

MODERNISING THE CIVIL SERVICE IN ALIGNMENT WITH NATIONAL DEVELOPMENT GOALS

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CONFERENCE PAPER ABSTRACTS

Sub-theme 1: Performance Management and Governance

Government Performance and Systems Impediments from the View of Policy Coordination: A Japanese Experience

By Dr. Akira Nakamura

Governance is a highly appealing expression. It is also convenient. Although it eludes precise definition, the term has become international. People throughout the world have been exposed to this word; unfortunately, not many know for sure what exactly it conveys, as it connotes various meanings to different audiences.

In Japan, this catchword has increasingly been receiving public attention. A leading publisher in Tokyo has brought out a very successful quarterly journal titled *Gabanansu* (Governance), which has carried a host of articles relative to local government management. One of the reasons for its popularity seems to lie in its eye-catching title: had the magazine been called *Local Government Management*, it probably would not have generated as many subscribers.

As this example shows, the term Governance seems intriguing, even refreshing, to people. It carries a sense of going beyond seemingly worn-out systems of government. Perhaps for this reason many people are beguiled by the term, and utilize it without clearly understanding it.

In this respect, Governance is similar in many ways to the expression Democracy. Although both appear to have a common global understanding, neither offers a universal definition that transcends cultural and historical boundaries. Similarly, both words are normative and value-laden, carrying emotional appeal to a large public. In fact, the call for Democracy has touched off revolutions and wars in the past. Similarly, Governance has recently become a buzz word, representing one of the most important social prerequisites for improvement in many developing countries. At least, this view is held by such international funding organizations as the International Monetary Fund and the World Bank.

One problem with Governance is that unlike Democracy, the definition has not yet been tested, undergoing rigid and strenuous intellectual discourse. The word itself is relatively new in the area of public management, and carries various connotations to both leaders and voters. Moreover, it is unfortunately culturally and geographically bound. When a European leader speaks of Governance, for instance, it does not necessarily have the same meaning in Asia and other regions. Domestically, too, it is socially bound: civic leaders and citizens will not always share the same implications of the expression. In fact, the concept of Governance has frequently been mobilized by those out of power to discredit the incumbent government.

With these issues in mind, this paper explores the significance and consequences of applied Governance in the Japanese experience, under a specific setting: policy coordination. Using governance as a conceptual aspect includes the provision of coordinated policies and coherent programs to the public. Combining many aspects of public service into one government agency offers a good example of governance in this regard, as do systems recently installed by many local governments in Japan that allow citizens to access information that specifically pertains to them from their home computers.

In actual fact, the concept of Governance cannot be dissociated from attempts to improve both the quality and delivery of policy programs: it is becoming intrinsic to any well engineered government operation. In this respect, one major change should be noted: whereas research and discussion formerly centered on policy cohesiveness within the same office or between different levels of government, the focus has now shifted to policy consistency among various government agencies and non-governmental organizations. This writer feels that governance as a concept specifically applied to policy coordination may present a critical object lesson for governance as a general concept.

Government policy coordination abounds with problems such as lack of communication among offices and agencies, administrative egos jealously guarding their sectors and refusing cooperation, and other systemic causes that preclude consistent program management.

Using Japanese cases as a reference, this paper outlines public program coherence under the aegis of governance, discusses policy and program collaboration among various political entities in Japan, and notes several areas in which there is a demonstrated need for improvement of policy coordination.

Sovereignty, Governance and Government Performance

By Dr. Ebrahim Golshan

"Nothing is more applicable than a good theory."

Government performance pathology and enhancement depends on how government functions are determined. These functions, in turn, are being ascertained by what characterizes the government, which is merely and theoretically a tool for implementing the state's will. This process can be depicted as out as a "funnel of causality" model, in which everyone nests in the former one. If this chain of links and dependencies are right, any fair evaluation and appraisal of government performance will primarily be depended upon state's identity, its vision, and mission which are being levied to the state and government accordingly, by society through constitution.

It goes without saying that, state, by definition, is nothing more than mechanisms and context in which values -- goods, services, and opportunities -- are created and distributed among people. So the approach to government performance automatically relates to how we approach the state and its healthcare and medicates, as we do for any other phenomenon. Here, the most effective and relevant factor is governance. Governance theory explains how well or bad a government is being administered.

This paper argues to clarify that any judgment about government performance, no matter how simple or complex should be discussed from the sovereignty point of view. Soeverignty theory, with its three dimensions -- unity, integrity, supremacy -- characterizes the state identity, while governance theory describes the "rules of the game."

The practical message here is that criticizing the government performance fairly, necessitates deconstructing sovereignty theory, in the shadow of new global arena, especially when we are concerned with developing countries. Only after donning this, we may accommodate the right combination of good governance elements in the skeleton of relations between government and citizens of the former pointed countries, as decisive criterion for determining government functions and performances.

In order to have these theoretical arguments in a more transparent and practical form, Islamic Republic of Iran is discussed as a case. Through the case, it is argued that any comments on government functions and performances will be linked to concrete analysis of three distinctive levels, which are sovereignty, government and governance.

