

## OUTLINE OF THE COMPARATIVE STUDY

### Australia

The Australian Public Service (APS) comprises 166,000 staff members employed in 28 departments and in 39 authorities. Responsibility for staff training within the APS is shared between departments and the Public Service Board.

Mr. McCallum says that the APS requires a considerable investment in training and development to maintain and improve the existing levels of skill, morale and performance.

In a period commencing from the late 1970s, however, the then Commonwealth government imposed significant staffing and financial restraints on the APS. These restraints tended to produce a large reduction in the resources devoted within both departments and the Board to the training and development function. Staff development in the APS lagged very considerably behind the rapidly increasing needs. However, in the last few years, new initiatives and increased levels of investment have gone to some extent to redress the imbalance between the needs and training and development activities.

Despite the increased funds, resources available to the APS staff are still likely to remain scarce. Therefore, he says in conclusion that every opportunity should be taken to make the best use of the existing resources for public servants through better management of department resources by fostering cooperation between the departments and the Public Service Board and between the Commonwealth and State Boards in the sharing of resources, and through more extensive use of the services of the educational institutions and private consultants.

### Canada

The paper, prepared by the Staff Development Branch (SDB) of the Public Service Commission of Canada (PSC), explains the structure of the training administration within the Canada federal government, laying major stress upon the description of SDB and its new commitment to the System Approach to Training (SAT).

Responsibility for staff training is shared by the Treasury Board of Canada, the Public Service Commission, and federal government departments. Formal training is provided in many ways, namely through each department, SDB, private educational institutions, training seminars, etc. In 1983/84, staff training for the Canadian Public Service cost \$221,725,305 Canadian, provided 185,085 training

activities or occurrences and utilized trainers of 538,229 person-days.

SDB is the Central Training Agency for the Canadian Federal Public Service, and conducts training and development activities on a fee-for-service basis with a view of recovering its costs from departments and client agencies. Though SDB had encountered numerous problems before 1980, its reformations to render the organization more efficient and more effective have now proved to be fairly successful. The current mission of SDB is to improve the occupational competency of federal public servants. It has to concern itself not only with producing and delivering a quality product but also with evaluating and validating the product.

SDB acts through four divisions under an Executive Director. The Centre for Executive Development provides mainly mandatory management orientation programs, and it offers additionally a Career Assignment Program and so on. On the other hand, the Staff Training Directorate address the training and development needs of public servants under the managers. The Operations Support Directorate performs a lot of activities to support the activities of the other directorates as well as those of the Branch.

SDB has adopted the System Approach to Training, which promises to produce products that yield value for money spent. There are five phases included in SAT; namely, Analysis, Training Design, Evaluation Design, Conduct, and Validation.

After the close and exact observation on the structure and significance of SAT, this paper on the training in the Canadian Federal Public Service concludes that, with the efforts of SDB to increase both its efficiency and its effectiveness, and the adoption of the Systems Approach to Training by SDB, SDB is expected to fulfill its proper role in developing competent and satisfactory human resources.

#### India

Building up a new nation became the most challenging task facing India when it became independent in 1947. The State became a welfare state rather than a police state as it was before independence. The regulatory functions of the government were certainly important but planning and implementation tasks for development with a view to raising the living standard of people immediately outpaced them in both magnitude and priority. The civil servants must be provided with necessary knowledge about changing environment and new challenges, and be imparted with new skills needed for promoting development. These became the aims of our training program, says Dr. Dubhushi from India.

The National Academy of Administration was set up as an apex training institution to provide the above-mentioned training to the national level civil servants. The Academy imparts induction training to the probationers of the India Administrative Service recruited through a competitive examination. It also runs a number of in-service programmes for senior officials. These are not just refresher courses, but advanced programmes keeping in view the progress of modern management techniques. In addition there are a number of autonomous private training institutions to meet the training needs of personnel already highly experienced.

#### Indonesia

Mr. Mintorogo from Indonesia says that education and training programs for civil servants in Indonesia are an integral part of the administrative improvement efforts and cover both the administrative and technical aspects of routine as well as development functions of the Government. The education and training in Indonesia can be classified according to the status of the participants (the pre-service and in-service training), to the tasks (technically functional and administrative training) and to the career (education and training for structural positions and functional positions).

He then explains the function of the National Institute of Administration (LAN). LAN is the central coordinating agency for education and training for the civil servants in Indonesia and is basically responsible to formulate government policy on training and provide guidance and direction to all training units in government agencies.

He says, in conclusion, that due to limited resources available to conduct all management training, LAN has to set priorities in the implementation of their own training commitments. Priority is given to basic and strategic types of management training such as training for senior public officials, training of trainers, new management techniques, etc.

#### Japan ( local public service personnel )

This paper on local public service personnel in Japan was prepared by Mr. Takashima from Japan.

