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## **CASE STUDIES**

### **GHANA**

# **THE ROLE OF THE MDI IN CAPACITY-BUILDING AND REFORMS IN GHANA**

## **INTRODUCTION**

Inherent in the concept of organisation is its capacity to maintain a viable technology to enable it to respond to change in the task environment (Thompson 1967). This is without regard to the discipline from whose perspective the concept is viewed, whether sociology, economics, political science or other. This view holds valid in developed as in developing contexts. In Africa, where many aspects of the modern organisation as a system remain inadequately researched, what studies exist have also upheld that perception. Similarly, in a continent endowed with a complex network of cultural values and norms, there is some agreement that successful development and reform there depend on measures rooted in the peculiar cultural and organisational environment (Jones, Blunt and Sharma 1996). Failure to give due weight to the cultural dimension has resulted in many failed attempts at economic and social transformation.

The principal institutions established in the early stages of national independence to build capacity for managing the peculiar needs for development were management development institutions (MDIs). These institutions with a mission for management excellence were not only expected to engineer their own survival in a turbulent world, they were also expected to help build the capacity to adapt the post-colonial administration to local needs and to anticipate changes. In addition, they were expected to provide evolving management know-how to overcome the environmental impediments that bedevilled the attainment of development objectives. There is widespread interest among scholars and donors in how well MDIs in Africa are meeting their performance expectations in specified areas and how well those in Ghana can be assessed to have the capacity to achieve the objectives set for them.

In this paper a determination of how well the MDIs are striving to meet their *raison d'être* requires that we review their terms of reference vis à vis some of the criticisms recorded from the stakeholders of those institutions. In addition, it requires an examination of the factors in the environment which influence the output capabilities of the MDIs including training policies, their focus, strengths and weaknesses; a review of the effects of training top-level managers, especially those at the permanent secretary or Chief Director level; on the performance of the Civil Service; evidence of the existence of and impact of morale among civil servants, as well as the problems of funding and utilisation of the outputs of MDIs. Finally, the particular role of an MDI in the reform process is also discussed as an indication of the extent of its utilisation by policy-makers. The paper is presented in the form indicated in order to establish clearly the impact of certain aspects of MDIs' role on national development.

## THE RAISON D'ETRE OF MDIS

The post-independence period of the 1960s was characterised by the need to build institutions to create capacity for national development. The establishment of Institutes of Public Administration (IPA) in Africa and elsewhere was meant to meet one such important need. They were either attached to universities or ministries or created as autonomous institutions under the office of the Head of State. They were expected, due to the exigencies of the period, primarily to develop capacity for self-government. This they did by producing persons with administrative and professional competence to plan and administer national, regional and local services and to develop knowledge, research and consultancy assistance facilities essential to those purposes (Stone 1969).

The institutes of public administration or management development schools and centres were expected to provide appropriate institutional base for teaching management and helping to improve it in practice. They are perceived as "bodies able to generalise experience, develop new theory, transmit generalised experience to both would-be and practising managers and help increase the learning and problem solving capacity of organisations" (Kubr et al, 1982 p 11). These are important social functions which management institutions were expected to perform. Other methods for improving managerial performance on the job, such as coaching, job rotation, self-development, study leave, secondment are also employed.

Indeed, management development institutions have evolved quite comprehensive mandates over the years with country-specific variations. For example, in Ghana, the Ghana Institute of Management and Public Administration (GIMPA) has, in addition to the general objects common to other MDIs, the new mandate to offer masters and doctorate degrees in collaboration with the University of Ghana. Additionally, the MDI is expected to offer education and training programmes for management personnel; provide management consultancy services, encourage or sponsor the publication of the results of studies or research into management and administration; award diplomas, certificates and degrees; and collaborate with local and international organisations whose objects are similar to those of the Institute. (GIMPA Law, PNDCL 318, 1993).

From the objects of the MDIs, three main activities have become established as their traditional functions, namely:

- Management training – formal, regular courses with post-experience orientation, and special, tailor made/in-plant courses.
- Management research – contract and individual research on management related topics.

- Management consultancy – various clients and functional areas. Formal and informal consultancy commitments.

The basic outcomes expected from MDIs' activities for the economy include:

- greater managerial efficiency and effectiveness, increased productivity and profits for all organisations;
- greater understanding and co-operation between public and private sector agencies with regard to their roles in managing for national development;
- greater capacity for change management, involving values, attitudes and needs of society during reforms; and
- ultimately increased economic development (higher productivity and standard of living) for nationals of the country is expected through improved management practices.

#### A CRITIQUE OF GHANA'S MDIS

GIMPA's mandate PNDCL 318, (1993) has been outlined above. GIMPA, by that mandate, has traditionally undertaken management training, research and consultancy for the public services, state enterprises or parastatals and private sector organisations. The services rendered are expected to meet the requirements of the clients and to contribute to overall improvements in management practice and national development. The main stakeholders' perceptions are in that direction.

For example, the Chairman of Ghana's State Enterprises Commission (SEC), William Ada, (1989) observed that "it would be presumptuous and naive to overlook the achievements of the management development institutions in Ghana. They "have no doubt established themselves and are striving to accomplish their objectives through training courses, research and consultancy, workshops, seminars, conferences". He argues that the diversity of the enterprises patronising those courses suggest the need to develop a prototype curriculum catering to the commonalities of the manager's function in all types of enterprises but retaining a flexibility that will make the learning experience directly relevant to the participants. The main criticism by Ada was that "the programmes are usually not suited to the specific needs of the state-owned enterprises (SOEs), particularly those which are profit-oriented". He therefore suggested that MDIs should develop special courses to suit the needs of SOEs.

In a similar submission the Head of the Ghana Civil Service, Emmanuel Sai (1989) suggested that MDIs must keep pace with changes in national economic development policies to define their mandates. They should aim at being proactive rather than reactive; they should break new ground and even lead the way in policy changes

affecting them (and the nation). MDIs are perceived to have an "inalienable role to play in the improvement of management capacity. They should endeavour to share a common role perception, (with policy-makers) and be concerned with building up a respectable stature and a fair measure of autonomy". There should be "consistency, cohesion and correlation between the policies and programmes of the MDIs and the macro-policies and programmes of government to ensure responsiveness of the MDIs to governments' expectations". The foregoing recommendations by the Head of Ghana's Civil Service could also be interpreted as criticisms indicating the gap between the present status of the MDIs and what they should do to increase their utility for capacity-building for the government and other clients.

Indeed, the criticisms and suggestions made by the Heads of the Civil Service and the State Enterprises sector could be generalised to include those from private sector clients of the Institutes as well. They all suggest the need for planning and offering user-specific training and services that could effectively enhance their contributions to national development.

#### **HUMAN CAPACITY BUILDING POLICIES**

The work of MDIs is influenced by a number of factors an important one of which is the prevailing macro and other training policies in the task environment. External training policies affect the size of the demand for MDI inputs, their funding availability and utilisation of their outputs. Data on the macro-training policies in Ghana exist in well-documented sources. The Constitution of the Republic of Ghana (1992) outlines basic human resource development policies under sections on "Fundamental Human Rights and Freedoms", (Chap 5) as well as under the "Directive Principles of State Policy" (Chap 6). Without exception, all major development policies and plans of the country, from the first major plan, the "Seven-Year Plan" (1964) to the current "Ghana Vision 2020. The First Medium-Term Development Plan", 1997–2000 (1997) stresses the need for continuous training and retraining of workers at all levels (p.31). The "Draft National Employment Policy of the Government of Ghana" (1996) argues that it is the responsibility of both private and public sectors of the economy to undertake training and human resource development in the economy (p 76). There are fourteen (14) public services in Ghana with the Civil Service as the largest. Each service has a training policy which is affected by the existing national level policies, and which influences the level of fulfilment of the mandates of the MDIs.

The Civil Service Training Policy (1995) has the main purpose of developing the potential of civil servants to enable them perform to higher quality and performance standards. There are three main aims of the training policy:

- (i) improving the knowledge, skills and attitudes to enable staff perform current jobs effectively;

- (ii) preparing staff to meet future manpower needs of the Service, and
- (iii) educating officers to create a congenial environment for private sector led economic growth.

In the field of human resource planning and utilisation, a clear training policy statement has several advantages. First, it points to the prevailing national development priorities such as "private sector led economic growth". This emphasis on private sector-led growth is a recognition of the sector as the "engine of growth" for Ghana's development based on the Vision 2020 Plan. Secondly, it provides a clear mandate to plan and implement training policies deemed important in attaining national development or organisational objectives. Thirdly, the policy provides the justification for budgetary allocations to be made to training. Fourthly, it provides a commitment to plan training into career development plans and ensures utilisation, in the right positions, of the outputs from the training institutions or from on-the-job training activities. Without a published training policy there is a lack of focus and a tendency to ignore or not to sustain training interventions, planning or budgeting the implementation of training plans.

In practice, training policy statements, once formalised, can be quickly forgotten or ignored, like the many forgotten Committee reports found hibernating in cabinets in civil service offices. In Ghana, the formulation of the 1995 Civil Service Training Policy has not been matched by observable ministerial commitment to training. The training vote, once agreed, is subjected to the same unpredictable budgetary cuts, mid-stream, as in other areas, thereby rendering any planned training programme impossible to sustain. Even well-recognised career development training programmes in the Civil Service stand the risk of being sacrificed on the altar of budgetary inadequacies. This obviously has serious implications for the future capacity of the Civil Service to function fully and effectively. The Directorate of the Training and Manpower Development Division of the Office of the Head of Civil Service confirms that it encounters problems securing the timely or adequate release of the training allocations for the entire Civil Service.

Even before the Civil Service Training Policy (1995) was formalised, most civil servants knew of the existence of career progression courses and examinations required for promotion to higher levels. The Secretarial class, the Accounting class, the Executive class, the Administrative Officer class, and others, all had prescribed courses and examinations for their promotion. In this regard, it was generally assumed that by the time one climbed the ladder all the way to Permanent Secretary/Chief Director, several relevant courses would have been attended. The publication of the Training Policy in 1995 has emphasised that practice or perception. But, as indicated above, the policy statement of 1995 was expected to have made much more visible impact than what is apparent now. In effect the Civil Service Training Policy of 1995 has not improved much on the conditions prevailing before its promulgation.



## **FUNDING AND DONOR SUPPORT**

The main aim of national human capacity building policy is articulated in The Ghana Vision 2020. The First Medium-Term Plan 1997–2000 (1997) is to progressively increase national self-reliance through the development and improvement of skills, aptitudes and accountability systems (p 56). The Civil Service Training Policy (1995) statement closely identifies with this national policy by its concern to develop the potentials of all civil servants to enable them perform to higher quality and performance standards both in their present and future jobs. It is anticipated that by the end of the Medium-Term Plan period in the year 2000, some clear results would have been obtained from those policies. But it is clear that that expectation can only materialise when and if the present funding and other training policy implementational problems are resolved.

Local funding of training by government and other employers has been supplemented by donor support in the form of direct funding of training in various public sector organisations or capacity building for training institutions like GIMPA or the Management Development and Productivity Institute (MDPI) to produce the multiplier effect on national training outcomes. For example, the last two reforms, the Civil Service Reform Programme (CSRP, 1987–1993) and the Civil Service Performance Improvement Programme (CSPIP, 1995–2000) have had considerable donor support. The CSRP was supported by the World Bank and much training support by the Overseas Development Administration (ODA) in both local and overseas institutions. Other donors like the Commonwealth Secretariat, the European Union and other bilateral agencies made relevant contributions. In a Progress Monitoring Report by Glentworth, (1990) on the CSRP it was asserted that "five Departmental Management Services Units had staff training overseas and staff of recipient ministries also received considerable overseas training". An example of the request for training support from one organisation, was the Controller and Accountant-General's Department for fourteen of whose officers were to be trained each year: twelve in overseas training institutions and two senior managers in a local institution, GIMPA over a period of five years (See Appendix 1, Glentworth, 1990). The current Civil Service Performance Improvement Programme depends on the Department for International Development (DFID), formerly ODA, for much of the funding for overseas and some local training.

## **TRAINING OF PERMANENT SECRETARY-LEVEL STAFF**

Local, top-level management development and training for Chief Directors and Directors, Ghana's equivalents of senior and ordinary level of permanent secretaries elsewhere, are offered by the Ghana Institute of Management and Public Administration (GIMPA).

Two main courses are available to those levels in Civil Service Management, the Chief Executive Programme (CEP) and the Senior Management Development Course (SMDC). Table 1 below shows the total number of attendance on those courses covering the period 1988–1997.

It is estimated that the average yearly rate of attendance by the top Civil Service Managers on these two courses is 19 per cent. The predominant group trained on those courses is from the parastatal or state enterprises sector. Private sector participation is the lowest over the period at about seven per cent.

The Table shows that the top administrative levels of the headquarters of the Ghana Civil Service are not adequately manned. The vacancy position with respect to the top management positions of Chief Director and Director is 32 per cent. At the middle, Deputy Director and Assistant Director I levels, there is a very high vacancy rate of 94 per cent. At the bottom, Assistant Directors IIA and B levels, there is a vacancy rate of 79 per cent. The total vacancy position of the core administrative/managerial class is over 70 per cent. This fact dispels the often-held view that Civil Services in Africa are bloated. The reality is that the Services are undermanned at the critical levels at the top and bloated at the lower, junior official levels.