Building Good Governance in Indonesia: Some Experiences from Local Government in Transparency

By Agus Pramusinto

Good governance has become a serious concern in developing countries. In Indonesia, a number of initiatives has been introduced to enhance transparency in local governments. Some provincial and district governments have created local regulation that supports the local government to build institutions to enhance transparency. It is expected that they facilitate the citizens to involve themselves in policy processes. Some has created the Commission on Information Transparency and Participation or Provincial-Level Ombudsman.

This paper discusses how these kinds of institution were created. In fact, the initiatives of the creation of the institution were different between one local government to another. In one local government, the demand came from the citizens whereas in another local government, the idea came from the government itself. With different types of initiatives, they may have different performance. Therefore, this paper presents how the institutions work. Are they dependent enough to channel the aspirations of the citizens? And how have the citizens responded to them?

Ontario's Result-Based Management Performance System: Implementation Milestones and Challenges

Deputy Minister Kevin Costante

This paper examines the development and implementation of a performance management system (PMP) in a large Canadian jurisdiction, the Province of Ontario. The Province's PMP system, which has been developed over two decades, is now linked with its results-based management (RBM) business planning system, begun in late 2003. Linkages are also being forged with Ontario's performance measurement (PM) systems, which have been refined over the past decade.

The paper explains Ontario's overall system and each of its components, including descriptions of the major concepts, techniques, and on-line tools. Special attention is given to explaining the linkages that Ontario is building among each of the RBM, PM and PMP components. The key focus will be to describe how each element is designed to reinforce the effective operation of each of the others as a part of an integrated system. In practical terms, the paper explains how the systems are being designed to assist public servants to better understand their work in the context of overall government priorities.

The paper will next review the "journey" that the government undertook to develop and implement the systems. The major milestones are described, along with the associated timelines. The paper assesses the current state of practice and shares observations on what Ontario has learned along

the way. Key points will include the benefits to the public and stakeholders from their improved understanding of government goals, efforts, and results.

The systems will be described and assessed from the perspective of a deputy minister (permanent secretary) who leads one of the largest, most complex, and politically sensitive program ministries of government--the Ministry of Community and Social Services. The paper then moves to the reflections of this leader on both the corporate (central agency) elements and program (line ministry) elements of performance management.

An example from a recent major transformation undertaken by the Ministry of Community and Social Service is used to illustrate how each of these systems (PMP, PP and RBM) works in practice during a major change. The Ministry has recently completed a major reform of its employment support program for people dependant on government financial assistance (welfare).

The paper examines the role and contributions of each of these systems as the Ministry strived to improve the outcomes of this program in getting people employed and less dependant on financial assistance. This goal was first identified in the Ministry Results Based Management (RBM) business planning system. Developing this change agenda was embedded in the performance contracts of the program managers as required by the Performance Management System (PMP). Major changes in the program's design were developed and implemented including program performance measures that were directly linked to program funding levels. Specifically, funding was tied to getting people jobs. The paper also describes the important supporting roles of leadership and training in helping staff adjust to the change. The key expected outcomes of the change agenda are a minimum 30% increase over 3 years in clients with employment.

The paper observes that improved methods of PMP, PM and their integration with RBM are part of an ongoing journey of government reform. So, along with the review of the major steps in development, the paper outlines goals for future improvements, including better integration.

Presentation on Performance Management and Government

By John Mitala

As it may be appreciated, supervising employees' performance is an essential part of management anywhere. Consequently, performance management supports an organization's business objectives by linking individual as well as team performance to them. Through performance Management, the emphasis is more on producing results as opposed to managing processes. In other words, through performance management, both the quantifiable outputs as well as outcomes are important.

Since the Civil Service or the public service as it is called in some jurisdiction is the implementing arm of government, the importance of performance management cannot be over-emphasized. This is because although service delivery expected of the Civil Service vary among the various classes of people in any country, the public's expectations from the civil service is among others a civil service/public service that is:

- Transparent, honest and averse to corruption and fraud in official dealings.
- Exemplary in its standards of efficiency in both production and rendition of services with minimal waste.
- Run on well planned and costed programmes.

- Fully accountable for its decisions and actions.

This presentation is for sharing the experience on Performance Management and Governance with the specific reference to Uganda, a small third world country in a globalized world.

Performance Management in the Brunei Civil Service

By Dr. Azahairini bin Haji Mohd. Jamil

The paper describes the structure of the Civil Service and the initiatives which have been implemented to make the Civil Service more productive in the provision of public goods and services and in serving as a facilitator for growth and development. An overview of the main features of the ideal Performance Appraisal is presented based on the literature. This is followed by an evaluation of the current practices of Performance Appraisal in the Civil Service highlighting the issues and challenges it faces. The paper concludes by suggesting ways forward in the review of the Performance Appraisal system.

Human Capital Development and Performance Management

By Dr. Ahmad Jailani Muhammed Yunus

This paper addresses the goal of performance management through human capital transformation and development. It commences with a general discussion of human capital development concepts and performance is the results accomplished by an employee in meeting specific objectives or the development of competencies necessary for effectively doing a job and service delivery in today's political world. It notes the scope and relevance of Malaysia's vision 2020 with the sustainable performance management. In addition the inter-relationship between people, service and trust, and the way in which service delivery and performance can impact on the credibility of Government and the standard of governance. Performance Management requires all parties in any organization and institution to constantly focus on quality as the means to improve work processes and the services they offer. These issues are then reviewed in much more detail by examining the Malaysian experience with a performance management reform, with particular attention to HRM initiatives. Performance indicators for HR improvements are also outlined. Monitoring and evaluation are recognised as being of major importance to ensure real progress. It is suggested that particular priority should be given to the capacity building and Competency Based Training and education for civil servants in Malaysia, as this was necessary to assist with human capital development more generally in society.