Japan adopts a two-tier system as its local government system. The country is divided into 47 prefectures and each prefecture is subdivided into municipalities (cities, towns, villages).

Training of local public service personnel is done through internal training (institute training, division/department training, on-the-job

training) and external training (training by contract, training by assignment).

In the case of institute training, each public entity uses a somewhat unique training structure, but generally speaking the main component is the training offered for each job level (e.g., new employees, elementary, middle and senior job categories, supervisors and managers). Most prefectures have their own training institutes. On the municipal level, 33 cities or 5.2% of all cities (excluding designated cities) have their training institutes, with no town/village has its institute. Those municipalities without their own training institutes generally secure their training by requesting appropriate organs like the prefectural training institutes or associations of the municipalities to conduct training courses for them.

Though prefectures and municipalities arrange various kinds of training courses in their bodies, they cannot necessarily meet all the training needs, particularly such as obtaining upper level knowledge and highly advanced or specialized technique. In order to make up these training needs, they send personnel to training courses offered by national facilities (such as the Local Autonomy College), other local governments and private companies and organizations.

#### Japan (national public employees)

This paper on the training of national public employees in Japan was jointly prepared by Mr. Matsumoto and Mrs. Hirose. In Japan, national public employees are divided into two categories: regular services and special services. They mainly concentrate their discussion on training of those engaged in regular services which carry out a wide range of administrative tasks.

As for the regular services' employees, the National Personnel Authority is responsible for the overall planning and coordination of training conducted by the ministries or agencies, and is expected to plan and conduct training on its own initiative. In this context, the Authority has contributed to the advancement of the training of public employees by developing the J.S.T. method (the Authority-developed Supervisory Training) and by the K.E.T. method (the Authority-developed Public Servants Ethics Training).

The Institute of Public Administration, which was set up as a central training center under the National Personnel Authority, is rather small as a training center (A very large proportion of civil service training - 96% - is provided by individual departments to their own staff.) but plays a very important role in the training of more senior staff and it provides civil servants with opportunities to learn together with

colleagues from other departments.

Finally, they have introduced a training course for assistant directors, which the institute has put the largest emphasis on, as an example to help understand Japanese training system.

#### Korea

The paper from Korea, prepared by Mr. Kim Toe-Kyum says that the Training Division, Personnel Bureau of the Ministry of Government Administration is responsible for policy-making, curriculum development and control of training institutes. There are 39 training institutes, which include 1 central training institute (Central Official Training Institute), 25 professional and technical institutes and 13 local public training institutes.

Mr. Toe-Kyum explains Korean national level training system by introducing the typical training process for officials from recruitment at the grade 5 to retirement. And we can see following salient Korean policies of training. Education of people's nine virtuous moral characters such as cooperative spirit, sense of duty, patriotism, etc. is one of the policies and even in the pure job training courses, a large percentage must be moral training. One of other policies is training first, recruitment or promotion later. All newly recruited government officials must take a relevant training course before recruitment and all promising officials must take a relevant training course before formal promotion.

#### Nepal

The paper on public service training in Nepal was prepared by Mr. Pradhan.

In Nepal, the ministries and other agencies employ a total of over 80,000 civil servants. These are divided into three broad groups. Along with the civil servants, there are about 35,000 public servants employed in 59 enterprises.

Realizing importance of training in producing capable manpower to perform the growing development functions more effectively, His Majesty's Government created a Central Training Department in 1967. Today, there are many centers charged with conducting training programmes for different sectors of the government. However, it became increasingly clear that there was a need for a central training institution which would complement, and work closely with the existing network of the training institutions. For the above-mentioned need, the Nepal Administrative Staff College was established in 1982. It is an autonomous, national level, institution concerned with improving

efficiency in the civil service and public enterprises through a programme of training, seminars, research, consultation, information services and policy suggestions.

In spite of the increasing attention being paid to public service and growing financial input from government, it is reported that less than 50% of civil servants had received any job-related training. More important, the quality and level of training facilities were quite inadequate. In general, training quality and the level of training facilities are not improving as rapidly as is needed to help bring about changes in public performance at the rate the Government intends to achieve.

#### New Zealand

This paper was prepared by Mr. Johnston from New Zealand.

In this paper he made a report of 1984/85 education and training activities in local government. He presented all regional training schemes - Northland, Auckland, Waikato, etc., and said that solid progress had been made during the year to March 1985.

He then introduced road maintenance training for road maintenance instructors and inspectorial training of building, dangerous goods, plumbing and drainage, and health. In addition to the above-mentioned training, he introduced parks and recreation sector training as major new developed training.

#### Philippines

Mr. Jesus N. Borromeo, the Chairman of the Civil Service Commission, described beautifully and accurately the training system in the Philippine civil service.

The Philippine civil service by the Philippine people commenced in 1907, but it turned out to be too incompetent to cope with the demands of their positions. The concrete steps to fully strengthen the weaknesses of the Philippine civil service were undertaken after the establishment of the Philippine Republic. In the seventies, social and economic disturbances led to extending the purpose of training to the attainment of the nation's goals geared towards national development.

