 384 examinees granted scholarships. The 384 grantees and some 20 scholars for study grants solicited by CSC Regional Offices have enrolled in different universities offering one-year Masteral Degrees. They will enjoy full scholarship including payment of salaries, tuition and thesis fees and an additional allowances for their books. It is hoped that this upgrading program will produce some 400 master degree holders this year, some 600 next year and the next after that, 800.

### **D. DECENTRALIZATION AND DEVOLUTION**

#### **Modified Walk-In Examination (MOWE)**

The traditional test administration set-up was for the examinees to take exams "en masse" every July of the year, with the results released only after six months. The long waiting was due to the length of time it took to check the answer sheets of about 350,000 applicants on the average for each test.

The Modified Walk-in Exam (MOWE) is an initial undertaking/project that would eventually replace the previous tedious process. The project also aims to decentralize such functions to the regional offices after building up their capabilities.

Under the ideal concept of a "walk-in exam" anybody who wants to take the exam may take it with the aid of a computer and get the result on the same day. This situation however is still some years away. Thus, the present "modified" walk-in exam. This is still in the early stage of implementation and the process - from preparation of the exam to the release of the result of ratings - still takes a few weeks to complete.

In its initial or experimental run in 1991, MOWE was dovetailed with the Temporary Appointments Reduction Program (TARP) of the CSC. It was administered for government employees who hold temporary and casual appointments, after which, MOWE was pilot tested in different regions of the country. A total of 88 MOWEs were given in 1992.

### **Field & Provincial Offices**

To bring the government closer to the people the CSC had established more field and provincial offices nationwide to cater to the needs of the public.

Gradually, central functions and services will be devolved to these field offices where such services are most needed. Congruent to this is the deployment of employees from the central to smaller units in the field to perform the decentralized functions. By 1995, of the 558 CSC central employees only 303 would be retained while 255 will be deployed to other CSC Regional and Field Offices.

### **CSC Accreditation Program (CSCAP)**

CSCAP is a scheme to deregulate and devolve Civil Service Commission functions to national government offices. Departments and agencies accredited under the Program are authorized to take final action on appointments to positions in the first and second levels of the career service as well as to equivalent posts in the non-career service. Appointments issued by the accredited department or agency within the limits of its authority will no longer be attested by the CSC.

To qualify for accreditation, a department or agency must have the following five basic personnel mechanisms in place and operational: Qualification Standards (QS) as approved by the CSC for all positions unique to the department/agency; an approved Merit Promotion Plan (MPP); an output-oriented Performance Evaluation System (PES); a Personnel Selection Board (PSB); and Grievance Machinery (GM).

To fast-track the implementation of the program the CSC conducts CSCAP seminar-workshops, this year covering 65 agencies. Since the launching of the program in 1991, 22 agencies had been accredited so far. Hopefully by 1995, all national government agencies will be accredited under this program.

### III. CONCLUSION

These are the more significant measures and interventions that we have developed and applied to the major problems in the bureaucracy. Much of what ails the machinery of government are certainly not the fault of the civil servants. The systems itself, the deficiencies and other imperfections have spawned many of the problems. The changes, the new approaches are meant to help create a better, more encouraging and more productive work atmosphere for our civil servants.

B : cp-asean/fom/092093

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b: cp-asean/fcm/092093

THE  
LAW  
OF  
THE  
STATE

**COUNTRY PAPER**

**MALAYSIA**

***"CHALLENGES FOR INNOVATION  
IN THE MALAYSIAN CIVIL SERVICE"***

## **CHALLENGES FOR INNOVATION IN THE MALAYSIAN CIVIL SERVICE**

### **1. Objectives of the Paper**

1.1 This paper outlines some of the major challenges faced and innovations instituted in the Malaysian Civil Service to perform its role effectively and to meet the needs of a fast developing nation. It will discuss some of the more recent concerns for innovation and their implementation, and finally would attempt to identify potential areas of major concern to the Malaysian Public Service.

### **2. Challenges for Innovation**

2.1 It is the very essence for governance to promote growth in an environment of constant change arising as a result of the actions of economic agents be it within the country or external to its borders. At the early stages of development, governments themselves became entrepreneurs, investing in strategic ventures to lead growth. Investments aside, governments have had to continuously ensure multi-sectoral and equitable growth for internal stability within the country. Without the balance, growth would spawn social disorders,



if not anarchy. This multi-faceted role of governments in the promotion of growth have been fundamental determinants of the current states and strengths of development of nations worldwide.

2.2 Malaysia's modernisation today is testimony to the prudence and pragmatism of the Public Service of Malaysia in developing a newly independent under-developed nation. At independence, the infant nation had few recognizable structures, for instance the public service itself, which performed the complex task of nation building. The Public Service of Malaysia was earnest in fulfilling the expectations of the nation, aiding the promulgation of policies and implementing them both as entrepreneur and enforcer for more than 25 years after independence.

2.3 Governments of newly independent nations should be receptive to independent entrepreneurial ingenuity within the country in order to spawn and spur growth. The Public Service of Malaysia is warm to the emerging forces of growth within the country and is in the gradual process of relinquishing its direct role as an economic agent through privatisation and other non-interventionist policies. In the process, it frees itself from having to be the engine of growth to be more the wheels of growth.

2.4 The change in role requires a fundamental realignment of thought and philosophy of the public administration appropriate to the new environment of growth. As facilitator rather than motivator of growth, the Public Service of Malaysia can no longer set the timing or rate of growth. Direction of growth being politically chosen, the role of public service becomes more to support private endeavor such that their momentum grows even stronger towards achieving the objectives set. A bureaucratic approach to management of the needs of the private sector would be counter-productive to the high speed necessary for competitiveness of the private sector. Public Administration in the new paradigm is marked by greater requirement for managerial flexibility in consonance with the demands for speedier and efficient delivery of services.

2.5 This need for a new philosophy in the management of public sector organizations is reflected in the emphasis on innovation in the Public Service of Malaysia. For more than a decade now, it has embarked on a serious programme of innovation. These programmes, which vary in area and complexity, are designed to change systems, processes, structures and even values of public sector personnel and organizations. In the context of public administration, these programmes are considered as being highly successful in creating a

context of a participative environment was to be encouraged to increase the productivity of Manpower. Management was further required to emplace employees commensurate with ability and skills and to motivate employees to produce excellent work. The systems and procedures were to be reviewed and streamlined. A **Manual of Work Procedure** and a **Desk File** was mandatory for every civil servant. The organization structure was to be made flexible and dynamic and **Management by Meetings** was encouraged. Management was encouraged to create a work culture which emphasised productivity.

5.2 As a productivity improvement strategy, importance was accorded to the role of **Management Information Technology**. Strategy and specific guidelines for automation in the Public Service were issued. The Public Service has embarked on a computerised trade network in the country. Named **Dagangnet**, the first phase of the system has currently improved customs clearance at the main seaport, Port Klang.

5.3 Another important feature of the productivity programme was **productivity measurement**, which provides a base-line information of the level of current productivity. The civil service agency could

then gauge the extent of utilization of the resources allocated. It could only then identify areas for productivity improvement.

5.4 The aim of the civil service is not only to produce the quantity of output determined but also to ensure that the output produced conforms to customer requirements i.e. **quality**. The output then has to have features such as fast service, reliability, defect-free and an emphasis on safety. Thus quality and productivity are two complementary concepts that need to be emphasised by the civil service. To improve quality services, special emphasis was placed on front line personnel, specifically **services rendered through the telephone and counter services**. **Quality Control Circles (QCC)** became a feature of civil service agencies. Annual National Conventions are held to determine the QCC's that have been most active in terms of introducing innovations and other cost saving ideas. The **Excellent Work Culture Movement** was initiated and government agencies could compete annually for **The Prime Minister's Quality Award**. The competition is useful as a tool to motivate whole agencies to provide better services.

5.5 **Total Quality Management (TQM)** is another effort to enhance quality management in the civil service. The application of

TQM not only benefits the customers in that they receive quality products but also benefits the organization in terms of cost savings and enhanced operational efficiency. This is the key to the success of an organization.

## 6. Changing the Values and Ethics of Public Officers

6.1 In order to instil a desire to improve services offered both in quality and quantity, civil servants need to have a new set of values and ethics. The civil service has to operate in ways that are different from the traditional behaviour of a slow moving bureaucracy, impervious to customer needs. Entrepreneurship has to be fostered in the civil service. Examples have to be provided for civil servants to emulate. At the same time, because of their special role as guardians of public interest, ethical standards have to be maintained. More than a decade ago, the concepts of **Look East Policy** and **Leadership by Example** were initiated. The Look East Policy, amongst other things, encouraged public servants to emulate the hard work of the Japanese and to adopt compatible Japanese work procedures to improve productivity and quality. Leadership by Example called on all public servants especially Management to set exemplary conduct for others to follow. Trust being crucial to the

performance of public duties, high moral and ethical conduct was encouraged through the official sanction of universal values suitable for public office. A Civil Service Ethics Programme was also initiated and a Code of Ethics was drawn up. Seminars and workshops have been held to identify suitable work values for the civil service. Twelve values, called the *Tonggak Dua Belas* (The Twelve Pillars), have been suggested as an ideal set of core values for the civil service.

6.2 Formal instruction on knowledge, skills and attitude, essential to the current needs of the public sector, are being organised for civil servants. The Malaysian Public Service through its central training institution, INTAN, conducts these courses. In addition, it was recently decided that all new employees undergo compulsory induction courses to provide them with a comprehensive overview of the Government of Malaysia - its being, its purpose and its values.

## 7. The New Remuneration System

7.1 The New Remuneration System (NRS) which became effective on 1 January 1992 replaced the remuneration system of the Cabinet Committee Report (CCR) of 1976. The CCR was primarily a

personnel administration device, largely centered around fair compensation, relativity, parity and employee qualifications. It was formulated at a time when the public sector in Malaysia was the agent of growth and change. In spearheading growth and change, the size of the public sector expanded rapidly. As a result, today the public sector accounts for 12.9% of the total Malaysian workforce of 6.8 million.

7.2 As the decade of the 90s began, Malaysia was presented with the opportunity to define a new economic perspective policy in place of the earlier 20 year New Economic Policy (NEP) which had just been concluded. The successor policy envisions Malaysia as an industrialised economy by the year 2020 through private enterprise and initiative with the government as facilitator. This means that the public sector has to be more of a supporter than an initiator of the changes which would necessarily follow. This change to the role of the public sector is in fact essentially not new, the process being already initiated through the **Privatisation and Malaysia Incorporated** policies of the 80's. In implementing these two policies, rigidities in the structure of the public service became evident. Besides that, high economic growth in the late 80's necessitated higher levels of productivity and quality. This prompted

the government to make a thorough review of its remuneration system as well as its organization structure.

7.3 The salary revision introduced by the NRS brought about an average increase of 8-10% in the salaries of civil servants. However, the more significant aspect of the NRS though was its innovation of the structure of management and control in the Malaysian Civil Service. The NRS reclassified 574 schemes of service into 19 service classifications (Please see Appendix A for details of the service classifications). These in turn were divided into 3 service groups : Top Management; Management and Professional; and Support Group compared to the previous 4 groups namely, Categories A, B, C and D respectively. Finally, the service groups were divided into salary grades. The Top Management has 7 grades, the Management and Professional group has 3 grades each, while the Support Group has a maximum of 13 grades. The number of grades under the CCR for Group A was 30, Group B was 16, Group C was 20 and Group D was 47. Therefore, it is clear that the NRS has significantly reduced the number of grades in the public sector pay system. With fewer grades, the civil service has a flatter organization structure which has many benefits. One of those is that the organization is able to respond and make decisions quicker as the



levels of management have been reduced significantly.

7.4 The 19 service classifications is a new concept introduced by the NRS. The classifications are administered separately by the Public Services Department. The need to differentiate wages between service groups is necessary to provide for flexibility and quick response to the changes in the labour market for specific jobs. This is possible because of the principle of relativity under the NRS. The principle of vertical relativity (the relativity of pay for different grades under the same scheme of service) and horizontal relativity (relativity of pay for different schemes of service) is only limited to the same service classification. Previously, under the CCR system comparison in terms of relativity was applicable to the entire civil service. This amended principle of relativity under the NRS enables the government to make quick changes to the pay structure of any of the 19 service classifications without affecting the others.

7.5 The NRS is basically a performance based pay system while the CCR is a seniority based pay system. This bold and significant change in the public sector pay system is in line with the government's efforts to increase the productivity and quality of work of the civil servants. The performance related pay system under the

NRS was made possible through the introduction of the Matrix Salary Schedule (MSS). With the MSS the pay increase of a civil servant is related to his or her job performance. The panel formed under each Ministry/Government and agency will review the job performance and decide on one of the four possible types of salary movements or increments that is :

- (a) static (no increment);
- (b) horizontal (normal - one increment);
- (c) vertical (merit increment, which range from greater than one to double the normal increment); and
- (d) diagonal (merit increment which range from double to triple increments).

7.6 This is in contrast to the CCR system whereby a civil servant could only get the same normal increment, irrespective of job performance. Therefore MSS is viewed as a mechanism to encourage healthy competition and greater productivity among civil servants. It also gives top management the opportunity to give due rewards and recognition to those with excellent job performance.

7.7 An objective and efficient performance appraisal system is the key to the success of a performance based pay system. Performance evaluation under the NRS requires annual performance appraisal of employees to be given greater emphasis than before. The productivity targets are set at the start of the year with quarterly reviews. The government has just awarded merit increments this year. It is still in the process of improving the performance appraisal system through constant review and feedback from public sector unions and employees.

7.8 The unions in the public service and the civil servants were generally responsive to the objectives and presentation of the NRS. The NRS was put on a "road-show" to all departments for employees to further understand the technical aspects of the NRS and the new system of evaluation. The "road-show" in fact was a key to the acceptance of the NRS as it ensured broader understanding at all levels before ignorance could grow into resistance. Anomalies in the NRS are addressed by the Public Services Department with recourse to the Public Services Tribunal where necessary.

7.9 The most important challenge to the NRS is to achieve the envisaged increases in productivity. The flattening of organizational

structures required significant reorganization of all government departments and agencies. The reduction in levels of management required the merging of salary grades. The negative emotional effects of this merging of grades may probably be greater for personnel who now have been assigned new grades which are at par with former subordinates. With this bold new philosophy involving drastic reorganization, it is natural that there will be teething problems. However, we are confident that we will be able to overcome these and lead the civil service to new heights of productivity.

### **The New Modified Budgeting System**

8.1 The Government of Malaysia has relied on the Programme and Performance Budgeting System, or the PPBS, for its operational budget for about 2 decades. The PPBS was supposed to ensure financial compliance and accountability. However, the controls used, more often than not, had become constraints on management flexibility, thereby, hampering programme efficiency and effectiveness. Resource allocation in response to changes, due either to changes in preferences or in the environment, could not be made promptly, resulting in the less than optimum use of the resources.

The PPBS could not break away from the traditional budgeting system as emphasis was still placed on the control of the line-item budgets.

8.2 The Modified Budgeting System or MBS in short, introduced in 1990 takes on a modified approach to the existing budgeting system in terms of public expenditure and control. MBS follows the concept of "Let Managers Manage" which is based on two principles, namely, decision authority should be delegated to as low a level as practically possible and decision-making authority should match the level of accountability. As such MBS allows a more efficient allocation of resources, better management of the existing programmes and greater accountability.

8.3 The MBS, consistent with most modern approaches to management, advocates the use of expenditure targets, programme agreements, exception reports, performance indicators and evaluation reports in the assessment of programme performance. Furthermore, MBS involves the whole cycle of management - strategic planning, expenditure target, programme monitoring and evaluation. In keeping with its commitment to create a conducive environment for quality management, MBS advocates the devolution to agencies the detailed

control over resource allocation and utilization, thereby, allowing the manager greater authority and greater decision making power on the use of resources.

8.4 Under the MBS, each agency is allocated an overall amount comprising the expenditure target for the existing programmes, and the expenditure for new policies and one-offs [One-offs are exceptional expenditures which do not recur]. Each agency is allowed certain flexibility to vire funds within the agreed expenditure target. New policies and one-offs will have to be submitted separately to the Treasury for approval.

8.5 With reference to their respective expenditure targets, government agencies are required to prepare programme agreements consisting of on the one hand, the proposed mix of resources (i.e. staff, materials, etc) to be used by the programmes and on the other hand, the proposed levels of output and impact (in terms of quantity, quality, timeliness and costs). At the end of each financial year, the agencies are required to submit exception reports on areas, both financial and non-financial, where the actual performance is inconsistent with the agreed indicators as specified in the programme agreement. The exception reports are one of the means that enable

the programme managers to identify potential problems and opportunities. The reports are also used by Treasury to monitor the performance of the various programmes within the agencies.

8.6 Information is critical for the success of the MBS. Sound programme agreements and exception reports depend on the quality and relevance of the information gathered. Quality information enables closer monitoring and follow-up action to meet changes and challenges.

8.7 The implementation of the MBS was staggered with the launching of a pilot programme in 3 ministries. The MBS is scheduled to be fully implemented in all ministries by the year 1995. Lessons learned in the pilot programme are being used to fine tune the MBS.

8.8 The **micro-accounting system**, which is complementary to the existing budgeting system, has been introduced to account for the costing of the inputs used, for example, the calculation of average costs. Such information will allow for a better monitoring and control system of the resources used.

## 9. Strategies for Implementation of Innovations and Change

### 9.1 Follow-up and Follow-through

9.1.1 Change instituted without **follow-up and follow-through** would not take root. As such continuous monitoring is essential. The inertia in established structures, systems and procedures would have to be surmounted before the change could be institutionalised. Existing structures and systems are useful to solve problems that arose in the past. When the problems have been resolved, continued use of the system not only would be wasteful but could also prove to be a hinderance. In the absence of encouragement, or if need be, a little persuasion, change would not occur. The Public Service of Malaysia is fortunate in that change efforts followed-up and followed-through usually achieve intended aims. Follow-through is the responsibility of **steering committees** established in all agencies to implement changes which affect the whole of the public service. One such committee is the Committee to implement and monitor Quality Improvements in all agencies. The committees promote and review progress of the efforts for change. These committees report directly to



the top management of the agencies, instilling the seriousness of the intention to change in all who are affected. Follow-up actions are centrally coordinated through an **Inspectorate** established under the **Malaysian Administration Modernisation Planning Unit (MAMPU)**; an agency under the Prime Minister's Department. The Inspectorate visits locations at even geographically remote agencies to determine progress of change.

9.1.2 Change within systems could be evolutionary; developing and expanding in synchronisation with the demands for that change. Change could also occur through reforms - calculated and pervasive. The Malaysian Public Service has had both. The Administration Improvement Circulars attempt change gradually; starting in small clusters and expanding to cover greater areas and finally cascading to the whole civil service. The NRS is bolder, changing the structure of the civil service at the stroke of the clock. Whatever the style, management of the change was always planned ahead with contingencies provided for unanticipated problems.

## 9.2 Identification of Target Groups

9.2.1 The Panel for Improvement of the Public Service being the originator for all centrally planned innovations and change, performed the coordinating function. Through identification of target groups and pilot groups in target populations, change intended were implemented in stages. Problems discovered were rectified through consultations and reviews before the next stage proceeded. This method obtained greater commitment from agencies and personnel alike. With models to follow, implementation of change is very much easier in late-comer departments. In the early stages though, change in all instances may encounter inertia and resistance. But management commitment to make change happen was unwavering and in the face of this resolve change did happen.

9.2.2 Motivation is the prime strategy employed by the Public Service of Malaysia in implementing change. With NRS motivation is much easier as innovation could be given tangible rewards. The four categories of annual pay increments has enabled innovators in target populations to be rewarded monetarily. Recognition through awards is another form of

motivation for agencies and individuals to innovate and initiate change. The Prime Minister's Quality Award, the Civil Service Quality Awards (the Chief Secretary's Quality Award, the Director-General of Public Service's Quality Award, the Director-General of MAMPU's Quality Award) and many other awards for quality and innovation are accorded to agencies which add value to the services they are required to provide. These other awards are special awards for innovations and improvements in human resources management, counter services, information technology, filing, financial management and project management. District and local authorities which are effectively administered are also given awards. Since 1980 INTAN has also held annual QCC Conventions for the public sector where special competitions are held among winners of State-level QCC teams. The excellent service award for individuals is a recognition and record of their, more than expected, performance in any particular year assessed through annual confidential reports.

### 9.3 Building Executive Leadership Capabilities

9.3.1 Institutions, hamstrung by inertia, could be obstinate enough not to change in response to the changes occurring around them, if not for their leaders. Visionary leadership that provides direction and capable of developing, inspiring and exemplifying is necessary for innovation to occur and change to progress. These are exceptional qualities but not impossible ones to develop within individuals who lead organisations. The NRS subscribes to this belief, emphasising immediate and strategic training for civil servants to meet current and future needs for leaders. Pre-promotion courses for significant job-steps for middle and senior level civil servants instituted at INTAN focus on identification and further development of leadership potential in these officers.

9.3.2 Reports on the progress of efforts to innovate and change the Public Service of Malaysia are submitted by the Inspectorate to the Panel to Improve the Public Service. These reports are published periodically, permitting individual agencies to compare their performances. Agency performance which influence promotional prospects of their leaders and

managers compels civil servants at all levels to better themselves.

#### **9.4 Addressing Resistance to Change Continuously**

9.4.1 There will always be the disgruntled and disenchanted, for an endless list of reasons. The faultfinder will find faults everywhere and this resistance to change must be addressed continuously. One way is to increase ownership of the change process to a larger group of lower echelon leaders, to increase their commitment and participation in bringing about change. Another way is to lift the stakes in the change process and to convince them that they stand to lose out by their non-involvement. The promotion system as mentioned has been tied to this process. But whatever the strategy, needless to say, training is the answer to most of the alternative solutions needed to address the question of resistance.

### **10. Conclusion**

10.1 As long as people desire social order, there will be a need for governments and institutions of government. Public administration

is necessary for equity. The protection of citizens and property cannot be completely relegated to private management. The problem faced by public administration would be how best to execute this duty while at the same time promoting individual enterprise. It has to be resourceful and critical of itself, improving of itself at regular intervals by innovating its service delivery systems.

10.2 In the final analysis, challenges for innovation in the Malaysian civil service stem from within itself. Though privatization and deregulation in many areas of government have been instituted, Malaysia is still very much a developing country and many more lessons on these issues need to be learnt. Privatisation and deregulation in its various forms would still constitute major challenges for the civil service in the next decade.

10.3 The civil service would have to be innovative if it is to facilitate development in the country, especially so when it has disengaged itself from some of its more traditional activities. The emergence of this entrepreneurial and intrapreneurial quality within the civil service would encourage and facilitate innovation.

10.4 The NRS, MBS, and Micro-Accounting can contribute towards this initiative. Instead of excessive rules and procedures which stifle entrepreneurship, the MBS takes a first step in freeing managerial creativity by allowing flexibility of resource allocation. The NRS follows with a system of recognition and rewards for creativity.

10.5 Entrepreneurship expands the capabilities of public administration but would not necessarily guarantee compliance with accepted professional and ethical practices. Public administration is a trust with all attendant bounds. The question of ethical behaviour becomes more crucial with greater flexibility and empowerment under the MBS. Managerial decisions to reallocate resources would be subject to audit but the perennial question as to whether "it was the best decision" would in all probability never be audited. It is a qualitative question. The public administrator would have to reconcile his or her decisions with the accepted ethical boundaries of public office. This is yet another major challenge for the civil service in the future.

## APPENDIX A

### TYPES OF SERVICE CLASSIFICATION UNDER NRS

Classification Code	Service Classification
A	Transport
B	Artistic Skill & Talent
C	Science
D	Education
E	Economic
F	Information System
G	Agriculture
J	Engineering
K	Security & Civil Defence
L	Legal and Judiciary
M	Management & Diplomacy
N	Administration & Support
Q	Research & Development
R	Skilled, Semi Skilled & Unskilled
S	Social
U	Medical & Health
W	Finance
Y	Police
Z	Armed Forces





COUNTRY PAPER

THAILAND

*"REENGINEERING THE CIVIL SERVICE"*

*"Our goal is to make the entire federal government both less expensive and more efficient, and to change the culture of our national bureaucracy away from complacency and entitlement toward initiative and empowerment. We intend to redesign, reinvent, reinvigorate the entire national government."*

*President Bill Clinton*

*Remarks announcing the National Performance Review,  
March 1993*

## INTRODUCTION

An increasing global and interdependence and technological innovations have affected the roles of state, produced changes to organization, management and operation of the civil service and influenced the manner in which civil services are managed and placed great demands on professional bureaucracies.

The Thai bureaucracy, the key mechanism in national development, has been directly impacted by the changes; the civil service has had to adopt to the new environment in order to effectively carry out government activities/functions and to fruitfully achieve national development objectives. To manage the

Thai government effectively, Thai public agencies have been required to adopt and modify objectives, mission, work activities, government organization structures, personnel management policies and processes, and the management of organizations to adjust to the ever-changing external environments.

With limitation of budget, the increasing of high quality and efficiency of civil servants is unavoidable. The civil servants themselves--as the leaders and change agents for a multitude of activities that serve the needs of national development, and as provides of services to the people--also need to grow and develop and expand their knowledges and skills in order to perform their work efficiently and effectively. The limitation of budget has indirectly forced the Thai bureaucracy to consider the size of government in terms of number of government officials and the establishment of new organizations.

It is because of increasing global, interdependence, technological innovations, and also because of changes, and needs for less expense but increasing efficiency, the reengineering/reinventing, reviewing and redesigning of Thai public service are necessary.

The objectives of the paper is to present how the Thai civil service try to reengineer functions/activities, structure and processes of Thai public service in order to adjust to the external environment changes and provide better quality of services to people.

## PROBLEMS/ISSUES FACED IN THE THAI PUBLIC SERVICE

1) In the past ten years public organizations have been continuously expanding, especially at the division-level. The number of divisions has increased at an annual rate for greater than appropriate, when viewed against the actual new duties and responsibilities assigned to public organizations.

2) The number of government officials is quite large. In the past decade the total number of government officials has increased well beyond the prescribed growth limit to two percent per year. Now, government officials make up about 37% of the total national budget, which is very high.

3) Management techniques/methods, management systems and working tools are often inappropriate, outdated, and not suited to the changing situations.

4) There is too much centralization of authority and decision-making. The basic management processes such as policy development, budgeting, personnel management, and related activities - including many minor decisions - are carried out almost solely in the various departments in Bangkok and the central government.

5) Some rules, regulations, and laws are actual impediments to proper operation of many activities that are supposed to serve the needs national development and services to the people.

6) There are manpower shortages in certain high-skill occupational groups such as : science and technology, medical science, engineering, petroleum and energy. Personnel shortages in key areas directly affect the quality and effectiveness of government performance and, in turn, services to the people.

7) Salary and wages paid to government officials are below the cost of living by approximately 20%. The salaries of public officials are typically two to five times lower than their counterparts in the private sector.

8) Corruption is still a major problem in the Thai public service. Even though there is an anti-corruption office to peruse corrupt practices, it still flourishes.