Furthermore, if account is taken of the current manning levels at the three topmost grade levels in the Administrative Class of about 90 and the rate of training of 9 participants on the top level GIMPA courses per year, it would take each official about 10 years before receiving another training in a local institution. It is obvious from this fact alone that top civil servants receive inadequate training. That could also explain the low productivity levels in the Ghana Civil Service which the ongoing Civil Service Performance Improvement Programme (CSPIP) is trying to resolve. The situation may have improved somewhat in recent years, but between 1975 and 1982 it was recorded that total factor productivity of the economy declined at an average annual rate of 4.5 per cent per annum (Leith, 1996).

By comparison the Lesotho Public Service in December 1996 had a staffing and vacancy position typical of African public services. The grades with the highest vacancy rates were at the top-level managerial and professional grades of 36 per cent.

**Table 1**  
**Participation in Training Courses at GIMPA**  
**Chief Executive and Senior Management Courses 1988-1997**

	1988	1989	1990	1991	1992	1993	1994	1995	1996	1997	Total
Chief Executive	13	17	14	17	20	14	-	11	13	9	128
Senior Management Development	28	28	23	39	39	35	28	30	36	19	305
Total (Year)	41	45	37	56	59	49	28	41	49	28	433
Top Civil Servants	9	9	9	9	9	9	9	9	9	9	

*Source: Various sources HRD Division - GIMPA*

Table 2

Ghana Civil Service – Administrative/Managerial Grades  
Establishment and Vacancy Situation – 1997  
Ministry Headquarters

MINISTRY	CHIEF DIR.	DIR.	DEP. DIR	ASST. DIR I	ASST. DIR 2A	ASST. DIR 2B	TOTAL	VACANCIES
ESTABLISHMENT	1	4	4	8	8	8	33	
1. Head of Civil Service	2	8	1	-	-	-	11	22
2. Education	1	2	-	-	1	4	8	25
3. Health	-	3	-	-	-	3	6	27
4. Food and Agriculture	1	2	-	-	-	2	5	28
5. Works and Housing	-	4	-	-	1	3	8	25
6. Youth and Sports	1	3	-	-	1	4	9	24
7. Roads and Transport	1	2	-	-	1	2	6	27
8. Lands and Forestry	-	2	1	-	1	2	6	27
9. Employment/Social Welfare	-	4	-	-	2	1	7	26
10. Environment, Science and Technology	1	4	-	1	1	3	10	23
11. Interior	-	3	-	-	1	3	7	26
12. Tourism	1	4	-	1	-	3	9	24
13. Trade and Industry	1 Ag	1	-	-	1	3	6	27

MINISTRY	CHIEF DIR.	DIR.	DEP. DIR	ASST. DIR I	ASST. DIR 2A	ASST. DIR 2B	TOTAL	VACAN- CIES
14. Local Gov't & Rural Dev.	1	3	-	-	-	6	10	23
15. Mines and Energy	-	1	-	-	-	1	2	31
16. Foreign Affairs	1	6	3	1	1	8	15	18
17. Finance	1	5	4	1	5	4	20	13
18. Defence	-	1	-	-	-	3	4	29
19. Justice	1	1	1	-	-	1	4	29
20. Communications	-	2	1	-	1	4	8	25
21. Parliamentary Affairs	-	-	-	-	-	-	-	33
Total	13	61	11	4	17	55	161	532

Source: Office of the Head of Civil Service Data. "Distribution of Administrative Class Officers in Ministry Headquarters" 1997. Also from Evaluation Panel data Report on Performance Agreement for Chief Directors, 1998, p 68.

Only seven per cent of the total employment are at professional and managerial levels (see Table 3 below).

**Table 3**

**Lesotho Public Service Employment and Vacancy Position, December 1996**

	OCCUPANCY	VACANCY	%
Professional and managerial	1,061	606	36
Executive	2,685	722	21
Clerical	11,321	2,121	16

*Source: Ministry of Public Service, Government of Lesotho, computer print-out, May 1997*

Similar to the position in the Ghana and Lesotho Civil Services the Cameroon Civil Service portrays manning levels totalling 20 per cent for the Executive and Professional levels and the middle and lower levels accounting for over 70 per cent of total employment (UNDESD, 1992, p 87).

**IMPORTANCE OF MANAGEMENT TRAINING**

Training is recognised generally as one of the major solutions to the human resource capacity deficiency problem. But this positive correlation between training and improved performance happens when three logical steps have been observed: (i) if training needs were carefully analysed; (ii) if training interventions were carefully planned and implemented; and (iii) if the results of training were evaluated back on the job to determine relevant impact. In spite of the fact that many management development institutes strive to observe these logical steps in training, results on the job have not generally been positive. The experience of Jones (1990) seems to be that in African organisations there is "an extraordinarily powerful belief in the ability of training to solve organisational problems". This leads to "the expenditure of vast sums on inappropriate and often unnecessary training". Morris (1977) similarly observes that "the assumption that managerial effectiveness is primarily a result of adequate training is not only unquestioned, it is unquestionable" (p 75).

The reasons for this faith in training and education may not be entirely unfounded. Human capital theorists, in particular Psacharopoulos (1984), indicates that in Africa investment in education and training explains nearly twice the proportion of economic growth than it does in more affluent Europe and North America. The

explanation is that human capital is much scarcer in the poorer countries and as such the macro-rate of return on investments in education is expected to be larger. In that regard, African countries could expect more from training and education provided that the training is planned and appropriate for the job and is sustained for continuous employee career development.

Training of management level staff, and in particular, top and senior civil servants is viewed with the expectation that it would have a positive impact in Ghana. The approved career development courses for staff in the administrative class hierarchy are offered by the Ghana Institute of Management and Public Administration (GIMPA). The nomenclature for the Administrative Class who have been beneficiaries of those courses has been changed since 1993 (see Table 4).

**Table 4**

**Ghana Civil Service – Administrative Class Hierarchy**

1957–1993	1993–Present
1. Senior Principal Secretary	Chief Director
2. Principal/Permanent Secretary	Director
3. Principal Assistant Secretary (Glass I)	Deputy Director
4. Senior Assistant Secretary (Class II)	Assistant Director I
5. Assistant Secretary (Class III)	Assistant Director IIA
6. Assistant Secretary (Class IV)	Assistant Director IIB

The career development plan for senior civil servants requires that by Deputy Director-level incumbents would have completed the GIMPA Certificate in Public Administration Course, the Diploma in Public Administration Course and any or a combination of functional courses in Personnel Management; Budgeting and Financial Management; Project Planning and Management Course; Production Management; and other courses.

From the Deputy Director-level upwards to Director and Chief Director-levels the two courses offered for career development and effective performance, the Senior Management Development Course and the Chief Executive Programme cover the following subjects:

- Strategic Planning and Management
- Management of Information
- Negotiation Skills
- Communication Skills

- Total Quality Management
- Policy Formulation and Analysis
- Team Building Skills.

Subject areas not presented are:

- Examination of Corruption
- Reduction in Mismanagement.

In addition to the subjects offered in the Senior Management Development and the Chief Executive Programmes above, the two GIMPA courses cover the following relevant management areas as well:

- Quantitative Management
- Human Resource Development
- Business Policy Exercises
- Computer Applications for Managers
- Legal Aspects of Business
- Time Management.

Other short presentations on relevant topics by practitioners in the field are also arranged according to the needs of the participants.

#### **EVIDENCE OF TRAINING IMPACT**

The question has been asked whether training of managers in the areas indicated has been effective in solving reform implementational problems of Ghana, using the Economic Recovery and Structural Adjustment periods 1983 to 1995 as a test. The response to this crucial question can be approached from three angles:

(i) evidence of the impact on reforms of the human capital dimension; (ii) evidence from the job based on performance evaluation/assessment; (iii) evidence from GIMPA's Post Course Evaluation of the Chief Executive Programme.

- (i) In a study, *Ghana Structural Adjustment Experience*, Clark Leith (1996) points out that factors that cannot fully account for the failure of reforms to restore Ghana's economy to its full potential include the stock of human capital, the terms of international trade and pattern of saving and investment (p.29). After an intensive review of data on enrolments in schools, the number of teachers and the student teacher ratios which declined in the early years of reforms, the labour force emigration to and their reversed expulsion from Nigeria in 1983, Leith (1986) came to the conclusion that "the human capital dimension does not provide an explanation of the failure of actual output to reach their calculation of potential output in the post reform period (p.31). Like Leith, writers on



Ghana's recent macro-economic reforms have generally not factored in the human capital or the management capacity dimension to determine their measurable impact on the nation's economic performance. But whatever the level of economic performance that may have been achieved human capital theorists would assume a considerable proportion of it to be due to the quality of the available human or management inputs.

- (ii) It has not been possible to obtain yearly performance evaluation data on top civil servants to determine the extent to which their performance levels have been periodically assessed on the job or how performance has been affected by their participation in the senior and top level management courses at GIMPA. Data on yearly performance appraisal were not available from the Office of the Head of Civil Service or from the Public Services Commission. There is, however, a report prepared by an Evaluation Panel, on the "Performance Agreement of Chief Directors" (1998). Chief Directors, as Ghana's equivalent of Senior Permanent Secretaries (in other African countries) signed Performance Contracts in 1996, holding them responsible for a set of ten performance deliverables to their ministers/ministries. The Performance Contracts were evaluated by a panel of consultants in March 1998. All of them – thirteen Chief Directors – were assessed to have met the demands of their contracts, at varying levels of achievement. One relevant characteristic of 92 per cent of the Chief Directors was that they had, to their credit, post-graduate qualifications, and had attended a number of management courses, including the GIMPA Senior Management Development (SMD) and Chief Executive Programme (CEP) courses. They had all attended conferences and workshops, both locally and overseas, in their areas of sectoral jurisdiction. This could indicate that the senior and top-level management courses they attended, such as those offered at GIMPA, may have been beneficial in their selection as Chief Directors and in meeting the deliverables stipulated in their contract.
- (iii) GIMPA routinely prepares periodic post-course evaluation reports on its regular courses. An Evaluation of the Chief Executive Programme (1995), was conducted by the Institute's Management Research Division, covering six previous Chief Executive Programmes from 1988 to 1993. The evaluation involved 99 past-participants on the course. As indicated earlier, the attendance rate of top civil servants on GIMPA's top-level courses is about 19 per cent (see Table 1).

A fairly high response rate of 74.3 per cent was achieved from mailed questionnaires. A total of ten former participants had retired and another twenty-one had left their original place of employment. Only three or 11.5% had changed status from acting to substantive positions, and 88.5% had no change in their positions because they were already in the top management position as at the time of their participation on the course.

The Chief Executives contacted during the Evaluation exercise indicated that the GIMPA Chief Executive Programme helped them to do a better job. Fifty-eight per cent confirmed some of their ideas, 69% presented them with new ideas and approaches pertinent to their work, 92% acquainted them with problems and solutions from other organisations, and 65% and gave them a good chance to look objectively at themselves and their jobs. The findings from the evaluation suggest clearly that participants benefited from their training, either in the form of better job performance or personal professional efficacy. There is the added dimension that the impact of training takes time to register on-the-job by which time the direct benefits may not be easy to isolate from other causes.

The point is worth noting from Table 2 that approximately 70 per cent, representing the four top grades out of five in the administrative/managerial class, that is from Assistant Director 2A up to Chief Director grades, have been trained on at least one GIMPA course. Whatever successes the nation's senior to top-level administrators have achieved can be partly attributed to their career training at GIMPA.

#### **MORALE AND LOYALTY**

Reports on African Civil Service organisations portray widespread incidence of poor morale and low job satisfaction (UNDESD, 1992). The United Nations report on *Size and Cost of the Civil Service: Reform Programmes in Africa* (1992) did not give reasons for low morale, in the case of the Ghana Civil Service, to be due to redundancy, retrenchment or downsizing. Considerable reductions of the Civil Service and the non-teaching members of the Ghana Education Service (GES) were recorded as follows 12,100 in 1987, 12,100 in 1988, 12,849 in 1989 and 7,789 in 1990. (p. 37). In spite of these retrenchments the commonly cited causes of Civil Service ineffectiveness were, in decreasing order of importance: poor morale; poor pay; low benefits and lack of incentives; absenteeism; ineffective promotion and career development policies and procedures (p 95). From the foregoing assessment, the main causes of poor morale are shown to be poor pay, benefits and incentives. In a report by the African Governors of the World Bank presented to the President of the Bank in 1996 they asserted:

"Civil Service remuneration (in Africa) is extremely low, and employment benefits (such as pension schemes, health facilities and loan schemes) which used to make the civil service attractive, are no longer attainable in many countries. This has led to "institutionalised corruption", laxity and general lack of discipline in the civil service". (p 6).

The World Bank's Dunstan M. Wai (1995) also summarises:

"It is no secret that inadequate salaries direct public officials into unprofessional forms of behaviour ... There must also be incentives to perform their jobs effectively and honestly". (p 25).

The evidence provided in support of this view by Numberg and Nellis (1989) is that in 1983, real wage rates for highly skilled members of the Civil Service were 11 per cent of what they were in the mid-1970s in Ghana; 5 per cent in Uganda; 30 per cent in Nigeria, and 45 per cent in Zambia. Another review found that government wage bills divided by the number of employees tended to show sharp reductions up to 40 per cent in the 1980s, (Berg 1993, p 204). Another recent study by Ul Haque and Sahay (1995) confirmed the plummeting salary levels in African countries. That view is further corroborated by Lindauer (1994) and Klitgaard (1991). The result of this situation, which has implications for many donor funded "capacity-building projects, is that as soon as public servants are trained to higher skill levels they depart to the private sector (Klitgaard 1997, p 494) or what is worse, they migrate to other developed countries as brain drain. (Wereko, 1997, p 51).