Performance Management and Governance

Pengiran Dato Paduka Haji Abdul Hamid bin Pengiran Haji Mohammad Yasin

This brief paper is an attempt to highlight the initiatives undertaken by His Majesty's Government in instilling Performance Management measures and Governance in the Brunei Darussalam's Civil Service for efficient and effective public service delivery and as well as in the pursuit of the Millennium Development Goals (MDGs). The paper also discusses some theoretical aspects of Performance Management, a few words about the MDGs, Governance, and what has been done by His Majesty's Government to continuously improve public service delivery.

The Civil Service Commission Performance Management System

By Victoria Valeriano

The paper simply discusses the Civil Service Commission Performance Management System as undertaken by the Philippine Civil Service Commission. Discussions include the system's rationale of the system, background, goals and objectives, components, and process and cycle.

Sub-theme 2: Enhancing Integrity in the Public Service

Street Level Bureaucracy: Dilemmas of the Providers in Health Centres

By Ambar Widaningrum

Concern about the implementation of health service programs begins from the recognition that policies cannot be understood in isolation from the means of their execution. Using Michael Lipsky theory (1980) about street level bureaucracy, this study aimed to analyze the role of the health center staffs as provider of health service programs. Lipsky used the term street level bureaucrat to describe those public service workers who interact directly with citizens in the course of their jobs and who have substantial discretion in the execution of their work. He argued that individual in the public services typically face choices and competing demands and dilemmas in their service works. Those problems were often neglected in policy implementation. The critical issues of his theory are on the aspects of the accountability of street level bureaucrats: accountability to the organization, to consumers, to the law, and finally to the professional norms. Each is often problematic.

The Puskesmas, an Indonesian acronym for public health center, is where the country's distinctive approach to Health for All (HFA) plays an important role in delivering health services. It has helped the poor by making services more accessible, though often at low quality standards. The diverse services organized through the country's health centers are delivered mainly by salaried public service workers. A typical health center employs about 28 staffs, including one or more doctors, a dentist, 4-6 nurses and midwives and a similar numbers of paramedics with various technical responsibilities, and 4-6 clerical workers, based in the health center.

This study was conducted in Purworejo district, Central Java, Indonesia. Focus group discussion was the main tool to gather data from the Puskesmas staffs and clients. This study found that the competence as well as the orientation, motivation, and public persona of puskesmas staffs are important because it is they who deal with actual and potential "customers". Their assignments, for example midwives, range from examining pregnant women to training traditional birth attendants which clearly cannot be done simultaneously. Health center staffs become the system in their clients' eyes by virtue of the incentives and signals they respond to and send out, the daily routines and habits they develop, the interpretations of policies and instructions they arrive at, and finally, the decision they make. Ultimately, since the government put a big concern on the success of health policy implementation, especially for the poor, the role of street level bureaucrats, and the way they are actually behaving cannot be neglected.

Exploring Accountability Initiatives in Philippine Local Governance

By Wilhelmina L. Cabo

Worldwide there is growing interest and efforts on ways that will promote an honest, efficient and effective government. Governments, donor institutions, civil society, businesses and academic

community alike promptly acknowledge that good governance and accountability are essential elements for attaining the millennium development goals and advancing human progress.

In the Philippines, the implementation of the Local Government Code in 1991 has created windows of opportunity for creative practices that build and enhance government accountability. The Code is decentralization law that brings government closer to the people. It has invested local government with more powers and responsibilities as well as resources to provide for the needs of the people in the communities. It has provided an expanded governance framework that admits of citizen's involvement in the core activities of government.

With devolution comes greater responsibility and greater responsibility means greater accountability. The paper explores how government accountability in the Philippines, particularly of local governments, is being improved and strengthened in the context of decentralized democratic governance and looks at how 'hierarchical' and 'bureaucratic-oriented' type of accountability is increasingly being transformed by creative approaches that are adopted by local governments and civil society organizations. The paper draws on the discussion and analysis of these initiatives from documented experiences of local governments, citizens' groups and non-government organizations. These experiences are instructive of alternative perspectives and strategies for improving accountability, perhaps not only in the Philippines. In summary, the paper situates innovative accountability practices in the context of decentralized governance in the Philippines, provides a brief theoretical propositions and summary of lessons for improving government accountability.

Religiosity and Morality in the Bureaucracy: Defining the Role of Religion in Promoting Public Service Ethics

By Dr. Nestor Abdon

Negative bureaucratic behavior is a prevalent problem in the Civil Service and definitely has a critical impact on national development. The ethical problem is more evident among three public institutions—revenue generating, revenue spending and regulatory agencies. The interface of these organizations with the public not only promotes corruption but also a host of unethical behaviors that are borne by the cultural and societal demands on the organization. Furthermore, the values of the people in public organizations are also sourced from society. Thus, it is impossible for the organization to attain rationality as public interface would always dilute its operation. The necessity to attain fairness in meeting varied public needs requires the bureaucracy to maintain universality rather than particularistic considerations. A strong promotion of public service ethics would naturally be a right step in limiting negative cultural traits that impinge on the bureaucracy.