9) The public personnel system is not conducive to efficient management of the bureaucracy because there is still a strong "spoils system" in operation.

## THE PAST IMAGE OF THAI CIVIL SERVICE

For years, the image of Thai bureaucracy has been viewed very negative such as: red tape, corruption, too much rules and regulation, inefficiency etc.

The Office of the Civil Service Commission (OCSC), the central personnel agency in the name of Civil Service Commission, played the leader's roles in public personnel administration, organization structure and management of organization. OCSC realized the problems, and tried to solve problems within the jurisdiction. OCSC herself had been criticized as "a policeman" who played roles of arresting those who made mistakes, and also played roles of checking and controlling. OCSC was mentioned as one of the red tape, inefficient, too much rules and regulations which were hard to follow. The OCSC in the past emphasized more roles on watchdog of merit system. Various government agencies were forced to follow personnel rules and regulations development by OCSC. Almost personnel matters were centralized. (See Table 1) The higher degree of centralization on personnel matters are at OCSC.

Table 1

## Centralization of personnel management

According to the past Civil Service Act (1975), the personnel activities had been centralized at Civil Service Commission, the central personnel agency (See Table I)

Personnel activities	centralization (by OCSC)	Delegation
1) Position classification	✓	-
2) Recruitment and selection	✓	✓
3) Civil Service rules and Regulations (personnel management rules and regulations)	✓	-
4) Training and development	✓	✓
5) Disciplinary action	✓	✓
6) Compensation	✓	-
7) Fringe benefit	✓	✓
8) Welfare	✓	✓

Rules and regulations developed by OCSC in accordance with the former Civil Service Act (1975) have to be followed by government agencies. These create dissatisfactions among government agencies because they are not given freedom to choose the appropriate ways and means of working.



## NATIONAL DEVELOPMENT TRENDS - GOVERNMENT POLICIES AND NATIONAL PLANS AFFECTING CIVIL SERVICE REFORM

1) Targets of the national development plan which will lead to civil service reform and development in the next five years are as follows:

a) The objectives of the Thai Seventh National Economic and Social Development (1992-1996) place emphasis on the country maintaining its continuous economic expansion along with economic stability. The Plan projects economic expansion during the period at a rate of nine percent annually.

b) An important priority of the Seventh Plan is to increase incomes of people living in rural areas and to improve the standard of living as well as the quality of life of families and the communities in which they live.

c) It is anticipated that the political parties will exercise more power and play very significant roles in policy formulation and in determining directions for public agencies in order to meet the needs of the people.

2) The current Government's policy is to improve the public management system and amend laws and regulations to provide a more effective, flexible, and responsive civil service. A civil service which is responsive to the direction of national development and can

be used for protection and eradication of corruption within the Thai public service. The Government's policy, in brief, is as follows :

- a) Review and re-design organizational structures to enhance utilization of manpower resources and control the growth in the number of government officials.
- b) Expedite work procedures and process.
- c) Recruit, instate, appoint and retain only civil servant who possess the highest qualifications and abilities.
- d) Improve position allocation and compensation.
- e) Develop the skills of civil servants, as needed.
- f) Improve the use and consideration of penalties and awards.
- h) Strengthen the capability of the Ministerial Civil Service Commissions, Departmental Civil Service Commissions, and Provincial Civil Service Commissions to perform more tasks in personnel management as they are delegated from the Civil Service Commission and the Office of the Civil Service Commission.
- i) Strengthen the capability and effectiveness of the Civil Service Commission and the Office of the Civil Service Commission.
- j) Encourage civil servants to be proud of the honor and prestige of their careers in government service.

## **REENGINEERING TRENDS OF THE CIVIL SERVICE**

The futurist anticipates changes happened because of innovation technology. The changes on such as : methods of work;

process of work; the simplicity of work; etc. are because of technology.

... "With terminals and word-processing machines hooked up to an office miles away - so the scenario runs - tomorrow's secretaries and clerks will almost universally opt to work at home. So will other workers who create, process, and distribute information in industries such as banking and insurance..."

(Naisbitt, 1982, p.35)

That is the example of changing way and where of work because of technology. The computer office automation, information technology fax, etc. are those technologies which have affected the working methods, working process; where to work; number of government officials, and so on.

In management of public service in the future, it has to deal directly and indirectly with other countries' administration in many areas such as : technical assistance, research and development; communication; transportation; international trade; aids; human rights; copy rights; skilled labor force needed in many countries; etc. These have to be approached on global scale, leading to new international administrations. The management of the civil service has to look at what happened around the world and around us. It will lead to effective management of public service in the future.

In each countries, two kinds of work/task have been undertaken; (a) one carried out by public sector; and (b) the other

undertaken by private sector. The new trends in all countries at present is to take a fresh look at nearly all public activities and analyse them with a view towards their possibilities for privatization.

The cost minimization and benefit maximization in services had been considered in every country to certain services should be initiated and carried out in all their detail not at a national but rather at a regional or even local level-decentralization. Closeness to the clients being served can increase the benefits accruing to the individual concerned, while at the same time lowering cost through greater efficiency.

Those mentioned above : technology; internationalization, privatization and decentralization have to be considered by the Civil Service in managing the public service.

#### **REENGINEERING THE CIVIL SERVICE :**

From the problems of Thai bureaucracy, the national development needs, the government policies and the reengineering trends, these automatically force OCSC to adjust its roles and functions to solve, fit, attain the mentioned factors. What OCSC has undertaken are as follows :

- 1) The OCSC has improved and revised the Civil Service Act 1975 The new Civil Service Act 1992 was promulgated in April 1, 1992. The OCSC in the name of Civil Service has new roles as follows (see Table II)

**Table II**  
**Roles/Functions of OCSC**

New major OCSC's roles/functions		Personnel functions
Assist, advise and supervise departments by a) Developing personnel policies b) Developing guidelines manuals and some necessary rules and regulation for departments	in	<ul style="list-style-type: none"> <li>•Position classification</li> <li>•Pecruitment and selection</li> <li>•Manpower planning</li> <li>•Training and development</li> <li>•Disciplinary action</li> <li>•Grievance</li> <li>•Welfare system</li> </ul>

The roles and functions has changed from being watchdog of merit system or a policeman and controlling various government agencies or personnel functions to be "assist, advise, and supervise"

2) The OCSC has to delegate and decentralize most personnel

matters except some functions but very low percentage of centralization.  
(see Table III)

Table III: Centralization and decentralization of personnel Functions

Personnel activities	Centralization	Decentralization	
		Delegation	Decentralization
1) Position determination	✓	✓	-
2) Recruitment:			
a) Competitive Exam	✓	✓	✓
b) Selection	-	✓	✓
c) Probation	-	✓	✓
3) Training and development			
a) Education	-	✓	✓
b) Study tour	-	✓	✓
c) Training	-	✓	✓
4) Manpower planning	-	✓	✓
5) Promotion/Transfer/Rotation	✓	✓	✓
6) Performance Appraisal	✓	-	✓
7) Fringe benefits and welfare system	✓	-	✓
8) Disciplinary actions	✓	✓	✓
9) Grievance	✓	✓	-
10) Separation	-	-	✓

The delegations and decentralization in the above table means the OCSC has delegated and decentralized personnel matters to

Ministries, departments and provinces. The centralization in this case means that the OCSC has to centralize some personnel functions in order to standardize them.

3) Privatization of government activities The OCSC is studying all government activities which should be given to private sector to undertake. The suggested activities to be privatized in the future are such as :

- \* Medical care ;
- \* Some kinds of engineering work
- \* Education at high level (college / university and vocational school)
- \* Kind of security job
- \* Engineering job
- \* Office car drivers
- \* Office cleaning work
- \* Others which private sector did them better than government agencies, etc.

The privatization would help promoting the downsizing of civil servants.

The public agencies should do no more activities which do not help organizations attain their goals and objectives. The government agencies should spend most time on key tasks and less time on routine work.

4) Downsizing government officials - The expenditure of about 40 percentage of annual budget on personnel is quite high. The government has to limit the expenditure not more than 40 percentage. The government wants to create moral and motivation through increasing salary and benefits to meet with the standard of living. The only way to do is to limit the number of government official to be in "an appropriate size" which means : (a) restructuring manpower of government; (b) limiting the number of government officials; (c) downsizing government officials in some areas after restructuring government manpower.

Restructuring manpower in this case means the government will place priority of manpower in the areas of :

- (1) Science and technology
- (2) Industry
- (3) Commerce
- (4) Agriculture
- (5) Tourism
- (6) Environments

and so on

For the last ten years, the budget allocation was given on national security, education, and other which did not lead to the national development. From now on the priority will be given as mentioned above.

From 1993 to 1996, the government has a plan to limit the number of government officials by pooling vacancies form various department at OCSC. It is about 21,000 vacancies. The number is from



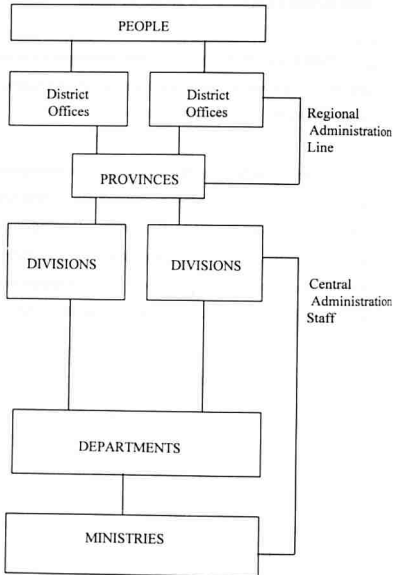
those who are retired. The manpower committee chaired by Deputy Prime Minister will consider allocating for the priority. The routine work or unimportant job will not be given to all. It will automatically downsize government official in some areas. Some government activities will be obsolete and omitted.

Some government activities will be contracted out especially in the shortage areas such as engineering, architecture, public work, etc. This will be a way not to increase the number of government officials.

5) Line and Staff functions - The government job/task in various government units at regional level (in provinces) will be given more authority. In the future, the line functions will be at provincial level. The provinces will have authority to plan, implement projects in order to fit with people's needs in each province. The provinces will ask for annual budget directly from Budget Bureau. Departments in Central government (in Bangkok) will support in terms of technical areas (see table IV)

**Table IV**

**Line and Staff Functions**



The departments and ministries (central administration) will develop policies, communicate and evaluate policies carried out at regional level. The provinces headed by governors will be autonomous and self-managed. The OCSC will support the provinces in personnel or manpower to run various projects at district offices and at provincials offices. The governors will be given more authority in personnel management in the province.

## **SUMMARY AND CONCLUSION**

With the impact of technology, internationalization, privatization and decentralization, Thai bureaucracy has to adapt herself to the changes. OCSC has to adjust its roles and functions to "assist, advise, and supervise" various government agencies in personnel matters. OCSC has to play leading roles in decentralization, privatization, determination of appropriate manpower and manpower structure. The OCSC also supports the personnel management at regional level in order to serve various projects in provinces.

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COUNTRY PAPER

SINGAPORE

*"RECENT DEVELOPMENTS IN THE  
SINGAPORE CIVIL SERVICE"*

## SINGAPORE COUNTRY PAPER

### RECENT DEVELOPMENTS IN THE SINGAPORE CIVIL SERVICE

#### Objective

This paper describes some of the new initiatives implemented in the Singapore Civil Service since the last ASEAN Conference in 1991.

#### Historical Development

2 The Singapore Civil Service has its roots in the colonial Civil Service under British rule. Many of its institutions and features were adopted from Britain as well as other British colonies like India. The emphasis of the colonial Civil Service then was on revenue collection for the Crown and maintaining law and order so that commerce could flourish.

3 Following Singapore's independence in 1965, the Civil Service geared itself to provide the basic infrastructure needed to propel Singapore's economic development. The priority then was to create jobs, and to lay the foundation for sound economic and infrastructural development. In the late 1960s, following the announcement of the British military withdrawal, the focus was to build an indigenous military capability to ensure Singapore's security as well as to provide a stable climate for foreign investments.

4           In the 1990s, the problems faced by Singapore is more complex. The Singaporean now has a proper home, is better educated and takes home a bigger salary than before. He will want more space for expression and a bigger say in how the country is run. His expectation of the Civil Service has changed. He will not be satisfied with more of the same. He wants higher quality and greater choice - in housing, education, health services and other public services. The demands on the Civil Service are more varied and complex.

#### Challenges

5           The changing environment and more demanding expectations of the population pose new challenges to the Civil Service. The Civil Service cannot remain static. In the private sector, a company must innovate continuously or go out of business. The Civil Service must likewise have this spirit of innovation and seek to deliver better quality products and services more quickly. The Civil Service has to understand its customers' needs and be more customer-focused, service-oriented and user-friendly. It has to be innovative, flexible and responsive. It has to provide value-for-money for the taxpayer's dollar. Yet flexibility and innovation sometimes go against the grain of the civil service because of the traditional emphasis on stability and continuity. The problem is one of balance and herein lies the challenge.

## Some Developments

6 Some of the recent developments which have taken place in the Singapore Civil Service since the last Conference in 1991 are described below. These programmes are aimed at achieving the following strategies:

- a To ensure high quality manpower in the Civil Service
  - . More aggressive recruitment of talent
  - . Stronger link between pay and performance
  - . More comprehensive human resource development programme
  
- b To increase productivity and efficiency
  - . Promotion of cashless transactions
  - . Use of information technology
  
- c To keep a tight rein on the cost of running the Civil Service
  - . Adopting a preventive approach to containing civil service health care costs through a "Healthy Lifestyle Campaign"
  - . Maintaining a flexible wage policy



A Recruitment of Talent

7 The Public Service Commission is the central appointing authority for the Singapore Civil Service. It has traditionally conducted recruitment exercises by placing advertisements in the press and selecting candidates from among those who responded to these advertisements. A major source of talent in the Civil Service has always been the returned scholars from PSC's Scholarship Programme.

8 Since 1990, the PSC has positioned itself as an aggressive and progressive recruiter in the job market, presenting the attraction of Civil Service jobs to potential recruits. This was done by projecting a stronger presence in on-campus recruitment, career fairs locally and overseas, and publications on careers which are available to the public. The television as a medium has also been used to reach out to potential recruits for selected careers such as teachers and Police Officers.

9 Such an approach is necessary in the competitive job market today. Strong economic growth has led to many MNCs and local companies competing with the public sector for the 6,000 new graduates entering the work force each year.

10 The pro-active approach adopted by the PSC has been very successful, not only in terms of a higher number and better applicants but also in enhancing the image of the Civil Service as a whole.

B Performance-Related Pay

11 In 1989, the Civil Service introduced a Performance Bonus Scheme for superscale officers in 5 key services. (Superscale officers are those in the senior echelon in the Civil Service. They comprise about 14 of civil servants). Under this Scheme, officers can receive up to a maximum of 2 months additional salary for outstanding performance during the year. The scheme was extended to superscale officers in the other services and statutory boards in 1990.

12 The scheme has worked well. It strengthens the link between pay and performance. It is an added form of recognition and reward for officers who have performed well above their current grade. The Civil Service plans to further build on the scheme.

C Human Resource Development

(4) Civil Service College

13 The Civil Service College began operations in January this year. It was established to achieve several goals, namely:

- a To develop among civil servants a deep understanding of the key factors upon which the nation's continued survival and success depend;
- b To develop a value system, a sense of *esprit de corps* and a sense of tradition among senior civil servants; and
- c To bring civil servants up-to-date with the latest ideas, thinking and trends in a rapidly changing global environment.

14 The College has launched several programmes, including a Public Policy Perspectives Seminar and a series of talks entitled Reflections at Raffles. These 2 programmes are conducted on a regular basis. The aim of the Public Policy Perspectives Seminar is to provide an opportunity for newly returned overseas government scholars to understand better the constraints on public policies and the problems faced by policy makers. The seminar, lasting 5 days, uses the case-study method. This has been beneficial in ensuring that participants are fully engaged in discussions, and are prompted to respond, propose other ideas and defend their stand. The second programme, Reflections at Raffles, is a series of talks whereby senior civil servants share their insights and personal experiences with younger civil servants in an informal setting. Through these sessions, the sense of tradition and shared

values are transmitted from one generation of civil servants to another.

15 Looking ahead, the College hopes to invite ASEAN civil servants to participate in its programmes. This will help foster a better understanding and closer relationship among ASEAN civil servants. In January 1994, the College will team up with the Canadian Institute on Governance to conduct a 2-week seminar on Public Sector Leadership for officials from ASEAN and Canada. In the same way as the Singapore Civil Service Institute has built up close links with its ASEAN counterparts, the College looks forward to building a close rapport with other ASEAN training institutions.

(ii) Civil Service Institute

16 The Civil Service Institute supports Civil Service goals, ideals and programmes through its comprehensive training programmes. Every year, more than 20,000 public sector officers attend the 1,000 courses of 100 different types at the CSI.

17 One of the key training programmes to upgrade the quality of public service is the Public Contact Improvement Programme. Phase I of the programme was launched in October 1989. This concentrated on the improvement to face-to-face contacts with the public. More than 6,000 frontline counter

personnel, supervisors and managers were trained in Phase I. Supervisors were taught to use a checklist to assess how their counter staff serve the public. Under the programme, members of the public can also assess the service behaviour of counter staff and give feedback.

18 Phase II - Telephone Contact - was launched in January 1992. About 2,000 officers and 600 supervisors and managers have been trained. Participants were taught how to manage telephone contact situations courteously and effectively. CSI is presently developing the curriculum for Phase III. This phase would focus on written communication. The main objective is to help participants write polite, friendly and clear letters.

#### D Promotion of Cashless Transactions

19 The Public Sector launched a 3-month GIRO promotion programme early this year. With GIRO, customers authorise their banks to make automatic deductions from their accounts for the payment of bills (eg. income tax bill, telephone bill, utilities bill, etc). This saves the customer the inconvenience of having to wait in line to pay by cash and also saves time for those who would normally pay by cheque through the mail.

20 The promotion is part of a long-term effort to promote cashless transactions as a means to improve service quality and increase national productivity. Five major public sector organisations participated in this promotion - the Central Provident Fund Board, Inland Revenue Authority, Housing and Development Board, Public Utilities Board and Singapore Telecom.

21 The campaign aimed to improve the GIRO system for users and to overcome public reservations about its use. Government agencies made several changes to their GIRO procedures to give GIRO users a greater sense of control over their funds. These included giving ample notice of the deduction date to allow customers to clarify or dispute their bills and simplifying the application and termination procedures.

22 During the promotion period, several incentives were offered to attract users. These included reduction/waiver of deposits, eg. for opening a utilities account, and better credit terms, eg. for employers paying the foreign workers levy.

23 Public response to the GIRO promotion was good. Over 100,000 new GIRO accounts were opened. The most popular was the Inland Revenue Authority's new 12-month interest-free GIRO

instalment scheme for the payment of income tax. Over 20,000 accounts were opened for this scheme.

24 Another recent example of cashless transaction is the payment of fines through phone banking or through an Automated Teller Machine. Since 1 Sep 93, the Registry of Vehicles has linked up with local banks to allow their customers the convenience of paying fines for traffic offences through these means.

#### E Use of Information Technology

25 Since 1981, the Civil Service Computerisation Programme (CSCP) has helped improve the quality of public services in Singapore. From only 3 Ministries with computers in 1981, the CSCP has since computerised all Government Ministries and organs of state with more than 10 mainframes and minicomputers and over 10,000 workstations.

26 As part of the CSCP, the National Computer Board is presently working on a prototype Government information kiosk - named SingaTouch. SingaTouch will enable the public to perform information enquiries and transactions with the government easily at their own convenience. The information kiosk can be made available at public places such as Mass Rapid Transit (MRT) stations, bus interchanges, shopping centres and housing estates. The kiosk will be ergonomically and attractively

designed and will include touch-screen monitors, video and audio features in different languages, card readers as well as receipt printers.

F Healthy Lifestyle Campaign

27 Many companies are beginning to realise that a healthy workforce is a powerful tool towards improving employee performance and morale as well as moderating health care cost increases. Studies have shown that health risk factors such as unhealthy diets, lack of exercise and smoking are linked to major illnesses such as cancer, heart disease and high blood pressure. High-risk factor employees today become the high-cost employees of tomorrow. There is a need for a preventive approach - to ensure that employees are encouraged to keep healthy.

28 As part of the national Healthy Lifestyle campaign, the Singapore Civil Service launched its pilot Workplace Healthy Lifestyle Programme in September last year. The programme involves some 38,000 employees in 4 Government Ministries and 3 Statutory Boards. The organisations were chosen as they have a good cross-section of employees.



29           The Programme comprises 2 stages:  
          Stage 1: Health Profiling  
          Stage 2: Health Improvement Programmes

30           Stage 1 involved preparing a health profile for the employees. It provides the employee with a snapshot of his personal health status. The health profiling is fully funded and held during office hours. Stage 1 revealed that the main problem areas were the lack of exercise, high cholesterol level, and high body fat composition. Smoking and alcohol abuse were generally not serious problems.

31           Stage 2 follows a strategy of awareness, motivational and behavioral change programmes. Typical health improvement programmes include talks, workshops, exercise classes, walking clubs, etc held at the workplace. Some of the topics covered during the talks include nutrition, stress management and weight management.

32           An incentive scheme was established to encourage and sustain participation in these healthy lifestyle activities. Employees earn points by taking part in the organised activities or if they exercise on their own. With the points collected, employees can take part in periodic lucky draws and win prizes related to exercise and sports. The very active

ones are recognised with incentive items to encourage them to continue with their lifestyle and be role models for others.

33 It has been a year since the Healthy Lifestyle Programme was implemented in the Civil Service. There is now a greater awareness among employees of the benefits of a healthy lifestyle and the steps each individual can take to achieve this.

#### G Flexible Wage Policy

34 Since 1988, the Civil Service has implemented a flexible wage policy, to link public sector wages to national economic performance. Between 1988 and 1992, these additional wages were given in the form of annual variable payments at 2 points in the year, in July and December. The quantum paid depends on national economic performance for the year. The variable payment is revised downwards in years when the economy does not perform so well and modified upwards in years of good growth.

35 In July 1993, an additional flexible component, the Non-Pensionable Variable Component (NPVP) was introduced. The NPVP is paid monthly on top of the gross salaries. Like the earlier flexible components, NPVP rates will be adjusted

depending on the state of the economy. This component was made non-pensionable to help contain the Government's pension bill. The 1993 NPVP rate was 2.2% for timescale officers and 5.7% for superscale officers. The latter group received a higher quantum as their salaries are at fixed points, unlike timescale officers who enjoy automatic annual increments in their salary scales.

### Conclusion

36           The above initiatives will enable the Singapore Civil Service to be an effective partner in helping the economy progress and prosper. The Service will strive to continue to innovate and improve its services to ensure a better quality of life for the people.

38           The Singapore delegation looks forward to learning, sharing and exchanging ideas with the other ASEAN civil services at this ASEAN conference.

pad/asean

TECHNICAL PAPER

BRUNEI DARUSSALAM

*"INNOVATION IN MANAGEMENT DEVELOPMENT  
TRAINING AT THE CIVIL SERVICE INSTITUTE"*

## **Innovation in Management Development Training at The Civil Service Institute**

### **Introduction**

1. We, at the Civil Service Institute (CSI), aim to make this Institute a "centre of excellence" for Civil Servants' training. Through innovation, we can achieve this goal. This paper intends to focus on innovation taking place in Management Development Training at the Civil Service Institute. This involves developing training programme for managers and supervisors in new ways that will fit their dynamic work environment, at the same time maintaining approaches that continue to demonstrate success.

### **CSI Visions**

2. The Civil Service Institute believes that management training requires fundamental restructuring. Nothing interests our Institute more than making the Civil Service more adaptive to the needs of providing better services. Managers are highly responsible for this, thus, management does matter.

3. At the Institute, we see ourselves as an agent of change. Our business is developing managers who can meet demands of their leader, expectations of the people and changes in the work environment. Our business is to give managers' competence, confidence and skills to provide better services and not to keep them aloof and unparticipative .

4. We believe that knowledge and its translations into service results are a key factor of an effective public sector. Service results refer to the ability to meet customers' satisfaction and to support national development objectives.

5. The Institute also believes strongly that management training is a powerful tool in transforming organisations and increasing individual effectiveness. Training is investment to the nation. It is the key to successful career development management .

6. Our intention to be the best higher learning institution in the country is to excel in our attempts to innovate our current practices while never losing sight of the tradition that the Institute provides the management training for civil servants. The Institute believes that the participants come to our management programmes given choices of various subject areas relevant to the current needs of the Civil Service. We remain committed to provide excellent choices. The Institute will continue to provide training on the frontier of management fields. Subjects like strategic management, competence-based training, customer satisfaction, will be offered to civil servants. The Institute will build its course curriculum related to the scheme of service. The participants who attend and obtain certificate of the programmes will receive a passport for promotion if not better candidates among others.

### **Management Development Training**

7. In order to realise these visions, an innovative and adaptive Management Development Training Programme has to be devised.

8. Although no definitive approach exists, there is a broad array of methods for responding to these challenges and giving new energy and directions for management development and human resource management. For the purpose of this paper, management development is any planned, guided or directed activity undertaken by a manager to help himself becomes more competent in his present position in an anticipated expansion of roles and responsibilities.

9. The Civil Service Institute has taken major changes in the approach to management development. Increasingly, there is an acceptance that management development must be a continuous process that is carefully aligned to the changes taking place in the demands for better service. Integrating management development with the changing role of ministries and departments is a necessary strategy required to enhance managerial capacity in the context of rapid change.

10. Management development can also be used as a vehicle for changing organisational culture and implementing new strategies to achieve new standard of government performance and productivity.

### **Management Development Programme**

11. Being architects of a management development system for the Civil Service, the Civil Service Institute faces a difficult dilemma: how to develop broad-gauged, flexible courses which are capable of adapting to the needs of young managers, while at the same time ensuring that the courses are able to meet the requirement of these young managers.

12. Previously, the Civil Service Institute could not identify participants. What course do they want? Why are some courses popular? Why do participants indicate to attend yet do not show up? Do the courses offered support needs of individual and their organisation? Do courses meet their professional development? These are some of the issues which must be faced by the Institute in providing management development training for 800 middle managers for years to come.

13. The Civil Service Institute began innovating the Management Development Programme for this mid-level managers by applying a few principles:

emphasis on skill building. A civil servant needs to perform effectively. The civil servants require opportunities to enhance their management skills and register what topics they need to cover.

starting from the top. The management development training must relate to the training given at higher levels. As far as possible, management development must reflect the vision from the top and be consistent with the aspiration of the Civil Service.

it needs to be unified and integrated. The philosophy, the messages and the logic of the approach to be developed need to form a coherent whole. Double standards and double messages undermine the credibility of the whole effort. For example, one cannot hope to achieve results of rewards if they are not seen to be equitably distributed.

top management needs to practise it. It is not enough to announce how an organisation will want to handle or treat its people: it has to be practised by the senior officers. If performance management is to be implemented, the top management must undergo training first before the junior staff.

needs to be part of The Civil Service strategy. Management Development Programme need to be given a long range framework in the context of a comprehensive National Training Policy. They work best if the effort is systematic, continuous and integrated with the overall management training.