#### **FUNDING AND UTILISATION OF MDI SERVICES**

The view has been expressed that Africa governments under-fund, under-rate, under-utilise and under-staff MDIs. This section reviews that assertion from the perspective of an MDI in Ghana to confirm or disprove any or all of the claims. Most African MDIs were established in the 1960s, soon after independence, when the coffers of the newly-independent nations were full, some with large reserves, when assistance from donors to build the structures was forthcoming, and when the expectations of the possible attainments of the MDIs were high. In those days the programmes offered by the MDIs were fully funded and participants from ministries and other organisations were on government scholarship. Generally, as the national coffers ran dry and various reform measures had to be instituted, one of the first areas to be affected was funding tertiary education and management development. Economic Recovery Programmes and Structural Adjustment policies have resulted in deepening the crisis of funding MDIs to the point where the divestiture or privatisation net is fast being extended in that direction.

#### **THE GIMPA CASE**

The WAMDEVIN Newsletter (Sept. 1996) in an Update of Members' Activities ran the headline "GIMPA Excels on Sustainability Drive". The point was made that even though GIMPA was classified as a fully subvented institution, the Government of Ghana's contributions towards running the institution had been in decline. The reality was that GIMPA had accepted a self-imposed challenge to generate as much of its operational expenditure as possible. The Government, which had been facing budget constraints in recent years, had gradually shed an

increasing portion of its subvented responsibilities to the point where the Ghana Government's "Provisional Estimates 1998" shows a commitment to pay only a portion of the salary bill with nothing more, for maintenance, equipment and others under Items 2-5 for the year (p 14). This means the Institute has to generate most of the income in 1998 to run its programmes (see Table 5 below).

The subvention figures in Table 5 confirm declining government funding of this MDI since the mid-1980s to the point where every penny earned by the MDI was correspondingly withheld by government. Thus, what started as an MDI's self-imposed challenge to fund itself has become an established government policy to withhold its subvention. It is admitted that the government's policy now is to push all tertiary institutions to seek alternative funding to lessen the burden on the subvention funds. But what is happening to GIMPA is likely to kill the incentive for other subvented institutions to generate any percentage of their operating costs because there appears to be no reward for making the effort. The net result of this situation is that GIMPA may be able to run its operations on earnings made but may not earn enough to maintain or purchase capital equipment and other fixed assets. Eventually its capacity to make the requisite contributions to the national development effort may be seriously impaired.

**Table 5**

**GIMPA – Financial Performance Data (€'000) 1989–1998**

	1989	1990	1991	1992	1993	1994	1995	1996	1997	1998
GIMPA Income (GI)	142,485	178,880	185,119	304,792	489,108	688,134	1,058,014	1,528,753	1,584,999	1,745,000
*G.I as % Total	59.3	57.7	45.8	50.4	57.4	60.2	63.3	70.8	-	-
Government Subvention %	40.7	42.3	54.2	49.6	42.6	39.8	36.7	29.2	-	-

*Sources: GIMPA Audited Accounts for Years Ended 1989-1996, Ayew Agveman Turkson & Co., Chartered Accountants; 1998 GIMPA Budget; and the "Provisional Estimates 1998". Republic of Ghana. p. 14*

*\*G.I GIMPA income as a percentage of total income.*

## PATRONAGE/UTILISATION

One of the tests of an MDI's performance is the extent of patronage of its services, especially courses, by the key stakeholders – organisations and individuals – participants and other clients having a direct interest in the organisation. The first measure of patronage is whether the demand for its courses goes up or down. The second measure is the utilisation of the Institute's facilities and services by the government and other users in areas other than direct training such as consultancies, contract research, rental of facilities, invitations to serve on Committees, advisory boards or think-tank facilities, can also be assessed.

GIMPA, for the first twenty-two years of its existence, from 1961 to 1983, was offering less than ten courses with participation averaging 140 per year. For the last fourteen years the number of participants has more than doubled at 375 per year. Between 1990 and 1996/97 participation has again increased to an average of 473 per year and to an average of 21 regular courses offered yearly (see Table 6).

**Table 6**

### **GIMPA Regular Courses and Total Attendance 1990–1996**

ACADEMIC YEAR	NO. OF COURSES	PARTICIPATION
1990/1991	16	347
1991/1992	19	442
1992/1993	18	494
1993/1994	17	415
1994/1995	24	494
1995/1996	23	479
1996/1997	29	642

*Source: GIMPA HRD Division. Basic Statistics 1990–1996.*

From the analysis of patronage of GIMPA courses there has been a 263 per cent increase in patronage since the first 22 years of its existence. Over the last seven years 1990/91 to 1995/96 there has been a further increase of 126 per cent in the total participation on courses over the last fourteen years. It can therefore be concluded that GIMPA has continued to benefit from increasing patronage of its programmes. That in part explains the increasing financial performance and increasing independence of the Institute in recent years indicated earlier. There are other indications of utilisation of the Institute's facilities, such as work on Committees, various fora, rental of Institute conference facilities, advisory boards

and consultancies which also contribute to its funding. Other sources of funding are special, tailor-made courses offered on campus or on location to clients. The patronage of these courses has also increased quite dramatically since the 1980s.

When patronage of courses offered by the Institute is comparatively assessed among the major clients, government (Civil Service ministries), parastatals, and the private sector, variations emerge. For example, in 1994/95, parastatal organisations participated at the rate of 55.2 per cent in all regular courses run by the Institute compared with 37.8 per cent from the Civil Service and 7.1 per cent from the private sector. The next year, 1995/96, Civil Service ministries had the highest participation at 54 per cent, 35.9 per cent from parastatals and 9.4% from the private sector (Director-General's Report 1996 p.66, 67). From these indications it is concluded that patronage of GIMPA courses by government as a client has remained somewhat constant, with a slight indication of an increase in recent years.

#### **SIZE OF FACULTY**

The quality and number of professional staff or Faculty and support facilities available are the basis for effective performance of any MDI. In practice a core of very good faculty can at times make up for inadequate facilities. In GIMPA the size of faculty had tended to decrease with increasing volume of work – e.g. courses ran, consultancies, research. Table 7 below indicates that in GIMPA over the last nine years faculty strength has decreased by 32 per cent while the number of courses has nearly doubled. The implications for faculty workload and capacity to conduct relevant research are obvious.

The reasons for the situation are twofold: (1) the decreasing funding by Government makes it difficult to replace retired and other separated faculty; and (2) the shortage of qualified faculty in the country constrains the ability to recruit and MDIs are forced to hold on to retired faculty for as long as possible. Currently 13 per cent of the faculty have been employed on contract since 1994.

There is not very conclusive evidence that government (Civil Service organisations) underate GIMPA's capabilities beyond a certain feeling that many top officials may not fully appreciate what roles GIMPA can play or that they cannot help acting as they do. The obvious preference for external consultants in many Civil Service reform project areas may be due to the fact that donors tend these days to ensure that the lion's share of donor funds returns to donor sources. Many external consultants come to work in Ghana as part of the donor package or conditionality without regard to the availability locally of capable consultants. Many qualified consultants are also forced to leave Ghana to avoid redundancy resulting in a brain-drain to other countries.

**Table 7**

**GIMPA Faculty Strength and Workload**

ACADEMIC YEAR	NO. OF COURSES	NO. OF CORE FACULTY
1988/89	12	25
1990/91	16	34
1995/96	23	27
1996/97	29	23

*Source: GIMPA Brochures and Director-General's Reports*

**CONTRIBUTIONS TO MAJOR REFORMS**

MDIs, like GIMPA by virtue of their stock of expertise in management and their mandate to promote management excellence, are normally absorbed into major reform initiatives in several capacities. The capacities in which such contributions are made include:

- member of consulting team preparing the reform agenda or formalising the particular annoyance factors for reform;
- member of the reform implementation committee – monitoring and evaluation;
- selection panel to select senior and top level managers and professionals to implement the reforms;
- member of evaluation team to assess reform impact and redirect;
- member of reform sub-committees on relevant reforms sector specific management issues;
- implementation of courses to build capacity in relevant reform topics or areas;
- contribution of papers to reform journals, publications or workshops;
- member of Overview Committee, committed to ensure overall co-ordination and implementation of reforms.

In these and other capacities, the MDI, like GIMPA to be specific, has served in all the last four major reforms in Ghana, namely:

- (i) The Public Administration Restructuring and Decentralisation Implementation Committee (PARDIC) 1983–1992. The reform succeeded



- in consolidating the decentralisation policy, in providing the prototype of the ministerial structure of four directorates and formalising the new ministerial nomenclature of Chief Director, Director, Deputy Director, Assistant Director I and II A & B, in place of the old permanent secretary nomenclature.
- (ii) Civil Service Reform Programme (CSRP) 1987–93. It implemented the new ministerial structure with four directorates at the Office of the Head of Civil Service and in other ministries, affirmed the four-tier decentralised local government system; strengthened the OHCS to spearhead reform implementation, with logistical support, through an institutionalised reform review Committee – the Committee on Administrative Reform (CAR) and implemented salary reviews.
  - (iii) National Institutional Renewal Programme (NIRP) 1994 – on-going umbrella programme is spearheading co-ordination of all major reforms in good governance, accelerated economic growth, compact and efficiently managed public service with strategic focus on private sector partnership, enhancing attainment of Ghana Vision 2020 objectives.
  - (iv) Civil Service Performance Improvement Programme (CSPIP) 1994 – ongoing concerned with developing capacity of the Civil Service and constituent institutions to improve their effectiveness in service delivery under the mantle of good governance.

#### **OUTCOMES OF REFORMS**

All four major reforms were undertaken over a period of the past sixteen years with a common objective to improve management capacity in public service organisations for national development. In that regard, the reforms have been interdependent, overlapping and commonly focused. Like reforms elsewhere, the expectations appear to have outpaced the outcomes, as evidenced by the realities on the ground. Based on first-hand observations of an evaluation team (Wereko et al, 1998) it can be asserted that, to date, not all ministries are fully restructured or manned as proposed by PARDIC. Decentralisation as a core policy has not been fully implemented nor the structures fully staffed and equipped. There is a high vacancy rate of up to 70 per cent in the critical managerial and professional grades. The ministries are not adequately accommodated and equipped and systems for improved performance are in the process of being installed or are not yet in place (pp 25,26). The requisite improvements in civil service remuneration have not fully materialised, in spite of several salary reviews. Funding of critical reform objectives including staff salaries remains constrained.

In the area of building capacity for reform implementation, gaps exist in critical skill and knowledge areas and new priority training areas have emerged or have

been re-emphasised. The Training and Manpower Development Division (TMDD) of the Office of the Head of Civil Service (1997) has identified the following training areas for reform focus:

- Policy Formulation and Analysis
- Strategic Planning and Management
- Financial Management and Budgeting
- Target setting and performance measurement
- Managing the Process of Change and Reform
- Personnel Management and Management Training
- Contracting Out – Privatisation

It is expected that most of these training need areas would be addressed by the MDIs, in particular GIMPA, which already offers aspects of those topics on existing programmes.

Some of the visible achievements of the Civil Service reforms in Ghana are:

- Improved pay level for all grades of civil servants.
- Re-introduction of manpower budget hearings and improved establishment control systems.
- Implementation of the revised performance appraisal system.
- Development of an integrated computerised payroll/personnel information system.
- Institutional strengthening of the Office of the Head of the Civil Service (UNDESD 1992 p 37).

The Ghana Vision 2020 First Medium-Term Development Plan (1997–2000) isolates some of the training-related problems that have persisted, in spite of the many reform efforts, whose resolution could improve achievement of reform targets, namely:

- inadequate attention paid to the training needs of small-scale and informal enterprises, especially in the rural areas;
- weak linkages between training institutions and the different sectors of the economy;
- inadequate financial resources and facilities available to training institutions;
- a shortage of instructors generally and in some critical skills areas;

- weak linkages between training institutions and industry;
- lack of information on training needs in different sectors of the economy;
- training programmes tend to be supply driven rather than by demand;
- a bias toward academic rather than practical and experiential form of training (p.94).

#### COMPLEMENTARITY OF ROLES

Reforms of necessity depend on many role-players to achieve meaningful outcomes. It seems obvious, however, that of the two most important role-players in the reform process, one is the group of policy-makers who engineer the reforms. The other group is the capacity-building institutions like MDIs which provide the improved management practices and skills, changes in values, attitudes and the structures needed to carry reform objectives to fruition. A third group of role-players are the implementors and the beneficiaries of the ultimate outcomes of the reforms. In acknowledging that there are many role-players in the reform process, it is also the reality that reform success depends on quite a complex mix of roles and other inputs. It is therefore not easy to isolate one player from the others in the apportionment of blame for reform failure. Such judgement should first be based on a careful and lengthy process of study and evaluation of roles vis à vis the declared objectives of the reforms.

With regard to the two main role-players, the policy-makers or reform-initiators and the capacity-building institutions, the MDIs, what seems strongly indicated is an indispensable partnership orientation for both in order to achieve successful reform outcomes. The policy-makers should learn to use the captive resources of the MDIs at three levels, the reform initiation and formulation stage, at the reform implementation stage and at the reform consolidation and evaluation stage.

