ABSTRACTS

Comparative Studies of Public Administration:
Human Resource Development in Public Administration

1. UNITED STATES OF AMERICA

Demographers have been calling attention to the increasing phenomenon of multicultural workforce in American society. The makeup of the U.S. workforce of the year 2000 will be radically different and have a broad and diverse set of work values and ethics. As cultural and ethnic diversity expands, employees of the future will look and behave differently than they did in the past. This article begins with the implications of the demographic trends in the United States for the management of human resource development in American public organizations. The author argues that in the coming decades public managers must radically alter their perceptions if they are to deal effectively with a multicultural workforce. This perceptual transformation is discussed in terms of reframing the cultural perspectives toward a multicultural workforce.

After discussing three basic cultural perspectives, the author explores the ways of enhancing multicultural workforce and cultural diversity, such as the social learning approach, empowering employees, interpersonal skills, and participation of employees. The issue of diversity is treated as an integral part of organizational change and human action. The author concludes that multicultural workforce and cultural diversity can offer the potential for real institutional change in American society.

2. KOREA

This study analyzes selection policies and practices of, and their impact on, the Korean government from the three selection perspectives : merit, partonage, and bureaucratic representativeness. This study shows a generalist tradition and finds the coexistence and competition of the three selection perspectives in the selection system of the Korean government.

Merit selection is represented by the open-competitive employment examinations. These examinations, however, have not been used widely, resulting in much room for special employment and promotion where patronage and favoritism are readily employed.

Special employment and promotion have been criticized frequently for being based on the patronage and representativeness variables. Among the variables, provincial origin, school-ties, and sex are most enduring and predominant. Seniority has also been an important variable in promotion.

3. MALAYSIA

National policies and programmes in human resource development that are specifically targeted at skills diversification of woman in industry in Malaysia as in other countries of the developing world are a relatively new policy innovation. To be effective, such policies and programmes have to take into account long-established institutional and socio-cultural constraints that women as a group must face in achieving advancement in a traditionally male-dominated sector. They also have to be cognisant of developments in the on-going process of industrial restructuring in which certain skills are being made redundant whilst others are more in demand. The paper suggests a number of co-ordinated strategies that are necessary in various related fields to enhance women's participation in industry in Malaysia.

4. THAILAND

This paper discussed the status of female civil servants in Thailand, with special reference to women at managerial level in examining and trying to identify factors hindering them from promotion. It was found that in comparison with their counterparts in Japan, female civil servants,

in general, in Thailand enjoyed relatively better status, with respect to recruitment and training, however, they still suffered gender based discrimination against women in promotion and other opportunities. Finally, several measurements to improve the status of civil servants in Thailand were proposed.

5. PHILIPPINES

There can be no society without people, people who comprise the central resource for nation-building and sustainable development. As prime movers and beneficiaries of social and economic progress, their participation in decision-making and the process of societal change determines to a large extent the type of society that they develop. It follows, therefore, that human resources must be harnessed and fully utilized as a potential force for national growth. One best way of doing this is to empower people, which means enhancing their capability to have choices and control over decisions that affect their lives.

Half of every society is comprised of women, whose place nowadays can be found everywhere, even in the laborforce. This situation calls for the full integration of women in the processes of political change, socio -economic growth and cultural milieu, a fact widely acknowledged in research but no so at all levels of policy making and program planning. Thus, the need for planning from a gender perspective.

In the Philippines, where the number of female population living in urban centers exceeds that of males, the issue is being addressed by incorporating gender concerns in the Medium-Term Philippine Development Plan (MTPDP) 1993-1998, the Ramos Government's "blueprint" for attaining NIC-hood (newly-industrializing country status) for the country at the turn of the century. Prior to that, there was already the State's affirmation to empower Filipino women through legislation, hence the birth in 1992 of the Women in Development and Nation Building Act

(Republic Act No. 7192). It must be recalled as well that the Local Government Code of 1991 (Republic Act No. 7160), the hallmark legacy of former first lady President Corazon C. Aquino to local governments in the pursuit of local autonomy, manifests a fitting recognition of women's capability by ensuring their representation or seat in local legislative bodies of the country's 76 provinces, 60 cities, and around 1,544 municipalities.