14. A survey on the training needs of young managers was conducted to ask them to determine four high priority courses that they wish to attend at the Civil Service Institute. There are 200 courses listed in the survey. From the results of the survey, the Civil Service Institute is able to determine courses required by young managers. The Institute then send the results to the respective ministries and departments for endorsement. The endorsement is vital since it would allow the ministries and departments to link individual needs with organisational needs.

15. Some of the courses that are requested most in priority are listed below.

- . Unleashing Your Personal Power;
- . Effective Manager;
- . Problem Solving and Decision Making Skills;
- . Negotiation Skills;
- . Time Management;
- . Effective Communication.



16. The Management Development Programme is the first of its kind at the Civil Service Institute. It does not have a model to follow. A spirit of adaptability and creativity is therefore necessary. A pragmatic approach was favoured during the development of curriculum. The curriculum either suggested by the consultants or modified from the course contents, are obtained from leading training institutions. The curriculum is sent to some prospective participants to check suitability of the course contents.

### **Executive Management Development Programme**

17. Management training for upper-middle level managers in the Civil Service was previously made in an ad hoc basis. Training was offered as and when required. No planned training was provided thus training need analysis had to be done. The Civil Service Institute intends to expose upper-middle level managers with management training commensurate with their level of responsibility in their organisations. It intends to set out an Action Learning management development programme. It is designed to improve managerial effectiveness in organisations. The programme will not only require planning for change but also its implementation. It is this implementation phase which provides major opportunities for learning as well as providing returns in benefits to the organisations. The Action Learning programme is introduced to the high and middle level managers instead of the directors because the success of projects implementation in this programme stands better chance since participants is only a step or two below directors level. However, further support for this Action approach should be established by exposing the directors to the same training. This is to ensure that there is a high level support for the use of innovation methods presented to these implementors.

18. The project will be conducted in collaboration with University of Brunei Darussalam. It will provide institutional linkages between University of Brunei Darussalam with the Civil Service Institute. The Action Learning programme is another method used in The Civil Service Reforms. In this case the consultant and his participants jointly suggest solutions and implement the suggestions. Since the whole circle of problem solving are executed with the consultant, the degree of success is more than usual.

### **Advance Management Development Programme**

19. Training organisations either private or public are currently grappling with problems of how to identify and develop competent managers to manage the changing demands of the global economy in the 1990's. Ministries or departments may vary in size and activities, however, they share one thing in common - a strong belief in the strategic importance of human resources. They recognise that their long term strength depends on their ability to develop their managers.

20. The development of the Advance Management Development Programme for directors and senior managers in the Public Service and chief executive officers of the Private Sector is the first significant and high profile attempt by the Civil Service Institute to address management training for both sectors. The high profile programme is highlighted by conducting training needs survey among the permanent secretaries and directors at various ministries. Earlier training need analysis conducted throughout the Civil Service by Harvard Institute for International Development (HIID) was utilised. This TNA together with the training needs analysis on senior and middle managers both in The Civil Service and private sector conducted by the University of Brunei Darussalam were used as a foundation in designing course contents.

21. The recommendations made by the HIID suggested that for senior managers specially tailored executives seminars or short workshops and conferences should be designed . Their focus should include developing the ability to analyse and formulate policy, decision making ability, problem solving ability, forecasting ability, understanding of the economic issues facing Brunei Darussalam, understanding political issues, ability to manage the information system, ability to motivate staff ability to develop the human resource and ability to negotiate. The survey done by the University of Brunei Darussalam indicated that for the senior managers, long term planning appears to be the most important whereas short term oriented activities are considered less. The need of strategic management seems relevant. For the middle managers competence associated with evaluating and appraising staff is ranked higher than preparing long term plans. Surprisingly at all managerial level, identifying problems and techniques for problem-solving are high in their agenda.

22. The training need survey conducted by the Civil Service Institute has revealed various scenarios, some anticipated and others not. The findings include:

supports of the programme are very clear. Management development unlike technical training, needs to start from the top or the director's level. Many training start with middle management without the top management experience having the same training so the middle manager is in vain to put into practice what they had learned.

those being interviewed appreciate the strategic asset of their organisation is its human resources. They suggested the programme should equip participants with relevant tools and skills to face social, economic and political changes either domestically or globally.

the module on the Role of Directors should offer avenues for directors to evaluate and analyse their roles.

23. The Advanced Management Development Programme will be run for three years with total captive participants of 200. The modules in the programme are:

- . the power of personal influence;
- . role of directors;
- . strategic plan;
- . delegation and time management;
- . Total Quality Management (TQM).

24. The consultants who will conduct the training are required to interview prospective participants prior to the training. The skill deficiency and needs of directors could be identified and clarified during the interview. Since this programme offers places for chief executive officers for private sector, it is the first time that they are given opportunities to participate and to share their experience with senior officers from the Civil Service. To ensure high standard of training of this programme, the Institute intends to conduct a forum with the help of a consultant to investigate further training needs of directors, senior managers and chief executive officers as well as to find out what are lacking in the training being offered.

### **Conclusion**

25. This paper has related issues of innovation and creativity in providing training. During times of stability, there is a great value in being highly focused and concentrating on doing what one does well. In time of turbulence, there is a natural tendency to work even harder to do the same thing more efficiently. However, it may be more important and beneficial at both times to concentrate on nurturing an open culture conducive to the individual and organisational learning that can stimulates creativity and innovation.

26. It is hoped that the current stage of evolution at the Civil Service Institute can successfully meet the management training needs of a various segment of managers and professionals so critically needed in Brunei Darussalam. The Civil Service Institute is not an all purpose institution for coping with the full richness and diversity of management development needs. Looking from the other side of the coin poses an equally challenging question: is the training provided at the Civil Service Institute equally match the needs of managers. However, what we need to do is create new approaches and curricular structures which will give the managers a better and more direct feel on management.

27. Compressing the time in order to provide management development training for executives at public sector is already challenging and require dedication and innovation. The Director's Advanced Management Programme, the Executives Management Programme and Management Development Programme for young managers are not an end to themselves. They will receive criticism, renewal and creativity to make it more conducive to the participants.

28. The future of these programmes lies entirely on the successful implementation and a continued political and administrative support.

**TECHNICAL PAPER**

**INDONESIA**

***EDUCATION AND TRAINING SYSTEM FOR THE INDONESIAN PUBLIC SERVANTS***

## A. INTRODUCTION.

The awareness of success in the achievement of the National goals has nowadays been widely felt to be independent mainly on the success of the implementation of the national development plans. The latter needs a Corps of strong, dedicated and highly integrated civil servants which could only be satisfied if we are provided with an ever-updated education and training programs. To suffice this a well coordinated and synchronized programs for the civil servants need to be continually developed.

The development of human resources is not solely applied towards public in general, but also towards the civil servants whose roles in the national development processes are quite decisive.

In other words, education and training for the civil servants from a very strategic effort within the framework of developing the civil servants concerned, and it should be viewed by means of the system approach.

The Act No. 8, 1974, which is The Basic of Public Personnel Administration has firmly stated that education and training are carried out within the framework of the civil servants job-career and job-performance.

The effort in increasing job-performance itself is meant to make the civil servants more qualified, so that their performances could be more efficiently benefitted in the process of National Development to achieve the National Goals. Such approach needs continuous developmental efforts through, among others, education and training for the Civil Servants such as those various kinds of education and training which should be conducted to meet the demands on the knowledge, skills and attitude requirements set forth for the Civil Servants, in implementing and facilitating the smooth-run of the multi-functional and complex National Development programs.

It is worth mentioning here the fact that there are two main kinds of functions which should be carried out by both Central and Regional Government Agencies in Indonesia i.e.:

1. The Government general functions.
2. The Government development functions.

In implementing the two kind of functions we are in a great need of establishing a corps of government apparatus who are:

1. efficient
2. effective
3. physically and mentally strong
4. more trustworthy
5. integrated
6. having expertise of high skill and experience
7. fully dedicated solely for the sake of the country and the government.

In order to meet such demands the Civil Servants needs development in all aspects through a well-established and coordinated system.

Education and training is one of the means of developing the Civil Servants. The developmental efforts through this means have long been carried out and are continually increased, while we are coping with the ever demanding programs which we face in our daily routines.

We have the opinion that education and training for the Civil Servants is not a separate effort, viewed both from their target population and their programs. It simply



means that target-population-wise the education and training for the Civil Servants are a "Sub-system" of the Public Personnel Development Strategy. The latter, with all its processes, is a "sub-system" of the Indonesian Public Administration.

Therefore, we regard the education and training of the Civil Servants as a development effort to be the "Sub-system" of our efforts in improving the Government Apparatus with the ultimate goals of not only increasing their knowledge and skill, but also of generating a suitable mental attitude as government and people's servants.

From the above statements it is clear that our Public Personnel Development Strategy is a "Sub-system" of our National Public Administration. One of the ways of the process of managing the Civil Servants is by developing them through education and training.

Viewed from their programs the education and training of the Civil Servants is a "Sub-system" of our overall National Education System, whose entity is geared towards one of our National Goals, that of improving the education standards of the Indonesian people.

The President of the Republic of Indonesia as the Head of the Government has stipulated the Five Programs which should be achieved within the next Five-Year Development Plan (1993-1998).

The "Panca Krida" (Five Programs) of the Indonesian Sixth Development Cabinet are:

1. To sustain, increase, deepen and to enhance the national development as a merit to Pancasila which based on the three basic of National Development, with the National Archipelago perception to strengthen the National tenacity with the firm will of independent.

2. To increase the National discipline which has been pioneered by the Government Apparatus in achieving a cleaner and more responsible Government in order to provide services to the Indonesia people.
3. To cultivate the attitude of the National Leadership mechanism based on the Indonesian constitution of 1945, the State Philosophy Pancasila, Pancasila Democration, one bsic loyalty and five institution will in the democratic life and state, national and people.
4. To conduct of free and actives International Affairs based on a principle to engage free democratic in an actual life in bilateral, regional and global relationship for the National Development effort.
5. To conduct a direct, public, free and confidential general election in 1997.

The second of those five programs, i.e., to increase the National discipline which has been pioneered by the Government Apparatus in achieving a cleaner and more responsible Government in order to provide better service to the Indonesian people, is the one which corresponds with the purpose of this paper.

With respect to the implementation of the second program the President of Indonesia has outlines the following guidance: "In view of the advancement of our society and the ever-widening as well as intricate development, there should also be established an efficient corps of Government Officials which have high professional standard of capabilities. Within this framework the existing efforts and policies in increasing the

capabilities and skills of the government Officials will be continued by means of conducting education, courses and training as well as upgrading."

## **B. EDUCATION AND TRAINING FOR CIVIL SERVANTS.**

According to Act No. 8, 1974 on the basis of Public Personnel Administration, Indonesian Civil Servants, which are the backbone of the State apparatus are divided into four Grades and are subdivided into 17 Ranks, i.e.: Grade I, II, and III, are divided into Ranks a, b, c, and d; while Grade IV is divided into Ranks a, b, c, d, and e.

Those grades and ranks of Civil Servants are related to structural positions in the government. The structural positions in the Government consist of five echelons, namely:

1. The first echelon i.e. Secretaries General, Directors General, Head of Non-Departmental Agencies, have the rank of either IV/d or IV/e.
2. The second echelon i.e. Directors/Heads of Bureau, have either the ranks of IVb, IV/c, or IV/d.
3. The third echelon i.e. Chiefs of Division, Chiefs of Sub Directorate, have either the rank of IVa, IVb, or IVc.
4. The fourth echelon i.e. Chiefs of Sub Division, Heads of Section, have the rank of either III/b, III/c, or III/d.
5. The fifth echelon i.e. Chiefs of Sub-Section, have the rank of either IIc, IId, or IIId.

Education and training programs for Civil Servants in Indonesia are an integral part of the administrative improvement efforts and cover both the administrative and the technical aspects of routine as well as development functions of the Government.

In other words, the education and training for Civil Servants is an effort to improve their personality, knowledge and capability to meet the demands of their respective offices and positions; whereas training for the Civil Servants is the efforts to improve their knowledge and skill in accordance with the requirements of their respective jobs.

### C. THE CLASSIFICATION OF THE EDUCATION AND TRAINING FOR THE STRUCTURAL POSITION.

The education and training of the Public Servants in Indonesia can be principally differentiated into:

#### 1. Classification According to the Status of participants:

- a. The Pre-Service Training is given to candidates entering the service with the purpose of providing them with the necessary skills and knowledge in order to enable them to perform their new jobs.
- b. The In-Service Training both on-the-job as well as off-the-job, are provided for Civil Servants with the objective of increasing and improving their quality, expertise, capability and skills as well as improving and developing their attitude and personality.

#### 2. Classification According to Tasks:

- a. Technically Functional Training. This training covers substantive areas of the mission and functions of the Ministry/Agency. For example, education and training for

tax officials, immigration officials, customs officials, etc.

- b. Administration. This relates to education and training programs where the main objective is to provide knowledge, skills, and improve the capability of the Civil Servants in the general area of Public Administration. There are three of its kinds of this type i.e.:

1). Education and Training on General Administration.

This includes various types of education and training programs on General Administration for all levels of administration within the framework of overall improvement of institutional performance.

2). Education and Training on Management Techniques.

This training is conducted with the purpose of providing knowledge, skill and capabilities to its participants to solve management problem or those which contain certain management techniques useful for decision-making purposes, such as system analysis, operation research, organization and methods, network planning, simulation, model building, game-theory, etc.

3). Education and Training on Development Administration.

This training covers the various aspects of the administration of development functions such as education, social welfare administration and industrial administration, which are conducted by involving interdisciplinary approaches.

### 3. Classification According to Career:

#### a. Education and Training for Structural Positions

This training is intended for officials occupying structural positions such as Heads of Section, Division Chiefs, Directors, and the likes whose knowledge, skills and value-systems must always be developed and geared to their respective job and organizational requirements.

#### b. Education and Training for Functional Positions.

This training is intended for officials occupying functional positions such as teachers, researchers, and trainers whose attitude and skills must also be developed and geared to their respective job requirements.

### 4. **THE PATTERN OF EDUCATION AND TRAINING PROGRAMS FOR THE INDONESIAN CIVIL SERVANTS.**

The activities on educational and training programs conducted by the Government Agencies as well as through the State Enterprises cover so many forms and encompass a great deal of participants that it is felt necessary to design a pattern of it.

The basis framework of the Education and Training for the Civil Servants consists of :

1. The Pre-Service Training, and
2. The In-Service Education and Training.

In practice, two types of education and training can be manifested into a great variety of education and training.

## 1. The Pre-Service Training.

The Pre-Service Training is provided to newly recruited as a prerequisite to be employed as Civil Servants. This training is categorized into two different kinds:

### a. The General Pre-Service Training.

This particular training is compulsory for every individual who has been recruited to become a Civil Servant, as has been mentioned in the Presidential Decree No. 30, 1981. Under this category we have:

- 1). The Pre-Service Training for Grade I Civil Servants.
- 2). The Pre-Service Training for Grade II Civil Servants.
- 3). The Pre-Service Training for Grade III Civil Servants.

### b. The Special Pre-Service Training.

The Special Pre-Service Training is compulsory for both the newly recruited and those already in service who should hold a certain position and for their job of which they use special knowledge and skills. For example, training for diplomatic career conducted by Ministry of Foreign Affairs.

## 2. The In-Service Education and Training.

The In-Service Education and Training consist of :

a. Education and Training Program for Career Development

This kind of education and training has the objective of preparing its participants to hold a higher positions, and has the following classifications:

- 1). Education and Training fro Structural Positions. This kind of training has the objective of increasing the knowledge, skills, and capabilities as well as the Participants' attitudes and personality so that they could fulfill the requirements of any of the fifth, fourth, third, or second echelon Civil Servants.

The Education and Training for Structural Positions cover :

- a). The Education and Training for Structural Positions, for the second echelon Civil Servants. (The National Administration Staff Col-lege, or SESPANAS).
- b). The Education and Training for Structural Positions for third echelon Civil Servants. (The Upper Middle Managerial Course, or SEPADYA).
- c). The Education and Training for Structural Position for fourth echelon Civil Servants. (The Lower Middle Managerial Course, or SEPALA).
- d). The Education and Training for Structural Position for fifth echelon Civil Servants. (The Basic Managerial Course, or SEPADA).

b. Technically Functional Education and Training Programs

This kind of trainings is oriented to the technical main tasks of certain Government Institutions which should be implemented by the Government.

c. The Education and Training for Functional Positions.

This kind of education and training has the objective of increasing knowledge, skills



and capability of its participants to fulfill the requirements of certain functional positions such as Junior Lecturer, Senior Lecturer, Trainers, and Researcher. This kind of program has been nationally designed to meet the quality requirements of the trainers.

d. The Education and Training for Professional Development.

This training has the objective of increasing the participants' expertise and skills in certain professions, consisting of :

1). The Regular Education and Training Programs.

This training has the objective of increasing the participants' expertise through the academic program consisting of :

- a). Degree Programs, and
- b). Non-Degree Programs.

2). The Non-Regular Education and Training Programs.

This type of education and training has the objective of increasing, refreshing, adjusting the participants' knowledge, skills and attitudes to suit with their positions, or of providing to the retiring Civil Servants, covers Up-grading Courses, Adjustment Courses, Refreshing Courses, and Retirement Preparatory Courses.

Based on the description above and with regard to the ASEAN Conference on Civil Service Matters' thema, i.e., Challenges For Innovation in the Civil Service, this paper would explore two kinds of the education and training in the Structural Positions: the National Administrative Staff College (SESPANAS), and The Distance Learning of the Lower Middle Managerial Course ("SEPALA JARAK JAUH"). The both education and training programs are discussed in the Appendix I and Appendix II.

## APPENDIX I

### THE NATIONAL ADMINISTRATIVE STAFF COLLEGE ("SESPANAS")

#### 1. Establishment.

The National Administrative Staff College (SESPANAS) is widely known as a centre of excellence in education and training for Senior Government Officials (Top Administrator Career Leader) of Indonesia in the fields of administration and management. As a centre of the highest education and training for those Senior Government Officials responsible for major policy formulation and decision-making, SESPANAS has developed through the years regular top administration and management courses. SESPANAS was established in 1970 with the name Interdepartmental Administrative Staff College (SESPA Interdep) with a principle mission to prepare Senior Officials for managerial Leadership in the Indonesia Government.

#### 2. Legal Basis.

The programme of SESPANAS is based on the Chapter 22 of Presidential Decree Number 20 Year 1989 regarding the National Institute of Administration (NIA) states that:

- a. The National Administrative Staff College (SESPANAS) is the implementation unit of National Institute of Administration. It is headed by a Director, who is under the supervision of and directly responsible to the Chairman of NIA.
- b. The main task of SESPANAS is to implement the highest level of civil service education and training for structural position, to cover other high level education and

training such as Executive Developments, to foster and coordinate the same programmes implemented by other Departments and government agencies including the national and local State Owned Enterprises, and to execute other task assigned by the Chairman of NIA.

### 3. Functions.

SESPANAS as the highest structural education and training programme in the Indonesian Civil Service according to the Presidenet Decree No. 20 Year 1989 has the following functions:

- a. As a means to develop personality dignity, knowledge, skills, and overall attitude for top level government leaders.
- b. As a place to exchange thoughts, experiences and information, as well as to build up, explore, deepen and develop strategic concepts in Regional and National Development, and to support the system of administration as a whole.
- c. To support the maximization of Public Servant Performance based on work achievement systems and career development.

### 4. Goals.

The implementation of Education and Training in SESPANAS has the following goals :

- a. To broaded Senior Officials' horizons and to enhance their career.
- b. To build up their attitudes and personalities and to help them keep pace with rapid changes in situation and environment, as well as to considerably increase the quality of their service to the public, government and state.
- c. To build effective present and future leaders as well as staff who are to lead and to develop efficient and effective organization and systems based on the principles of Organization and Management.

## 5. Objectives.

To change their leadership capabilities SESPA's alumni have the following functions:

- a. policy planners, and formulators in long and middle term plannings, strategic assessment and problem solving based on conceptual, objective, reasonable, consistent, integrated and wise thinking.
- b. Leaders of Policy implementation in behaving in a fully responsible manner to their tasks, subordinates, superiors and to the public interest as a whole.
- c. Agent of Development oriented towards the achievement of Access, motivation and a conducive working climate for their subordinates.

## 6. Curriculum.

The SESPANAS programme and its curricula are constantly being redesigned to address current and future concerns and problems faced by various Department Ministries and Agencies. Basically the curriculum is designed based on adult learning cycles (andragogy) for 1,408 hours, and consists of :

- a. Leadership: Nature and Techniques.
- b. Management and Policy Studies.
- c. National, Regional and International Policies and Trends.
- d. Paper Writing, Discussion and Seminars.

## 7. Teaching Methods.

As a guide to guarantee the above goals, objectives and principles, the following combination of method is used:

- a. Lecture with questions and answers exercise or discussions.
- b. Seminar,

- c. Case Study,
- d. Role Play,
- e. Panel Discussion,
- f. Simulation,
- g. Field Study/Exposure,
- h. Individual or Group Papers,
- i. Individual Study/Assignment.

#### 8. Participant.

The SESPANAS programme is open to all government officials who already at the echelon II, or officials at echelon III who are to be promoted to that level. The age limit is maximum 48 years old for those at echelon III.

#### 9. Faculty Members and Guest Speakers.

##### a. Faculty :

Faculty consists of senior executives and Senior Lecturers in NIA, included the Chairman of NIA.

##### b. Guest Speakers:

The guest speakers are Ministries from various Departments, Head of non Departmental Agencies, Professors of distinguished Universities, and practitioners from Business organizations.

#### 10. Facilities.

Campus facilities include a modern library, a 500-seat auditorium, a dining hall, indoors and outdoors sport facilities and a 120-bed dormitory.

## 11. Certification.

All participants will be awarded certificates upon completion of the programme.

## APPENDIX II

### DISTANCE LEARNING OF THE LOWER MIDDLE MANAGERIAL COURSE

#### ("SEPALA JARAK JAUH"): A PILOT PROJECT FOR PUBLIC SERVANTS

#### EDUCATION AND TRAINING PROGRAM

### I. BACKGROUND

1. Education and training for the Indonesian Civil Servants, either for the structural or the functional position in fact has the objective to improve the personality, knowledge and capability of the participants in order to form the same pattern of thinking and thus able to perform their respective jobs efficiently and effectively. Up to now education and training for the civil servant especially who occupy the structural position, have been conducted through the Basic managerial Course (SEPADA), Lower

Middle Managerial Course (SEPALA), Upper Middle Managerial Course (SEPADYA), and National Administrative Staff College (SESPANAS).

These kinds of education and training are conducted every year by every Government Agency, except for the National Staff College that started from April 1, 1991, it has been conducted under one roof administration, by the State Agency of Administration.

2. As it was widely known that a dilemma exists in the field of education and training and i.e. between quality and quantity.

The first thing was in the selection of between quantitative and qualitative approach to education and training. This dilemma could not be solved easily due to the limited resources of the education and training, either in the form of the availability of fund, infrastructures, trainers, or the people conducting the training program itself, etc.



Since years qualitative approach in the sense that education and training were conducted classically, participants were limited up to 30 persons per class, mostly residential, guided by supervisors etc, and thus the number of alumni were also limited. It was limited in number in comparison with the number of existing structural positions which were much bigger than the number of alumnus of those courses.

Reversely when quantitative approach would apply, the number of alumnus would also rise, but the quality of its alumnus would not as qualified as the classical type course.

To narrow the gap between quality and quantity, the Government has launched Distance Learning, and as a pilot project, a distance learning of lower middle managerial training has been conducted since April 1993.

3. To further judge the importance of the distance learning of lower middle managerial training, the fact shows us that the great deal of the government officials who do not have a chance to follow the education and training programs, especially in the Basic Managerial Course and The Lower Middle Managerial Course, are very many so that qualitative training would not be able to catch up with the need.

A fast solution should be sought by using the distance learning approach. This would reach the greater population and vast location so that those who never have the chance to follow the training, now they could participate in the distance learning. Such kind of an education and training approach is called the Distance Learning, (Pendidikan dan Pelatihan Jarak Jauh). Through the distance learning, there would be more number of participants in year by year so that within 5 year every officials according to his level would have been trained in a distance manner. This approach in the long run would

narrow the gap between those who are trained and those who are not trained yet.

4. While implementing the distance learning that is managed by the State Agency of Administration for those who are in the positions of Chief Section Level or officials who will be promoted to Chief Section in the one hand, and on the other hand qualitative approach still be going on.

## II. OBJECTIVE

The objective of the Distance Learning is to increase the knowledge, skills, and expertise of the participants in order to be able to carry out tasks effectively and efficiently.

### III. DEFINITION

In the context of education and training for civil servant the Distance Learning may be defined as an approach in the education and training in which the participants self actively study the material according to their capabilities, away from the classic methods, not necessarily make direct contact to trainer and may not disturb their daily jobs as public servants.

### V. DISTANCE LEARNING PRINCIPLES

The principles behind the Distance Learning are based on openness, voluntarily and non discrimination. It means that everybody is welcomed to join the programs as they wish and non discrimination against any positions, job, and gender.

Due to the limited amount of funds available to the distance learning pilot projects', it feels that in the first run the number of the participants should also be limited. Priority should be given to those officials from each respective Department or Agency who was designated as Chief or Section but they have not yet join the lower middle managerial course.

#### V. DISTANCE LEARNING FOR THE LOWER MIDDLE MANAGERIAL POSITION

The largest target group for the distance learning is found in the population subject to joint the Basic Managerial and Lower Middle Managerial Course. Those officials are who were designated to be Chief Section (Echelon IV). The classical approach to educate and train them has not coped with the large number of the officials concerned and what we have conducted it so far have never solved it without a breakthrough of distance learning.

## VI. STRUCTURAL ORGANIZATION OF DISTANCE LEARNING FOR THE

### LOWER MIDDLE MANAGERS

Distance Learning for the Lower Middle Managers Mechanism are :

- a. Mechanism in the Central Government.

The mechanism of the implementation of the distance learning in the central government is as follow :

- 1). The National Institute of Administration (NIA) formed a Team to implement distance learning program.

- 2). In the Departmental level, each Agency formed Departmental Team that responsible for the implementation of this program in its agency. The Department's team is located in the Education and Training Centre chaired by the Director of the centre (ex officio).
- b In the regional level, there should be one person from each education and training office exist in the region who responsible for this program. The head of each office of education and training automatically be the chairman of the team.