- (i) *Reform policy formulation stage.* MDIs with their stock of expertise can assist the policy-makers with the initiation and formulation of the reform policy and agenda. They can modify the politician's/policy-maker's tendency to exaggerate possible outcomes of the reforms; help understand and anticipate likely problems, assist planning and sequencing as well as time-tabling the reform agenda. They can assist in making a more realistic estimate of resource costs. As has happened in Ghana at GIMPA on a number of occasions MDIs can test run the reform/policy document at a workshop for formulators, implementors and reform agency staff before actual launching or implementation.
- (ii) *Reform implementation stage.* MDIs can assist in the implementation of reforms by helping to build capacity through training and consultancy

services. They can serve on reform implementation and consolidation committees to monitor, modify or re-define or re-direct aspects of reform implementation. In the case of GIMPA in Ghana, membership of the Civil Service Committee on Administrative Reforms (CAR) enables MDIs to assist in monitoring the following on-going reforms: CSR, NIRP, CSPIP among other civil service performance improvement initiatives. CAR is expected also to carry out an evaluation of aspects of the reforms completed in order to determine the extent of completion and additional measures deemed necessary to achieve expected or better results.

- (iii) *Reform Consolidation/Evaluation stage.* Most reforms fail because of the lack of consistent monitoring and evaluation to assess results or re-direct resources utilisation. MDIs can offer consultancies to carry out reform evaluation, offer new training courses identified as causes of reform failure, or conduct research to determine why some reforms failed. Successful reforms can also be assessed at this stage and best practices internalised or consolidated.

Evaluation of reform outcomes may set in train other reforms in order to maintain continuous improvements in managerial performance. The role of MDIs in reform evaluation and recycling can be defined or specified whether a training, research or consultancy role or a combination of all three.

## CONCLUSIONS

The foregoing presentation has sought to review the realities of the contributions of the MDI to human capacity-building and to the reform agenda, influenced by environmental factors such as the prevailing national training policies, their focus, strengths and weaknesses; the impact of the training of top-level policy-making chief directors/permanent secretaries; the performance of the Civil Service as influenced by the training or inadequacy of training; the incidence of low morale; funding problems and utilisation of the outputs of the MDIs; as well as the role of the MDI in the reform process. In the course of the review it is clearly established that the MDIs were created to fulfil mandates that impinge directly on the capability of the Civil/Public Services to function effectively by providing human capacity-building inputs through training, research and consultancy and by serving, in related capacities, such as on reform committees, think-tanks etc. to achieve those ends. The nature of environmental responses to the MDI through policies, patronage of programmes funding, recognition of and active encouragement by stakeholders in turn determine the quality of the services the MDI is enabled to render. This situation of mutual interdependence once appreciated and nurtured could result in the enhanced capability of both the MDIs and the stakeholders and create the right environment for the ultimate purpose of increased development of the host nation.

## THE WAY FORWARD – RECOMMENDATIONS

The recent Commonwealth Secretariat-sponsored workshop (February 1998) on the Role of Management Development Institutions in the Public Service Reform Process exhaustively outlined the expectations of the two key role-players, namely the Ministry responsible for MDIs and the MDIs in meeting the latter's performance obligations. They boil down to two main recommendations to point to mutual co-operation to realise their mandates and to achieve national prosperity.

In order to move forward it is recommended briefly that:

- (i) Government, through the appropriate ministry which established the MDIs, should consciously support and forge closer links or collaboration, provide financial and logistic support, develop and use the capacities of the MDIs in the areas of training, research, and consultancy, strive to get value for money, evaluate MDI contributions and encourage changes in attitude that should be mutually beneficial to the two collaborators.
- (ii) MDIs on the other hand, conscious of their *raison d'être* always, should strive to fully equip themselves and be able to respond appropriately to the many demands on them, doing so in the most efficient and effective manner as to earn the confidence and support of their main stakeholders, especially the government.

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## **MALAYSIA**

# **THE CONTRIBUTION OF TRAINING AND DEVELOPMENT TO IMPROVED PERFORMANCE OF OFFICERS IN THE PREMIER CATEGORY OF THE MALAYSIAN PUBLIC SERVICE\***

## **OBJECTIVES OF THE PAPER**

Both theorists and practitioners alike have advocated the need for training and development to enhance individual performance and thereby the performance of the organisation. Accordingly, the need for the training and development of officers in the public service has often been adopted as a norm. The public service in Malaysia has in place a well-defined training plan for its officers, particularly for those in the professional and managerial group. Few public services, however, have evaluated the benefits and impact of such training, especially at the level of senior officers. This paper addresses the following issues:

- a. an overall perspective of training for officers in the professional and managerial group with particular emphasis on officers in the premier posts (Grade C) category;
- b. the mandatory course that those in the premier posts category must attend;
- c. the benefits of the course;
- d. the outcomes of the course; and
- e. the critical roles played by political leaders and top government officers in the training and development of senior managers.

## **THE MALAYSIAN PUBLIC SERVICE**

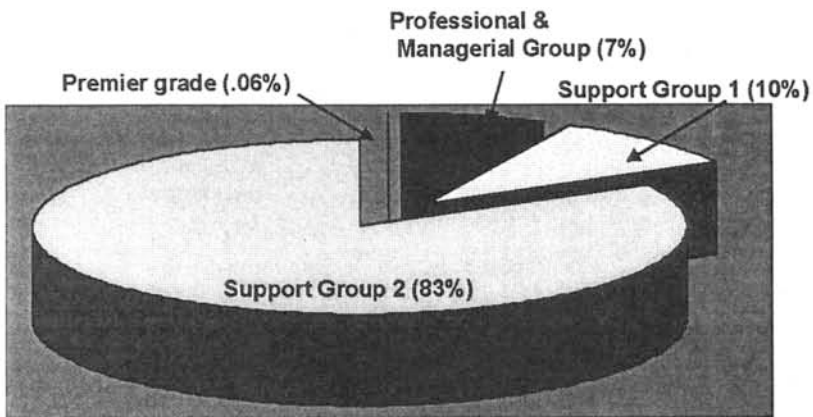
The size of the Malaysian Public Service was about 885,000 strong at the end of 1995 serving a population of over 20 million. About 47% of these employees are in the education service and in the armed and police forces. The remaining employees are in the general services of the federal and state governments. The Malaysian Public Service is divided into four hierarchical levels. These are the Premier Grade Category; the Managerial and Professional Group; Support Group 1; and Support Group 2. In terms of composition, close to 83% of the employees in the general services are in Support Group 2, while another 10% are in Support Group 1.<sup>1</sup> As shown in Figure 1, only about 7% of the employees in the general

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\* This study was undertaken with the assistance of a grant from the Commonwealth Secretariat, Marlborough House, Pall Mall, London.

services are in the professional and managerial group while an even a smaller percentage, a mere .06% are in the premier posts category. Appendix 1 shows a sample of posts in this category.

**Figure 1**  
**Composition of Employees in the General Services, 1995**



*Source: Managing Change in the Malaysian Public Service – Performance Assessment and Human Resource Development Strategies. Paper presented by Dr. Mazlan bin Ahmad at the Presidential Review Commission on Public Service in South Africa: Seminar for Directors General, Pretoria 25–29 November 1996*

#### **TRAINING IN THE MALAYSIAN PUBLIC SERVICE**

Two eminent scholars, Professor John D. Montgomery from Harvard University and Professor Milton J. Esman from the University of Pittsburgh, were commissioned by the Ford Foundation to conduct a study on the administrative capacity in Malaysia in 1965. They submitted a report for the consideration of the government in 1966.<sup>2</sup> Among the recommendations were the need to improve the government's education and training programmes for all levels of the civil service through the creation of a graduate programme for administrative development at the University of Malaya, the creation of a mid-career professional course, and seminar programmes for higher echelon officers. These were intended to strengthen the professional competence of the Malaysian Civil Service. The Development Administration Unit, established on the recommendation of the Montgomery-Esman Report, in its report on 'Training for Development in West Malaysia' recommended that the Government Staff Training Centre be renamed the National Institute of Development Administration to conduct short courses for

civil servants.<sup>3</sup> The Report also recommended the adoption of top management training programmes to focus on advanced management training for the higher level officers.

### **SERVICE CIRCULAR 1 OF 1970**

The issuance of Service Circular 1/1970 dated January 13, 1970 helped to strengthen further the role of training. According to the circular, it is the government's training policy to provide training that gives equal opportunities and is fair to all civil servants. The circular emphasised the need to create administrators who are efficient, skilled and knowledgeable and who keep abreast of the latest developments in scientific, economic and management techniques, both within and beyond the realm of the civil service.

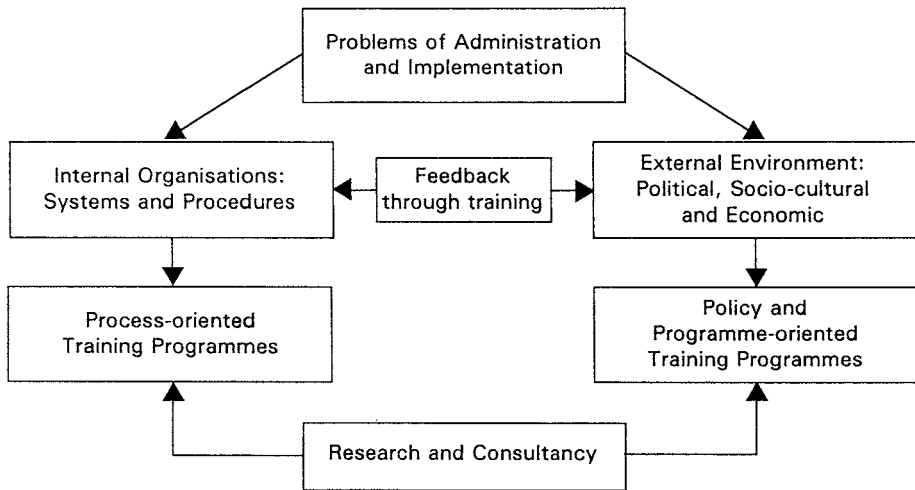
### **THE ESTABLISHMENT OF THE NATIONAL INSTITUTE OF PUBLIC ADMINISTRATION (INTAN)**

The old Government Staff Training Centre was renamed the National Institute of Public Administration (or INTAN) and was officially opened by the then Deputy Prime Minister (the late Tun Haji Abdul Razak) in 1972 with the following objectives:

- a. To improve the administrative system to ensure effective implementation of national policies and programmes.
- b. To enhance the knowledge, skills and understanding of government officers.
- c. To promote a deeper understanding among civil servants of their roles and the implications of government actions on the nation's political and socio-economic system.
- d. To promote progressive approaches and inculcate positive attitudes among civil servants performing leadership roles as primary agents of change in Malaysia's multi-racial society<sup>4</sup>.

The role of the government, and hence the training provided to public servants, changed with the socio-economic and political developments of the country.<sup>5</sup> In designing and developing appropriate training courses, INTAN was guided by the strategy of aligning itself to the changing requirements of the government. The model in Figure 2 illustrates how the courses conducted by INTAN were designed to meet the changing requirements of the environment and the customers.

**Figure 2:  
Aligning Training to the Needs of the Government**



*Source: INTAN Milestones of Success, National Institute of Public Administration, Public Service Department, Malaysia 1997*

The political, socio-cultural and economic changes in the country constituted the external environment to INTAN and changes in this environment had to be constantly monitored and responded to. In fact, it was explicitly stated in the Third Malaysia Plan (1976–1980) that administrative efficiency would be crucial given the larger size of investment effort, in particular the need to ensure effective implementation of development programmes for the redressal of socio-economic and structural imbalances. This necessitates improvements being made to the administrative machinery requiring higher level of professional capability, human understanding and dedication in the formulation and implementation of programmes and projects.<sup>6</sup> At the same time, the internal efficiency of the organisations will have to be improved as well. Thus, INTAN has policy and programme-oriented training programmes to handle the former and process-oriented training programmes to handle the latter. Feedback, research and consultancy contribute to further improving the quality of the training programmes at INTAN.

## **INTAN'S BUDGET**

As a government training agency, INTAN receives its annual budget allocations from the Treasury. The budget includes allocations for operating as well as development expenditures. For example, for the year 1997, INTAN's allocation for operating budget amounted to RM. 42.4 million while the allocation for development expenditure amounted to RM. 4.1 million. In line with its expanding

roles and functions, the budget allocation for INTAN has increased over the years. The budget allocation for 1994 through to 1997 is as in Appendix 2.

Participants, therefore, attend the courses conducted at INTAN for free. They are only charged a nominal registration fee. For diploma courses, the registration fee is RM50.00 while for other short courses it is RM20.00. Participants can claim this money back from their respective agency. The monies collected in the form of registration fees is deposited into INTAN's Trust Account. Monies from the trust account are used to purchase equipment and other accessories such as computers and LCD projectors for the benefit of the students.

### **INTAN'S STAFF STRENGTH AND COMPETENCIES**

As of September 1998, INTAN has a total of 739 positions at its main campus in Bukit Kiara and its four regional campuses. Of these, 159 positions are in the Managerial and Professional Group; 90 in Support Group 1; and the remainder in Support Group 2. Of the 159 positions, 16 are involved in management and operational functions. INTAN has about 139 officers (from the Managerial and Professional Group and Support Group 1) who are involved in teaching. The remaining employees perform administrative and other supporting functions such as domestic, library, printing and computing services. About 8% of the officers in the Premier Grade and the Managerial and Professional Group hold a PhD while 47% hold a Masters degree, 41% a Bachelors degree and the remaining 4% a Diploma.