As organizations are still social units, it is best to search for tools to promote morality that is culturally and societally-based. The evident influence of religion as a potent force for social change should be harnessed in promoting ethics in the Civil Service. This promotes the search for indigenization in view of the role of religion and religious institutions as moral-bearing social and cultural institutions. This is not only in recognition of such role of religion but also of the prevailing and worsening ethical problems in the bureaucracy. The study of the relationship between religiosity and bureaucratic behavior in the Bureau of Internal Revenue (BIR) in the Philippines, one of the identified agencies having a crisis in ethics, bears out the possibility of such religious interface.

Analysis of Thai Political Culture Factors as a Motivator Influencing the Performance of Municipal Employees in Public Service Delivery

By Dr. Gamolpron Sonsri

The study concerns itself with the state of service delivery of local governments in Thailand, in particular the municipal government's performance in the delivery of public health and sanitation services. One angle to find out such state of service delivery is to know the motivational factors of employees and thus be able to assess and evaluate the extent that the motivational factors under study influence employees to perform better in the delivery of such services. The important point is that if these motivational factors are determined as well as their influences on performance, then the road to better service delivery to the people will not be far behind.

In the study, the local government unit chosen is the metropolitan municipality (Tessaban). The two metropolitan municipalities: Nonthaburi in Central Thailand very near to Bangkok, a more urbanized area, and Ubon Ratchathani located in Northeast Thailand near the boundary of Laos, a less urbanized area, are chosen for study on the basis of purposive sampling.

Two main groups of respondents for the study are: (1) the employees of the municipality which in Thailand are classified into three: municipal employees, regular municipal workers, and the temporary municipal workers; and 2) clients who are the people in the municipal area who are availing of the public health and sanitation services of the municipality. The first group of respondents was chosen on the basis of stratified random sampling and the actual number of respondents totaled 402 broken down into 45 municipal employees, 52 regular municipal workers, and 300 temporary municipal workers. The clients group was chosen through cluster random sampling and the respondents numbered 757, distributed into 380 in Nonthaburi and 377 in Ubon Ratchathani. Data were analyzed using both qualitative and quantitative methods. The latter used regression and multiple regression analysis to analyze and interpret the findings.

There were 4 variables of Thai political culture factors examined as to their influence on motivation of employees to perform better in their jobs. They are classified into: Hierarchy, Buddhist beliefs and practices, collectivism, and Thai characteristic.

The findings show the motivational factors that correlate with services delivery performance by kind of municipal employees/workers. Only two out of 4 factors motivated all three kinds of employees (hierarchy, and collectivism). The results are as follows;

- Hierarchy: Most effective motivator for performance everywhere for all employees. Everyone is influenced by respect and high regard to elders and superiors
- Buddhist beliefs and practices: Motivator in rural and less urbanized areas, but not in more urbanized areas. Tradition is more rooted in more rural areas of Thailand.
- Collectivism: Strong motivator influencing unity in work places, group work, teamwork.
- Thai Characteristics: Not so strong as motivator. Depends on personal attitudes, kind of work, and workload.

It is also found that the motivational factors had differential effects. The differences lie on the influence of other intervening variables. Thus, motivation either is strong or weak depending on the certain circumstances, location, and personal variables of the respondents. In general, the relative strength of a Thai Political Culture Factors as a motivator may be influenced by employment status (permanent and temporary employed) and the degree of development of the municipality. Based on findings, this study recommends measures to the municipal concerned.

Corruption in Perspective: What Do We Know About Corruption?

By Professor Kosaku Dairokuno

Corruption is a universal phenomenon. In many countries, developed or developing, people have been fighting against the various types of corruption in order to achieve a more democratic and transparent governance. Our understanding of corruption, however, has remained ambiguous at most. Although corruption can be defined as “the misuse of entrusted power for private gain” (Transparency International), the types of corruption, the frequency of occurrence, and the level where it occurs, varies from one country to another. On top of that, people’s perception of what actually constitutes corruption is quite different across countries: a clear case of corruption in one country is not necessarily considered as corruption in another. I argue in this paper that we have to understand the structure of corruption and its component elements in order to properly understand the dynamics of corruption. Otherwise, any efforts to curtail corruption would end up in failure.

Enforcement of the Prevention of Corruption Act: A Vital Component in Good Governance and in Ensuring Integrity in the Public Service

By Kasmirhan Pengiran Tahir

The paper highlights the strong enforcement of the Prevention of Corruption Act in Brunei Darussalam as one of the key components to ensure that public servants maintain high standards of integrity. The Act is the key legislation used to fight abuse of power especially corruption and it has been used strongly without exception, fear or favour. The adoption of zero tolerance corruption is a vital component in ensuring integrity in the public service.

Enculturation of Integrity: Malaysian Experience in the Implementation of the National Integrity Plan

By Haji Mustafar bin Haji Ali

The paper discusses the launching and implementation of the National Integrity Plan as an attempt to address the whole issue of integrity in a holistic and comprehensive manner. The National Integrity Plan is a way to achieving development which is not solely based on the economic and technological development, but also on the need to sustain progress in the social, cultural, intellectual and spiritual aspects.