## **. MATERIAL FOR THE LOWER MIDDLE MANAGERS DISTANCE LEARNING PROGRAM**

The material of the distance learning program for the lower middle managers consists of 30 moduls. These 30 moduls stated above could be categorized into 4 groups, namely :

- a. Group One is concerned of Subjects Supplying Leadership Qualities and Enthusiasm for Services (Patriotism) and consists of Book One up to Book Five,
- b. Group Two is concerned of Subjects Supplying Tools and Science of Administration Technology and Management and consists of Book Six up to Book Sixteen.
- c. Group Three is concerned of Subjects Giving Insight into Tasks and into Tasks Envionment and consists of Book Seventeen up to Book Twenty seven, and



d. Group Four which is concerned of Development of the Operational Capabilities of Government Administration and Development Tasks and consists of Book Twenty eight up to Book Thirty.

The total pages of the said modules are more than 2,000 pages.

#### VIII. THE IMPLEMENTATION OF THE LOWER MIDDLE MANAGERS DISTANCE LEARNING PROGRAM

1. In Principles the management and the execution of the distance learning program is authorized to the policy of each Board of centre of education and training within its Departements or agencies including its organization formation, mechanism and arrangement toward the participants. The management for the distance learning participants can be executed together with the training institution or the training implementation unit in the local government.

If, the Departmental Offices in the local government did not have education and training alumni for each level of managerial course, such as SEPALA and SEPADYA, and SESPA the participants should refer to the training alumni from the other department, or the local government training centre.

In addition to the said program, the existing education and training network in each Local Government level can coordinate the implementation of the distance learning program further.

## 2. The National Institute of Administration (NIA)

Preparing the Training materials for distance learning program for the lower middle managers.

3. Each of The Board Education and Training, Education and Training Centre, The Education and Training in Provincial Level submits the list of the selected distance learning participants, to the National Institute of Administration c.q. Deputy Chairman for Education and Training I. It was advised, that for the 1993/1994 Fiscal Year, the selected participants which would follow the distant learning program have occupied echelon IV position, and never follow the lower middle managerial course before. Other Requirements are set up by each department or agency.
  
4. The National Institute of Administration (NIA) will deliver one or two set of Distance learning material to the Chairman of the Education and Training Board, Education and Training Centre, and education and training implementation unit the provincial level.

5. The said Education and Training Board, Education and Training Centre, and The Education and Training in the provincial level would make copy of the said material and send directly to the Education and Training Implementation Unit in the local government areas, or directly to the participants.
  
6. Before the Examination Period is due, each participant will, read observe, study this material in their place.
  
7. Before the 1993/1994 Fiscal Year is ended, NIA will conduct a written examination altogether for all distance learning participants in all Indonesian Areas which will be executed in the Province Capital. For the participants who are unable to come to their Provinces' Capital, the place for the examination will be set up lately. The written examination would be conducted in the February 1994.

#### 8. Distance Learning Tutorial

In principles the implementation of the distance learning program did not require tutorial for its participants, but the SESPA, SEPADYA, SEPALA alumniees, or the trainers can be acted as resourses person or tutors for the distance learning participants. The further arrangement for the tutorials can be formulated by each agency, such as inviting the participants and explaining the contents of the moduls or answering the questions from the participants, doing the assignments or exercises together etc. In this opportunity, all of the costs to conduct such meeting will be burdened by each agency.

9. Cost and expense to implement distance learning program

- a. All the cost requirements to implement the distance learning program will be given up to each agency that applies for the program.
- b. All the cost and expense for the national team work activities, formulating and revising the modul and its appendixes, monitoring, examination, and for the administrative duties is the responsibility of NIA.

**TECHNICAL PAPER**

**PHILIPPINES**

**"INNOVATIONS IN THE OFFICE FOR LEGAL AFFAIRS  
CIVIL SERVICE COMMISSION"**

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## **• INNOVATIONS IN THE OFFICE FOR LEGAL AFFAIRS PHILIPPINE CIVIL SERVICE COMMISSION**

### **I. Mandate**

The Office for Legal Affairs (OLA) serves as the legal arm of the Philippine Civil Service Commission. Composed of four (4) divisions, it plays a significant and crucial role in the Commission's exercise of its quasi-judicial and legal functions.

As its principal responsibility, the OLA prepares recommendations on administrative disciplinary and non-disciplinary cases brought before the Commission directly or on appeal. It is likewise tasked with formulating policies towards the effective implementation of Civil service law and rules. The Office drafts opinions and rulings on requests for the proper interpretation and application of Civil Service Law, rules and regulations, and such other provisions pertaining to personnel and civil service matters.

The OLA renders immediate legal and technical counselling services to the public at large on a "walk-in" basis as well as to specific clientele. It also undertakes legal studies geared towards effective compliance and implementation of Civil service law and rules.

As the legal arm of the Commission, the OLA represents the Commission before any Court or tribunal where it is a party litigant and prepares necessary pleadings on cases brought before the Courts, including the Supreme Court.

### **II. COMPOSITION / STRUCTURE**

The OLA is composed of four divisions, namely: (1) Prosecution Division; (2) Investigation and Adjudication Division; (3) Liaison and Legal Assistance Division; and (4) Opinions and Rulings Division.

### **III. PEOPLE POWER REVOLUTION AND GOVERNMENT REORGANIZATION**

After the People Power Revolution in 1987, the entire bureaucracy, including the CSC, was reorganized. Implementation of reorganization was in full swing in March, 1988 when the new Chairman of the Philippine Civil Service Commission, Patricia A. Sto. Tomas, assumed her post. Together with her were Commissioner Samilo N. Barlongay (he retired in March 1993) and Commissioner Mario D. Yango (he retired in May 1992).

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\*Presented by the delegates of the Republic of the Philippines during the Seventh ASEAN Conference on Civil Service Matters (CCSM), October 4 - 8, 1993.

Although faced with internal management problems ranging from displacement of personnel to separation as a result of reorganization implemented by their predecessors., the new Commission members started introducing reforms and innovations with the end in view of improving the delivery of services and keeping up with global trends and developments. The OLA, with its crucial role in the disposition of cases, was required to overhaul its system.

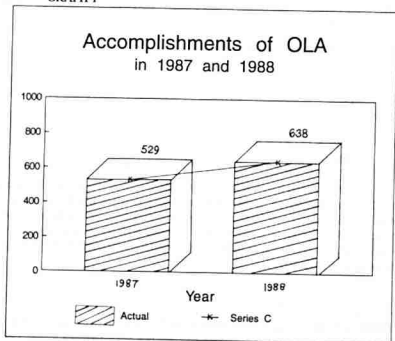
#### IV. RESPONSE TO THE CHALLENGE: INNOVATIONS

In response to the call of the Commission for speedier administrative justice and for a more efficient and responsive delivery of public service, the office responded with significant contributions.

In order to present a more vivid picture of the performance of OLA, it is necessary to mention in part its performance in addition to the measures and systems it adopted to cope with the demands of the Commission, in particular, and of public service, in general.

##### A. A FLASHBACK OF OLA'S PERFORMANCE : PROBLEMS AND CONCERNS

GRAPH I



As earlier stated, in 1987 when the Philippines was under a brief period of Revolutionary Government, the CSC was not spared the restructuring which swept thru the entire bureaucracy. The OLA experienced some changes in its organization.

The focus then of OLA was to provide immediate replies to numerous requests for clarification and assistance on matters relative to employees right to security of tenure as well as to their right to self-organization. There was also a heavy inflow of cases concerning separation of employees from the service as a result of this reorganization. With only about ten (10) lawyers, the OLA could hardly cope with the workload. To respond to more urgent matters like those on reorganization, actions on other cases (like disciplinary and protest) were temporarily shelved unless the concerned parties made urgent representations.

Lacking in system and manpower, the OLA was able to come up with only 529 decisions both in disciplinary and non-disciplinary cases in 1987. This approximated a rate of about 3 decisions per month per lawyer/action officer.

In 1988, there was a slight improvement in output with 638 decisions. This was, however, way below the targetted performance rate of the Commission.

After a careful identification and analysis of the problems confronting OLA, the Commission, in consultation with the rank and file, introduced several innovations and work improvement schemes.

## **B. INNOVATIONS INTRODUCED**

### **B.1. Computerization Program**

**B.1.1.** Computer literacy for OLA Staff. The Commission embarked on a computerization scheme in 1988. OLA had its first two (2) sets of personal computers installed in the later part of 1988.

For lack of technical capability, the computers were left languishing in the Office of the Director for some time. Realizing, however, the practicality and efficiency of using computers, and after going through a hands-on crash course on the use of the units, the OLA's personnel eventually made maximum use thereof. The next sets of computers were installed in 1990. Right now, it has seven (7) personal computers. No computer in the Office is left idle because lawyers even draft communications and decisions directly using the same. The long term plan of the Commission is to provide one computer per lawyer.

**B.1.2. Local Area Network-Based Case Digest Data Bank System.** Right now, OLA is accessed to the Local Area Network (LAN) - a management information system which retrieves and access information from one office to another through the computers. Document and information tracking is easier and faster.

It is also making use of case digests system. Under this, CSC decisions and Supreme Court Decisions are inputted in the LAN. Instead of getting voluminous files of decisions, needed information are virtually at anybody's fingertips.

All in all, these resulted in speedy disposition/resolution of cases. A decision drafted within the day may be approved by the Commission on the same day. Moreover, any revision or correction on drafted resolution/queries are easily done.

**B.1.3. Computerized Recording System.** As part of the OLA's 1993 Work Program, its recording system was computerized. The target date of completion was June 1993. However, the Office was able to finish and operationalize the computerized recording system in March of this year. With this, clients can verify the status of their cases and requests on the phone and get needed information in less than one (1) minute. This is a far cry from the days when everything was done manually and clients had to fill up forms for every transaction.

## **B.2. Standardized Format for Routine Communications**

To further expedite the work, OLA adopted standard formats for routinary communications. Lawyers merely fill in the blanks provided for in the prescribed forms. Aside from expediting actions on complaints and requests, there is uniformity and consistency of action on similar transactions.

## **B.3. Incentive and Reward System**

**B.3.1. Quota System.** To motivate lawyers to draft as many decisions as they can, the Commission prescribed certain quotas for them.

### Prescribed Quota for Action Officers.

Attorney VI	-	25 case pts.
Attorney V	-	18
Attorney III	-	15
Attorney II	-	12
(now Sr. Personnel Specialist)		

Those who exceed the quotas earn incentive grant of P100.00 per decision/resolution.

Typical for any new idea, this motivational strategy was initially met with reluctance for it generated pressure on the lawyers to do more work. The achievers and competitive ones, however, welcomed this incentive system with enthusiasm. Aside from the financial or monetary rewards, good performers get outstanding ratings.

The incentive system has already been institutionalized in OLA. The system also includes its clerical and records staff who each receives P500.00 in any given month that OLA exceeds its monthly quota.

**B.3.2. Bulletin Board for A-One Employees.** In January of this year, another motivational strategy was introduced. It focuses on recognition of technical competence and positive work attitudes not only at the end of rating period, which is semestral, but also on a monthly basis. At the end of the month, OLA management honors employees who excel in the following categories:

1. Best in Resolution (Decision)
2. Best in Opinion
3. Best in Attendance

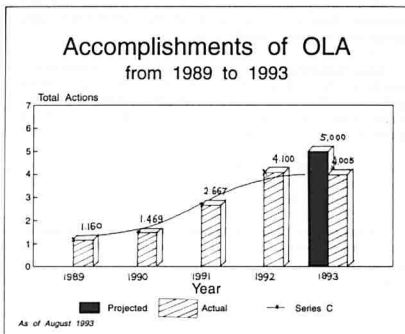
The names of those chosen as best in different categories are posted in bulletin boards placed in the area where clients are entertained by the Officer of the Day. Being placed in the bulletin boards has become a source of pride for OLA personnel and serves also as reminder that they have to keep up the good work.

#### **B.4. Group Dynamics / team Building Exercises for Staff**

Conflicts, frictions and tensions are not uncommon in the workplace. These may be due to internal and external factors. But no matter what the causes are, problems on inter-personal relations have to be addressed and thrashed out because these definitely hamper the attainment of work goals and objectives.

In January of this year, the OLA staff went nature tripping for three days and had team building exercises. Away from the humdrum of city life and the deadlines to beat at work, employees reflected and examined their respective contributions to office performance. At the end of the activity, OLA staff was bound by a common mission, that is, to love their work and do their best, and be the No. 1 Office for 1993.

## V. OVERALL RESULTS/OUTCOME OF INNOVATIONS



The emphasis on performance having been initiated in 1989, a relatively improved case disposition rate was posted by OLA in the same year, vis-a-vis 1988 outputs. With about 1198 cases received during the year, 1160 or 96.82% were disposed of, with only about 95 cases pending.

For the year 1990, OLA even improved its performance. From 44.44% efficiency rating in 1989, it had a 76% efficiency rating for 1990, having resolved 1,469 cases. Its total cases for action was 1,930, 90% of which were new cases. With an average of 18 action officers per month during the year, each action officer resolved an average of 7 cases each month or 6 cases short of their monthly quota.

OLA was second place in the ranking of central offices based on performance in 1991. This resulted in its staff receiving an incentive bonus of P3,000.00 each. From 76% efficiency rating, OLA's efficiency rating rose to 91% in 1991. For that year, the average number of action officers was 17 per month with an average of 13 cases disposed per action officer. This exceeded the quota of 12 which is 6 cases more compared to 1990. OLA resolved a total of 2,667 cases for the year 1991 out of 2,925 total cases for action.

In 1992, the OLA maintained its standing in terms of output.

GRAPH III



For this year (1993), it has been consistently above par. At the beginning of the 1st quarter, it started with 1,579 cases for action, 51.29% of which were old cases (1990, 1991 and 1992 cases) and 769 were new cases. OLA was able to resolve 1,257 cases or 79.60% leaving a balance of 322 cases. For the second quarter, it resolved a total of 1,305 cases, 322 cases or 24.67% thereof consisting of the balance of the 1st quarter and 983 or 75.32% were new cases.

## **VI. CONCLUSION**

There is no doubt that the innovations introduced, adopted and institutionalized have tremendously and significantly increased the productivity of OLA to the satisfaction of its clients. In 1987, its total output was 529 decisions. As of August this year, the total output has reached 4005. We are confident that we can even surpass the performance target of 5,000 decisions/actions for 1993.

Before, it took months, sometimes even years to resolve cases. OLA now is able to act on routine requests within the day they are received and not less than a month only for the more difficult cases.

The end beneficiaries of these improvements are the clients who look up to the Civil Service Commission as the vanguard and protector of Civil servants.



TECHNICAL PAPER

SINGAPORE

*"THE EXPERIENCE OF THE INLAND REVENUE  
AUTHORITY OF SINGAPORE"*

*CHALLENGES FOR INNOVATION IN THE CIVIL SERVICE:*

*THE EXPERIENCE OF THE INLAND REVENUE AUTHORITY OF SINGAPORE*

*Introduction*

1. The Inland Revenue Authority of Singapore (IRAS) may be cited as an example of innovation in public administration. Starting out as a government department under the Ministry of Finance, the IRAS has incorporated itself into a statutory board in Oct 1992 to cater better to the needs of the government as well as Singapore taxpayers. This has made it one of the first tax administration authority in the world to do so. The result of this move has been greater efficiency and effectiveness in the administration of taxes.

2. This paper discusses how the IRAS was able to transform itself from a tax authority with severe operational problems to a more dynamic and efficient tax administrator by undergoing the necessary changes and reforms.

3. The structure of this paper is as follows: Firstly, the principles of Singapore's tax system will be explained. Given this tax system, the various tax administration problems (both operational and organizational) faced by the then Inland Revenue Department (IRD) before it was incorporated into a statutory board will be elaborated. Next, certain legal and administrative changes relating to the corporatisation of IRAS will be expounded

upon. These changes provide the context for reform measures to be undertaken. The measures and their results are then discussed and evaluated. Finally, the future challenges that the IRAS faces will be shared.

### *Singapore's Tax System*

4. Singapore's tax system is based broadly on two principles.

#### Broad Tax Base

5. For individual taxpayers, the IRAS tries to keep the tax base as broad as possible in order to inculcate the social responsibilities of paying tax. This is part of Singapore's effort at nation-building to get Singaporeans to contribute to public finance and to the economic well-being of our small city-state.

#### Low and Competitive Tax Rates

6. The IRAS tries to keep both individual and corporate tax rates low and competitive. For instance, the marginal individual tax rate ranges from 3-33%, and the present tax rate for companies is 30%.

7. This principle reaps benefits at two levels. At the individual level, hardwork, enterprise and risk taking are rewarded. At the macro level, low corporate tax rates will make

singapore internationally competitive, attracting greater foreign investments.

### Tax Administration Problems

8. Prior to incorporation, the Inland Revenue Department was already a rather efficient tax collector. For every percentage point increase in GDP, income tax collection by the IRD grew by 1.6 percentage points. This helped in contributing to the healthy budget surplus enjoyed over the years. However, the department encountered a number of tax administration problems. These problems and the difficulties of solving them as a government department became the catalyst for change for the IRD.

### Operational Problems

#### A. Tax Assessment Backlog

9. There was a huge backlog in tax assessments caused by peakloading of the tax cycle. This means that all assessments come in at about the same time in the year. This is attributed to the fact that Parliament sets new fiscal policies and tax rates at the beginning of each fiscal year, thereby causing all taxpayers to begin the tax cycle at about the same time.

10. Singapore's tax system is on an official assessment basis. This means that all tax returns must be examined for accuracy

before an assessment is issued. This task was undertaken by tax officers who are University graduates. This created two problems: It is time-consuming, thereby causing a delay in tax collection. Second, tax assessments may prove to be too mundane for these officers who feel that a non-graduate could do the same job.

11. All these problems resulted in a backlog of tax assessment of about 50% in 1991. This meant that at the end of 1990, about 50% of taxpayers who submitted their tax returns did not have their returns assessed within the year. Some taxpayers had also not received their assessments for as long as 2 years.

#### B. Unpaid Taxes

12. There were a high number of individuals who did not pay taxes because they had not received their tax assessments. By the end of 1990, the percentage of unpaid taxes amounted to 20% of the annual tax assessment. About 50% of taxpayers owed some taxes. Furthermore, few taxpayers were audited due to this huge assessment backlog and a shortage of manpower.

#### Human Resource Problems

13. A chief contributor to the above problems with tax assessment, audit and collection was due to a shortage of good officers in the IRD. IRD was not able to recruit and retain highly qualified and good tax officers. Staff turnover was also

very high. In the period 1990/91, the staff turnover rate was as high as 12%, roughly about four times that of the average rate for other government departments.

14. There was also a shortage of young officers, especially aged between 30 to 40 years old. This would lead to serious succession problems in 10 to 15 years' time.

15. A problem analysis conducted by the IRAS revealed the following causes to the human resource problem:

A. Uncompetitive pay with the market.

16. A survey conducted by IRAS revealed that the salary gap between its tax officers and other tax professionals in the private sector ranged from 45% to as high as 90%. IRAS was losing out to the private sector in the recruitment of these professionals who expected much more than what the government was prepared to offer. The salaries of professionals in the civil service was simply not catching up with those in the financial sector which has been growing at a steady rate of 10% per annum.

17. Furthermore, it was not possible within the constraints of the Civil Service to pay them good salaries to attract them, because increasing their salaries will upset the balance with their counterparts in other parts of the civil service.

B. Insufficient attention given to personnel management.

18. Graduates felt that they were overqualified to do tax assessment work. As a result, they experienced boredom because of the mundane nature of their work. On the other hand, non-graduates who worked alongside these graduates perceived that they were underpaid doing work meant for University graduates.

C. Training

19. In terms of organizational structure, IRAS was well structured to develop people in depth of specialisation, but not well structured to develop people in breadth of perspective to handle the broader corporate functions of personnel, finance, planning and management.

#### Ineffective Service Orientation

20. The main cause of this problem was that there lacked an integrated approach in tax administration. The organisational culture, information systems and management culture were not oriented towards service to taxpayers. Under the organisational structure of the IRD, branches were set up to deal with different taxes. This structure was tax-based and not function-based. Because taxpayers' enquiries cut across all functional activities, IRD was unable to respond in an integrated way. There was therefore pressure and demand for better services by the taxpayer.

## *Corporatisation of IRAS*

21. The overall approach adopted to tackling its problems was to corporatise the department into a statutory board. In Singapore, a statutory board is something between a private company and a government department. Unlike a private company which is set up under the Companies Act, the statutory board is set up by an Act of Parliament. This means that just as a private company is accountable to its board of directors and shareholders, the statutory board is held accountable to its board of directors and to Parliament.

22. As a statutory board, the IRAS has greater flexibility and autonomy to manage its finance and personnel matters. It can now hire and promote its own staff, whereas previously, this was done by an external central body. It can own assets and manage its own funds. It now serves as an agent of government and is paid an agency fee for the taxes it collects. Any savings can be accumulated to finance future expenditure, whereas previously, it had to be ploughed back to the government at the end of each financial year.

23. Therefore, as a statutory board, IRAS enjoys autonomy, flexibility, but remains accountable to the government via performance indicators and checks of efficiency imposed by government. The IRAS annual statements are also audited by the Auditor-General.



### *Measures to Address Problems*

24. With the autonomy and flexibility given to it through its corporatisation, the IRAS was able to set about dealing with its organisational and human resource problems.

#### Operational

25. Computerization of checks and procedures sped up the processing time required for vetting tax returns. This allowed officers to focus on other more important tasks at hand.

26. Process changes, from tax type to function-based (assessment, collection, audit) actually helped to reduce the tax assessment backlog by creating greater integration of operations. Duplication of tasks, like tax collection was virtually eliminated when all forms of taxes could be paid to one department instead of different collection departments catering to different taxes.

27. The problem of greater integration boils down to human resource training and development. At present, training tends to be too specialised. There is a need to develop and train tax officers in breadth of perspective and handle broader corporate functions of the organization like administration, finance, and planning.

## Human Resource

28. As it was unproductive having professional tax officers vet through all the incoming tax returns, the IRAS started to employ part-timers to handle tax assessments. This was done by employing non-graduate part-timers to do the job during the peak period which falls around March to June every year. Manual assessment checks were also replaced by computer checks.

29. Proper job and staff structure, structured training and development, and performance-based reward systems were developed to attract and retain good officers.

30. IRAS did not match the salaries of the private sector. However, it managed to close the salary gap by half through salary increments of 10-20%. In addition, top level officers were given bonuses to retain them.

### *Evaluation of Measures*

31. In operational terms, there has been a significant reduction in the tax assessment backlog. By the beginning of 1993, all the assessment backlog were cleared. This was done without jeopardising current assessment work. Operations are gradually being streamlined and have become more function-based than tax-based; which was the case in the past. Better enforcement action has also taken place with better information systems which constantly update statistics and allow tax officers to better

trace tax defaulters and those no longer eligible to pay tax (e.g. deceased or emigrated).

32. In the area of human resource, there has been a more efficient utilization of manpower. The employment of part-timers has freed about 100 full-time officers to perform more important tasks such as the implementation of the new Goods and Services Tax.

33. The measures adopted have led to a revenue surplus for the IRAS of \$24 million by the end of its first financial year. This was attributed to more tax assessments being promptly sent out to taxpayers, thus reducing the group of taxpayers who did not pay taxes due to delayed tax assessments. This surplus was achieved in spite of the salary increases explained earlier.

34. Greater autonomy and flexibility as a statutory board has made it easier for IRAS to effectively initiate and manage reforms within its organization in all areas. IRAS has developed a new and fresh image which transformed itself from an inefficient and bureaucratic organization into a service and taxpayer-oriented tax authority.

35. A crucial ingredient for the success of IRAS' change programmes lies in Singapore's small size. This makes it easier to administer tax.

## *Challenges for the Future*

36. The challenges for the future include:

- (a) Improving the efficiency and productivity of tax assessment and collection. This will require an effective deployment of manpower as well as provide tax services with a human touch.
- (b) Achieve voluntary compliance to tax coupled with firmness and fairness. IRAS hopes to see her taxpayers more as partners in nation-building whereby each one does his/her part in ensuring the financial prosperity of the country.
- (c) Attracting, motivating, developing and retaining human resources. With private sector salaries overtaking public sector ones, it becomes increasingly difficult to attract and retain the best. Therefore, greater incentives must be provided to keep its staff and develop them. The corporatisation of IRAS has allowed this to take place.
- (d) Implementing the GST. This tax which was tabled in Parliament last year will come into effect in April 1994. This means that IRAS will have to provide the tax administration support for this new source of indirect taxes on a nation-wide scale.

- (e) Overcoming resistance to change and managing change itself. This will require a change in mindset of both management and staff. For instance, staff must be willing to be cross-trained to perform a multiplicity of tasks rather than specialize in one. This encourages a broadening in perspective of the problems faced by the organisation. Management must also see the vital importance of initiating and managing change within the organisation, even if it means fundamentally restructuring itself.

### *Conclusion*

37. The thrust of IRAS' future change programme will be aimed at further streamlining, simplifying, computerising and automating work processes to serve taxpayers better and faster, and to encourage voluntary compliance. Restructuring has made accountability to government and taxpayers clearer and given IRAS greater autonomy in managing its resources and affairs. This has promoted greater efficiency in tax administration.

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**TECHNICAL PAPER**

**THAILAND**

***"COMPACT AND EFFICIENT  
GOVERNMENT WORK FORCE"***

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## Compact and Efficient Government Workforce

### Introduction

The rapid development of world-situation along with advanced technology in communication system cause some effect, more or less, to the long standing organization like public service. The Thai public service, like public service in many countries, has to adjust to cope appropriately with the situation of change so that the service tender to the public remains efficient and effective. However, resistance to change and inflexibility, the common characteristics of the big organization are main factor that obstruct the proper procedure to adjust according to the changing situation. One of the main problems facing Thai public service is the continuous increase of workforce which every administration from the Prem Administration (in 1980) to the Chuan Administration (in 1993) have taken measures to solve the problems.

In attempting to solve such problem in order to improve the management of government workforce the Office of the Civil Service Commission (OCSC) has key roles in two approaches. In macro approach, the OCSC works closely with the Office of National Economic and Social Development Board and the Bureau of the Budget to establish government workforce policies and strategies. In micro approach, the



OCSC has encouraged departments to prepare short term and long term manpower plans focusing on manpower requirement and inventory. Also the OCSC provide the standardized personnel information system that is applicable in any department.

The measures to solve the workforce problem described in the paper are attempts to improve the government management system to keep a compact and efficient government workforce conducive to career advancement and development of professionalism in government service.

## Chapter I

### Problems concerning Government Workforce

In the past twenty years, problems of government workforce has developed continuously and extensively.

The government service, which has long been attracted to a younger generation highly capable people is no longer a place they are looking for a job. According to the OCSC survey in 1990, 70% of newly graduates from leading Public Universities have no intention to work for the Thai government. In some occupations like engineers and computer specialists, the number of percentage is even higher. In some professional degrees which shortage of manpower is very severe i.e., physician, dentist and pharmacist, the Thai government has no alternative but have students signed contract to work for the government for 2 to 3 years after graduations.

While shortage of manpower in some area of specialization is obvious, but the total number of government workforce has been increasing vastly, as well as the number of department and division.

However, the pattern of increasing of government workforce among sectors is somewhat a status quo growth. The growth of workforce not likely to respond to the changing role of government in each sector.