The function and responsibility of the personnel training is shared among ministries, agencies and the like, i.e., the Civil Service Commission, the Civil Service Academy, the National Economic Development Authority, individual departments and agencies, local governments, and so on.

The Civil Service Commission's exclusive function should be the training of public personnel, as the central personnel agency charged

with the major responsibility for providing a competent workforce for the entire governmental organization. Because the training of an estimated 1.2 million civil servants is too much for it, the formulation and implementation of training programs are assigned to ministries and agencies under the Civil Service Commission's control, direction and coordination.

Training for the three different levels of the career service is organized under the "Integrated Training System", developed by the Civil Service Commission. In this paper, the programs conducted under this system, i.e., (1) orientation / reorientation program, (2) training for the first level, (3) training for the second level, (4) training for supervisory and middle-management development, (5) training for the third level, are explained closely and deeply.

Mr. Borromeo concluded that one major problem in the Philippine civil service is the necessity of formulating a well-coordinated and integrated training scheme.

#### Sri Lanka

Mr. Dissanayake of Sri Lanka first presented a detailed history of Ceylon Civil Service. The British conquered the entire island by 1815 and Sri Lanka was made a Crown Colony. To establish their government capabilities, the British made use of civil service and thus Civil Service was created. Only a few Sri Lankans were appointed to Civil Service in those days. After ending an era of over 150 years of British system of administration, the Ceylon Civil Service was changed into the Sri Lanka Administration. Now, recruitment to the Sri Lanka Administration is an open competitive examination and in addition, there is a limited competitive examination for those who are in other selected services of the state 10 years experience and also by promotion of certain other suitable categories of officers.

Mr. Dissanayake then concentrated his description on the training system of the cadets. New recruits to the Sri Lanka Administration Service are given training to equip them with an enhanced understanding of the total environment in which they would have to work, and principles and process of management at the Sri Lanka Institute of Development Administration which is the premier training institution in the field of public administration. The training of the cadets is divided into the Foundation / Orientation Training Course at the Sri Lanka Institute of Development Administration, and District Level Training Attachment.

#### Thailand

Mr. Vadhanasindhu of Thailand has presented a detailed historical development of training in the Thai Civil Service. We are impressed by the fact that civil service training in Thailand was not a new phenomenon and that Thailand was one of the pioneers who had a training school for government officials in nineteenth century.

Today, the responsibility for coordinating and conducting activities concerning the development and training of civil servants is undertaken by the Office of the Civil Service Commission. Its training policy is basically to foster, support, conduct and coordinate in-service administrative and management training programs. In 1980, the Civil Service Training Institute was set up as a division attached to the Office of the Civil Service Commission. This institute offers non-residential training program to fulfill the needs for a central institution which is capable of providing the necessary leadership in management training as well as coordinating and assisting the training activities of other government departments.

While the Office of the Civil Service Commission has been assigned training responsibilities throughout the career service under its jurisdiction, it cannot and should not do all needed training because the work force is too large and too diversified for the Office to provide needed training for all civil servants. It has limits on the amount of training. Thus, by its strategies, priorities are given to developing and conducting, managerial and supervisory training, training for new entrants, developing training materials and technology that has relevance to Thailand and so on.

#### The United Kingdom

The paper by the Civil Service College (the Management and Personnel Office of the Cabinet Office) concentrates on the training system of officials working for central government departments in the United Kingdom.

The total spent on training for the UK Civil Service in 1983-84 is around 4.7% of total salary costs, but this ratio is not satisfactory in the view of this paper. Three quarters of Civil Service training is provided by individual departments for their own staff, and 20% is bought by departments from outside providers, and the remaining 5% is provided by the Civil Service College. Government departments vary considerably in size. The larger of them have several training courses, whereas the smaller ones have to rely more heavily on the Civil Service College.

The training in the Civil Service Colleagues from other departments, other organizations and other countries. The college is concerned not

only to convey information and to teach skills but also to provide opportunities for civil servants - especially, those expected to go further in their careers and those already in senior spots - to exchange ideas and experiences with colleagues from other departments, other organisations and other countries. The college is one of the largest providers of short courses in Europe with 1,200 courses; 4,700 course days; and 78,000 student days. The College will have to meet almost all its expenditures by charging to "customer" departments.

Since the early 1980s, a great deal of activity has taken place in the UK Civil Service directed towards improving the development of future senior managers, mainly because of the political emphasis based on the Conservative Government on increasing efficiency and effectiveness in the Civil Service. This leads to today's three important management development initiatives: Management Development Programmes, Senior Management Development Programme and Top Management Programme.

The paper concludes that the trend since 1980 has been towards shorter, sharper, more visibly relevant training courses, and points out that all indications show that this trend will continue.