What makes Philippine society unique from other developing countries of the world is the position of Filipino women whose status remains on equal footing with men, reality supported by historical facts. Although the Filipino women have proven themselves able leaders and effective catalysts of societal change, their full development as human beings have always been constrained by certain values, traditional norms and weaknesses in the cultural fiber brought about by centuries of colonization and struggle for independence.

But the Filipino women have maintained a steadfast position, unfazed by social and political crises that continuously beset the country. With all the legal infrastructures now in place as springboard for their full development, it can be subsumed that the Filipino women are heading for better opportunities and progress, as individual human beings and partners of men in nation-building.

6. AUSTRALIA

The scope and effectiveness of equal opportunity laws and measures varies greatly between EROPA member nations. This article reviews some of the implications of equal opportunity legislation in Australia. It suggests that these measures are a significant aspect of contemporary human resource management.

Equal opportunity measures in Australia apply to many areas of operation in corporations, government and educational institutions.

Beginning with laws requiring equal levels of salary for men and women, the scope of equal opportunuties has continued to widen. Discrimination in hiring or in the treatment of employees, on the basis gender, marital status, sexual preference, pregnancy, rece, religion or political belief are illegal in most states in Australia. National legislation covers all Commonwealth Government activities, all firms employing more than 100 people and all universities.

One of the most important aspects of the legislation is the employment of guidelines and codes of conduct in hiring new employees. The law ensures that unconscious biases do not lead to discrimination. A focused approach to the actual requirements of a position can overcome these problems. It guarantees that those hired are the best qualified for the work.

Other equal opportunity measures regulate behaviour in the workplace. Among the most important of these are laws making 'sexual harassment' illegal. Codes of practice alsotend to eliminate 'sexist language' in documents, regulations and so forth. Firms covered by the Commonwealth Equal Opportunity legislation are required to submit annual reports which include statistical analyses of the numbers of women and members of minority groups which the firm employs.

Other aspects of equal opportunity policy are even broader in their scope. Government agencies which confact a wide cross-section of the population now issue information in many languages other than English. And firms and agencies give attention to the needs of their workers to care for children or elderly relatives. The needs of disabled clients and workers is another important question. Buildings and public facillties frequently require major alternational to permit equal access by handicapped people.

Equal opportunity legislation has required major changes to the practices of firms and agencies in Australia. Although securing fairness to all citizent is an important dimension of these laws, it is important to

recognise that they are also a major form of human development policy. Properly employed, they can lead to higher productivity and better services to customers and clients. The paper argues that it is very likely that provisions similar to those applying in Australia will be adopted in the coming decade by most governments and that far-sighted managers can minimise potential costs and difficulties in implementation by adopting pro-active policies.

7. SRI LANKA

Community government and regionalism had been two familiar concepts and practices in Sri Lanka in the past while the Monarch commanded the ultimate rule being at the centre. Sri Lanka was subject to British rule from 1815 up to 1948. Colonial rulers introduced the Colombo based Central Administration with a few District Administrative Outfits for the periphery.

Nevertheless they were compelled to decentralize some of the functions to urban communities in not later than 1856 by constituting three Urban Governments for Cities of Colombo, Galle and Kandy. Donough-more reforms in 1931 made decentralization more meaningful by introducing the adult franchise and establishing four types of Local Authorities, Municipal Councils, Urban Councils, Town Councils and Village Councils.

Integrated prefectoral system which had been expanding side by side with local governments, started getting scaled down, leaving its functional responsibilities in the hands of sectoral departments. Late seventies and eighties saw a bigger dose of political and administrative decentralization creating 257 Pradeshiya Sabhas, 8 Provincial Councils and 268 Divisional Secretariats.