Sub-theme 3: Building Partnership for Public Service Delivery

Globalisation, Public Management and Accountability: The Case of City Management in Auckland, New Zealand

By Dr. Andy Asquith

Public service delivery has now entered its third phase in modern societies. The classic ‘bureau’ model advanced by Weber was replaced in the 1980s with an almost global adoption of market

driven reforms. The new millennium has brought with it another strategic shift – this time towards a so-called ‘Third Way’.

This most recent shift has seen a fundamental shift away from ‘government’ to ‘governance’ – has seen a transformation in both the way in which public services are developed and delivered, but also in the relationships which institutions of government have with citizens. This paper explores these changing relationships within the city of Auckland in New Zealand.

Public-Private Mixes and Partnerships: Some Australian Case Studies

By Dr. Roger Wettenhall

The paper is in a sense a sequel to the one presented at the Hanoi General Assembly and Conference in October 2005 (Wettenhall 2005b). As a contribution towards thinking about mechanisms for achieving MDG goals, that paper questioned the widespread current use of the term Public-Private Partnership (PPP) and sought to identify the conditions that are necessary before a mix of public and private efforts and energies can become an effective PPP that provides fair protection for the interests of both public and private "partners".

The present paper briefly reviews the argument in the earlier paper, and then describes three Australian public-private mixing arrangements that appear to have been reasonably successful and to have avoided the main problems of the more usual private-funding-of-public-infrastructure contract arrangement. These cases will be drawn from the service-delivery fields of railway construction and operation; provision of water, sewerage, electricity and gas services; and road safety promotion. The emphasis will be on what makes these cases distinctive, and the paper will seek (a) to answer the question whether they can be considered to be genuine partnerships and (b) to assess their model value for wider use.

Sub-theme 4: E-Governance

E-Governance: Success Factors for E-Government Implementation in Malaysia

By Dr. Zahari Othman

Governments all over the world are moving to the electronic platform in providing services to the people. Whilst this allows for tremendous ease and speed for the people as well as cost reduction and improved opportunities for the government, this trend raises the dire need for government to provide assurances and proofs that electronic transactions are just as secure, trustworthy and effective as the traditional channel, if not better. Thus, good governance practice must prevail regardless of whether the services are provided via the traditional or electronic channels. This paper briefly describes the status of the electronic government implementation in Malaysia before proceeding to discuss the electronic governance measures implemented by the Malaysian Government which serves to provide impetus for the efforts in moving to a knowledge-based economy and be a developed nation by year 2020. It focuses on the administrative, legislative and technical governance measures undertaken which are the primary success factors for the electronic government initiatives.

Capacity-Building for the Use of Information Technology in the Islamic Republic of Iran

By Dr. Ali Jahangiri

Capacity building for using information technology usually has introduced from stand point of cultural, human, software and hardware aspects to enter information age and making consistency among social, governmental and nongovernmental institutions with specifications of this technology is more vital than transferring information technology. Because the scope of information technology industry is so wide that not only the importer countries but also the exporter countries of this kind of technology need to have tailored strategies and plans to develop capacity building.

The article begins with the comprehensive definition of information technology capacity building and then it gives a conceptual framework and theoretical models with the assumption that creating proper climate for using information technology which can improve programs performance from the point of efficiency, productivity and effectiveness. Creating proper climate for using information technology is important since investment expenditures in the field of information technology is ever increasing. Therefore, widespread lack of understanding of information technology requirements in changing organizational systems will lead to wasting of resources and more dependency to other countries. From this perspective, capacity building for countries which import the technology is very important. It is important because capacity building is not just an expensive endeavors and it has numerous advantages. Samples of these advantages are improving administrative system reforms and organizational systems of countries as well as economizing investments.

The article also attempt to present experiences and achievements with respect to capacity building by Information Communication Technology Department (ICTD), Management Planning Organization (MPO) and also through supreme councils in Iran. In final step the paper briefly outlines the strengths and weaknesses of implemented plans and compares activities with theoretical models and experiences of other countries.

E-Government in Thailand: Development or Illusion

By Associate Professor Tippawan Lorsuwannarat

After adopting information technology for improving the service delivery for more than forty years, the Thai government now has strong determination to utilize e-government as an enabling tool to move toward a knowledge-based society. However, there are many problems and limitations needed to be addressed, especially the approach guiding the policy or project formulation. This paper applies the approach of information systems to review some e-government projects in Thailand, including e-auction, smart card, GFMS (Government Fiscal Management Information Systems), Internet in Tambol District, and e-passport. From a qualitative methodology used by reviewing past research and documents, it is found that the technical approach is most used in e-government projects. This approach views e-government as panacea for all kinds of problems, thus, it tends to emphasize on physical technology and systems capabilities rather than the surrounding contexts, the readiness of public organizations, people behavior, and culture. Consequently, the outcomes of the projects are problematic. Some considerations and lessons learned are drawn for the purpose of civil service improvement in the future.

The Roles and Development of Internal Government Consultancy to Assist Reforms

By Tony Lavender

The major global challenges facing most Public Administrations include aspects of size, shape-, increased tasking, organisational structures, improved efficiency, transparency, private sector

involvement. 'New Public Management' and resistance to change. These transcend national boundaries and require relevant strategies and resources to address them. Management Consultants both External and Internal are and can greatly assist in implementing reform programmes. This paper explores the use of Internal Consultants.