The ratio of government workforce expenditure to the total budget tend to increase. The Seventh National Economic and Social Development Plan has set up a personnel expenditure target not to exceed 40% of the total budget.

The major problems concerning government workforce can be summarized as follow.

1.1. Rapid increase in number of workforce and public service organization. During 1981-1991 the workforce increased by 30.67% from 812,507 in 1981 to 1,061,711 in 1990. There were new departments established including 444 new divisions during that period. The proportion of personnel expenditure is about 37% of the total budget close to the proportion not to exceed 40% set up in the existing National Economic and Social Development Plan.

1.2. The demand for highly skilled and educated workforce has increased but salary differentials between the government and private sector have widened greatly start from the recruitment stage and become increasingly apparent at later stages make the demand not likely to achieve. However, if the number of workforce still increasing, chances of

appropriate salary adjustment is very slim. Not only the government cannot persuade bright and capable people to work for but also the good ones will leave for better life.

1.3. The status quo growth pattern of government workforce among sectors during 1985-1992 are not relevant to the trend of the country development such as the proportion of workforce in science and technology sector has never changed while the role of government in this sector had changed immensely. Such growth pattern needs to be adjusted based on the future roles of the government.

## Chapter II

### Problem Solving : The Past Attempt and Experience

The government realized that problems about government workforce would become more serious. The followings were measures to alleviate the workforce problems.

#### 2.1. The two percent growth rate limitation:

In 1980, the government had taken measures to limit the annual growth rate of the workforce not to exceed 2% of the total workforce effective immediately. Additional measures to discourage departments to request for more workforce was introduced such as:

- 1) deter or postpone recruitment of new personnel in 1981
- 2) after 1982 all departments which have vacant position shall not request for new position.

3) devise mechanism to facilitate redeployment of workforce among departments and ministries.

4) restructure of organization should not be cited as a reason to increase workforce.

5) requests to increase workforce in Bangkok will have strictly consideration.

6) ministry should set up manpower development committee to screen the request for more position from agencies within the ministry.

The measures were in effective until 1991.

2.2. The measures in civil service system improvement:

In 1990 and 1991 the percentage of workforce expansion is 3.14% and 3.23% respectively. The Cabinet then approved the measures for civil service system improvement. The measures which related to the limitation of government workforce were as following.

1) Increasing new division was prohibited through out the period of 1992-1996.

2) Increasing of workforce was also disallowed through out the same period.

3) The departments have been advised to employ various supplementary measures, such as sub-contracting some activities or services to the private sector to reduce the work burden and the need for additional workforce.

Unfortunately, after such measures become effective, there were many changes in the government of Thailand, e.g. restructure of

government organization resulted in establishing of new 9 departments and 130 divisions. It is also necessary to provide additional workforce to these new organizations. The measures had been, to some extent, overlooked.

### Chapter III

#### Measures in Adjusting the Government Workforce

The study mention in Chapter 2 confirmed that the past measures were not effective in adjusting the size of the government workforce. The Civil Service Commission, in May 1993, proposed the new short term and long term measures to the Cabinet. The Prime Minister, chairman of CSC, has given a vigorous support to the measures pending the approval of the cabinet. The followings are the measures in detail.

3.1. Short Term Measures The short term measures in adjusting the government workforce are as following.

3.1.1. Enforce the zero-growth policy in every department. The total number of government post (including civil servants and permanent employees) shall not exceed the existing workforce in 1993.

3.1.2. Manage the Redundancy Pool (R.P.) by directing every department and ministry to abolish the number of post equal to that of retirement in the organization during 1993-96 and register the number of abolished post to the R.P. From this system, the department could not recruit new person into the vacant position caused by retirement. In case of necessity the department may request the committee to maintain the number of post which is vacant caused by retirement.

3.1.3. The Prime Minister establishes the Human Resource Allocation committee to reallocate the post in R.P. to departments' requests based on necessity and priority.

3.1.4. Number of post in R.P. shall be allocate to department only in certain exception case such as to recruit government scholarship students, physician.

After all post in R. P. has been allocated only the approval of the Cabinet that department may have new post.

3.1.5. All central personnel agencies should periodically conduct post audit to ensure the compliance of human resource utilization with the rationale for position establishment by departments and ministries.

3.1.6. Prohibit departments to restructure organization in a way that increase in number of post can be expected.

3.1.7. Encourage departments to sub-contract some activities or services to private organization.

3.1.8. Implement standard human resource information system developed by the OCSC to all departments. The system would provide adequate personnel information required for manpower management and planning.

3.1.9. The Human Resource Allocation Committee, appointed by the Prime Minister, would conduct series of campaign to encourage the department attitude toward compact and efficient workforce.

### 3.2. Long Term Measures

The Government Human Resource Policies Committee will be appointed by the Prime Minister in order to study and recommend to the Cabinet the following issues.

3.2.1. Set up goal of government size in the year of 2003.

3.2.2. The distribution profile of government workforce among sectors e.g. public health sector, agriculture sector, and industrial sector, etc.

3.2.3. The manpower ratio index such as line/staff/auxiliary ratio, central/regional ratio.

3.2.4. The government job that can be privatized and appropriate procedure to make privatization possible.

## Chapter IV

### Expected Outcome

The main outcome after the current measures have been observed are:

1. Increase of joint operations between the public and private sector. The government service will be confined only to the job that cannot be contracted out to the private. The role of government will gradually and eventually transform from being regulatory with emphasis on control to being supervisory with emphasis on promotion.

2. The ratio of degree workforce to non-degree will shift from 30:70 to the proportion of 50:50 during the next ten years.

3. The number of government workforce will be less than or not more than the existing number. The remuneration in public sector shall be adjust to better respond to the need of the workforce.

4. The image of government service shall be improved. The professional pride in the service will be restored. Number of young and bright people enter the service will be increasing.

5. The government would have the macro workforce plan for at least ten or fifteen years ahead. The plan would be guideline for allocating proportion of government workforce in appropriate sectors. At the micro level, the departments could prepare their manpower plan based on the trend and frame defined in the macro long-term plan. Maximizing manpower utilization can be expected.

### Conclusion

Great Britain under the leadership of Prime Minister Margaret Thatcher may be successful in workforce reduction in a few years while Japan spent years before ten of thousands decreased. At present, President Clinton of the United States has an ambitious plan to cut down public workforce of 252,000 in the next five year. Whether it will be successful is remain to be seen. This is to say that problem of size of government workforce is a common phenomenon nowadays. It has happened in many countries, developed and developing. However, the pattern of problem solving in each country may be different and sometime unique.



For Thailand, the OCSC is ready to solve the workforce problem but achievement depends upon two main factors. First, the strong support from the Cabinet especially the Prime Minister. Secondly, the mutual understanding and well cooperation from departments. The first factor has been received. The Prime Minister, as Chairman of CSC, has given a firm support and understanding. In the first meeting of the Cabinet after reshuffle in September, he pointed out three priority problems to take action, i.e., labour, traffic, and government workforce. The second factor is still doubtful. It is a working culture that, as a successful boss or department head, one has to expand the role of organization, get more people to work for. Reduction in force is an action not easy to convince department, let alone changing the attitude. However, this is not to say that it is not possible to adjust size of government workforce. Determination, endurance, hard working and support from public are a good starting factor to get on the road of success, once again.

**TECHNICAL PAPER**

**MALAYSIA**

***"IMPLEMENTATION OF INNOVATION:  
THE MALAYSIAN EXPERIENCE"***

## IMPLEMENTATION OF INNOVATION: THE MALAYSIAN EXPERIENCE

*"We need a civil service that is not stuck in the rhythm of routine jobs that it cannot easily adapt to a new drumbeat. Innovation and change have to be a way of life rather than an occasional shock. It should not be a one-event kind of a thing."*

*Ahmad Sarji bin Abdul Hamid,  
Chief Secretary to the Government  
of Malaysia*

### I. INTRODUCTION

The beginning years of the decade of 90s can be considered as significant watersheds in the nation's history. There were the implementation of the National Development Policy and the proclamation of Vision 2020 as the national aspiration to attain "a fully industrialised and developed nation status" within the next three decades. Somewhat pre-emptive of the rapid shift in scenario, in November 1989 the government initiated the Excellent Work Culture Movement which gave special emphasis and focus towards meeting customer requirements. The primary objective of the movement is to enhance public awareness on the importance of quality products and services, thereby institutionalising a quality culture where a mind-set on quality becomes a way of life.

In a number of ways, these early years of the nineties also marked a new era for the Malaysian Civil Service. The Excellent Work Culture Movement provided the Civil Service with a launching pad for a new management paradigm, that is, the introduction and implementation of Total Quality Management (TQM). This new management paradigm orientates the Civil Service towards becoming a distinct customer-driven entity in its pursuit of excellence. With TQM, the Civil Service has to undergo a culture transforming process where the organisation embarks on a journey from a conventionally managed organisation to a total quality organisation. This transformation involves a whole spectrum of changes in the organisational structure, system and procedures, and values and attitudes. The organisational structure must be flexible enough to meet existing or potential requirements. Process capability must be ensured so that all products and services are delivered according to requirements. Finally, proper attitudes and values must be present as these are important inputs in the quality equation. As the main focus of TQM is to satisfy customers constantly and consistently, the Civil Service has no other better choice but to strive for continuous quality improvements.

## II. INNOVATION IN THE PUBLIC SECTOR

### Philosophy

In an environment that is constantly changing, change is inevitable. As change is a permanent feature, whether it is internally generated or externally induced, it will invariably affect an organisation or industry. Whether an organisation survives or not, it all depends on how well it equips itself to respond to change and to take advantage of opportunities and threats arising from a particular change. Past events have shown that organisations which are not adept at managing change or introducing innovations will be left behind in the race for market supremacy. Innovations can, in fact, cushion an organisation from the shocks of change as they enable the organisation to respond quickly to opportunities and threats in the environment.

Clearly, the way to keep on improving is to innovate. Quality and innovation are the tools for staying ahead in our increasingly competitive society. For any organisation embarking on the quality journey, it is imperative that it recognises the vital link between quality and innovation. The innovation-quality link is so important because quality improvement is innovation and the underlying value of quality improvement is an innovative culture. When innovation is made a central value, it will inevitably overcome any resistance

to new ideas or change. Special programmes such as suggestion schemes and recognition of innovations would have to be designed to encourage the generation of new ideas by individuals. The practice of an innovative culture in the Civil Service will ensure that it is responsive to change at all times and is ever ready to improve service or product quality. This will enhance its role in nation building. Agencies which have assimilated the values of an innovative culture will always encourage their members to express ideas for problem solving and work performance improvement.

### Definition

Innovation is defined in the dictionary quite simply as "the introduction of something new." This definition is closely related to improvement which also means the introduction of something new. Innovation in the traditional management approach was often equated with technical research and development, and thus limited to the engineering and design departments. Innovation was then technical in nature and focused only on products. Today, with the focus of the quality culture on improving the processes existing in an organisation, innovations must happen in every process if the organisation is customer-driven. To operationalise the definition of innovation, the following interpretations have been used. These are:

- (a) Innovation is a process where a new idea or new application is introduced for quality improvement;
- (b) Innovation is the formation and use of new ideas which bring benefits to the organisation and satisfy customers;
- (c) Innovation is an action which improves resource productivity through changes and improvements to work processes;
- (d) Innovation is more than the invention of new products; it is also the implementation or commercialisation of new ideas and processes that are pertinent in the provision of better services to an organisation's customers .

It is therefore clear that innovation is much more than just invention or discovery. It is anything that provides solutions to problems, opportunities or challenges. Some examples of innovation may include the introduction of new technology, new use for an old product, new product from the existing technology, new organisational strategy, new organisational structures, new machine designs or new systems and procedures. It also includes the implementation and commercialisation of new ideas and processes which lead to increased customer satisfaction.

In the context of the Civil Service, "innovation" means the introduction of a new idea and its application to a situation or system that improves the quality of the good or service produced. This means that the introduction of a new idea will not be considered as innovation until it is implemented and yields benefits in terms of lower operational costs, time savings, increased work output and greater customer satisfaction.

### Managing Innovation

All innovations, big or small, start with the formation of ideas which are then translated into concrete action plans. Everyone has to broaden his/her perspective in the pursuit of solutions to problems. In this regard, the role of management is to prepare those support systems which are imperative to innovations. These support systems include ensuring a conducive office environment and sufficient office equipment; team building; and an organisational structure and management style that encourage creativity. Actions that have been taken are in the areas of establishing a quality management structure, training as well as a recognition system that rewards creativity.

Every individual has the potential for contributing good ideas. If nurtured properly and given the right training, he will be more willing and able



to express his ideas. The Quality Suggestion System is one of those programmes introduced by the Government to encourage creativity. Opportunities for innovations can come from seven inter-linked sources which are:

- (a) Unexpected events (unexpected success or failures and unexpected outside events). Enlightened organisations would be able to see the opportunities offered by unexpected success or failures or unexpected outside events to innovate.
  
- (b) A difference between organisational perceptions and the real situation. An organisation opened to innovations would be able to construe such differences as a symptom of an opportunity to innovate.
  
- (c) The need for processes capable of producing products or services which meet the requirements of customers. In this case, need is the source of innovation. Processes have to be reviewed and redesigned, if necessary, to deliver the services that satisfy customers.

- (d) Changes in government policies. When such changes occur, departments have to innovate to realign itself to the change that has occurred.
- (e) Changes in demographics. When there are changes to demographics which include changes in population, its size, age structure, composition, employment, educational status and income, an organisation has to review its services and make the necessary changes.
- (f) Changes in customers' perceptions. Since customers are the final arbiters of how good we are, we have to constantly monitor changes in customers' perceptions of our services and introduce innovations where possible.
- (g) New knowledge. Of course, we are all familiar with knowledge-based innovations. Innovations happen when new knowledge emerges and results in new technology which are then applied to new products, services or processes.

### Public Service Innovation Award

The government has always encouraged its agencies to introduce new ideas and innovations to ensure greater performance of the Civil Service. In fostering a culture of innovation, the government introduced the Public Service Innovation Award in 1991 with the coming into force of the Development Administration Circular No. 3 of 1991 dated 1 April 1991. This Award is given to an organisation, division or unit under an agency; or an individual in an agency, whoever has been really involved in the planning and implementation of the innovation. The winners of this Award will receive a cash prize of RM5,000.00 in the case of an agency, division or unit; and RM1,000.00 in the case of an individual. A plaque with the inscription "**The Public Service Innovation Award For The Year .....**" together with a certificate of merit will also be given. The winning innovations will also be given wide coverage and publicity in the Annual Report on "Improvement and Development in the Public Service"; "KHIDMAT" which is the official magazine of the Public Service; and the "Public Service Innovation Report". The Malaysian Administrative Modernization and Management Planning Unit (MAMPU) of the Prime Minister's Department has been made the Secretariat responsible for screening applications and establishing a committee to verify and evaluate innovations.

The committee would then submit its recommendations to the Panel on the Improvements to the Civil Service which is chaired by the Chief Secretary to the Government.

Each innovation selected for the Public Service Innovation Award is evaluated on four criteria. The first criterion is the reduction of operational cost. Under this criterion, the innovation is evaluated on the extent to which it has resulted in the reduction of operational cost of the agency. As an example, by updating, standardising and reducing the use of several forms to one or two forms, an agency will be able to reduce its operational cost. The second criterion is time savings. Through this criterion, an innovation is evaluated on the basis of its effectiveness in reducing the time utilised in carrying out the work. As an example, the use of computers at payment counters has hastened the work processes and reduced waiting time for the public in the settlement of their bills. The third criterion is increased work output. Under this criterion, evaluation is made on the extent to which the agency's innovation has helped in increasing work output or the level of productivity. As an example, in introducing changes to the commercial vehicles inspection procedures, the Road Transport Department has succeeded in inspecting more commercial vehicles each day. This means the innovation has brought about an increase in productivity. The fourth criterion is the extent of increase in customer

satisfaction. An innovation is said to be good only if it is evident that it brings about increased satisfaction to the customers.

### Public-Private Sector Joint Research Innovation Award

The year 1993 also saw the introduction of a new award known as the Public-Private Sector Joint Research Innovation Award. This Award is introduced to recognise innovations which are outcomes of joint efforts between government agencies and their counterparts from the private sector. The Award carries a cash prize of RM 5000.00, a plaque and a certificate of merit. Innovations submitted by government agencies will be eligible for consideration for the Public-Private Sector Joint Research Innovation Award if they fulfill four conditions. These conditions are:

- (a) The innovation has to be an outcome of a joint effort between one or more private organisations. The joint efforts can be in the form of sharing of costs, materials, equipment, manpower and information.
- (b) The innovation has the potential to be applied to other organisations.

- (c) The innovation has the potential to be marketed locally or overseas; and
- (d) The innovation has to be in the form of product and system development.

In addition, the innovations will also be evaluated according to the four criteria used in evaluating innovations for the Public Service Innovation Award which are reduction of operational cost, time savings, increased work output and increased customer satisfaction.

### III. IMPLEMENTATION OF INNOVATIONS IN THE CIVIL SERVICE

The government's efforts in encouraging innovations have been well received by its agencies and employees. The extent of implementation of innovations in the Civil Service can be gleaned from various reports such as the reports from the government agencies themselves submitted for the preparation of the Annual Report on Improvements and Development in the Civil Service, the reports from the Panel of Examiners of the Annual Prime Minister's Quality Award (Public Sector), and the report on the Annual Public Sector Quality Control Circles (QCC) Convention. From these reports, it is evident that government agencies have been actively introducing and implementing various

types of innovations to improve their services. Their active participation in the annual Public Service Innovation Award is also a testimony to their commitment towards building a culture of innovation and creativity.

Innovations in the Civil Service can be classified under seven areas.

These are:

- (a) Manpower;
- (b) Systems and Procedures;
- (c) Organisational Structure;
- (d) Management Style;
- (e) Work Environment;
- (f) Technology; and
- (g) Capital Equipment.

In 1992, a total number of 293 innovations were reported by the government agencies and they were classified according to the specific areas as shown in Table 1. Innovations in systems and procedures recorded the biggest number i.e. 143 (45.1 percent) innovations. The second largest number of innovations were in the area of technology with 70 (23.9 percent) innovations.

The third largest number were in manpower with 31 (10.6 percent) innovations. The remaining innovations were in the areas of management style, organisational structure, work environment and capital equipment respectively.

Table 1 also shows the comparison between innovations reported in 1992 and the previous year. Compared to 1991, the number of innovations reported in 1992 recorded an increase of 5.8 percent.

**TABLE 1**  
**COMPARISON OF INNOVATIONS IN 1991**  
**AND 1992 ACCORDING TO AREAS OF INNOVATION**

<i>AREAS OF INNOVATION</i>	<i>1991 NUMBER</i>	<i>1992 NUMBER</i>	<i>DIFFERENCE</i>
a. Manpower	39	31	- 8
b. Systems and Procedures	102	134	+ 32
c. Organisational Structure	39	21	- 18
d. Management Style	27	26	- 1
e. Work Environment	9	9	0
f. Technology	60	70	+ 10
g. Capital Equipment	1	2	+ 1
Total	277	293	+ 16



The trend in 1992 is similar to 1991 in that the largest number of innovations occurred in the area of systems and procedures, followed by technology, manpower, management style, organisational structure, work environment and capital equipment. It is therefore evident that the area of systems and procedures have the greatest potential for improvements.

A close examination of the reports received shows that innovations in areas such as systems and procedures as well as technology have succeeded in reducing time, costs and increasing work output. Counter services have also benefitted greatly from innovations in systems and procedures. This has resulted in better service to the public and greater customer satisfaction. More intensive use of technology has also simplified as well as expedited work processes. In addition, several research institutes have also devised new inventions.

Innovations in manpower and organisational structure have also reduced operational costs and time. For example, with work simplification and shorter processing time, employees were able to take on more responsibilities and challenges. Some have been redeployed to other areas. This has resulted in better utilisation of human resources. Without doubt, this is a testimony to the creativeness of the members of the Civil Service.

(a) **Manpower**

Manpower has always been regarded as the most important asset of an organisation. There is no denying this fact as manpower determines how the use of technology can be directed to improve the quality of service and output. The human factor in an organisation is responsible for ensuring the smooth-running of all important processes like planning, quality assurance, operational and strategic decision making, budgetary control and others.

Among some of the human resource innovations that have been introduced were: (i) formulation of comprehensive training programmes for the development of skills and knowledge; (ii) recreational programmes for the mental and physical development of staff; (iii) special programmes for self and organisational image building; (iv) recognition system for acknowledgement of contributions of employees; (v) team-building programmes; and (vi) formulation of work teams for greater participation of staff in problem solving. Some examples of innovations in the area of manpower are:

(i) *Skills Training Programmes By The Engineering Division, Fire Services Department*

When the Engineering Division of the Fire Services Department was set up, it faced a staff-shortage problem. To overcome the problem,

personnel from other units who were interested in motor mechanics were seconded to the Engineering Division. Both long-term and short-term training plans were also drawn up to ensure that its personnel possess the basic skills in motor mechanics. Training sessions were conducted at the various skills training institutes such as the Industrial Training Institute, the MARA Skills Training Institute, the Tun Salleh Technical School, the Centre for Instructors and Advanced Skills Training (CIAST), the JKR Training Centre and also various private training centres. As of date, twelve personnel have attended long-term courses and over the last few years, 24 short-term courses have been held.

With improved skill levels of the personnel in maintenance work, the rate of breakdowns of fire-fighting equipment during fire-fighting operations has reduced significantly. In addition, better knowledge of the equipment has resulted in better handling which in turn improved work performance of the department's staff. Better maintenance also improved the life span of fire engines and other fire equipment.

(ii) *Training Programme At The Inland Revenue Department (IRD)*

Several training courses were organised by the IRD to improve its officers' expertise in carrying out their duties more efficiently and

effectively. Assessment officers were given training in specialised subjects like the banking business, property development, estate management and aquaculture. Briefings, seminars and other forms of training were also arranged for officers at the District Stamp Duty Office to improve their knowledge on the management of stamp duties. This is to ensure quality service to the public. Courses on public relations and counter services were also conducted to make the frontliners more aware of the desired code of conduct while dealing with the public.

(iii) *Manpower Training By The National Film Department*

A comprehensive manpower training programme was designed to cover critical elements like productivity management and the inculcation of positive attitudes necessary for achieving Vision 2020. In addition, group dynamics and aerobics also formed part of the training. This programme was started in 1992 and till date, five courses have been held throughout the country which involved a total of 193 participants and incurred a cost of RM19,500.00. The purpose of this programme is to foster esprit de corp, team-building and an excellent work culture at the workplace. An obvious benefit from this innovation is in terms of attitudinal change and quality improvement. Unproductive practices such as lingering in cafeterias located within the office complex have been

reduced significantly as a result of this programme. The success of the programme can be attributed to top management commitment and employee participation.

(b) **Systems And Procedures**

Systems and procedures are administrative mechanisms important for their role in coordinating production processes, activities and actions. They outline the ways of doing a job, the various actions needed and quality standards set. Some of the innovations introduced include new systems, new guidelines, streamlining of procedures and modification of forms and filing systems. Some examples of innovations under this category are:

(i) *Lump Sum Payment By The Accountant General's Department*

This is a centralised utility/service bill-payment system. Through this system, payment can be made automatically based on information received from the supplier which has already been approved by the Accountant's General Department. In 1992, this system was extended to 19 agencies which have dealings with the Malaysian Airlines, the Sabah Electricity Board, the Ministry of Defense and Petronas. With the implementation of this system, processing of vouchers is carried out

much faster. Time taken to make payments to agencies concerned has also been reduced from two months to five - seven days only.

(ii) *Reservation Of Numbers On Sunday At The Passport Division, Immigration Department*

This system of allowing the public to reserve numbers on Sundays was implemented on 4 November 1990. With the introduction of this system, members of the public can book numbers for any day of the week, whichever is convenient for them. Numbers not reserved on Sunday will be given out on the following working days between 7:45 a.m. to 9:30 a.m. each morning. For the purpose of facilitating reservation on Sundays, nine counters have been opened.

On the day reserved, the applicant is required to be present at the Immigration Office 10 minutes earlier than the reserved time and delivery of service will only take 30 to 45 minutes. This system has increased the level of customer satisfaction. It also makes work scheduling easier. Work rotation has also been made possible. It has also reduced congestion at counters.

(iii) *Updating The Tender Evaluation System At The Drainage And Irrigation Department, Johore*

The Contract Administration Division has updated its tender evaluation system by introducing several guidelines and references. The guidelines specified the criteria which are to be used in evaluation such as tender price, track record of the supplier and suitability of the supplier to carry out the work. The tender price is based on the total reasonable price at the most reliable rate and the shortest time possible in completing the job. The supplier's track record is based on his experience in doing the job of the same type and magnitude. The suitability of the contractor is based on his present work and the conditions of the site he is working on. A marking scheme is also devised and marks obtained by those who tendered for the jobs are then compared with a table drawn up by the department to determine the best offer.

With this system, tender evaluation can be completed at a faster rate. An accurate and fair evaluation is also possible. This system also made early commencement of work possible whereby work can normally start at the latest, two months after the closing date of tender.

(iv) *The Introduction of a Cash Deposit Form By The Bursary, University of North Malaysia*

The University of North Malaysia usually spends about 12 hours on the first day of each semester to collect fees from its 2,500 new students. In addition, it takes more than three days to reconcile the amount collected with the collection records and receipts. This system also posed a security problem for officers who were involved in handling fee collection which can amount to some RM2 million at any one time. Apart from this, there were the problems of collecting outstanding payments from students; issuing receipts which involves a number of staff; and totalling and tallying the amount collected. The Bursary also faced the added problem of ensuring sufficient change where fees were not paid in exact amounts.

To overcome these problems, the Bursary has introduced a special Cash Deposit Form which is enclosed with the University's offer letter to students accepted for enrolment into the University. The Cash Deposit Form is a combination of an invoice, receipt and pay-in-slip. With the cooperation of Bank Bumiputra (M) Berhad, students can pay their registration and semester fees by using the Cash Deposit Form at any branch of the bank throughout the country. All cash received will be credited on-line to the the bank's branch at the University. The Bursary



uses the daily bank statement to verify students who have paid their fees and thus is able to update the Student's Record System which is then used as a source of reference on the day of registration.

(c) **Organisational Structure**

The structure of an organisation is instrumental in ensuring that the various levels of hierarchy relate to each other in the most efficient manner. It also reflects the delineation of functions and responsibilities. Whatever the structure, the organisation must be capable of responding quickly and efficiently to customers' needs. A suitable organisational structure would also facilitate good quality management, communication and sharing of information among its members. Some of the innovations implemented in this area include the formation of new units, committees and expansion of functions. Some examples of innovation under this category are:

(i) *The Establishment Of New Units By The Inland Revenue Department (IRD)*

The IRD has established several new units to improve its services to the public. These units are the Special Enforcement Unit, the Express Assessment Unit and the Public Relations Unit. The Special Enforcement Unit was set up with the objective of ensuring a higher rate

of submission of return forms by identifying and taking action against taxpayers who fail to send back their forms. The Express Assessment Unit was established to expedite the issuance of assessment notices to the taxpayers from three months to three - five days from the date the return form is received by the Department. The objective of setting up the Public Relations Unit was to foster closer rapport between taxpayers and the Department. This Unit is responsible for handling customer complaints. It also disseminates information about the Department and the services it offers to the public.