Academics argued that the earlier decentralization efforts were not effective enough. One of the reasons was the inadequacy of skilled personnel to handle units with decentralized responsibilities, scattered

through out the Country.

Hence the government of Sri Lanka launched extensive training programmes for elected officials and managers of all disciplines. eg. senior management, financial, planning and health personnel and sometimes going below to supervisory grades like administrative officers, implementing a timely accepted policy on human resources development.

This monograph attempts firstly to outline briefly the historical perspective and current demographic status and the steps taken recently by the government towards decentralization in part one.

Part two of this article covers the training programmes conducted for the benefit of elected officials, Mayors, Chairmen and Councillors of Local Authorities which form the integral part of the institutional arrangements for devolution.

Human resources development endeavour by the Sri Lanka Institute of Development Administration - the lead local institution for management training, supporting the decentralization policy by way of providing training for Divisional Secretaries forms part three.

Part four details the on going workshop type module of training for strengthening the horizontal coordination at the divisional level (the appropriate level of implementation) followed by the conclusionery remarks.

8. INDIA

Human Resource Development (HRD) is a multi-faceted concept which involves (a) optimal utilisation of human resources and (b) generation of skill, knowledge and talent. These two aspects are intrinsically linked and feed to each other. Despite the establishment of the Institute of Applied Manpower Research at New Delhi in 1962, HRD Plans in India have only emerged since the early 1970s. The recent 8th five year plan (1992-97) has put its major focus on human development and towards this

goal, employment generation, population control, literacy, education health drinking water and provision of adequate food and infrastructure are listed as its priorities. The National Policy on Education, 1986 has modified in 1992 has also emphasised accelerated development of human and children, increased application of educational technology, training and re-training public services as important components of country's human resources development policy.

The HRD infrastructure in India consists of the newly established Ministry of Human Resources Development primary concerned with the education policy and its implementation as also the Ministry of Personnel Public Grievances and Pensions, responsible for foundation and implementation of policies, training of personnel management, recruitment including the management of human resources. Although in comparison to most of developing countries, training for public services in India has been a long established practice and the Department of Training has developed a number of in-service and management development programmes for developing personnel. But training policy in India is not conceived as a part of the process of HRD. Women in India has not been traditionally regarded as a human resource and consciousness about women as a political agent and the need for developing the potentialities of women (the one half of human resources of India) has not been reflected in the governmental policies of India until late 1970s. However, in recent times the government of India has taken some revolutionary steps to harness and utilise their potentialities as also the capabilities of certain backward communities physically handicapped and tribal societies through a system of positive discrimination and reservation.

A critical evaluation of HRD policy in India suggests that the major thrust of Government of India is HRD programme has been towards the training of public services to the neglect of other aspects of personnel management bearing on HRD. HRD in India needs an integrative approach not only with the broader aspects of education and training

policies but also the overall personnel management system. There is a clear indication that policy for better utilisation of human resources is going to be key factor for sustaining high rates of growth in the future. Therefore, it must be conceived as a long-term continuous process of education, training and career development instead of a narrow short -term work-place phenomenon.

9. AFRICA

Expansion of human resource capabilities is an important input into the development process. However, the resources that can be allocated to increasing the capabilities of the population through better nutrition, health and education are limited by economic factors. There is a substantial gap between the capacity of Africa and other developing areas in this regard.

Adequate nutrition is a basic requirement as well as contributing to the efficiency of the workforce. Malnutrition is widespread, and is a major cause of high mortality, particularly among children. Improved levels of development are necessary in lackling this problem, along with better provision of water, sanitation and basic education.

Health provision is important in increasing the productive capacity of the workforce, as well as improving the quality of life of the population. Policies of free health for all in Africa have proved unsustainable. User charges are likely to be an essential part of health services in the 1990s. However, a safety net for the poorest needs to be built into the system. Expenditure on preventative measures and efficient use of health resources are vital.

Some current thinking argues that education is the single most important factor in the development process. Despite increased private investment, the government's role in the financing of the education sector, remains fundamentally important, as without it, access to education can

be expected to become even more limited.