'Management Consultants' provide independent advice and assistance to clients [sponsors] in areas including management, organisation, processes and procedures. External Consultants are those coming from outside the organisation concerned –normally professional companies –often multi national; Internal Consultants are officers or units from within Government. Very often Government officers undertake 'consultancy' work or projects –but are not given that title –sometimes they are called. Management Services Officers, Personnel Analysts or Administration Officers – some definitions are provided. There are in addition, hybrid projects when mixed teams of External Consultants work with national counterparts.

The methodology used in the project to produce this paper was to consult and discuss it with sample of consultancy areas. The countries visited were Brunei, Malaysia, Thailand and the UK. [In further research has been undertaken at long distance via the internet with Canada, Tanzania and Barbados] A questionnaire was used as the basis of the research and the findings have been referred back to the sources for verification. Details of these findings are annexed, with examples of the types of projects undertaken and methodologies used by these units. It then suggests how these units can be introduced in other areas and developed further by professionalisation and training.

A key factor in the use and acceptance of Internal Consultancy work is their training and professionalism. Part of the research has been into the provision of existing training/development of Government consultants and the scope for further training/development and international professional consultancy qualifications to enhance their capabilities, status and professionalism.

The paper concludes with a suggested way ahead to increase the impact and effectiveness of internal consultants giving possible criteria for use of internal or external consultants. It also identifies possible multi-national [ASEAN/EROPA] machinery for co-operation by sharing best practice, training/development providing mutual support.

The Role of ICT in Public Governance and Government Reform

By Pan Suk Kim

The term "information technology" came about in the 1970s and it is now replaced by new term "information and communication technology" which has ballooned to encompass many aspects of our daily work. This paper discusses the role of ICT in Public Governance and Government Reform in reviewing the evolution of public administration and public sector reform, not from the technical point of view but in a managerial perspective. This paper first looks at the paradigm shifts in public administration, and then reviews public sector reform. After that, it will focus on what has become the megatrend: digital convergence. This will be followed by a close look at the example of e-government in Korea, and finally a discussion of future directions.

Sub-theme 5: Capacity Building Towards a Modernized Civil Service

Government Reform Under Thaksin: The Return of the Authoritarian Perspective

By Dr. Bidhya Bowornwathana

The author argues that the Thaksin Government has brought the return of the authoritarian perspective towards administrative reform. Thaksin's "the country is my company" approach towards government reform has resulted in the consolidation of government power in the hands of the Prime Minister. Under his company style of government, Thaksin has ignored the democratic governance principles of the 1997 Constitution in his quest for absolute power in government. Two major reforms are investigated to substantiate my arguments. First, I shall show how Thaksin has expanded his influence over members of the accountability mechanisms such as the Election Commission and the Constitutional Court. Second, I shall point out how state capacity has been strengthened by Thaksin to facilitate his reform policies of "Big Government" and "the Absolute Prime Minister."

Human Resource Management and Development: The Role of Bureacracy

By Namrata Kothari

We are living in an age of technological revolution where computers are now an integral part of our work processing. In spite of this high technology development, human resources remain the most important resource in an organisation. The earlier idea of personnel management in the sense of a manipulative resource management like financial or inventory management had since been replaced by a more dynamic and positive concept of human resource management. Therefore, the role of bureaucracy is a complex and challenging area of specialisation. More so, in third world countries where contemporaneous challenges and the nature of tasks which a bureaucrat faces have undergone changes of great magnitude, both in quality and diversity. In the developing countries, welfare orientation in administration has necessitated taking a new look at the existing bureaucratic policies and practices. In sharp contrast to the role of Public Service Commissions as solely examination conducting agencies, search has been going on to evolve a suitable model which takes care of various issues relating to other bureaucratic matters in a converted way. Central personnel agencies have been conceived as agencies to improve working of the service as by a more methodical and unified control. They are also expected to coordinate action of various departments in the field of personnel policies. It should be clear that personnel or human resource management is a staff function whose basic purpose is to help the organisation to achieve its goal. The significance of the personnel management system and bureaucracy has direct bearing on the evolving organisation designs and structures. In public administration, the role of bureaucracy constitutes a vital role for efficient administration. In other words, the efficiency of the total administrative system depends on the efficient working of its bureaucrats.

Civil Service Reform in Indonesia

By Prijono Tjiptoherjanto

An important agency of the government is its civil service or bureaucracy. Bureaucracy can be illustrated as a moving wheel that is able to empower all resources possessed by a government to achieve the certain goals, targets or missions which are intended to be accomplished by a nation, that is to prosper its people. The involvement of bureaucracy in supporting the success of government is heavily depends on the characteristic of its civil service. Then, civil service in Indonesia is considered slow, not transparent, not accountable, lack of initiative, and sometimes involved in illegal activities such as accepting a bribery and tendency for corruption practices. While a good governance become the main pillar to overcome competition in the more global world, a reform in civil

service in Indonesia, especially from the institutional aspect as well as moral issue, is badly needed at present.

Kyoto Prefectural Government's Management Reform Plan to Maintain Services for Residents

By Akio Kamiko

The governments in Japan, both central and local, are heavily in debt at the moment. Local governments in Japan are feeling very uneasy about their future financial strength since one of their main sources of revenue, and they are preparing themselves to do some belt tightening.