(ii) *Establishment Of The Special Enforcement Unit By The National Tobacco Board (NTB).*

The NTB was established at the end of 1990 with a view to curb the smuggling of dried tobacco leaves. The staff of this Unit are trained in physical and mental fitness as well as certain special skills. This Unit conducts activities such as intelligence work, patrolling, inspection of tobacco curing stations, inspection at manufacturing concerns, controlling tobacco planting, and inspection on specific curing activities.

With the establishment of this Special Unit, the officers are able to utilise 100% of their time on important tasks such as improving the livelihood of the tobacco planters. Through intelligence work,

information on any deviation in the tobacco industry can be controlled at an early stage. As a result, planters are able to carry out planting activities, and market the tobacco leaves effectively thus creating more stability in the tobacco industry. Fifty companies were supervised closely as a result of the activities of this Unit which was able to subsequently control the excess production of tobacco leaves. As a result, only five companies are presently found to be producing in excess of the quota allowed.

**(d) Management Style**

Every manager has his own management style. Whatever it may be, one of his primary role is that of initiating quality improvement efforts. Some of the major areas of responsibilities of management include decision-making, planning, budgeting, prioritising work, allocation of resources and performance appraisal. Innovations implemented under this area include the formation of a vision, clear objectives, quality policy and active involvement of its members in quality improvement efforts. Examples of innovation under this category are:

(i) *"Open Door Concept" And Team-Work at the Industrial Relations Department*

In settling an industrial dispute, the Industrial Relations Officer is required to offer suggestions or alternatives to both contending parties. When the issue is a complex one, a package deal acceptable to both parties i.e. the employers and the workers, has to be devised. It is imperative that industrial reconciliation work by Industrial Relations Officers be carried out promptly to avert or put a stop to industrial actions like strikes or pickets.

To assist the officer in handling industrial conflicts in an effective and speedy manner, top management practises the "open door" concept. Under this concept, officers can meet the head of department at any time to discuss problems. They can also get assistance from other senior officers. If necessary, the head of department will hold emergency meetings to discuss problems as a team. The "open door concept" and team-work have improved the esprit de' corp as well as encouraged new ideas from amongst the officers.

(ii) *Decentralisation Of Powers Of The Chief Registrar Of Cooperatives By The Cooperatives Development Department*

Since 1 November 1991, the Chief Registrar of Cooperatives has delegated the powers vested under the Cooperatives Act, 1948 and the Cooperatives Rules, 1949 to all state directors who are also known as the State Registrar of Cooperatives. The powers which have been delegated include the registration of cooperatives, registration of amendments to by-laws, convening annual general meetings to amend by-laws and solve disputes. These powers are necessary to expedite decisions which affect development of the cooperatives movement.

Through the delegation of these powers, decisions which previously were made at the headquarters are now made at the state level. As a result, work output has increased. This has resulted in the registration of 160 cooperatives within a period of ten months compared to the registration of only 56 cooperatives in the previous year. A total of approximately 135 of these cooperatives were registered at the state level.

Apart from this, the time taken to register a new cooperative has decreased from two months to 14 days only. The time taken to register amendments to by-laws in respect of each cooperative has also been reduced from three months to thirty days only. The processing time for

investment applications has been reduced from two weeks to one week only. The delegation of powers to the state directors has enhanced their role and status.

**(e) Work Environment**

The work environment of an organisation has a direct effect on its performance. With a good office layout, all tasks could be done more efficiently. Activities like file management, communication and information dissemination will also be accomplished more effectively. A good working environment also means a safe and healthy environment.

Innovations implemented under this area would necessarily take into account the aspect of ergonomics. For example, the office layout and equipment have to be suitable to the type of tasks performed. The office must also be suitably planned and equipped to ensure the safety and well-being of its members. An example of innovations under this category is:

(i) *Cleanliness Programme At The National Tuberculosis Center*

The National Tuberculosis Center has introduced a programme to maintain the cleanliness of its surroundings. Under this programme, the Center has been divided into seven divisions and the cleanliness programme under each of the seven departments is administered by a committee. One of the activities undertaken is the monthly "gotong royong" project (self-help community project) of beautification of the surroundings where seedlings, equipment and refreshments are provided by top management. Top management also holds a competition for the best division to motivate and recognise good efforts as well as to instill a healthy competitive spirit among the employees of the various divisions.

The implementation of this programme has resulted in cost savings of the beautification programme. The workers are now able to cut the grass more often i.e. from once in two or three months to once a month. They have also managed to prune trees according to quality standards set by the Ministry.

(f) **Technology**

Technology is an important component in an organisation's efforts towards quality improvement. Technology not only includes the usage of modern equipment like computers, facsimile machines, photostat machines and other electronic machines. It also includes the adoption of new scientific knowledge and work methods. Modern technology facilitates an organisation to produce products and services according to determined quality standards like timeliness and zero-defect.

A great number of innovations introduced are, in fact, technology-driven innovations. They involve efforts to improve information systems, create new inventions and modify equipment. Some examples of technological innovations are:

(i) *Improved Formula Of The De-Acidification Solution  
By The National Archives*

The National Archives has been entrusted with the responsibility of storing and safekeeping national records. A large number of these records are in the form of papers. The acid in the papers normally react with the cellulose and destroys important documents. The process of de-acidification was used to solve this problem. This process which has



been used many years ago is further improved by introducing a new formula based on the principle of saturation point. This formula consists of a mixture of magnesium carbonate, carbon dioxide and distilled water.

This improvement has reduced operational cost in terms of the amount of raw materials used and the cost of these raw materials. The time taken to soak the records in the solution has also been reduced.

(ii) *Construction Of Mobile Toilets By The Petaling Jaya Municipal Council , Selangor*

Shortage of public toilets has resulted in cleanliness and health problems. Complaints from the public with regards to this matter has also increased. To overcome these problems, the Workshop Division of the Petaling Jaya Municipal Council invented the Roll-On Roll-Off Mobile Toilet (known as the ROROMOT) at a cost of RM25,000.00. This toilet uses the concept of Roll-On Roll-Off and differs from other mobile toilets which are being used currently. This toilet measures 8 feet by 16 feet and has four cubicles, two for ladies and two for men.

With the construction of these toilets, the Council has saved RM20,000.00 as the cost of purchasing the mobile toilets from City Hall, Kuala Lumpur is RM45,000.00. Besides this, with the new invention, the Council does not need to purchase a special vehicle to transport the toilets to wherever it is needed. The Council is able to use the armroll of its existing vehicles used in garbage collection to transport the mobile toilets.

In terms of manpower, the Council managed to save 80 percent of the workforce that would be required to modify and transport those toilets used by the Kuala Lumpur City Hall. The Council also managed to increase its income by renting out the toilets at RM150.00 a day.

(iii) *A New Device To Lift The Ferry's Voith Schneider Propeller (VSP) By The Penang Port Commission*

The *Limbongan Bagan Dalam* Unit of the Penang Port Commission is entrusted with the responsibility of maintaining all the Commission's crafts according to the schedule that has been set. One of the tasks to be carried out is the lifting of the VSP ferry unit which weighs approximately six tons from the deck level onto the iron cover. This task has to be carried out by six general workers who have to pull the chain block in order to lift the VSP Unit, ensure the correct tension of

the wire rope and pull up the VSP cover. After maintenance is over, the task of lowering the VSP Unit involves four workers who have to ensure that the position of the VSP Unit is in the right position. The whole process of lifting the VSP Unit takes eight hours while the process of lowering the VSP Unit takes seven hours.

The Commission has invented a special triangular tool made of high quality steel strengthened by a soldered supporting rod to lift the VSP Unit. This new tool possesses the lifting weight capacity of eight tons. To ensure stability while the Unit is being lifted, the centre of gravity and the distance of the knots between the three corners have already been predetermined. Three short wire slings are used at the three corners of the tool while lifting the VSP Unit.

Amongst the benefits derived from this invention is the reduction of manpower and material cost which comes to RM300.00 for each ferry. The time taken to prepare and lift the VSP Unit has been reduced from eight hours to two hours only whereas the time taken to lower the VSP Unit has been reduced from seven hours to one and a half hours. The overall maintenance work schedule of the VSP Unit has been accelerated and is in fact two days ahead of schedule. Apart from this, the waiting period for berthing has been reduced. The number of workers involved

has also been reduced from six workers to two workers only. In the process of lifting or lowering the VSP Unit, the number of chain blocks used have been reduced from three to two only. With this innovation the pulley is no longer used to lift or lower the VSP Unit.

(iv) *Solid State Recording Machine At The Hydrology Branch, The Drainage And Irrigation Department.*

Before the invention of the solid state recording machine, hydrological data was collected in a conventional manner by using the electro-mechanical charting recorder and reading was done manually. With the old recorder, the processing of data took a long time and it was prone to errors. Besides having reached the end of its life span, the recorder contained many movable components which were sensitive and thus easily damaged resulting in loss in data. As a result, maintenance cost was high.

The new solid state recorder is an equipment which is portable, battery-driven and uses a microprocessor to record data. It is assembled at the stations and needs minimum supervision. The measurements taken are stored in a solid state memory card and the recorded data are then

entered directly into the computer as soon as the memory cards are collected from the stations. A total of 30 solid state recorders have been installed at hydrological stations throughout the country.

The utilisation of this new recorder has resulted in cost savings of RM6,000.00 per unit as the cost of a unit of electro-mechanical charting recorder is RM9,000 compared to the cost of a solid state recorder which is RM3,000. Under the Sixth Malaysian Plan, 500 electro-mechanical charting recorders are to be replaced by the solid state recorders and therefore, the cost saving accrued would be RM3 million (500 units x RM6,000). The utilisation of the solid state recorder has also saved 50 percent of data processing time. Besides, the problems of data errors and loss of data can also be overcome. Since the recorder uses low voltage, the battery can operate for a number of months without replacement. Apart from this, cost savings can also be accrued through the reduction of staff and travelling expenditure incurred since fewer visits are conducted at the stations.

(g) **Capital Equipment**

Capital equipment like buildings, plants, machinery and vehicles are important inputs to the production process. They have to be maintained well

to prolong their life span and also to ensure the smooth functioning of equipment at all times. Innovations in this area include efforts to improve capital equipment maintenance, replacement of obsolete equipment, upgrading of existing facilities and equipment and also renovation to existing buildings. An example of innovation under this category is:

(i) *Construction Of Wharf IA For Coastal Crafts  
By The Kuantan Port Authorities*

Due to constant overcrowding of wharfs at the Kuantan Harbour, a study was done on the types and size of ships using the wharfs at Kuantan Port. The study revealed that 45 ships less than 70 metres long use the main harbour. It also revealed that if ships measuring less than 70 metres can berth at the unused area at the shoulder part of the main wharf, this would reduce congestion at the main wharf. Based on the findings of this study, the shoulder of the wharfs was modified and its capacity upgraded. This area would serve as a separate wharf known as wharf IA to accommodate docking ships. It can also be used to accommodate barges and fishing boats which operate at the Kuantan Harbour.

The construction of wharf IA was completed within eight months. It did not incur a high cost because it utilised the shoulder of the main wharf which previously has been utilised for profitable activities. The cost of this project was only RM800,000 as compared to RM9.35 million had it been constructed separately. Since the completion of wharf IA in September 1991, the revenue of the Kuantan Port Authority has increased by RM69,638.02. The extra wharf constructed has met the demands of customers for more wharfs.

The active participation of government agencies in the annual Public Service Innovation Award is a reflection of their commitment towards innovation and continuous quality improvement. The Public Service Innovation Award which was awarded for the first time in 1992 attracted a total number of 115 innovations from 54 agencies and out of these, 20 innovations were selected to receive the award. In vying for the 1993 Award, there was a remarkable increase in the number of innovations submitted. From a mere 115 innovations in 1992, the number shot up to 509 in 1993. This represented a four-fold increase. As for the Public-Private Joint Research Innovation Award, a total of 29 innovations were submitted and out of these, three innovations were selected as winners of the inaugural 1993 Public-Private Sector Joint Research Innovation Award.

#### IV. KEY SUCCESS FACTORS

The Malaysian Civil Service's experience in implementing innovations has reaffirmed its conviction that there are several key factors which play a very important role in determining the degree of success of any innovation effort. These key success factors are deduced from the hundreds of innovative reports submitted by the departments. The four key success factors that emerged are leadership and top management support; teamwork; recognition; and competition.

##### (a) Leadership and Top Management Support

Based on the Malaysian experience, it has been proven time and again that leadership and top management support make the difference whether an agency succeeds or not in its endeavour to introduce innovations. Effective leadership steers the organization to meet challenges, overcome problems and create new ways of doing things. What is more important, it ensures that its vision is understood and shared by all members of the organization. In so doing, it has to adept itself at communicating effectively its vision to everyone in the entire organisation. Good communication means sending a strong consistent message to all employees about the desired future state of the organization and how it can be achieved.



We are constantly talking of leaders who are role models, effective communicators, motivators and facilitators of change. Leaders have to provide the support and commitment for encouraging idea generation and innovations. Paying only "lip service" to innovations has no place in today's demanding environment. Resources have to be committed positively for testing and eventually implementing redesigned systems and processes. Employees have to be permitted to think in addition to work. In short, the work environment and culture have to be, in no uncertain terms, conducive to encourage employees to give ideas and participate in problem-solving, decision-making and quality improvement efforts.

A scrutiny of excellent agencies have shown us that the commitment, devotion and enthusiasm of employees in making meaningful contributions towards the attainment of organizational goals can be attributable to the presence of certain shared values. It follows therefore that effective leaders would make the inculcation of positive values such as quality, productivity, discipline, innovativeness, integrity and accountability, an important item on their agenda for change.

The establishment of a suitable quality management structure to facilitate the smooth implementation of quality improvement efforts headed by the head of department himself is one concrete proof of top management commitment

towards quality. This structure which is made up of a Steering Committee, Task Force and Work Teams is vital in ensuring quality efforts are implemented systematically and effectively. Besides this, the creation of recognition awards for innovations is also clear testimony of top management support. A participatory style of management which encourages employee participation is yet another demonstration of top management support for innovations. Top management's role in training and the dissemination of quality information to its employees further demonstrated its commitment towards employee empowerment to undertake new and better ways of doing things.

As recommended by the government, many agencies have implemented the Quality Suggestion System which is aimed at enhancing the ability of an agency to introduce new, creative and innovative approaches to improve the quality of service to its customers. Agencies which implement the Quality Suggestion System open themselves to suggestions from employees. Such agencies recognise the potential of employees' contribution towards quality improvement efforts. This system also fosters creativity and innovativeness amongst employees. However, what is equally important is for management to give feedback to employees regarding their suggestions. At the same time, every suggestion has to be analyzed and evaluated for its feasibility.

An appropriate incentive system to encourage suggestions from employees is also necessary. These actions are important to sustain employees' interest in contributing suggestions.

(b) **Teamwork**

There can no longer be any doubt that teams play a very crucial role in quality improvement efforts. Teams are a useful tool both for generating and implementing ideas. They provide the structure that best utilizes the ideas of every employee. Through teams, the organization can harness the creative ideas and efforts of a larger percentage of its employees. Teamwork amongst employees is also a unifying force and teamwork is present when there is total cooperation, total commitment and total involvement by the employees.

Actual implementation of innovations has shown that problems concerning work processes are often complex and cut across divisions and systems. An effort to redesign them would necessarily involve more than one member of the organisation. This is where teamwork has the greatest potential to contribute towards solving problems. It enables organisations to utilize optimally its strengths and resources. Teamwork enables the pooling of a group of people with the appropriate knowledge, skills and expertise to tackle problems effectively. It enhances the level of job satisfaction and morale of

employees as they are given the opportunity to participate in problem solving. Problems which cross departmental and functional boundaries can be dealt with more easily and effectively. Last but not least, the recommendations from team members are more likely to be implemented than individual suggestions.

The power of teamwork lies in its ability to facilitate free exchange of information and ideas, build trust among employees, and improve communication within the department. All of these are conducive to the generation of new, creative and innovative ideas on how to improve the quality of work. It has been found that the majority of innovations were introduced through various types of teams which include Work Teams, Task Force, Quality Control Circles and Project Teams.

(c) Recognition

One of the key success factors that have been identified as critical to the successful implementation of innovations is recognition. People need to be recognised for quality improvements, whether by a simple thank you or a cash reward. Most departments have adopted the award-and-celebration approach to recognition. Beyond these periodic public events, recognition needs to become part of the daily work environment. Managers need to acknowledge the contributions of their employees, and perhaps even more important, the efforts

of their employees to contribute. Whenever anyone makes a suggestion or makes an effort to participate in quality improvement, this effort needs to be reinforced immediately through acknowledgement and praise. This is called informal recognition. For example, every suggestion received from employees has to be acknowledged with a letter and employees have to be kept informed of progress of their ideas from time to time.

Formal and informal recognition will invoke a sense of pride in recipients of such recognition and thus act as a strong motivational factor. Furthermore, through the act of giving recognition, what constitutes desired behaviour will be made clear to every member of the organization. This will facilitate employees in adjusting their behaviour to meet the expectations of the department. Recognition awards also serve as departmental declaration of commitment towards quality improvement. For this reason, the government has introduced several other types of awards besides the innovation awards. These awards which though do not reward innovations directly but nevertheless take into account innovations as one of the elements for evaluation. These are the Prime Minister's Quality Award, the Public Service Quality Award, the District Quality Award, the Local Government Quality Award and the Special Awards for various categories of management. Many departments have also implemented similar awards to recognise excellent performance from their employees and to build the kind of culture that is needed to support quality,

innovativeness and creativity. The introduction of these awards are in fact strategies to promote a culture of excellence and thence quality improvement efforts in the Malaysian Civil Service.

(d) Competition

When the government introduced the innovation awards, one of its objectives is to inject competition among the agencies. The introduction of these awards and the Prime Minister's Quality Award and Public Service Quality Award before it, is the first of its kind in the Malaysian Civil Service although such awards are fairly common in the private sector. The importance of the awards is not so much in winning them but the process of competing for them. For some agencies, the process of competing for the awards is in itself a learning process.

The competitive spirit has indirectly led agencies to assess themselves critically as well as against certain benchmarks. All of a sudden, they are concerned with what they have or have not done vis-a-vis other agencies. The criteria of evaluation and guidelines of the competition published by the government of course went a long way in providing standards of measurement. The awards have provided a performance target for the agencies. Competing

agencies after having decided to compete for the awards soon pooled their resources and organized themselves to achieve their target. However it is pertinent to add here that what prevailed was a healthy competitive climate which had contributed to an excellent work culture that is concerned with the values of quality, productivity, innovativeness and creativity.

What is more heartening is the tremendous amount of innovations, both big and small, in the various areas of administration that have led to increased productivity and better quality of service for the public. Operational costs of certain services have come down. So have queuing time at counters and processing time of applications. As a result, more customers' needs have been met. On top of that, agencies realised that there is now greater cooperation and teamwork among its members. Working towards a common target in fact broke down barriers between units and divisions and brought all members involved in the innovation closer together. There is also greater morale, pride and sense of belonging among the employees. In addition, agencies realised that they could also learn from each other by cooperating and sharing information and know-how.

## V. CONCLUSION

Based on the innovations identified in the last couple of years, it can be deduced that the magnitude of innovations in the Civil Service in terms of numbers and types has increased. This development is a reflection of the effort and creativity of members of the Civil Service. Its success also shows that innovation can be materialised if there is continuous support and commitment from the top management.

In general, the implementation of innovations by Government agencies have brought about many benefits. At the individual level, employees who have contributed ideas will definitely feel proud if the ideas are implemented successfully. This will also motivate others to be even more creative and innovative. At the organisation level, the continuous implementation of innovations will ensure that an organisation always achieves its objectives and thus will ensure its continued survival and growth in an environment that is constantly changing. Moreover, an organisation which constantly introduces innovations is definitely one which displays excellence features worthy of becoming role models for others. For the Civil Service as a whole, a culture of innovation that has been internalised will put it in good stead to face present and future challenges.



The introduction and implementation of innovations is a vital aspect in the quality improvement process. To ensure that the quality improvement process is implemented continuously, management has to give special attention to those activities which can foster and encourage continuous and long-term innovations.

THE UNIVERSITY OF CHICAGO  
DEPARTMENT OF CHEMISTRY  
5800 S. UNIVERSITY AVENUE  
CHICAGO, ILLINOIS 60637

1968

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**PROJECT PROPOSAL**

**BRUNEI DARUSSALAM**

***"MANAGEMENT DEVELOPMENT:  
MANAGEMENT WITH AN ENTREPRENURIAL  
MENTALITY AND CAPABILITY"***

- PROJECT TITLE : Training Seminar for ASEAN Civil Servants.
- RATIONALE : Brunei Darussalam recognised that regional cooperation is an effective means of solving common problems and promoting common interests, and where possible the collaborative efforts should be expanded and intensified.
- As follow-up to the First ASEAN Conference on Civil Service Reforms held in Manila in 1981, agreed that the subjects for collaboration among the member countries should be among others:
- a. Conference/Seminar of Heads, as well as of Technical Level Personnel of Public/Civil Service Agencies,
  - b. Staff Exchange,
  - c. Training Course in Public Administration,
  - d. Short-term Observation Study Visits,
  - e. Consultancy Services,
  - f. Exchange of Information, and
  - g. Research.
- OBJECTIVE : To provide an avenue for exchange of views and experiences to practices and system of each respective ASEAN country;
- To promote greater collaboration among ASEAN member countries in the field of public administration and management;
- To enhance administrative/management capability through exchanges and sharing of experiences in administrative/management improvement programs;

To strengthen the leadership skills capability and competency of the ASEAN Head of Civil Services and/or upper level senior managers;

To promote greater interaction, goodwill and understanding among ASEAN senior civil servants.

- DATE AND DURATION : May 1995 - ..... 1995; 3 Days.
- VENUE : Brunei Darussalam.
- PARTICIPANTS : Four participants from each ASEAN member countries.
- PROJECT COST/FUNDING : The total estimated cost is US\$37,682.50. Details are attached as **Appendix A.**

It is proposed that the ASEAN Secretariat will assist the joint-effort collaboration in obtaining fund from the possible sources.

PROGRAMME : Proposal

TITLE: "Management Development:  
Managers with An  
Entrepreneurial  
Mentality and Capability"

Details are attached as **Appendix B.**

## APPENDIX A

PROJECT TITLE : Training Seminar for ASEAN Civil Servants.

DATE : May 1995 - ..... 1995; 3 Days.

NUMBER OF PARTICIPANTS: 24 persons.

### 1. Travelling expenses for participants and trainers:

Return airfares for 20 participants from participating countries to host country.

JAKARTA/BSB/JAKARTA	4 persons = US\$460 x 4 = US\$1,840.00
MANILA/BSB/MANILA	4 persons = US\$454 x 4 = US\$1,816.00
BANGKOK/BSB/BANGKOK	4 persons = US\$510 x 4 = US\$2,040.00
K. LUMPUR/BSB/K. LUMPUR	4 persons = US\$349 x 4 = US\$1,396.00
SPORE/BSB/SPORE	4 persons = US\$459 x 4 = US\$1,836.00

SUB TOTAL = US\$8,928.00

### 2. Per Diem

a. Per Diem for participants for 4 days  
US\$179 per day = US\$179 x 20 x 4 = US\$14,320.00

b. Per Diem for participants from host country  
US\$10 per day = US\$10 x 4 x 4 = US\$ 160.00

SUB TOTAL = US\$14,480.00

### 3. Accommodations

US\$100.00 per night x 20 persons x 4 nights = US\$ 8,000.00

### 4. Organising Expenses

(Two dinners, three working lunches and some coffee breaks, etc.) = US\$2,575.00

5. <u>Consultant Fee</u>		
US\$500 per day x 1 person x 4 days	=	US\$2,000.00
6. <u>Printing Materials</u>	=	US\$1,030.00
7. <u>Contingencies + possible increase in airfare</u>	=	US\$ 669.50
	SUB TOTAL	= US\$14,274.50
	TOTAL	= US\$37,682.50

NOTE:

All quoted rates are subjected to changes.

BRUNEI DARUSSALAM'S PROJECT PROPOSAL

TRAINING SEMINAR

**TITLE :** "Management Development: Managers with An Entrepreneurial mentality and Capability"

**PARTICIPANTS:**

Upper-middle to senior level managers

**AIM OF SEMINAR:**

Promulgating managers with entrepreneurial capacity and competency in their approach to delivering their duties and responsibilities.

**PURPOSE:**

Towards the end of the seminar, the participants will be aware the difference between 'administering' and 'managing'. They should also be able to respond to their managing skills by applying those as much been practiced in the private sector.

**SUB-TOPICS:**

- Management Overview
- Management Principles
- Management Functions
- Management Tools
  - Financial Management
  - Project Management
  - Management Information System
  - Financial Analysis
  - Strategic Planning
  - Forecasting



- Personal and Professional Skills for Managers
  - Communication Skills
  - Human Behaviour and Management
  - Interviewing Skills
  - Problem Solving
  - Decision Making
  - Time Management

#### METHODOLOGY:

To achieve the purpose of the training seminar, the seminar format should include:

- Discussion
- Case Studies
- Films
- Reading

#### IMPLEMENTATION STRATEGY:

This should be a joint-effort collaboration among the ASEAN member countries. The venue, time and duration of the training seminar is opened for further discussion during the workshop session.

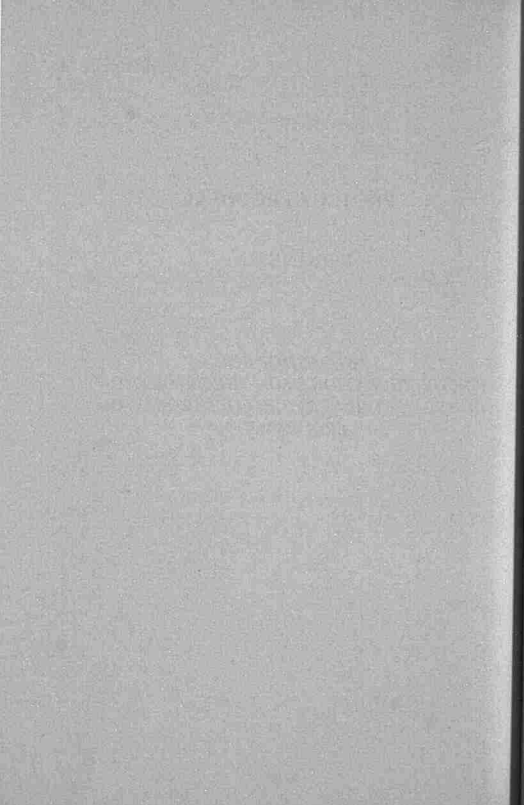
#### PROJECT COST/FUNDING:

It is proposed that the ASEAN Secretariat will assist the joint-effort collaboration in obtaining fund from the possible sources.