Most of the officers serving in INTAN are from the Administrative and Diplomatic Service and from the Information Systems Service, both of which are open services. As such, officers from these services get posted to INTAN for a certain period of time before they are posted elsewhere. To ensure that all new officers joining INTAN have the expertise to teach, each new officer is required to undergo a one-month induction programme after which they serve as an apprentice trainer for about a year. They become experienced trainers over a period of five years during which time they must have done some research and written case studies apart from teaching in their field of expertise. These officers will become master trainers after a period of 10 years, during which time they must have written and presented papers at local and international seminars and conferences. Currently, some of the officers in INTAN are national experts in their own fields. In line with the government's objective of downsizing the public service, INTAN has developed a Strategic Information Technology plan to computerise its operations and is currently engaged in multi-skilling its officers and staff to reduce the need for clerical and support staff.

## **KINDS OF COURSES CONDUCTED AT INTAN**

The kind of training courses delivered at INTAN too evolved over time. While in the 1950s and 1960s, the public service was concerned with revenue collection and the maintenance of law and order, in the 1970s it was concerned with development, particularly rural development. In the 1980s, the government decided that the private sector should be the engine of growth with the public service playing the steering and facilitative role. The focus of the public sector was on improving efficiency and encouraging public-private sector co-operation. To remain relevant, INTAN continuously aligns its focus areas and training programmes with changes in government policies and objectives. Thus, for example, while policy formulation and development administration was one of INTAN's focus areas in the 1970s, improving public sector efficiency through private-public sector co-operation, quality management, inculcation of values and good work ethics and improvements to systems and procedures were the focus areas in the 1980s and 1990s. The number of courses conducted at INTAN and the number of participants attending them has increased over the years and this is shown in Appendix 3.

## **FOUR CATEGORIES OF TRAINING**

INTAN currently conducts training for all levels of staff. The training conducted at INTAN can be classified into four categories. First is generic training where courses are designed to meet the needs of officers and staff across agencies. The second is client-based training where courses are designed to meet the needs of specific agencies or a group of officers. Third is mandatory training which encompasses induction and promotion courses. Induction courses are for new officers who join the public service and it is a requirement that they attend these courses before they can be confirmed in the service. There are three promotion courses namely, from Grade 3 to Grade 2; from Grade 2 to Grade 1; and from Grade 1 to Premier Grade C. The fourth category encompasses international courses and includes courses conducted under the Malaysian Technical Co-operation Programme, the Commonwealth Secretariat, the Japanese International Co-operation Programme and the Colombo Plan.

## **THE SPECIAL COMMITTEE OF THE CABINET ON SALARIES FOR THE PUBLIC SECTOR**

The Report of the Special Committee of the Cabinet on Salaries for the Public Sector (hereafter referred to as the New Remuneration Scheme or NRS) stated that the role of the public sector 'has to be more facilitative, supportive and advisory'.<sup>7</sup> Among others, the Report identified the need to improve public sector management capabilities; introduce elements of flexibility to enable the public service to be more responsive and efficient; simplify service classifications and

reduce hierarchy in the civil service; acquire innovative, talented and creative employees and improve and promote work ethics. The Report also emphasised the need to upgrade the capacity and quality of management leadership to ensure more effective public sector management. Leadership that is dynamic, innovative and creative is necessary to play a strategic role towards improving public sector management capabilities in coping with changes and challenges in the process of national development. Accordingly, it recommended the establishment of premier posts at the highest level of management to focus on organisational management and policy formulation. The creation of premier posts was justified on the following grounds:

- a. to upgrade management capacity and leadership in the administration of the country;
- b. to attract, motivate and retain high quality and dynamic top management personnel; and
- c. to initiate a strategic measure in the long-term effort of inculcating competitive values and culture.

The duties and responsibilities for the premier posts are as follows:

- a. To articulate, formulate and advise on policies within the functional areas relevant to the organisation.
- b. To lead and co-ordinate the tasks of planning, formulating and implementation of programmes.
- c. To co-ordinate, supervise and evaluate the implementation of organisational programmes.
- d. To ensure effective management and utilisation of the organisation's resources with full responsibility and accountability.

With the implementation of the NRS in 1992, the 574 schemes prior to 1992 were reduced to 274 schemes and restructured into 19 service classifications based on similarities of roles and functions.<sup>8</sup> Such reclassification was necessary to ensure more effective organisation and management of tasks, manpower planning and training and to facilitate a neater system of remuneration administration. Public sector organisations were restructured in line with the reduced schemes of service to eliminate duplication of posts and functions. A number of grades were banded to reduce the hierarchy in the public service. For example, the original timescale and senior timescale grades were combined into Grade 3; Superscale G and Superscale F were banded into Grade 2; while Superscale E and Superscale D were banded into Grade 1. Officers in these three grades belong to the Professional and Managerial group. Superscale grades C and above, that is Superscales C, B, A,




Staff III, Staff II and Staff I remained. They were grouped into the Premier Grade Category. These resulted in the delaying of organisations and flatter hierarchies that will necessarily lead to a reduction in red tape and thereby expedite the decision-making process.

#### MANDATORY TRAINING

To move from one grade to another, that is from Grade 3 to Grade 2, Grade 2 to Grade 1 and from Grade 1 to Premier Grade C, officers are required to attend mandatory training for promotion at each stage.\* These mandatory promotional courses are important elements of the educational and executive development process to enhance professionalism among managers at the lower, intermediate and senior levels. These courses are intended to evaluate the suitability of candidates for promotion to the next higher grade. Under the NRS, all new officers and staff are also required to attend mandatory induction courses under their respective service classifications. (Prior to 1992, only new officers joining the Administrative and Diplomatic Service were required to undergo induction training, and officers in the Senior Timescale category were required to attend mandatory training before they were promoted to Superscale G.) The approximate duration of time that officers will remain in each of the categories and the required mandatory courses for officers in the Professional and Managerial Category to move from one grade to another are as shown in Table 1.

**Table 1: Mandatory Training Under the NRS**

	Grade	Est. Duration in each Grade (yrs.)	Mandatory Course Required
	Premier Staff III, II, I		Nil
	Premier B & A		Nil
	Premier C	Above 25	Nil
	Grade 1	20-25	Promotion to Premier Grade C Course
	Grade 2	15-20	Promotion to Grade 1 Course
	Grade 3	10-14	Promotion to Grade 2 Course
	New Recruits*		Induction course (6 weeks)

\* Entry qualification is a First (Bachelors) Degree Honours or above.

\* Under the New Remuneration Scheme, the entry point to the Management and Professional Group is Grade 3 after which they progress to promotional grades 2, 1 and the Premier Grades.

## **THE PREMIER POSTS CATEGORY**

The premier posts category is therefore a category of posts above the professional and managerial category. It consists of a hierarchy of posts with premier post C at the lowest level and progressing steadily to premier posts B, A, Staff III, Staff II and Staff I. Officers in the professional and managerial category who have shown excellent performance and have high potential are eligible for consideration for promotion to Premier Grade C. Given the nature of the duties and responsibilities of officers in the premier grades, personnel management for the premier posts requires systematic and effective planning and this includes aspects of selections, emplacement, promotions and performance evaluation. One of the recommendations made in the report was “Candidates who are eligible to be chosen for consideration should comprise personnel who have been identified earlier as having potential and have successfully undergone a compulsory course to be introduced”.<sup>9</sup> Thus, beginning in 1992, all officers to be promoted to the premier post C are required to attend the pre-Premier Grade course at INTAN. However, no further mandatory training is required for those in Premier Grade C to be promoted to higher grades thereafter.

## **COURSES FOR OFFICERS IN THE PREMIER GRADE CATEGORY**

Though officers who have attended the pre-Premier Grade course are not required to attend any more mandatory courses for further promotions, INTAN offers several courses and seminars for officers at this senior level. These include INTAN’s executive talks, special seminars and briefing sessions. INTAN’s executive talks is a series where experts, both local and foreign, are invited to make presentations on topics of current interests. These topics can range from information technology to management, economics and managing the present currency crisis. Some of the speakers at these executive talks and their topics are shown in Appendix 4.

Special seminars, normally half-day or one-day sessions, are held at INTAN to launch and/or familiarise senior officers with the latest reform efforts that are introduced into the public service. For example, recently a one-day seminar was held to familiarise Secretaries General and Heads of Departments of their roles in managing for accountability and integrity. At other times, INTAN is also requested to arrange for briefing sessions where the Hon. Prime Minister, Hon. Deputy Prime Minister and other Ministers including the Chief Secretary to the Government address senior officers in the Premier Grade category.

## **THE PRE-PREMIER GRADE COURSE**

This is a mandatory course for all officers who are to be promoted to the Premier Grade C. The theme of this course is ‘Building and Preparing Top Management

Capabilities for the Next Millennium'. To achieve a world-class public service, senior managers must have expertise in the three Cs, namely, 'Concept', 'Competence' and 'Connection'. Accordingly, the course is designed to meet future requirements and it therefore focuses on strategic thinking and visioning. The goal is to have premier grade officers who are 'priority-setters, change-masters and integrators'.<sup>10</sup>

This course is designed to help officers in the premier grade category to perform their duties and responsibilities as outlined in the special report mentioned earlier and therefore has the following objectives:

- a. to evaluate the suitability of officers in Grade 1 of the Professional and Managerial category for promotion to Premier Grade C;
- b. to provide them with knowledge and skills that will be required of them at the premier post category; and
- c. to broaden the thinking of officers to encompass new ideas pertaining to leadership and management and to further enhance their capabilities to lead change and reform efforts at the premier grade level.

The pre-Premier Grade course is also designed to achieve the following learning objectives:

- a. to inculcate a proactive attitude towards innovations and improvements;
- b. to create high commitment and a desire to enhance and expand one's knowledge;
- c. to have an open mind towards the changing environment; and
- d. to be able to manage a learning organisation.<sup>11</sup>

The course therefore focuses on developing competencies among the Premier Grade officers in the following seven areas:

- i. internalisation of the vision and mission of the country;
- ii. leadership integrity and internalisation of management values and ethics;
- iii. managerial skills such as communication, inter-personal relations and teamwork;
- iv. high performance management;
- v. resource and environmental management;

- vi. management of the public service of the future; and
- vii. management in the era of globalisation.

Among the topics covered are team-building, balanced development, public speaking, creativity, issues of electronic government, rural development, accountability, foreign affairs, performance evaluation, discipline, policies and strategic management, quality, trade and globalisation, ethics and morality, leadership, national security and learning organisation. Appendix 5 lists the topics covered in the last pre-Premier Grade course (7–29 August 1998)

The duration of the course is three weeks. Senior officers and external consultant experts are often called to give inputs. An interesting part of the course is the initial team-building exercise that helps to create a close-knit group among the participants. Since the participants are divided into groups, the team-building exercise is intended to help participants work in teams subsequently to produce several outputs that are expected of them such as the syndicate presentation and the team project paper. Very senior officers in the public service such as the Chief Secretary to the Government of Malaysia (the highest ranking civil servant) and the Director General of the Public Service Department have special dialogue sessions with the participants. It is a forum for the two senior officers to state their expectation of officers moving into the premier grade category and to discuss other current issues facing the public service.

#### **EVALUATION OF PARTICIPANTS**

Monitoring and evaluating the performance of the participants during the course is an inherent part of this course. Participants are evaluated based on their presentation and communication skills, their attitude and their ability to articulate their thoughts. Evaluation is done by two groups of people. First is the evaluation by peers. Second is the evaluation by a Panel of four or five senior officers.

Each participant is required to do peer rating at two levels. First, each participant is required to rate his peers on 15 dimensions on a scale of 1 to 5 where 1 refers to 'weak' and 5 refers to 'very good'. Among the 15 dimensions are the ratee's conceptual skills, creativity, analytical skills, initiative, drive, confidence, resilience and responsibility. Second, each participant is also required to evaluate himself and all his peers in his group (each group has 7 or 8 members) using the instrument called 'Leadership Practices Inventory'. For self-evaluation, the participants use the 'Leadership Practices Inventory (LPI): Self' instrument. Each participant rates each of his peers in his group using the 'Leadership Practices Inventory (LPI): Other'. Both the instruments contain 30 statements of different behaviours. For example, two of the 30 items for self-evaluation are 'I praise people for a job well done' and 'I create an atmosphere of mutual trust in the projects'. The two same items that appear in the instrument used to evaluate peers

(LPI: Other) are ‘He praises people for a job well done’ and ‘He creates an atmosphere of mutual trust in the projects’.

An evaluation panel, consisting of four or five senior officers appointed by the Director General of the Public Service Department, is established to evaluate each of the participants. Each participant is evaluated as an individual and as a member of the group. This is done as follows:

- a. The Panel rates each individual participant based on his/her written reaction paper, public speaking ability and attitudes displayed during the duration of the course.

The Panel also rates each individual’s ability to work as a member of the group. This is done based on:

- i. The discussion and syndicate presentation that each group has to make on a particular topic that is assigned to the group; and
- ii. The project paper that each group has to submit and make a formal presentation on.