Kyoto Prefecture is one of those local governments. It compiled "Management Reform Plan to Maintain Service Standards for Residents" in order to deal with the concurrent situation. It comprises Personnel Cost Reduction Programme and Debt Service Capping Programme. Essentially these two programmes are made to cap expenditures on personnel cost and debt service cost so that enough financial resources can be left to maintain essential service standards. This programme is the first of its kind in Japan.

The measures which are to be taken according to this programme are explained and also some difficulties anticipated in the process of implementing the programme are considered.

A Strategic Approach to Modernising the Civil Service in Lao PDR Through Building Capacity

By Nisith Keopanya

Civil service reform has been a key activity within the Lao civil service since the early 1990s and governance improvements have become a central element in the National Growth and Poverty Eradication Strategy which was approved in 2003. Against the backdrop of a demanding internal and external environment, the Lao PDR civil service is implementing widespread reform and modernization activities, while facing internal human resource-related challenges which include a generally low level of capacity across the civil service.

In order to realize the Government's vision of an efficient and effective civil service, there is a requirement to engage in strategic planning to increase the level of civil servant capacity. Addressing this critical issue has required an approach which ensures that the inherent challenges are met with solutions which have real potential to impact successfully at a fundamental level. The resultant considered responses, which includes the draft National Training and Development Framework (NTDF) and the Personnel Information Management System (PIMS), incorporates the systematic allocation and alignment of resources with implementation coordination, quality control mechanisms, and the application of modern technology. Such an approach addresses not only potential training delivery and knowledge management, but also provides for the important linkages to job descriptions, an effective performance appraisal system, and the provision of pertinent management information to support timely decision making and future manpower planning.

As such, these two major projects support the development of a new modernized system of civil service personnel planning, training and development that is strategically linked to and supportive of the National Socio-Economic Development Plan 2006-2010 for Lao PDR, in addition to supporting broader Civil Service transformation, institution building and Human Resource development.

Thoughts About Building the Modern Ability of the Chinese Civil Service

By Zhang Yanping

China's socialist modernization drive has entered a crucial period of rapid and sustained development. On the one hand, reform and opening up have made achievements, the market economy has become increasingly sound, economic development has been fast and steady and society has been harmonious and progressive. On the other, the contradiction between the growing material and cultural demands of the people and the backwardness of social production still exists. This remains the principal contradiction in Chinese society. The task of balancing interests in various sectors remains arduous. We still face diverse challenges. The historic mission of building a well-off society and a harmonious society is both huge and arduous. Therefore, it is a must to build a large and highly-qualified civil service.

Reinventing the Naga City School Board: Improving Education Outcomes

By Dr. Malu Barcillano

The case study highlighted the replicable practice in line with the delivery of basic education of the Local Government Unit of Naga City in the province of Camarines Sur.

As mandated in the Local Government Code of 1991, the Local Government Units are required to be more responsible in the delivery of basic education to their constituencies, Thus, with this end in mind, Naga City under the leadership of Hon. Mayor Jesse M. Robredo, the Local Chief Executive launched the The Reinventing the Naga City Local School Board project in August 2001. It was envisioned as a vehicle for enhancing local autonomy in the provision of quality public education through administrative and organizational reforms. In the course of its implementation, the city has been guided by its own model of governance which includes the following elements: Accountability, Participation, Predictability, Transparency, and Empowerment. The process of "reinvention" of the LSB is perceived by the city to adopt a broader view of the Local Government Code by applying a deeper understanding of the law, and shifting away from conventional wisdom and traditional practice. The major considerations lie on the use of Special Education Fund and on the local school board that should function beyond merely providing additional budgeting support to the Department of Education. Thus, a new education paradigm is created within the project.

As a response to the city's own share of educational problems experienced by the country, the "reinvention" process pushed for strategies, structure and systems to be put in place. These are all directed towards enhancing pupil development, facilitating professional teacher development, increasing community involvement and building local stakeholdership. In the entire process, provision of strong base in terms of resources, support, knowledge and policy are significantly given due consideration in the project.

As the major output of the the 'reinvention' process, the local school board has been functioning as an empowered one. It goes beyond its regular function as a budgeting support to the Department of Education. It becomes proactive and responsive in dealing with educational concerns. And with the interventions employed, significant changes happened to the stakeholders, specifically. the Local Board itself, pupils, teachers, schools and partners.

With the implementation of the project, several gains and lessons stand out: : (1) A progressive perspective paves the way for greater innovation and reinvention, (2) The community needs to be informed before it can participate, (3) Leadership by example is effective, (4) A participative approach strengthens ownership, (5) Collaborative partnerships grow from mutual trust and collective vision, (6) Building stakeholdership opens access to community resources, (7) Good governance work! These

lessons derived in the course of the implementation of the project can still improve the reinvention process and at the same time produce more change. Further, it is envisioned to lay the basis for policy recommendations on how Philippine LSBs can be strengthened to become more relevant and responsive in local community.