**PROJECT PROPOSAL**

**INDONESIA**

***"WORKSHOP FOR  
THE DELIBERATION UPON THE PROMOTION  
OF ASEAN CIVIL SERVICE' COLLABORATION  
PROGRAMS"***



Project title: Workshop for the deliberation upon the promotion of the ASEAN Civil Services' Collaborative Programs.

- Background :
1. The first ASEAN Conference on Civil Service Reforms held in Manila in 1981, agreed that the subjects for cooperation among the member countries shall be among others :
    - a. Conference/Seminar of Heads, as well as Technical Level Personnel of Public/Civil Service Agencies.
    - b. Staff Exchange.
    - c. Training Courses in Public Administration.
    - d. Short-Term Observation Study Visits.
    - e. Consultancy Services.
    - f. Exchange of Information.
    - g. Research.
  2. Based on the decisions of the third Summit Meeting in Manila, 1987, that to ensure human resources development, (HRS) for promoting socio-economic development, ASEAN should :
    - a. Strengthen Research and Development (R & D) and other institutions and promote cooperation among them on selected areas that are of immediate concern to ASEAN in the process of developing an intelligent work force in a rapidly changing and highly competitive world and in the process, increase technology transfers within the region;
    - b. Support the development of "Sun-rise" industries through special training arrangements and preparation of appropriate human resources in ASEAN countries;

C. ...

- c. Promote cooperation in technology transfers and information technology which could be in form of information exchange as well as the cooperation in the development of soft and hardware component of information technology; and
  - d. Intensify cooperation in public administration by focussing on specific areas. ASEAN's expertise could be fully utilized such as the establishment of ASEAN fellowships for conducting research in the ASEAN region in existing institutions, the exchange of faculty members and the formulation of ASEAN training curriculum for public officers.
3. One of the summit meeting decision as mentioned above focused on the human resources development so that the cooperation among ASEAN member countries, as to promote cooperation in technology transfer, to promote information exchanges and information technology, research, etc can be well conducted.
4. To enable the performance of the objectives as stated above, the information about the type of expertise and the number of experts in each expertise would be better possessed by each member country so as to enable the ACCSM easier to carry out the "collaborative programs" as agreed upon in 1981, in Manila. If those kind of information can be possessed at hand, then it is easier to determine who are going to participate, in research, in courses of public administration and so on. For this purpose, information exchange system on
- expertise ...

expertise is necessary to discuss and plan, especially by using computerization aspect.

5. Out of the aspects as mentioned above, there might be also a possibility that a certain expertise hasn't existed in anyone of ASEAN member country, but it has been developed in other countries, then ASEAN can persue it together for the benefit of each ASEAN member country.
6. Based on the above-mentioned aspects, it is considered necessary to hold a workshop to deliberate the possibility of having the information on the expertise existing in each ASEAN Civil Services, so that it will be easier to decide "who" is going to do "what" in promoting the implementation of the ASEAN Civil Services's Collaborative Programs in concert with the third ASEAN Summit Meeting decision.

- Objective : Seeking the way(s) of enhancing the implementation of the collaborative programs as agreed upon in the first ASEAN Conference on Civil Service Reforms conducted in 1981, in Manila.
- Date and Duration : Proposed in 1994 for two workshops :
1. First workshop for four days.
  2. Second workshop for five days.
- Program : 1. First workshop will be aimed at deliberating the most possible ways to obtain information on the existing expertise and the number of the relevant experts in ASEAN Civil Services and to deliberate as well over the question of how to promote the implementation of the whole ASEAN

Civil ...

Civil Services' Collaborative Programs as decided in the First ASEAN Conference on Civil Service Reforms in Manila (1981).

2. Second workshop will be elaborating the implementation of each item as agreed upon in the first workshop and to decide the relevant action plans, and adjusting them with the third summit meeting decisions.

Participants: 1. Three persons from each ASEAN member country for the first workshop (4 days).

2. Three persons from each ASEAN member country for the second workshop (5 days).
-

Project Cost : 1. First Workshop for 4 days

a. Air Fair (round trip) for 3 persons	
1. Singapore - Jakarta	
= 3 x US\$ 275 = US\$	825.00
ii. Bandar Seri Begawan - Jakarta	
= 3 x US\$ 460 = US\$	1,380.00
iii. Kuala Lumpur - Jakarta	
= 3 x US\$ 314 = US\$	942.00
iv. Manila - Jakarta	
= 3 x US\$ 540 = US\$	1,620.00
v. Bangkok - Jakarta	
= 3 x US\$ 450 = US\$	1,350.00
	-----
Sub-sub Total = US\$	6,117.00
b. Accomodation for 15 people	
5 x 15 x US\$ 150	= US\$ 11,250.00
c. Breakfast, Lunch, Dinner and Tea package during the workshop @ US\$ 50 for 25 people	
5 x 25 x US\$ 50	= US\$ 6,250.00
d. Per Diem for participants for 6 days @ US\$ 40	
6 x 15 x US\$ 40	= US\$ 3,600.00
e. Rapporteur fee US\$ 1,000.00 per day = 4 x US\$ 1,000.00	= US\$ 4,000.00
f. Printing materials	= US\$ 1,500.00
g. Organising expenses	= US\$ 3,250.00
h. ...	



h. Facilitators 3 persons		
@ US\$ 2,000.00		= US\$ 6,000.00
i. Contingencies 5%		= US\$ 2,098.35
		-----
Sub Total		= US\$ 44,065.35

2. Second workshop for 5 days

a. Air Fair for 3 persons

i. Singapore - Jakarta  
     = 3 x US\$ 275 = US\$ 825.00

ii. Bandar Seri Begawan -  
     Jakarta = 3 x US\$ 460 = US\$ 1,380.00

iii. Kuala Lumpur - Jakarta  
     = 3 x US\$ 314 = US\$ 942.00

iv. Manila - Jakarta  
     = 3 x US\$ 540 = US\$ 1,620.00

v. Bangkok - Jakarta  
     = 3 x US\$ 450 = US\$ 1,350.00

-----  
 Sub-sub Total = US\$ 6,117.00

b. Accomodation for 15 people  
     6 x 15 x US\$ 150 = US\$ 13,500.00

c. Breakfast, Lunch, Dinner and  
     Tea package during the work-  
     shop @ US\$ 50 for 25 people  
     6 x 25 x US\$ 50 = US\$ 7,500.00

d. Per Diem for participants  
     for 6 days @ US\$ 40  
     7 x 15 x US\$ 40 = US\$ 4,200.00

e. ...

e. Rapporteur fee US\$ 1,000.00 per day = 5 x US\$ 1,000.00 = US\$ 5,000.00	
f. Printing materials	= US\$ 1,500.00
g. Organising expenses	= US\$ 3,900.00
h. Facilitators 3 persons @ US\$ 2,000.00	= US\$ 6,000.00
i. Contingencies 5%	= US\$ 2,385.85
	<hr/>
Sub Total	= US\$ 50,102.85

3. Total Cost = US\$ 44,065.35 + US\$ 50,102.85 =  
US\$ 94,168.20  
(Ninety four thousand one hundred  
and sixty eight dollars twenty  
cents).

**PROJECT PROPOSAL**

**PHILIPPINES**

***"DIRECTORY OF RESOURCE PERSONS  
EXCHANGE SCHOLARSHIP PROGRAM"***

## Directory of Resource Persons (DRP)

### 1. RATIONALE

The Conference provides a forum for the participating countries to share experience and exchange information and expertise on a subject matter of common interest, which is civil service. Through the exchange of ideas during the conference, the participants can examine their respective technologies and specialized knowledge of administrative systems and development programs which can be eventually replicated in their own country to the extent possible.

Normally, the participants' interactions are limited only up to the duration of the conference. The forum will have far-reaching effect if a mechanism could be developed which would afford continuous linkage among the participating countries, in order to put into realization what was started among the participants, where each one would make its services in the various aspects of public sector management accessible to the others.

The Directory of Resource Persons (DRP) can very well serve as the mechanism for continuous exchange of information among the participating countries. It will also bolster the ASEAN spirit among them, by encouraging availment of each other's resources/expertise, before utilizing the services of other countries. This gesture propagates natural kinship among neighboring countries which can be truly spontaneous due to similarities in culture, tradition and needs. Finally, the DRP will also act as status index of public sector management expertise in the ASEAN region.

### 2. OBJECTIVES

The DRP generally aims to foster and to strengthen existing friendly relations among the participating countries by serving as communication network where there will be opportunities for constant access to each other's know how.

Specifically, the DRP aims:

- 2.1 To serve as data bank of the expertise and specialized skills of the participating countries;
- 2.2 To ensure availability of services upon request by any participating country;
- 2.3 Identify total number of available resource persons per participating country; and
- 2.4 To encourage other countries to identify probable resource persons.

### 3. MECHANICS

The following mechanics shall be undertaken for the successful implementation of the project:

- 3.1 The participating countries shall create a Committee to set the criteria for resource persons;
- 3.2 The participants shall submit to the Conference Secretariat on November 15, 1993 a list of available resource persons in their respective countries with the following information:
  - 3.2.1 credentials of the resource person to include enumeration of his field of expertise;
  - 3.2.2 technological assistance which the resource person can offer;
  - 3.2.3 the person/office to be contacted in the country of the resource speaker concerned;
  - 3.2.4 the obligations of the host country to the resource person;
  - 3.2.5 other basic information and conditions relative to the technological assistance extended; and
  - 3.2.6 preferred schedule for providing technical assistance.

3.3 The Secretariat shall consolidate and reproduce the information submitted by the Committee into a printed directory and diskette.

3.4 The Secretariat shall distribute printed DRP and diskette to participating countries by December 15, 1993.

#### 4. EVALUATION

To ensure viability of the project, a feedback mechanism must be installed.

4.1 Each participating country shall submit to the Secretariat before the start of the next conference a Report on its availment of the Directory, including but not limited to the name/s of the resource persons whose services had been availed of, the country to which the resource persons belong, resultant technology transfer, if any, and such other relevant information that will help ensure maximum utilization of the DRP.

4.2 An evaluation of the performance of the resource persons shall be submitted to the Secretariat.

4.3 A Resource Person Development Program may be designed and conducted for further enhancement of the various fields of expertise and originality of presentation. (After 2-3 years from the date of the conference).

#### 5. BENEFITS DERIVED FROM THE PROJECT

5.1 Makes available to participants printed directory and diskette through an organized distribution scheme

5.2 Facilitates availment of resource persons services.

5.3 Strengthens relations among participating countries thru voluntary exchange of technological assistance of resource persons.

5.4 Provides quantitative and qualitative information on the resource persons on public sector administration in the participating countries.

- 5.5 Encourages development of a pool of prospective resource persons among participating countries.
- 5.6 Maximizes technology transfer.

## EXCHANGE SCHOLARSHIP PROGRAM

---

1. DESCRIPTION OF THE PROGRAM  
This is a development assistance program through exchange of scholars among the participating countries in the Asean Region. It coordinates the maximum utilization of the respective scholarship programs of the participating countries on a reciprocal basis.
2. OBJECTIVES  
The program generally aims to enhance friendly relations among participating countries through an exchange of scholars who are equipped with expertise relevant to the culture and peculiarities of their country.  
  
Specifically, it aims to:
  - 2.1 Provide the deserving grantee/s ample training intervention for personal development and career advancement vis-a-vis organizational development.
  - 2.2 Enhance each participant's knowledge and skills that would facilitate the furtherance of developmental goals of his organization and consequently his country.
  - 2.3 Strengthen/support the program of their respective government in professionalizing the civil service.
  - 2.4 Serve as continuous avenue for technology transfer.
  - 2.5 Facilitate initial operationalization of development strategies among participating countries.
3. COVERAGE  
3.1 The program shall be open to any government employee who meets the criteria established by the responsible agency of the scholar's country in accordance with the information and requirements set by the inviting country



and who passes the screening to be conducted by a Committee created for the purpose.

- 3.2 The program shall cover both the academic and technological courses with the duration of one (1) year.

#### 4. MECHANICS

##### 4.1 Asean Scholarship Secretariat (ASSEC)

An Asean Scholarship Secretariat (ASSEC) shall be created to compile and announce scholarship programs that may be availed of between or among Asean countries on a reciprocal basis. A Memorandum of Agreement (MOA) may be accomplished for a series or periodical exchange of one scholarship program.

##### 4.2 Screening Committee

A Screening Committee shall be established to properly screen final nominees of participating countries to the program. It shall adopt a system that shall gauge candidates' talents and capabilities for a particular program. It is the obligation of the scholar's respective government to see to it that they are qualified and are committed to complete the requirements of the program.

##### 4.3 Role of the Host Country

The sponsoring country shall provide complete information relative to the program it is offering. It shall assume the following obligations:

- 4.3.1 Provide a list of training courses that may be availed of within a period of one year and disseminate this to Asean counterparts.
- 4.3.2 Create a screening committee to undertake final assessment of nominees from nominating countries.
- 4.3.3 Provide HRD intervention and training relevant to the developmental goals of the Asean countries.
- 4.3.4 Provide the necessary arrangements for the board and lodging of all scholars.

- 4.3.5 Ensure the security and safety of scholars.
- 4.3.6 Provide the scholars materials/equipment necessary for the program.
- 4.3.7 Extend possible technical/technological assistance to the scholar's country when needed to implement new technology learned from the program.
- 4.3.8 Organize a pool of scholars in their own field of expertise for purposes of providing technical assistance to member nations and consultants for policy formulation; and
- 4.3.9 Evaluate performance of scholars and furnish evaluation results/feedback to nominating countries.

#### 4.4 Role of the Scholar's Country

The country sending its scholar to the program shall assume the following obligations:

- 4.4.1 Secure from Asean Scholarship Secretariat a list of training courses that may be availed of within one year from other Asean countries.
- 4.4.2 Prepare necessary Memorandum of Agreement (MOA) with countries where scholarship exchange could be availed of bilaterally.
- 4.4.3 See to it that each scholar is properly selected for the program.
- 4.4.4 Set the terms and conditions that the scholar should comply with.
- 4.4.5 Provide the necessary administrative and financial support for transportation and other incidental expenses of the scholar.

- 4.4.6 Prepare the necessary documents and other relevant papers as required by the program.
  - 4.4.7 Make final arrangements with the host country.
  - 4.4.8 Provide the scholar ample information about the program and orientation about the host country.
  - 4.4.9 Prepare a pool of possible nominees matched with the requirements of future scholarships.
- 4.5 Role of the Asean Scholarship Committee (ASC)

The Asean Scholarship Committee shall act as conduit among participating countries of their scholarship programs in accordance with their respective developmental needs/goals, it shall have the following obligations:

- 4.5.1 Continually update the relevance of these programs vis-a-vis developmental goals in the Asean Region.
- 4.5.2 Tap possible international sponsoring agencies for these scholarships.
- 4.5.3 Prescribe Memorandum of Agreement among participating nations.

5. EVALUATION &

- 5.1 The ASC shall periodically coordinate with the Development Planning Organization each participating country to suit their course offerings to the needs of prospective nations which will avail of scholarships under the program.
- 5.2 The ASC shall provide continuous assessment of scholarship performance.

## **ASEAN EXCHANGE SCHOLARSHIP PROGRAM (AESP)**

### **I. Rationale**

The area for innovation and creativity among the ASEAN civil service systems is boundless.

This is necessarily so because the innovations in a member country's civil service system are themselves very potent sources of countless creative ideas that can trigger off much better innovations when introduced to the systems of the other member countries.

Thus, the ASEAN members' active and mutually enriching exchange of expert knowledge, tested techniques, pragmatic practices, and socio-cultural experiences in the civil service can engender a synergetic dynamism that is diametrically opposed to intellectual and technological in-breeding and isolationism.

It is in this context that the establishment of the ASEAN Exchange Scholarship Program (AESP) is proposed.

### **II. Description of the Program**

The ASEAN Exchange Scholarship Program is a form of mutual development assistance among ASEAN countries.

Under this program and pursuant to bilateral agreements entered into by the member countries in accordance with the Foreign Scholarship Program, each member country regularly sends batches of government scholars to a year-long course in public administration in all the other member countries, and, in return, accommodates government scholars from the latter.

### **III. Objectives**

The program aims to achieve the following:

1. Provide deserving government employees with a year-long training intervention in public administration;
2. Enhance the scholar's knowledge and skills necessary for the attainment of his organization's goals and, indirectly, those of his country;

3. Foster professionalization efforts of the scholars' respective governments; and
4. Provide the Asean with a proper avenue for continuous technology transfer relative to public administration.

#### IV. Mechanism of the Program

1. Coverage:

The AESP shall be open to any government employee who meets the criteria jointly set forth by the scholar's government and the inviting country. The scholar must also pass the screening procedure conducted by the committee created for the purpose. The scholarship shall be for year-long academic course in public administration and other related fields of specialization.

2. Screening Committee:

To properly evaluate and select the AESP scholars, a Screening Committee shall be established. It shall adopt a systematic procedure in adequately determining the comparative capabilities of prospective scholars.

3. Role of Host Country:

The Host country shall provide complete information on the program it is offering and shall assume the following obligations:

- a. Provide a year-long HRD intervention on public administration and other related fields of specialization relevant to the developmental goals of ASEAN countries;
- b. Provide the scholars with board and lodging amenities;
- c. Ensure the security and safety of the scholars;
- d. Provide the scholars with the necessary materials/equipment necessary for the program;
- e. Extend technical/technological assistance to the scholar's country in the implementation of new technology learned from the program;

- f. Organize a pool of scholars with specific fields of expertise who can provide technical assistance in policy formulation and evaluation of the participating countries; and
- g. Monitor and evaluate the scholar's performance and report the same to the scholar's government/nominating agency.

4. Role of Scholar's Country:

The country sending the scholars shall assume the following obligations:

- a. Ensure that the scholar is properly selected;
- b. Set the terms and conditions of the scholarship grant that the scholar must comply with;
- c. Provide the scholar with administrative/financial support for transportation and other necessary expenses;
- d. Provide the scholar with ample information about the program and host country;
- e. Make the final arrangement with the host country; and
- f. Prepare a pool of prospective nominees to future scholarship programs.

5. Role of Scholarship Committee:

An ASEAN Exchange Scholarship Program Committee shall be created to serve as conduit among participating countries of their scholarship programs in accordance with their respective developmental needs and goals. It shall tap possible international sponsoring agencies for the scholarship program and shall prescribe Memorandum of Agreement (MOA) among participating countries.

The Committee shall also monitor/evaluate the general implementation of the program and shall regularly coordinate with the Development Planning Organizations of the participating countries in the design of course offerings for the program.

6. Funding Source:

The Civil Service Commissions or equivalent bodies of member countries shall initially finance their respective scholars pending the establishment of a more permanent and centralized funding institution.

**PROJECT PROPOSAL**

**SINGAPORE**

***"DEVELOPMENT OF A TRAINING  
PROGRAMME FOR CREATIVE PROBLEM  
SOLVING IN THE PUBLIC SECTOR"***



**7TH ASEAN CONFERENCE ON  
CIVIL SERVICE MATTERS  
SINGAPORE PROJECT PROPOSAL**

**1 INTRODUCTION**

1.1 The 7th ASEAN Conference on Civil Service Matters has invited each country, among other things, to propose a project for implementation. The project proposed for the 5th Conference was not implemented by the time the 6th Conference was held and for the 6th Conference, Singapore therefore proposed the continuation of its earlier project. However, as funding has not been finalised, that project has not been implemented yet.

1.2 The project in this paper is not a continuation of the earlier project but an entirely different one. However, it will still rely on funding from participating countries or on third party funding through the ASEAN Secretariat.

**2 PROJECT PROPOSAL**

2.1 We have selected as our project proposal the

- development of a training programme, related training materials and a detailed trainer's manual for training public sector managers in the creative problem solving process

- training of ASEAN public sector trainers to use the programme materials and trainer's manual for the training of public sector managers of their own countries.

### 3 RATIONALE

- 3.1 Everyone seems to know what the word creative means. But what do we really mean when we say of someone "He is creative" or "He is a creative problem solver"?
- 3.2 If we ask a typical public sector manager to visualize someone actually creating something, what will he see? He will probably see an inventor dreaming up a new invention, or a painter producing a work of art, or a playwright writing a new play. If he does that, he is pretty normal, for his responses are the commonest. The point is, most people view creativity as an extraordinary mental process carried out by a very small group of specially gifted people to produce distinctive things in the arts and the sciences. Somehow we equate creativity with the greatest achievements in the fields of arts and sciences.

3.3 Organisationally such a view of creativity spells trouble. And, as is typical, few public sector managers can picture themselves as having some responsibility for doing some "creating". The truth, however, is that creativity is an untapped reservoir of raw resource which every public sector manager, and every public sector employee, possesses. And creativity can be developed and refined by training and post training application.

3.4 Why this contradiction between what people think creativity is and what it should be? It is because most people have fallen into a trap - a definition trap. The moment we define creativity as "something only special people do" it is quite unlikely that we will find examples of creativity or creative problem solving in the everyday things that managers do.

3.5 But the practical form of creativity, the one that public sector organisations should not miss out on, is the escape from assumptions and beliefs which hinder us from finding a solution that is obvious with hindsight.

- 3.5.1 In public sector organisations, we can easily link creativity with problem solving. Problems come in all sizes and colours. But although problems may be in different forms, all provide scope for new insights, new solutions. Hence there is tremendous scope for constructive creativity.
- 3.5.2 As individuals, groups or organisations, we also usually struggle with problems that need custom-made solutions. A major reason we struggle with these problems is because we are lacking in creative skills. This lack of skills can be easily learned and practised.
- 3.6 Creativity also entails moving out of old mental habits to new perspectives. Mental habits may be hard to shift, but with training and application, new perspectives can be helped to surface.
- 3.6.1 Training and application of the creative problem solving process can help us unblock organisational or sectional mind sets. Mind sets are personal perspectives based on past experience. Mind sets can produce "stuckness", so the creative process can be seen as helping the manager escape a dominant mind set.

3.6.2 A constructive work climate can help loosen mind sets and conversely a negative climate can strengthen them. One of the roles of managers as creative leaders is to build a constructive climate, thereby liberating the creative drives of their people. This in turn will mean more energies put into "creating" improvements and effectiveness in the workplace, in procedures, in systems; more investment of time in problem sensing and searching, and better quality public service. Managers trained in creative techniques and processes should be able to help their organisations support activities that promote the deliberate, and later on unconscious, practice of creative behaviour.

3.7 This is worth all the trouble, for without a creative orientation as a personal discipline, a component of the leadership style which is needed to stimulate constructive problem solving in work and other situations cannot really exist.

3.8 Countries are competing not just on the basis of industrial outputs but also on the basis of public sector outputs and processes as well. Regions of the world compete on the same basis. The ultimate basis of competition will be the quality of managers in both the public and private sectors. The competition will also be

on how resourceful a region, a country, a people, a sector or an administration has become. And resourcefulness, the sine qua non of all improvements and constructive activity, must rest on the creative problem solving skills of its people, not least public sector managers.

## 4 PROJECT IMPLEMENTATION

4.1 The proposed project is to be implemented as follows:

- (1) The Civil Service Institute (CSI) of Singapore will develop the training materials and the Trainer's Manual for the managerial course on Creative Problem Solving Techniques and Processes, which will cover 5 days of instruction and practice.
- (2) Each ASEAN country participating in the project will identify from among its ranks of experienced senior trainers, one trainer who is particularly adept at training managers and who has a reasonable command of the English language.
- (3) The Civil Service Institute will consult these identified senior trainers for their inputs.

- (4) Inputs from step 3 will be incorporated into the draft materials and manual, and the draft materials and manual will then be edited and finalised after approval by the identified senior trainers of the participating countries.
  
- (5) CSI senior trainers and each participating country's senior trainers (say two from each country) will meet at a seminar in Singapore to train together in the use of the manual. These senior trainers, after their joint training, will go back to their respective countries to train their own other public sector trainers on how to use the manual to train public sector managers.

## 5 PROJECT DURATION

- 5.1 The finalisation of the materials and manual will take approximately one year. Implementation of the training phase will start after November 1994.

## 6 FINANCING

- 6.1. Singapore will bear the cost of developing the materials and the trainer's manual, including the editing and printing costs. It will

also bear the cost of hosting the first seminar, but each participating country will fund the airfares of its own participants and the cost of their board and lodging. The host country, however, would try to seek ASEAN Secretariat's help for third party funding to meet the airfare and subsistence expenses of participants needing such funding. Copies of manuals for the trainer-participants attending the participating countries' own seminars will be reproduced by the participating countries from the copy allocated to the identified senior trainers of the participating countries.

## 7 CONCLUSION

- 7.1 It is crucial, in view of the need to support the entrepreneurial and globalisation efforts of ASEAN, and the need to have public sector managers who are always adapting and improvement seeking, that training of public sector managers in ASEAN in creative problem solving should be one of the new training thrusts.
- 7.2 Managers are leaders, and when they can create or enhance the climate to help their staff become good problem solvers and improvement effectors, by becoming good example themselves, ASEAN can continue to look forward to greater resourcefulness



and prosperity, and meet the challenges of other groups of administrations by enhancing its competitiveness and global orientation.

WRITTEN BY: MR LIM ANG YONG  
DEPUTY DIRECTOR  
CIVIL SERVICE INSTITUTE

DATE : 14 SEPTEMBER 93

**PROJECT PROPOSAL**

**THAILAND**

***'GLOBALIZATION FOR ASEAN  
SENIOR EXECUTIVE SEMINAR'***

## Thailand's Project Proposal

1. Project Title : Globalization for ASEAN Senior Executive Seminar
2. Background :

2.1 In response to the resolution adopted by the 3rd ASEAN Conference on the Civil Service Matters held in Bangkok in 1985, the first and second ASEAN Senior Management were organized in Thailand in June, 1986 and November 1988 by the Civil Service Training Institute (CSTI) of Office of the Civil Service Commission (OCSC) of Thailand in collaboration of the Asian and Pacific Development Centre (APDC) and the United Nations Development Programme (UNDP).

There were 22 participants attended the first Seminar. The Seminar was organized as an activity within a larger framework of an action oriented training program. It emphasized on an action research as an instrument of management development. The training program in turn was designed to complement the networking activities of institutions involved in the ASEAN Conference on the Civil Service Matters.

The success of the first Seminar and the lessons learned from its implementation provided the impetus for launching of the 2nd ASEAN Senior Management Seminar which held in Bangkok and Chiangmai in November 1988. There were 18 participants from the ASEAN countries attended the Seminar. The focus of the 2nd Seminar was on the assessment of the existing approaches to the management of change and the consideration of a more people oriented and people oriented framework for administrative improvements. Both Seminars were funded by APDC and UNDP.

2.2 The 5th and the 6th Conferences were held in Indonesia and Brunei in 1989 and 1991 respectively. The project proposal-ASEAN Senior Management Seminar-presented by Thailand were approved by the ASEAN Standing Committee (ASC) twice. They also had been already submitted to UNDP for funding. Unfortunately, the project has not been funded.