The total score computed from all the above evaluations will form the final score for the individual participant. These scores are then sent to the Service Division of the Public Service Department for use as one of the inputs in deciding if a participant is to be promoted or not. The pre-Premier Grade course structure and evaluation is summarised in Table 2.

**Table 2: Pre Premier Grade Mandatory Course – Course Structure and Evaluation Methods**

Skills & Knowledge	Learning Method	Assessment		
		Individual	Group	Peer
<ul style="list-style-type: none"> <li>▪ Personal Development</li> </ul>	<ul style="list-style-type: none"> <li>▪ Lectures</li> <li>▪ Individual presentation</li> <li>▪ Interpersonal interaction</li> </ul>	<ul style="list-style-type: none"> <li>▪ Effective communication</li> </ul>		<ul style="list-style-type: none"> <li>▪ Attitude (LSI)</li> <li>▪ Effective communication</li> </ul>
<ul style="list-style-type: none"> <li>▪ Team Development Skills</li> </ul>	<ul style="list-style-type: none"> <li>▪ Lecture</li> <li>▪ Group presentation</li> <li>▪ Syndicate work</li> <li>▪ Case studies</li> </ul>		<ul style="list-style-type: none"> <li>▪ Syndicate discussion</li> <li>▪ Project and paper presentation</li> </ul>	
<ul style="list-style-type: none"> <li>▪ Knowledge and Competencies</li> </ul>	<ul style="list-style-type: none"> <li>▪ Lectures</li> <li>▪ Individual reading</li> </ul>	<ul style="list-style-type: none"> <li>▪ PC exercise</li> <li>▪ Reflection paper</li> </ul>		

## COURSE EVALUATION

As is the case with all courses conducted at INTAN, a post-course evaluation is done after each of the pre Premier Grade course. This course evaluation is done immediately after the course. Participants complete an evaluation form that seeks to establish the extent to which the objectives of the course were achieved, if the knowledge and skills of the participants had increased after the course and also their level of satisfaction with the facilities in INTAN. The last four Pre-Premier Grade courses (3 in 1997 and 1 in 1998) were used to examine the extent to which the course objectives were met. This is shown in Table 3.

**Table 3: Extent to which the objectives of the pre-premier course were met**

No.	Objectives	Average score*
1.	To evaluate the suitability of officers in Grade 1 of the Professional and Managerial category for promotion to premier grade C.	6.18
2.	To provide them with knowledge and skills that will be required of them at the premier post category .	6.24
3.	To broaden the thinking of officers to encompass new ideas pertaining to leadership and management and to further enhance their capabilities to lead change and reform efforts at the premier grade level.	6.45

\* On a scale of 1 to 7 where a score of 1-2 refers to 'not achieved', 3-4 refers to 'somewhat achieved', 5-6 refers to 'achieved' and 7 refers to 'fully achieved'. For information, INTAN's quality system under MS ISO 9001 requires a minimum score of 5.0 to meet its quality standards.

## PROFILE OF OFFICERS WHO HAD ATTENDED THE PRE-PREMIER GRADE COURSE

Since 1992 and up to 15 July 1998, INTAN has conducted 12 pre-Premier Grade courses. A total of 320 officers have attended these courses. The profile of officers who had attended the last three pre-Premier Grade courses is presented in Table 4.

**Table 4: Profile of officers attending the last three pre-premier grade courses**

Item No.	Characteristics	Min	Max
1.	Age (years)	43	55
2.	Years of experience in the public service	20	35
		Frequency	
3.	Qualifications		
	Diploma and below	7	
		27	
		-	
		44	
		6	
	Bachelors Degree		
	Post-graduate Diploma		
	Masters Degree		
	Ph.D.		
4.	Position in the organisation at the time of attending the course		
	Director General	11	
	Deputy Secretary General	5	
	Deputy Director General	17	
	State Secretary	2	
	Chief Executive Officer of Statutory Body	5	
	Director/Head of Division	32	
	Deputy Director	2	
	Other designations	10	

**BENEFITS AND THE IMPACT OF THE PRE-PREMIER GRADE COURSE TO PARTICIPANTS**

A post-course survey was undertaken to assess the benefits as well as the impact of the course. During the duration of the three weeks, more than 20 different topics, excluding orienteering and team-building exercises, are discussed. Among the topics were balanced development; electronic government; creativity; current financial crisis; accountability and public sector managers; performance evaluation and discipline; ISO 9000; globalisation; leadership; corruption and its avoidance; ethics and morality; leadership; environment; and managing change in organisations. New topics are added from time to time to reflect the changes in the environment. The currency crisis is one such example.

Are the knowledge and skills acquired during the course beneficial to the participants on their return? The participants were asked to rate the extent to which the materials covered under each of the topics benefited them. Rating was on a

scale of 1 to 7 where 1 refers to 'Good to know/enlightenment'; 4 refers to 'Good potential for usage'; and 7 refers to 'Fully used in current job'.

The pre-Premier Grade course participants were also asked to indicate the extent to which the knowledge and skills that they acquired, as well as the possible change in attitude brought about during the course, helped them to perform better on the job. A total of 18 potential outcomes and three inhibitors to change were identified. Some of the outcomes include cost-reduction; better teamwork; efficient and effective information management; better communication; more effective negotiation; effective presentations; accurate and quick decisions and the ability to resolve problems quickly. Some inhibitors of change were the lack of support from superiors and the lack of support from peers.

The potential outcomes and the inhibitors were expressed as statements. Participants were asked to rate the impact of the course, as defined by the 18 statements, and the inhibitors to change as defined by three statements. They were requested to use a scale of 1 to 7 (where 1 = Strongly disagree, 2 = Disagree, 3 = Somewhat disagree, 4 = Uncertain, 5 = Somewhat agree, 6 = Agree and 7 = Strongly agree).

#### **FINDINGS OF THE STUDY**

The questionnaires were sent to 180 officers in the Premier Grade C category, all of whom had attended the pre-Premier Grade course in INTAN in the 1996-1998 period. Responses are still coming in. The analysis that follows is based on the responses of 50 respondents (28%).

Of the 50 respondents, 5 had attended the course in 1996, 29 in 1997 and 15 in 1998 (one respondent did not respond to this item). The majority of the respondents were males (86%). In terms of qualification, 8 respondents hold a Ph.D., 19 had Masters, 4 had post-graduate diplomas and 17 had basic degrees. On the average, the respondents had served 26.5 years with the government. The minimum and maximum years of service with the government were 22 and 34 years respectively. Of the 50 respondents, 41 or 82% had been in their current position for two years or less.

#### **RESPONDENTS' PERCEPTIONS OF THE BENEFITS OF ATTENDING THE PRE PREMIER GRADE COURSE**

Some of the topics discussed during the course may be good to know and may provide enlightenment, some others may have good potential for future usage and yet others can be fully used in the current job. Respondents evaluated the relevance of 28 topics that were discussed in one or more of the pre-premier grade course. Table 5 gives the mean scores in descending order for the 28 topics.



The respondents rated seven topics as being rather useful in their current jobs (score of 6.0 and above). These are team-building; leadership; public speaking; accountability; managing change; corruption and its avoidance; and ethics and morality. The choice of these topics is in line with the duties and responsibilities expected of officers in the premier grade category. These include the articulation and formulation of policies; leading and co-ordinating implementation; supervision and evaluation of policies and projects and ensuring effective management as well as responsibility and accountability in the utilisation of resources. Three of the seven topics, namely, accountability, corruption, and ethics and morality, are closely related.

Another 15 topics had a mean score of 5 to 5.9. These include, among others, performance evaluation and discipline; organisational learning; policies and strategic development; ISO 9000; computers; creativity; civil society and the environment. However, current issues such as the financial crisis, the economy, balanced development and electronic government were not seen as being very useful for their current job. The mean scores were in the range of 5.1 to 5.2 only. This is to be expected as many of the respondents may be working in positions where these issues do not involve them directly.


Another seven topics had mean scores of less than five. These topics include national security; the social agenda; foreign affairs; globalisation; rural development and agriculture. Knowledge and skills obtained about these topics during the pre-premier grade course have potential for use in other jobs when these officers get transferred or promoted subsequently. It is probably not surprising that both rural development and agriculture obtained the lowest mean scores of 4.3 and 3.9 respectively since the country has advanced to become an industrial country.

Thus, the participants of the Pre-Premier Grade course found the knowledge and skills acquired from most of the topics covered during course to be useful when undertaking their current jobs. They found issues such as accountability, corruption, ethics and morality, leadership and team-building to be most useful in performing their current jobs. Based on the mean scores, no topics were rated as being good to know or for the purpose of enlightenment. The participants view some even relatively distant topics to have a good potential for subsequent usage.

#### **THE IMPACT OF THE PRE-PREMIER GRADE COURSE**

The pre-premier grade course is intended to help premier grade officers perform better on the job. Better performance could be evaluated in terms of effectiveness and efficiency that can be gained through teamwork, communication, negotiations strategic planning, resource utilisation and formulation and implementation of policies. The findings of the study indicate that organisations must have benefited

**Table 5: Relevance of the topics discussed in the pre-premier grade course**

No.	Topics	Mean	Skills
1.	Team-building	6.4	
2.	Leadership	6.4	
3.	Public speaking	6.3	
4.	Accountability and public sector managers	6.3	
5.	Leading/managing change in organisations	6.3	
6.	Corruption and avoidance	6.1	
7.	Ethics and morality	6.1	
8.	Performance evaluation and discipline	5.9	
9.	Learning organisations	5.9	
10.	Policies and strategic development/management	5.8	
11.	ISO 9000	5.8	
12.	Computers – hands on	5.7	
13.	Creativity – Six thinking hats	5.6	
14.	Personal health	5.6	
15.	Development of the civil society: issues and challenges	5.4	
16.	Caring for the environment	5.4	
17.	The current financial crisis	5.2	
18.	Economy – managing the national economy	5.2	
19.	Balanced development	5.1	
20.	Electronic government	5.1	
21.	Myers Briggs Type Indicator	5.1	
22.	National security	4.9	
23.	Social agenda	4.8	
24.	Malaysian political economy	4.8	
25.	Foreign affairs – Malaysia, the United Nations and the challenges ahead	4.7	
26.	Trade globalisation	4.6	
27.	Rural development	4.3	
28.	Agriculture	3.9	

from the pre-premier grade course attended by its officers. The 18 items that were used to assess the outcome of pre-premier grade courses can be categorised into six dimensions, namely, teamwork; communication and presentation; strategic planning, policy formulation and implementation; information management and decision-making; managing for quality, creativity and problem-solving; and budgeting and cost-control. The mean score for each of these dimensions is shown in Table 6. The mean score for each item is presented in Appendix 6.

**Table 6: Mean scores by dimensions**

No.	Dimensions	Mean*
1.	Teamwork	6.1
2.	Communication and presentation	5.9
3.	Strategic planning, policy formulation and implementation	6.0
4.	Information management and decision-making	5.9
5.	Managing for quality, creativity and problem-solving	5.7
6.	Budgeting and cost-control	5.3

\* On a scale of 1 to 7 where 1 means 'strongly disagree' and 7 means 'strongly agree'

It is difficult to ascertain the exact impact of the pre-premier grade course by itself on the performance of the premier grade officers. Nevertheless, the respondents agree that the course has had a positive impact on their performance. The impact of the course by the six dimensions mentioned above are as follows:

**a. Teamwork**

Close to 80% of the respondents agree that the course has further enabled them to work with others as a team. With a mean score of 6.1, the ability to work as a team was seen as the most important impact by the respondents.

**b. Communication and presentation**

Another significant impact of the course is in the area of communication and presentation. The mean score for the 5 items under this dimension is 5.9. Most of the respondents agree that the pre premier grade course has enabled them to communicate better with their superiors, peers and subordinates and to make effective presentations.

**c. Strategic planning, policy formulation and implementation**

The respondents feel that the course has also contributed to their effective participation in strategic planning sessions and in the effective formulation and implementation of policies. The mean score for the 3 items under this dimension is 6.0. This is to be expected since the course covers a broad range of current issues, some of which are not necessarily in the functional areas of the participants but nevertheless is useful in giving the participants a broader picture. In fact, one respondent confessed that his job does not allow him to keep abreast of developments in fields other than his functional area. He felt that the pre Premier Grade course was really useful as it provides him with some of the recent developments in several other areas that will help him perform better on the job.

**d. Information management and decision-making**

The respondents also reported that they are now able to manage information more efficiently and effectively and that they are able to make quick and

accurate decisions. The mean score for this dimension is 5.9. These could be the result of the broader knowledge acquired about information technology and leadership during the course.

**e. *Managing for quality, creativity and problem solving***

Most of the respondents agree that by attending the course they are more able to control the quality of the processes, products and services produced or provided by the agency, further improve their creative skills and resolve problems more easily. The mean score for all three items is 5.7. Probably, a broader understanding of management and how it fits into their functional areas could have helped enhance their performance.

**f. *Budgeting and cost-control***

The respondents only 'somewhat agree' that the course had contributed to reducing wastage, incidents of corruption and overall operating costs of the agency as well as undertaking pre- and post-budget planning effectively. The mean score for this dimension, which covers 4 items, was 5.3.