Towards Achieving an Engaging and Performing Civil Service in a Challenging World

By Elmor D. Juridico

The fast changing environment of national governance in most developing countries brought about by liberalization and globalization accompanied by the increasing demands of the market economy and of a rising population which, in most cases, linger in poverty and inequality has only emphasized the need for a civil service that must always be mindful of the kind and quality of the services it delivers. This need has become more compelling because the rapid pace of innovation resulting from new technologies like computerization has afforded a greater majority of the population more access to information which in turn has influenced them to be more demanding and exacting. Thus, more than the earlier focus in public service reforms which emphasized the institutionalization of a civil service that is responsive, professional and impartial, we need today a civil service that is engaging and performing - one that has greater emphasis on involving the citizens in the affairs of governance, in constant partnership with civil society organizations and the private sector, and is results-based. How to help achieve this kind of civil service is the focus of this paper.

Building Partnership for Public Service Delivery

By Yuba Raj Pandey

Emergence of new trends like liberalization, decentralization, New Public Management, Public Private Partnerships, alternative ways to service delivery channels and entrepreneurial public management have directed the developing countries to revisit traditional scope of the government in order to make reforms especially after 1980s. Following this trend, Nepal has not only, identified the need of partnership with non-governmental sector for public service delivery but also achieved significant results in non-core government activities of local development, health, education and forest conservation. This partnership experience among governance partners indicates that the scope of such partnership should be further extended and strengthened in coming days.

Reorganization as a Civil Service Reform in the Philippines:

Some Insights and Lessons

By Perla Legaspi

The governance paradigm has stressed the need for higher productivity and efficiency of public organizations. This has led to the call for introducing changes and reforms in the civil service. Such changes and reforms also call for the need to attune human resource development to the needs of the times. In response to this call, a number of civil service reforms and changes have been initiated by the central government. These have focused on reorganization or restructuring efforts to make the public organizations more efficient in their operations; on reengineering to make the systems and processes more flexible and customer-friendly; and on HRD strategies to enable the government employees to be attuned to the introduced changes and thus, become more productive and efficient civil servants.

The implementation of civil service reforms and changes is replete with problems and issues most especially in regard to the changes in the quantity and quality of human resources, staffing patterns, and impact on the growth and development of the employees. The area on human resources therefore raises serious questions regarding the effects and impact of reorganization as a civil service

reform on the management and development of human resources in the public sector. To what extent have the changes and reforms affected the work environment? How do the changes and reforms influence and affect the motivation and performance of the employees? To what extent have the reorganized public agencies provided for the growth and development of the employees?

This paper attempts to address the above questions. It showcases the National Statistics Office, a public agency in the Philippines that is providing frontline services and has undergone restructuring or reorganization reforms. The discussion of the agency's experience focuses on the effects or impact of the changes and reforms on the employees' work performance, morale and motivation, and growth and development. The problems and constraints affecting the performance of the employees in relation to the introduced reforms and changes are also discussed. The last section of the paper presents some lessons drawn from the implementation of the reorganization as a civil service reform.

Iran's Best Practices in Modernising the Civil Service: A Review on Administrative Change Program in Iran

By Hedayat Kargar Shouroki and Akram Fadakar

Development is known as the most interesting vision for all societies and it should be comprehensive and sustainable to be relied. One of the most important aspects of this concept is civil service. The more excellent civil service, the higher position in development.

On the other hand modernizing the civil service that can be a useful facilitator in achieving sustainable development, would have been encountered with some challenges as such as it necessitate benchmarking from best practices.

I.R.Iran has started a strategic plan for improving its administrative system named as: administrative change program. It has been directed toward an excellent long-term vision in which every thing is better and better.

In this article we present some of our best practices in this movement. So we will describe the administrative change program and we clarify its scopes. In each scope we will mention the "lesson learned" and probably pitfalls. The most important scopes are as: structure, human resources management, electronic government, citizen oriented plans, process management.

This paper would be helpful for those who want to start a similar movement in their country or are interested in benchmarking for public administration change.

Skills Training Program: Tolong Multi-Purpose Cooperative, Villareal, Bayawan City

By Prof. Carlos Magtolis

The Tolong Multi-purpose Cooperative(TOMPUCO) has grown to become an emerging agri-based cooperative in Southern Negros Oriental. It has been a recipient of the Land Bank of the Philippines' prestigious "Gawad Pitak" award outstanding cooperatives. It has also been a regional awardee for three successive years from 1999 to 2001 among agri-based cooperatives in Region VII. Its good tract record made the cooperative a recipient of the Lingap para sa Mahihirap Program (one million peso-grant) funded by the government through Rep. Herminio G. Teves of the Third District of the Negros Oriental.

To enhance economic activity and provide livelihood, a skills training programme was launched by the cooperative. It is joint undertaking of TOMPUCO and the City Government of Bayawan with the assistance of the Sugar Industries Foundations, Inc.(SIFI). TOMPUCO, SIFI and Bayawan City

provide the financial requirement of the program while TESDA provide the Technical Training. The Skills Training Program aims to promote employment for the constituents of Bayawan City in the field of technical-vocational education.

TOMPUCO envisions to extend community development service to its members, the out-school-youth and the unemployed who are dependent on the sugar industry. This program recognizes the importance of partnership between the Local Government Units and the People's Organizations/Civil Society Organizations in local governance and development.

Capacity-Building Towards a Modernized Civil Service

By Haji Ahmad bin Haji Abd Rahman

This is a remark from the author which presents and reviews some key points that are worth discussing in the conference. This also outlines the strategies and approaches undertaken by the Brunei Darussalam Civil Service concerning its development.

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