3. Rationale. It is undeniable that the rapid changes have taken place in the past decade both in the ASEAN region and elsewhere do have significant consequences for the civil service system. Those changes are in economic, education and technology developments and expected to be going on for years.

Since the civil service system is vital mechanism of the government for the implementation of political, economic and social policies and strategies. Therefore, all the civil service structure and system will face these challenging changes such as all the public service must be response, quick and effective. In the past decades, the government officials were actually pleased to serve only some selected groups the rich or the acquainted ones. The government officials always lean on the rules or the regulations. Although the government have tried to reform the civil service structure and downsizing in order to provide better performance but they have to look for other approaches to implement parallelly.

Thus, CSTI, OCSC which responses to conduct and coordinate civil service development activities in the entire civil service attempts to conduct Globalization for ASEAN Senior Executive Seminar in order to share ideas, experiences and the solutions for problems being faced. It is believed that the result of the Seminar will be able to motivate the participants to reform the civil service system and the civil servant system more effective which will correspond to country development and better public service.

4. Objectives:

1. To increase awareness of the senior executives on Internationalization, Decentralization, Privatization and Downsizing and Quality Service in Public Sector.

2. To promote greater cooperation in political, economic and social affairs among ASEAN countries.

3. To enhance management skills and be able to implement for his own country development.

5. Participants/Qualifications:

Senior executive from central personnel agencies, management development and training institutes and the relevant line agencies of the ASEAN countries.

6. Curriculum/Activities:

Topics of Interest

1. Internationalization
2. Decentralization
3. Privatization
4. Downsizing and Quality Service in Public Sector

Other Topics

1. ASEAN and Global Situation
2. The Roles of Government and Public Service
3. Trends of Civil Service System in ASEAN countries in the next 5 years.

7. Seminar Approaches:

1. Keynote Speaker
2. Discussion and sharing ideas including experiences
3. Preparing and issue-memo related to one of those four topics (Requirement for each participant).

Moreover, each country delegation will be required to prepare a country paper focuses on trends of Civil Service System.

8. Duration : 1-2 weeks

9. Target Benefits

1. To promote greater cooperation in political, economic and social affairs among ASEAN countries.
2. To increase awareness of the senior executives on new direction in public sector for better performance.

10. Funding : From International Organizations

- Travelling
- Per diem
- Lodging
- Honorarium
- Miscellenous

11. Places : Bangkok and Chiangmai

12. Proposed Host Institute:

Civil Service Training Institute (CSTI), Office of the Civil Service Commission (OCSC).

**PROJECT PROPOSAL**

**MALAYSIA**

**"ASEAN STRATEGIC LEADERSHIP SEMINAR:  
NETWORKING IN THE DECADES AHEAD"**



## **ASEAN STRATEGIC LEADERSHIP SEMINAR: NETWORKING IN THE DECADES AHEAD**

### **1. Objective**

The objective of this paper is to outline the aims and scope of the proposal for a seminar on leadership networking in the decades ahead for senior executives in the ASEAN Civil Services.

### **2. Background**

2.1 The project proposal originates from the perception that ASEAN Civil Services in their differing styles and sizes have many useful lessons to offer each other. The many similarities in the history, people and the challenges faced by ASEAN member countries make these lessons more valuable to civil services in ASEAN.

2.2 The proposed seminar represents a forum for the civil services of the member countries to exchange ideas on leadership values and practices suitable for use in the ASEAN countries. The seminar would also assist in promoting networking among the civil services of member countries.

2.3 Leadership continuity in ASEAN Civil Services is vital for policies and strategies initiated today to be meaningful in the years ahead. Towards this end, it is essential that middle management level (senior second echelon) officers in the ASEAN Civil Services initiate and nurture networks with their counterparts in the member countries.

2.4 The existing networks in ASEAN have evolved as a result of ASEAN efforts at cooperation within particular sectors (public works, agriculture and trade). Intra- and inter-country links between these networks among member countries in ASEAN are limited to these sectors. It would therefore be desirable to establish a network based on personnel of ASEAN Civil Services, spanning different functional agencies, such that networking within ASEAN is even more expansive.

### 3. Seminar Theme

3.1 The theme of the seminar is:

**ASEAN Strategic Leadership Seminar:  
Networking in the Decades Ahead.**

3.2 The seminar will be first organised in Kuala Lumpur and later in other ASEAN capitals, as proposed by the member countries.

#### 4. Seminar Objectives

The seminar aims to provide participants with:

- (i) an understanding of the leadership environment of civil servants of ASEAN member countries;
- (ii) an appreciation of the need for networking among civil servants of ASEAN member countries; and
- (iii) an insight into the political and socio-economic profile of ASEAN member countries.

#### 5. Seminar Participants

This first seminar shall have a total of 25 participants, where each member country is represented by 4 participants while Malaysia is represented by 5. Of these, three of the participants will be executives involved in general administration while the fourth is from a technical department. The participants should currently be in "senior second echelon" to top management positions, having served for not less than 20 years in their respective services. Participants should be about 39

years of age or more but this would not be a restrictive criterion if the participant has already acquired the qualifications indicated. The selection of the participants will be solely the prerogative of the respective civil services of the member countries.

#### **6. Seminar Organization**

The seminar will be organised by the Public Service Department of Malaysia through its training arm, the National Institute of Public Administration (INTAN). The venue for the seminar shall be at a prominent hotel in Kuala Lumpur, with accomodation arranged at the same hotel.

#### **7. Seminar Duration**

The seminar shall be held over 10 working days, beginning on the first week of January, 1994.

#### **8. Seminar Outline**

8.1 The seminar participants, being senior officers in their respective services, would have already attended seminars or talks on

leadership, networking and other proactive management issues. Based on this assumption, the talks during the seminar will be brief but with a succinct account of the issues discussed.

8.2 The seminar will have three components. Firstly, there will be talks on concepts of leadership, management and networking. Secondly, given this introduction, issues on ASEAN will be discussed. Thirdly, participants will be briefed on the workings of the Malaysian government departments, to reinforce the concepts and issues presented.

8.3 Regional Cooperation is particularly relevant in the current international environment and the inclusion of such a topic in the seminar would instil a greater appreciation of the strengths of regional cooperation in the development of member countries.

8.4 The interactions and exchanges among the participants during the seminar would foster a better understanding between the member countries and facilitate continuing efforts towards regional cooperation in the decades ahead.

8.5 The speakers will be carefully selected from the expertise already available in the ASEAN member countries. Where necessary, the services of international experts may be engaged, to provide further testimony to the issues discussed.

## 8.6 Seminar Content

### 8.6.1 Leadership

Leadership is treated as a quality distinct from managerial abilities. Unlike management, leadership is developed rather than taught. In this sense, leadership is dependant on the character and experiences of the individual. Topics on leadership in the seminar are geared towards common characteristics of leaders.

### 8.6.2 ASEAN Issues

Current issues of common interest will be discussed during the seminar. There are other issues on ASEAN economic cooperation which may be discussed where necessary.

### 8.6.3 Malaysian Examples

Participants would be taken on a tour of Malaysian departments and projects to provide in situ examples of interaction and networking among civil servants. Visits to former government agencies, that are now privatized, would also be considered.

8.7 The proposed content of the seminar is as presented in Appendix A.

8.9 The estimated expenditure for the seminar is RM 134,610.00, not including participants' travel, accomodation and food expenses. This is given in Appendix B.

## 9. INTAN

The National Institute of Public Administration has a long history of training public servants in Malaysia and even members of other South country civil service. INTAN now is responsible for providing basic training to all levels of civil servants, from clerical assistants to officers, at premier positions in the Civil Service of Malaysia.

## 10. Conclusion

Malaysia is confident that the seminar will succeed in enhancing cooperation and networking among member countries of ASEAN and, armed with this optimism, Malaysia has offered to organise this project.



Networking in the Decades Ahead

## Proposed Content

	WEEK 1	WEEK 2
Monday	Registration	ZOPFAN
	Opening Ceremony	Political and Security Concerns of ASEAN
	Orientation	(continued)
	Dinner by PM/KSN/KPPA/ASEAN Ambassador	
Tuesday	Strategic Leadership Networking in ASEAN	ASEAN Economic Cooperation - Primary Sector
	Leadership Potential	ASEAN Economic Cooperation - Secondary Sector
	Leadership Values and Ethics	ASEAN Economic Cooperation - Tertiary Sector
Wednesday	Visionary Leadership	ASEAN Free Trade Area
	(continued)	East Asia Economic Caucus (EAEC) and ASEAN
	Networking in Management	Corridors of Growth in Regional Development
Thursday	Managing Change in ASEAN Civil Services	Visit to JPM/TFU
	Boundary Management - Politician and Public Officers	(continued)
	Negotiation Skills	Visit to Wisma Putra
Friday	Communication Skills	Visit to Ministry of International Trade and Industry
	(continued)	Visit to Agriculture Park, Bukit Cheraka, Shah Alam
	Depart for Malacca	
Saturday	Visit to State Secretariat of Malacca	Closing Ceremony
		Bon Voyage
	Dinner by State Secretariat	
Sunday		
	Depart for Kuala Lumpur	

**ASEAN STRATEGIC LEADERSHIP SEMINAR:  
NETWORKING IN THE DECADES AHEAD**

**ESTIMATED EXPENDITURE**

	<u>RM</u>
1. Air Fare	By Participant
2. Accomodation	By Participant
3. Food (RM80x30 persons x13 days)	31,200.00
4. Transport (RM600x4 daysx1)	2,400.00
5. Rental	
5.1 Seminar rooms (RM500x9 days)	4,500.00
6. Stationery	10,000.00
6.1 Ring Folders	
6.2 Notes	
7. Experts	
7.1 Local (RM200x40 hours)	16,000.00
7.2 Foreign	50,000.00
8. Dinners (RM75x80 personsx2)	12,000.00
9. Opening/Closing Ceremonies (RM15x70 personsx2)	2,100.00
10. Contingency 5%	6,410.00
<b>Total</b>	<b><u>134,610.00</u></b>

**DRAFTING COMMITTEE**

7TH ASEAN CONFERENCE ON CIVIL SERVICE MATTERS  
KUALA LUMPUR, 4 - 8 OCTOBER 1993

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DRAFTING COMMITTEE

<b>Chairman</b>	:	Mr. Mohd. Ali bin Hassan	(Malaysia)
<b>Members</b>	:	Ms. Saliah Mat	(Brunei)
		Mr. Mokhamad Syuhadhak	(Indonesia)
		Ms. Anicia M. de Lima	(Philippines)
		Ms. Goh Soon Poh	(Singapore)
		Dr. Chalerm Sriphadoong	(Thailand)

# **JOINT COMMUNIQUE**

THE SEVENTH ASEAN CONFERENCE  
ON CIVIL SERVICE MATTERS  
KUALA LUMPUR, MALAYSIA  
4 - 8 OCTOBER 1993

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JOINT COMMUNIQUE

1. The Seventh ASEAN Conference on Civil Service Matters was held in Kuala Lumpur from 4-8 October 1993. The theme of the Conference was **'Challenges for Innovation in the Civil Service'**.
2. The Conference was officially inaugurated in Kuala Lumpur by the Honourable Dato' Abang Abu Bakar bin Datu Bandar Abang Haji Mustapha, Minister in the Prime Minister Department.
3. The Conference was attended by delegates from Brunei Darussalam led by Dato Paduka Danial Haji Hanafiah, Director General of Public Service Department, Brunei Darussalam; Indonesia led by Mr. Haji Soenarko, Vice Head of the ANCSA (BAKN); Malaysia led by Tan Sri Dato' Mahmud bin Taib, Director-General, Public Service Department Malaysia; Philippines led by Ms. Patricia A. Sto Tomas, Chairman, Civil Service Commission, Philippines; Singapore led by Dr. Andrew G.K. Chew, Head of Civil Service/Permanent Secretary, Public Service Division, Ministry of Finance Singapore; Thailand led by Dr. Wilars Singhawisai, Secretary General, Office of the Civil Service Commission.

4. Dr. Filino Harahap, Director of General Affairs and Head of the ASEAN Cooperation Unit, ASEAN Secretariat; Ms. Norlela Othman, Programme Officer, Asian and Pacific Development Centre (APDC); H.E. Mr. Alan Ine'e Oaisa, High Commissioner of Papua New Guinea to Malaysia; Mr. Luke K. Kulimbo, Second Secretary, Papua New Guinea High Commission in Malaysia; H.E. Mr. To Tu Ha, Deputy Minister/Vice Chairman of the Government Committee on Organisation and Personnel, Vietnam; H.E. Mr. Ngo Tat To Ambassador of Vietnam to Malaysia; and Mr. Pham Van Diem, Expert Government Committee on Organisation and Personnel, Vietnam were also in attendance.
  
5. Tan Sri Dato' Mahmud Taib, Director General of Public Service Department Malaysia was elected Chairman the Conference. The other Heads of delegation served as Chairpersons when country papers and technical papers were presented.
  
6. In his welcoming address, Tan Sri Dato' Mahmud Taib, Director General, Public Service Department Malaysia, stated that the presence of delegates from every ASEAN member country at the 7th ACCSM clearly demonstrated their commitment and support to the common cause of the Conference.

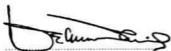
7. The Honourable Dato' Abang Abu Bakar bin Datu Bandar Abang Haji Mustapha, Minister in the Prime Minister's Department in his opening address, stated that, given the current international scenario, member countries should forge closer links and foster all-round cooperation in various fields in order to further enhance their common interests and goals, and to face the current rapid development that is taking place in ASEAN countries, especially in the field of science and technology. He emphasised that: as custodian of the people's trust and a catalyst for nation building, it is imperative for the Civil Service to be more efficient, productive, disciplined and innovative so as to ensure the success of development efforts and maintain good social order of the nation.
  
8. In line with the theme of the Conference "**Challenges for Innovation in the Civil Service**", country papers and technical papers from member countries were presented for discussion. The issues deliberated focused on innovations and creativity initiated in the ASEAN member countries to infuse change in the governance of each country to meet the challenges ahead.
  
9. Project proposals by each of the member country were also presented for discussions.



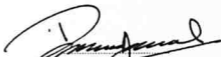
10. The Conference agreed to the continuation of on-going programmes including visits by officials and the submission of new project proposals to the ASEAN Standing Committee for funding in due course.
11. The Conference reiterated its commitment to promote regional cooperation on civil service matters with a view to improving the efficiency and effectiveness of public management.
12. The Conference emphasized strongly that it is imperative for ASEAN High Level Forums to recognise the importance of the ASEAN Conference on Civil Service Matters (ACCSM) in highlighting civil service matters and its role in formulating projects which can contribute to the development of human resources for effective and efficient public service. In view of this, the Conference fervently hopes that such ASEAN forums should support bids for funds to implement ACCSM's projects.
13. The Conference agreed that the eighth ASEAN Conference on Civil Service Matters will be held in the Philippines in 1995.
14. The delegations from Brunei Darussalam, Indonesia, the Philippines, Singapore and Thailand expressed their sincere appreciation to the Government and people of Malaysia and the Organizing Committee, for

hosting the Seventh ASEAN Conference on Civil Service Matters and for the warm hospitality accorded to them.

15. The Conference was held in the traditional spirit of ASEAN solidarity and cooperation.



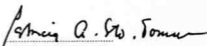
Tan Sri Dato' Mahmud b. Taib  
Malaysia



Dato Paduka Daniah  
Haji Hanaifah  
Brunei Darussalam




Haji Soenarko  
Indonesia



Patricia A. Sto Tomas  
Philippines



Dr. Andrew G.K. Chew  
Singapore



Dr. Wilars Singhawisai  
Thailand

**CLOSING ADDRESS BY HIS EXCELLENCY  
THE CHIEF SECRETARY TO THE  
GOVERNMENT OF MALAYSIA**

## THE CHALLENGES FOR INNOVATION IN THE CIVIL SERVICE

(Address at the Closing Ceremony of the Seventh ASEAN Conference on Civil Service Matters at the Awana Golf and Country Club, Genting Highlands on 8 October 1993)

It is indeed a great honour and privilege for me to be invited to officially close this Seventh ASEAN Conference on Civil Service Matters today. I would like to take this opportunity to express my sincere thanks to all distinguished delegates, guests and observers for setting aside your precious time to deliberate on issues related to **The Challenges for Innovation in the Civil Service** which is the theme of this conference. I am positive that during the last 5 days, you have had indepth and extensive deliberations on innovations in the Civil Service, and that all the papers presented at this conference have provided the spring board for the extremely useful and fruitful discussions and that new ideas have been generated.

There are at least two challenges that the Civil Services in all ASEAN countries have to address in the decades ahead. To my mind, the **two** most important challenges are firstly, the development of an administrative system that is mission-oriented and has the inherent ability to focus on effective delivery of quality services and products, and secondly, the development of an institutional capacity to promote and sustain a climate of innovation and creativity.

In order to be mission-oriented, it is imperative that the Civil Service clearly establishes the goals for the performance of the role expected of it. These goals must of necessity be premised on the needs of our clientele. If the *raison d'être* of the Civil Service is the delivery of services to its clientele, then satisfying the multifarious customers' needs and conforming to their requirements would ultimately determine its effectiveness.

Consequently, the Civil Service must become more customer-oriented. To be customer-oriented, we must first of all have a clear measurable picture of how our customers perceive quality. The service we provide would be deemed to be of quality, only when it exceeds or meets the value-expectations of our customers. The Civil Service must recognise that we operate in an era where the customer is paramount, and we cannot afford to ignore this or think otherwise.

As such, the Civil Service must develop a mindset, which must be characterised by the internalisation of values like timeliness, concern for costs, meeting targets, innovativeness and most certainly, responsiveness to the clients we serve.

The concept of quality management is creating a quiet evolution in the Malaysian Civil Service. The Civil Service in Malaysia, and I am sure in your

own environment as well, is operating in a dynamic and growth environment. Civil servants are thus under constant pressure to deliver more services with the prudent use of resources. Civil servants are now asked to analyse and improve their own work processes so as to increase quality, enhance productivity and to reduce costs. We are trying to discover what is commonly called "working smarter" in order to gain a competitive advantage in the global market place. The civil service should continuously improve the quality of goods and services and meticulously and constantly improve the workplace productivity. Traditionally, we have viewed productivity as a function of labour cost, capital and resource utilization, and technology. Advocates of total quality management (TQM) believe that at its base, improved quality increases productivity, and reduces waste in producing, marketing, and supplying products or services. Government departments and statutory bodies in Malaysia are adopting the TQM approach, which we have discovered to be a simple but revolutionary way of performing work. We are operationalizing the concept, against the background of the following definition of TQM, namely: total, which implies applying the search for quality to every aspect of work, from identifying customer needs to aggressively evaluating whether the customer is satisfied, quality which means meeting and exceeding customer expectations, and management which means developing and maintaining the organizational capacity to constantly improve quality. We are inculcating the belief that a passion for quality must be the cornerstone of the new Civil Service management philosophy. The Civil Service of Malaysia has identified the unproductive practices. If we can

reduce and eventually eliminate these practices, the unsatisfactory one, and other mistakes, then we can eliminate waste and reduce costs. So we introduce the lessons of quality management in the Civil Service through such measures as the manual of office procedure, the desk file, the Q.C.C., proper management of meetings and government committees, the use of work action form, the micro accounting system, the clients' charter and others.

Some heads of departments may argue that what counts in the end is the meeting the productive targets of their departments as they are directed. In my views, it is relatively easy to set a numerical productive target, say how many acres of land are to be opened, and developed, or how many licences or permits are to be issued etc. All the management needs to do is to pick a number higher than the year's total and "go for it". The tough minded manager holds the staff's "feet to the fire" and simply demands performance. Of course, performance can be measured with surrogate measures of productive or performance indicators. On the other hand, TQM requires a more profound and substantial understanding of performance than this. The management must get real information in great detail about all aspects of production. For example, if we are looking at the permit of licensing process, we do not stop with a count of the number of licences or permits issued, or even with the average time to issue a permit or a licence. Under TQM, we develop a flow chart and measure performance variation at each step. The aim is to develop standard operating procedures for each element in the production

process that reduces variation and errors made at each step

Obviously, for this TQM approach to be successful, heads of departments must facilitate an almost ruthless analysis of the current levels of performance of their respective departments. They must constantly ask and train their staff to ask: what is really happening here? This requires an extreme degree of honesty in appraising performance. This is critical because you cannot rely on improvement as a way of increasing productivity if you do not know how the process occurs. Once work analysis is integrated into an organization's culture, it is possible to focus an improvement, but first the heads of departments and their staff must learn to define success. What type of changed performance constitutes an improvement? In this context, the government will be issuing the "Guidelines For Establishing Performance Indicators in Government Agencies" on the occasion of the presentation of quality awards tonight in Kuala Lumpur.

I am of the view that the adoption of the TQM concept is a prerequisite for establishing the "innovative culture" in the Civil Service. This is because TQM represents the advent of participative management. It is different from what we normally call the "bureaucratic culture," which emphasise structure and process, or the "supportive culture" that befriends the staff. The TQM will bring about "the innovative culture" which will help to create a creative, results-oriented challenging work environment. In an innovative culture, performance is measured, and



feedback is important. As innovative culture must necessarily be participative, both real and mainstream. The staff members will accept change if they are involved in the decision making process where the change is created. This involvement enables the staff members to increase their awareness of the problem, their understanding of the new procedure, and their commitment to its successful implementation. It is a fact that groups are significantly more creative in problem solving than individuals working alone.

Cognisant of this, the Malaysian Civil Service in 1991 introduced through a Development Administration Circular, the Innovation Awards. The underlying philosophy is to create and sustain a climate of innovation and creativity, that would unleash the potential of our civil servants. Since the inception of this programme, we have been pleasantly surprised by the encouraging response from our civil servants. We have been inundated with literally a thousand innovative ideas for improvement, in the areas of technology, work environment, systems and procedures, to name a few. Whilst reward and recognition is a basic motivation, I believe people have come forth so willingly because we have provided them the opportunity to realise their own potential. In my opinion, the psychic rewards far outweigh the monetary.

An avalanche of stories in the past decade picked from the Auditor General's report, proceedings to the Public Accounts Committee of Parliament and

other stories in the mass media has made the civil service of Malaysia very responsive to the demands for innovation in the delivery of quality services. Some tales are indeed examples of waste, expensive overheads etc. To a certain extent, these stories undercut the image of some departments and statutory bodies. So we introduce a series of innovative measures - the use of new Forms in the Management of Capital Assets, Inventories and Office Supplies, Guidelines for Development Project Planning and Preparation, Manual on Micro Accounting System, and Guidelines on Integrated Scheduling System.

Efforts to improve civil service performance are inseparable from improving public perceptions of Government Departments, Statutory Bodies and Local Authorities. Many of the steps to improve the Civil Service require energy, resources and trust. All will be in short supply if the public and civil servants begin with cynicism. Securing the public trust requires a consistent, honest and open communication from government officials. It requires government officials to anticipate the way decisions or actions might be viewed and to explain them fully. It requires admitting senior private sector officials into a working partnership with government departments. So we establish the Malaysia Incorporated Committee, we have departmental open days during quality week; the private sector is permitted to judge the performance, the innovations and reforms undertaken by the government departments, and prizes are awarded by them, and a host of other measures which we have undertaken in order to institutionalize the culture of

innovation and reform in the Civil Service. The annual reports of the Public Complaints Bureau are circulated to members of the public. The daily newspaper "THE STAR" carries an advertisement on page one entitled "Any complaints against Government Departments?"

We are beginning to perceive a change in the culture of work of the Civil Service. Such a change must always begin with leadership by top officials. Much of the tangle which can impede departmental efficiency can only be removed if the top leadership of the Civil Service are themselves innovative or entrepreneurial in nature. There are still a few government departments which are encrusted with rules and procedures from an earlier time that are poorly matched to today's problems. Sometimes, we find ourselves choked on our own rules and procedures. Improved government management will require the development of new tools better suited to today's problems. It is only through innovations that we can discover these new tools.

Developing a supportive organizational culture and incentive system is a prerequisite to get innovations or improvements. It is important to provide a reward even if the pay off will occur months or years later. You may have seen that out of the 18 development administration circulars that we have issued, the Development Administration Circular No. 3 of 1991 entitled "Public Service Innovation Awards" was among the earliest to be issued. We recognize that

providing material rewards to top performers and successful work teams is sometimes difficult in government departments. However, we have deployed a variety of resources, as incentives, such as public recognition and simple expressions of gratitude.

Every practical experience is a valuable source of information for other practitioners. We appreciate your papers and views presented at this conference. Even failed efforts contain very important lessons. In the absence of any formal central repository of information on Civil Service matters in ASEAN, the kind of networking through a conference of this nature creates a corpus of knowledge for everyone of us to use. With these words, I have the noble duty to officially close this Seventh ASEAN Conference on Civil Service Matters.

## **PART III**

# **DECISION OF THE ASEAN STANDING COMMITTEE**

**REPORT OF THE FIRST MEETING  
OF THE 27TH ASEAN STANDING COMMITTEE,  
BANGKOK, 1 - 3 NOVEMBER 1993**

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1. The First Meeting of the 27th ASEAN Standing Committee was held in Bangkok on 1 - 3 November 1993. The Meeting was chaired by Squadron Leader Prasong Soonsiri, Minister of Foreign Affairs of Thailand.
2. The Meeting was attended by the Director - General of ASEAN-Brunei Darussalam, ASEAN-Indonesia, ASEAN-Malaysia, ASEAN-Philippines, ASEAN-Singapore, ASEAN-Thailand and their respective delegations. Members of the ASEAN Secretariat staff were also in attendance. The list of delegates appears as ANNEX 1.
3. The full text of H. E. Squadron Leader Prasong Soonsiri's speech appears as ANNEX 2.

**AGENDA ITEM 1 : ADOPTION OF THE AGENDA**

4. The Meeting adopted the agenda which appears as ANNEX 3.

**AGENDA ITEM 2 : BUSINESS ARRANGEMENTS**

5. The Meeting was held in Plenary and agreed to set up a Working Group.

7.5. : Report of the 7th ASEAN Conference on Civil Service

Matters, Kuala Lumpur, 4 - 8 October 1993

49. The Meeting adopted the Report of the 7th ASEAN Conference on Civil Service Matters, held in Kuala Lumpur from 4 - 8 October 1993, which appears as ANNEX 24 and reaffirmed that the Conference be given as much attention as other ASEAN Committees. The Meeting commended the Conference for adopting a self-reliant funding scheme to proceed with approved projects and agreed that such initiatives should be further encouraged.

50. The Meeting recommended that the ASEAN Secretariat be invited to all ASEAN Meetings and Conferences not as an Observer but to perform its functions as stipulated in the Protocol Amending the Agreement on the Establishment of the ASEAN Secretariat. The Secretariat should also coordinate liaison between the Conference and the ASC.

51. The Meeting endorsed five projects agreed by the Seventh Conference and remaining projects approved by the Sixth Conference for implementation during the 1993 - 1995 and agreed that the Secretariat assist in sourcing of required funding support for certain projects from UNDP through ASP - 5 and other sources.

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