#### **CONSTRAINTS IN BRINGING ABOUT CHANGES**

From a systems perspective, the success of any change effort depends on the support that the change agent gets from his/her superiors, peers and subordinates. Participants who attended the pre-premier grade course will have many ideas to further improve their individual as well as their organisational performance. However, they may face constraints from the existing system in planning and implementing what they had acquired during the course. Most of the respondents felt that they could bring about changes once back in the organisation. Only about 25% of the respondents were not certain if they could bring about changes because of the lack of support from their superiors, peers and subordinates. More than 50% disagreed with the statements that they could not bring about changes because of the lack of support from their superiors, peers and subordinates. These findings seem to indicate that officers at the premier grade level, as leaders in their organisation, are in a better position to introduce changes.

We are not aware of any similar studies done elsewhere to evaluate the benefits and impact of an executive development programme such as the promotional course in the Malaysian Public Service. We are therefore unable to compare the 'performance' of this programme with similar programmes elsewhere. We hope that the findings of this study can be used as the basis for comparison when similar studies are done elsewhere in the Commonwealth countries in the future.

## THE SUPPORTING ROLE OF MINISTERS AND TOP OFFICERS

The Hon. Prime Minister, Ministers and Deputy Ministers, Chief Ministers and top government officers have made significant contributions to ensure the success of INTAN as the premier public training institution in the country. From the very beginning, INTAN was aware of the importance of establishing linkages with local and foreign institutions. These linkages are of four types, namely functional linkages, enabling linkages, normative linkages and diffused linkages. Functional linkages refer to relationships with government agencies which define and/or influence the courses and activities to be undertaken by INTAN. These include the Treasury, the Public Service Department, ministries and departments and other client agencies. Their training needs constitutes the source for the design of training programmes at INTAN.

Enabling linkages refer to the relationships with central agencies such as the Treasury, the Public Service Department and the Panel for Administrative Improvement which provide the resources and support for INTAN's activities. It also includes the support that INTAN receives from ministers and top government servants. Since taking office in 1981, the Prime Minister has been instrumental in initiating a number of administrative reforms which include the use of name tags, punch clock, manual of office procedures and desk files, and formulated new policies which include the privatisation policy and the Malaysia Incorporated concept. The recent introduction of MS ISO 9000 into the Malaysian public service is attributed to the wisdom of the Prime Minister. In his keynote address at the official opening of the Commonwealth Association for Public Administration and Management (CAPAM) in Malta in 1996, the Prime Minister said that public sector agencies should adopt the use of ISO 9000 standards to provide quality services to the private sector. The Prime Minister's concern for human resource development is reflected in his statement that, "In our drive to move vigorously ahead nothing is more important than the development of the human resources. ... Without a doubt, in the 1990s and beyond, Malaysia must give the fullest emphasis possible to the development of this ultimate resource."<sup>12</sup>

The Prime Minister himself wears a name tag, and uses the punch clock and the desk file and these have had a strong demonstration effect on others in government and public service. Such display of commitment at the highest level has made it easier for INTAN to conduct training for officers and staff in the planning and implementation of administrative reforms in the public service. Many ministers and deputy ministers accept INTAN's invitation to officiate numerous ceremonies in INTAN and these include the opening and closing of international courses and the launching of new reform efforts. They also participate in forums organised by INTAN. Some ministers and chief ministers (of States in Malaysia) also provide input in courses that are conducted for senior officers. The dialogue sessions that the Chief Secretary to the Government and the Director General of the Public Service Department have with senior officers is yet another reflection of the commitment of these senior officers.

It is not surprising therefore that numerous awards are named after the Prime Minister, the Chief Secretary to the Government and the Director General of the Public Service Department. For example, the top national quality award is named the Prime Minister's Quality Award and is given to one agency each in the public, private and socio-economic sectors for showing excellence in implementing Total Quality Management. The Public Service Quality Awards are for public sector agencies that show excellence in implementing Total Quality Management. There are three categories of awards, namely, the Chief Secretary to the Government Quality Award; the Director General of the Public Service Quality Award; and the Director General of the Malaysian Administrative Modernisation and Management Planning Award.

In INTAN, for each of the three diploma courses conducted at INTAN, namely, the Diploma in Public Management course, the Diploma in Information Management course and the Diploma in Management Science course, the top three or four candidates are selected for the presentation of awards. For example, four awards are given under the Diploma in Public Management course. The Prime Minister's Award goes to the participant who shows excellence in overall performance. The Chief Secretary to the Government Award goes to the participant who displays leadership qualities. The Director General of the Public Service Department Award goes to the participant who excels in academic performance, while the Director of INTAN Award goes to the participant who excels in co-curriculum activities. The Chief Secretary to the Government also gives awards to the top five participants of the pre-premier grade course.

The Panel for Administrative Reforms chaired by the Chief Secretary to the Government with the Malaysian Administrative Modernization and Management Planning Unit (MAMPU) as the Secretariat is another important committee for INTAN. Among the members of this Panel are the Director General of the Public Service Department, the Director General of the Implementation and Co-ordination Unit, the Deputy Secretary General of the Treasury and the Director of INTAN. It is responsible for initiating administrative reforms and monitoring its implementation. As a member of the Panel, INTAN is therefore able to monitor the changing requirements of the public service and align its training programmes accordingly to remain relevant at all times.

Normative linkages refer to relationships with other training institutions and universities and are used to establish norms for training. Currently, the Vice-Chancellors of both the University of Malaya and the Northern University are members of INTAN's Advisory Council. INTAN also runs a Masters programme in co-operation with Putra University and will be running another Masters programme with the Northern University of Malaya in the near future. The Director of INTAN also chairs the National Consultative Committee on Training and Development that deliberates on possible areas of collaboration between public and private sector training institutions. The Committee publishes the

biannual National Training Bulletin and has organised workshops focusing on issues of professionalism in training and ethics of trainers.

Diffused linkages refer to relationships with professional associations both locally and internationally to promote co-operation and collaboration. For example, INTAN has a strong association with the Commonwealth Secretariat; the Japanese International Agency for Co-operation; the British Council; and the ASEAN-EC Management Centre. At the local level, INTAN also participates in the activities of many professional associations among which are the Malaysian National Computer Confederation, the Management Science and Operation Research Society of Malaysia and the Administrative and Diplomatic Service Association. Numerous courses and conferences are organised jointly with these institutions. These four linkages are shown in Appendix 7.

## CONCLUSION

Training is seen as a prerequisite to improve employee performance at all levels of the organisation, including those at the senior management level. Recognising this, the NRS in Malaysia has envisaged mandatory training for officers to be promoted from one grade to another. This paper focused on the benefits and impact of the mandatory training for officers in the pre-premier grade category.

A study was done to assess the benefits and impact of the pre-premier grade course. It is clear from the findings that most of the topics covered during the three-week course had benefited the participants. They felt that the course had had some significant impact on their performance. The impact was in the areas of teamwork; communication and presentation; policy formulation; strategic planning and implementation; information management and decision-making; and quality, creativity and problem-solving. The impact seems to be less in the area of budgeting and cost-control. The findings also suggest that officers in the premier category group have the support of superiors, peers and subordinates in bringing about changes in their respective organisations.

Equally important for the success of INTAN and the training of senior officers is the supporting role of political leaders and top government officers and the supporting roles played by other agencies and institutions. They provide the commitment, the direction, the resources, and help to establish the norms in training.

## APPENDIX 1

### A SAMPLE OF POSTS IN THE PREMIER GRADE CATEGORY

1. The Chief Secretary to the Government of Malaysia
2. Secretaries General of Ministries (Premier Grade B, A, Staff III, II and I)
3. Directors General of departments and statutory bodies at the federal and state levels (Premier Grade C, B, A, Staff III, II and I)
4. State Secretaries (Premier Grade C and B)
5. Deputy Secretaries General of Ministries (Premier Grade C, B and A)
6. Deputy Directors General of some departments and statutory bodies (Premier Grade C)\*
7. Directors of some Divisions/Units (Premier Grade C)\*

\* The Deputy Director Generals of some smaller departments and statutory bodies as well as most divisional and Unit heads are still in Grade 1 of the Managerial and Professional category.



## APPENDIX 2

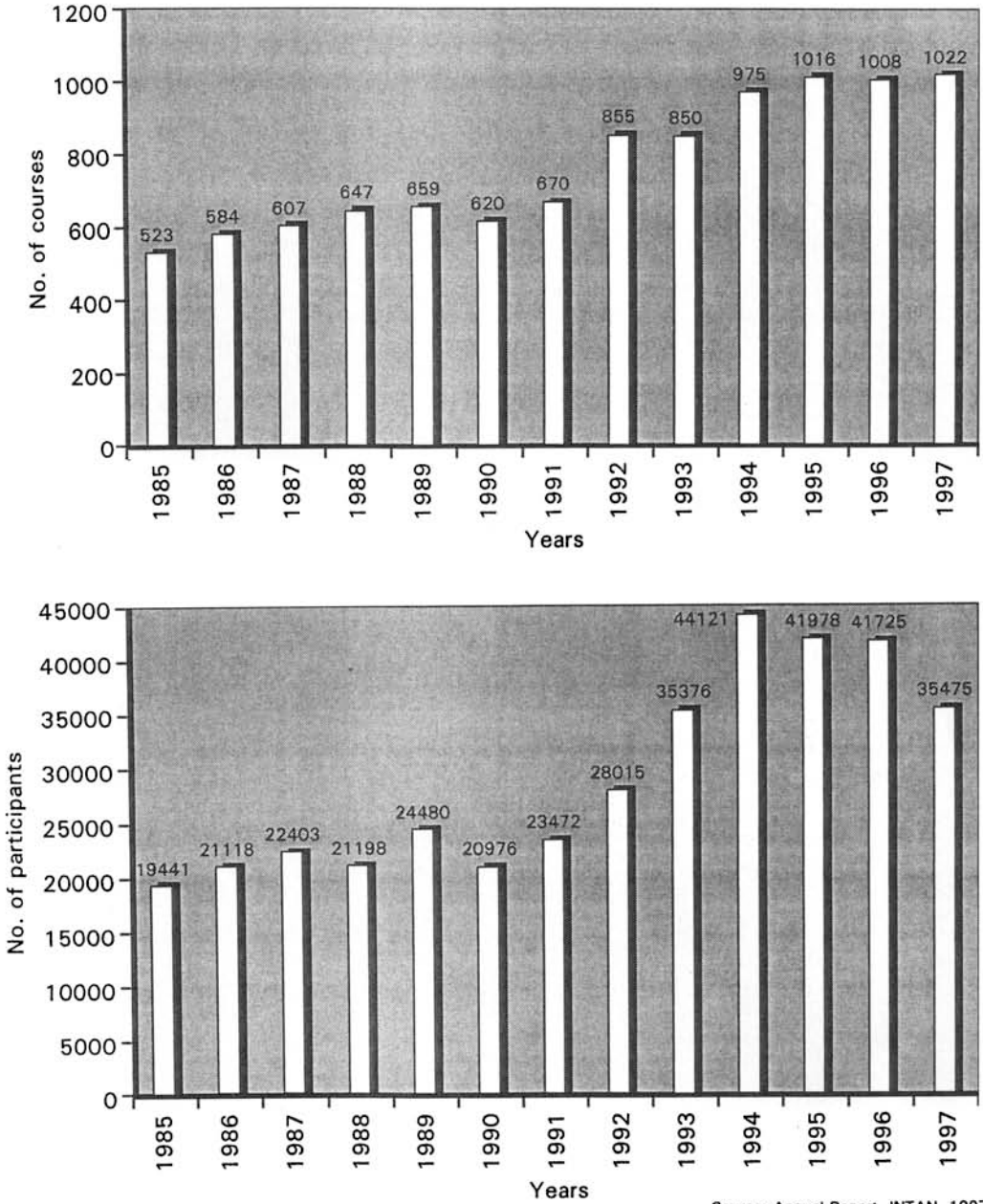
### BUDGET ALLOCATION FOR INTAN, 1994 – 1997

Year	Operating Budget	Development Budget	Total Budget
1994	33,752,900	5,665,000	39,417,900
1995	32,535,000	8,393,700	40,928,700
1996	46,800,400	5,390,000	52,190,400
1997	42,379,300	4,102,000	46,481,300

*Source: Annual Report, INTAN, 1997*

### APPENDIX 3

#### NUMBER OF COURSES CONDUCTED BY INTAN AND THE NUMBER OF PARTICIPANTS ATTENDING THEM, 1985-1997



Source: Annual Report, INTAN, 1997.

**A SAMPLE OF SPEAKERS AND TOPICS AT  
INTAN'S EXECUTIVE TALKS**

- |     |   |  |
|-----|---|--|
| 1.  | Dr. Thomas J. Barry<br>(Management Consultant)  | 'Balance and Harmony for Excellence<br>in Organization'                      |
| 2.  | Dr. Ani Arope<br>(Past CEO, Tenaga<br>Nasional)   | 'The Entrepreneurial Manager'  |
| 3.  | Mr. Wali Ghaib Mutazammil<br>(Management Consultant)  | 'Developing a Global Mindset for the<br>21st Century'                        |
| 4.  | Prof. Francis Burke<br>(Visiting Fellow)  | 'Transactions and Transformations:<br>Leaders as Change Agents'              |
| 5.  | Prof. Edward Conlon<br>(Visiting Fellow)  | 'Leadership and Managing<br>Autonomous Teams'                                |
| 6.  | Tan Sri Abdul Halim Ali<br>(Chief Secretary to the<br>Government, Malaysia)                       | 'The Malaysian Public Service:<br>Stepping into the next Millennium'         |
| 7.  | Prof. Dr. Shozo Hibino<br>(Visiting Fellow)   | 'Breakthrough Thinking'  |
| 8.  | Mr. Eric Berg<br>(Price Waterhouse)   | 'Technology Forecast 1997: A Look<br>into the Future'                        |
| 9.  | Mr. Razali Ismail<br>(President, 51 <sup>st</sup> Session,<br>United Nations General<br>Assembly) | 'Malaysia and Challenges of the 21st<br>Century'                             |
| 10. | Prof. Werner Delfman<br>(Visiting Fellow)   | 'Strategic Networking: Opportunities<br>and Risks of Strategic Partnerships' |

- |     |  |  |
|-----|--|--|
| 11. | Dr. Jamaludin Mohd. Jarjis<br>(Chairman, Public Accounts<br>Committee)         | ‘Accountability in the Public Service’                                       |
| 12. | Mr. Muhammad Ali Hashim<br>(CEO, Johor State<br>Development Corporation)       | ‘Organizational Challenges of 21st<br>Century – The Leadership<br>Dimension’ |
| 13. | H. E. Sir Robin Butler<br>(Cabinet Secretary, United<br>Kingdom)               | ‘United Kingdom Civil Service<br>– The Next Step’                            |
| 14. | Prof. Philippe de Woot<br>(Visiting Fellow)                                    | ‘The Learning Organization’  |
| 15. | Dr. Marian K. Silverman<br>(Visiting Fellow)                                   | ‘The Healthy Organization: At What<br>Costs?’                                |
| 16. | Hon. Mustapa Mohamed<br>(Minister of Entrepreneurial<br>Development, Malaysia) | ‘The Road Ahead for Malaysian<br>Entrepreneurs’                              |

**LIST OF TOPICS COVERED UNDER THE LAST  
PRE-PREMIER GRADE COURSE (7 – 29 August 1998)**

1. Balanced Development: Achievement, Challenges and Responses
2. Managing the Current Financial Crisis: Threat and Opportunities
3. Second Rural Development Transformation: The Way Forward
4. Management of the National Economy: Macro- and Micro-Perspectives
5. Social Agenda
6. Security Situation in Southeast Asia and Implication
7. Leading Change in Organisations
8. Six Thinking Hats
9. Your Heart and You
10. Agriculture: A Matter of Being Creative
11. The Malaysian Political Economy: Looking Ahead
12. The Creation of a Learning Organisation
13. Transformational Leadership
14. Accountability and the Public Sector Managers
15. Issues of Electronic Government
16. Implementation of MS ISO 9000 in the Public Service: Issues and Lessons Learned
17. Ethics and Morality
18. Development of the Civil Society: Issues and Challenges
19. Trade Globalisation: Malaysia's Position
20. Malaysia, United Nations and the Challenges Ahead
21. Caring for the Environment
22. Requisition and Asset Management
23. Public Service in the Next Millennium
24. Managing Crisis in the Public Sector
25. Fighting Corruption: Strengthening the Public Service
26. Managing Performance Evaluation and Discipline
27. Business Policy and Strategic Development
28. Values-Based Leadership: Its Significance to Modern Organisation
29. Rural Re-engineering: A Strategic Plan

*Source: Programme Booklet for the Pre-Premier Grade Course Series 13, No. 2/98, 7 – 29 August 1998*

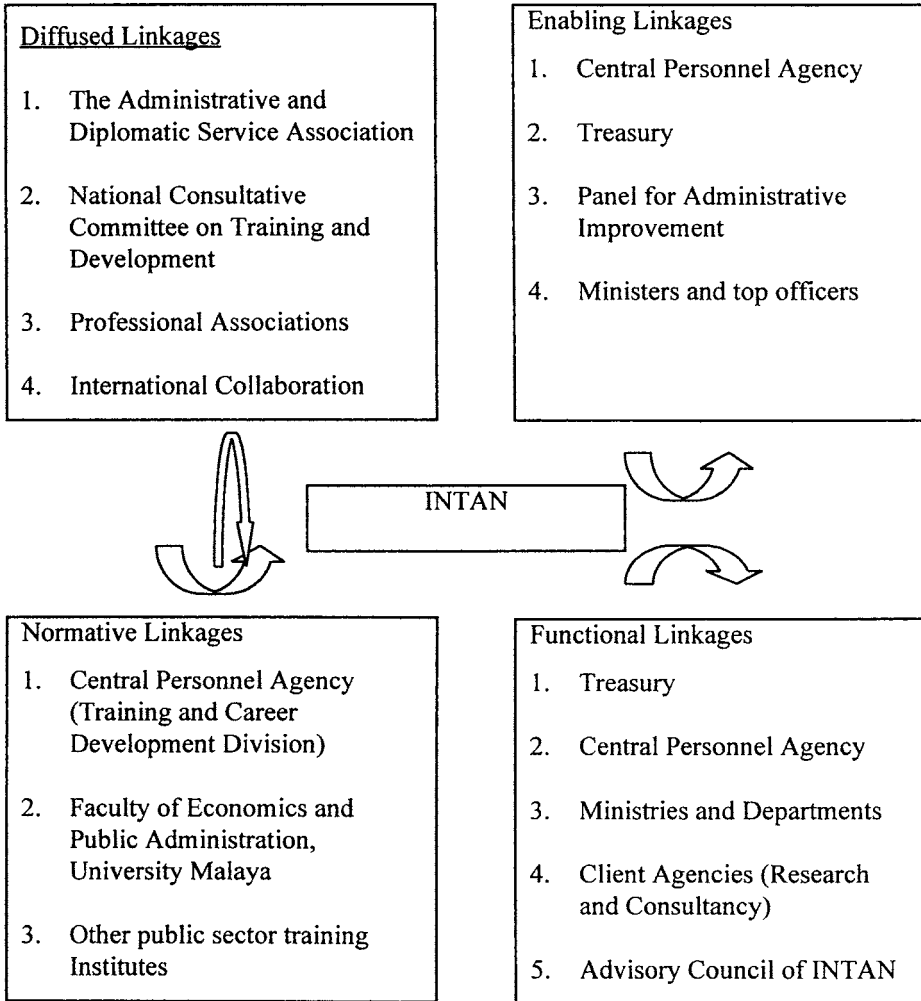
**APPENDIX 6**

**MEAN SCORES BY INDIVIDUAL ITEMS**

No.	Impact	Mean*
1.	Able to work with others as a team	6.1
2.	Able to participate effectively in the strategic planning process in my agency	6.0
3.	Able to manage information more efficiently and effectively	6.0
4.	Able to communicate better with superiors	6.0
5.	Able to communicate better with peers	6.0
6.	Able to communicate better with subordinates	6.0
7.	Able to make more effective presentations	6.0
8.	Able to formulate more effective policies	6.0
9.	Able to implement policies more effectively	5.9
10.	Able to make accurate and quick decisions	5.8
11.	Able to enhance my negotiation skills	5.7
12.	Able to control the quality of the processes, products and services produced or provided by my agency	5.7
13.	Able to further improve my creative skills	5.7
14.	Able to resolve problems more easily	5.7
15.	Able to reduce wastage in my agency	5.5
16.	Able to undertake pre- and post-budget planning effectively (i.e. cost control)	5.4
17.	Able to reduce the incidents of corruption in my agency	5.4
18.	Able to reduce overall operating cost of my agency	5.0

\* On a scale of 1 to 7 where 1 means ‘strongly disagree’ and 7 means ‘strongly agree’

**INTAN'S KEY LINKAGES**



*Source: Presentation made for the Hon. Prime Minister of Pakistan, 1997*

## END NOTES

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- <sup>1</sup> Mazlan bin Ahmad (1996). Managing Change in the Malaysian Public Service – Performance Assessment and Human Resource Development Strategies. Paper presented at the Presidential Review Commission on Public Service in South Africa: Seminar for Directors General, Holiday Inn, Crowne Plaza, Pretoria, 25 – 29 November 1996.
- <sup>2</sup> Montgomery, J. D. and Esman, M. J. (1966). Development Administration in Malaysia: Report to the Government of Malaysia, Government Printers, Kuala Lumpur.
- <sup>3</sup> Government of Malaysia (1969). Training for Development in West Malaysia: A Report. Development Administration Unit and Staff Training Centre, Prime Minister’s Department, Kuala Lumpur.
- <sup>4</sup> Halim Shafie and Saraswathy Rajagopal (1996). INTAN: Case Study in Institution Building, paper presented at the workshop on Institution Building and Networking, Indian Institute of Management Ahmedabad (IIMA), 3 – 6 April 1996.
- <sup>5</sup> Government of Malaysia (1997). INTAN: Milestones of Success, National Institute of Public Administration, Public Service Department, Malaysia.
- <sup>6</sup> Government of Malaysia (1976). Third Malaysia Plan, Government Printers, Kuala Lumpur.
- <sup>7</sup> Government of Malaysia (1991). Report of the Special Committee of the Cabinet on Salaries for the Public Sector (a translated version), National Printing Department, Kuala Lumpur, p. 14.
- <sup>8</sup> Mazlan Ahmad (1998). Public Sector Governance and Administrative Reforms in Malaysia. Paper presented at the Joint DESA/ECA Roundtable on Governance in Africa, Addis Ababa, Ethiopia, 2 – 3 March 1998.
- <sup>9</sup> Ibid, p 69.
- <sup>10</sup> National Institute of Public Administration (1998). Prospectus on Mandatory Courses Organised by INTAN (in the final draft stage and in the Malay Language).
- <sup>11</sup> National Institute of Public Administration (1998). Course brochure for the 12th Pre-Premier Grade Course, 13 April –14 May 1998.
- <sup>12</sup> Mahathir Mohamad (1991). Malaysia: The Way Forward.



## **SINGAPORE**

## **THE CIVIL SERVICE COLLEGE'S ROLE IN SUPPORT OF PUBLIC SERVICE REFORMS IN SINGAPORE**

Dr. Eric Chong, Management Consultant, Civil Service College, Singapore presented a paper on 'The Civil Service College's Role in Support of Public Sector Reforms in Singapore'. In his presentation, Dr. Chong described the evolution of the College since its establishment in 1971 as a Staff Training Institute under the Ministry of Finance until it attained its present status as a Department of the Public Service Division under the Prime Minister's Office. He encapsulated some of the significant policy directions from the 1960s through to the 1990s with a focus on the strategies envisioned for the 21st century.

Dr. Chong referred to three major government reform initiatives in Singapore:

- i. the formation of statutory boards and private companies out of government agencies to enable them to operate in a competitive environment;
- ii. the introduction of a zero manpower growth policy by which ministries and departments were forced to increase productivity with the existing manpower; and
- iii. the introduction of a Civil Service Computerisation Programme to facilitate the implementation of the new manpower policy.

To meet the emerging challenges of the 1990s, a new initiative called Public Service for the 21st Century, or PS21, was brought forth in 1995 by the permanent secretaries of ministries and the CEOs of statutory boards with four elements, viz. Staff Well-Being; Excellence through Continuous Enterprise and Learning (ExCEL); Organisational Review; and Quality Service. Each of these elements had a high-level committee headed by a permanent secretary to operationalise all the initiatives that came under its purview.

Dr. Chong further elaborated each of the above four elements. He said that 'Staff Well-Being' covered a wide spectrum of activities – from periodic health screening and aerobic classes to offering programmes on healthy lifestyles and stress management, life skills and personal development.

Promotion of Work Improvement Teams (WITs) and the Staff Suggestion Scheme (SSS) is considered an important step in the Excellence through Continuous Enterprise and Learning. Today there are 9000 WITs operating in the public sector with a participation rate of 88 per cent. Similarly, under the Staff Suggestion Scheme as many as 100,000 public officers contributed a total of 500,000 suggestions in 1996–97. Under ExCEL every servant irrespective of his rank and seniority is expected to undergo training for a minimum of 100 hours per year. Every individual,

together with his supervisor, draws up individual Training Road Maps on the basis of his need and in keeping with the Master Training Plan drawn up for the ministry. Training of WITs facilitators, profiling job competencies, establishing core competency in information technology, training in the use of computer software, and conducting modular programmes in Human Resource Management are some of several other steps being taken under ExCEL.

The whole process of identifying, examining, sponsoring and implementing cross-ministry work-flow falls under the sphere of Organisational Review. A number of steps have been taken to facilitate work in many agencies through computerisation such as processing applications for work permits, payment of tax in the Inland Revenue Authority, TradeNet to link all relevant trade authorities electronically, thus saving time, energy and money. Another major outcome of the Organisational Review is the devolution of powers to ministries and departments. The concept for Budgeting for Results (BFR), introduced in 1994, brought about drastic changes in the management of ministries. Under the BFR framework, ministries will be managed as Autonomous Agencies enjoying greater flexibility in financial and personnel matters.

The fourth element, 'Quality Service', emphasises an attitude of service excellence with courtesy, accessibility, responsiveness and effectiveness in dealing with the public. Training in customer service, converting knowledge and skills into desired behaviour, establishing a feedback system, and provision of reward and recognition are some of the steps being taken to promote excellence in the quality of service.

Concluding his presentation, Dr. Chong said that to ensure the implementation of the various reform initiatives, a formal structure would be put in place with a Central Steering Committee chaired by the Head of the Civil Service with all permanent secretaries as members. The Committee meets once a month to exchange ideas and review progress. A PS21 Office located within the Public Service Division of the Prime Minister's Office co-ordinates the new initiatives and monitors the progress. The Civil Service College works closely with the PS21 Office to provide necessary training support.