

## AN EVALUATION STUDY OF THE GOVERNMENT

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Within 25 years, Meiji Japan had become a developed country and indeed in some aspects, such as literacy, the most highly developed of all countries. We realize today that it is Meiji Japan, rather than eighteenth-century England - or even nineteenth-century Germany - which has to be the model of development for the underdeveloped world.

All our experience in economic development proves that management is the prime mover and that development is a consequence. Wherever we have only contributed the economic factors of production, especially capital, we have not achieved development."

The above quotation highlights the important role of management in the development process. One of the reasons why the country is lagging behind in economic development is because our administrators, who are managers in development planning and implementation, lack administrative and managerial skill.

The writer is concerned with the need to improve the performance and competency of our administrators in order to achieve development goals. This can be done through thorough training in administration and management techniques and related subjects in Economics, Social and Political Sciences relevant to the roles and functions of administration geared towards development in Malaysia. The traditional opinion that any educated man can become a good administrator is no longer applicable. Thus the Government need also to review future recruitment into the administrative service. Candidates with liberal Arts degree (Honours) should not be the main criteria for recruitment but the relevance of the candidate's education to the post he will hold in the

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<sup>1</sup>Peter F. Drucker, 'Management's New Role.' Harvard Business Review, November - December 1969, p. 54.



## CHAPTER I

### INTRODUCTION

#### Objective and Scope of Study

"It can be said without too much oversimplification that there are no underdeveloped countries. There are only undermanaged ones. Japan 100 years ago was an underdeveloped country by every material measurement. But it very quickly built up management of great competence, indeed of excellence. Within 25 years, Meiji Japan had become a developed country and indeed in some aspects, such as literacy, the most highly developed of all countries. We realize today that it is Meiji Japan, rather than eighteenth-century England - or even nineteenth-century Germany - which has to be the model of development for the underdeveloped world.

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<sup>1</sup>Ibid., p. 31.

<sup>1</sup>Peter F. Drucker, 'Management's New Role.' Harvard Business Review, November - December 1969, p. 54.



service must be considered top priority. Where candidates with relevant and irrelevant qualifications are available the choice should not be biased towards the Honours degree graduates but the graduate with relevant qualification in Public Administration. This fact is further discussed in the second last chapter,

The objective of this exercise is to consider the present training policy, and the facilities available in the country to achieve the objectives of the training programmes. The study focuses on the establishment of the Government Staff Training Centre (G.S.T.C.) as the only central training institution in this country to meet this need. An evaluation is made of its role and effectiveness and the need for future expansion and improvements in terms of facilities and personnel to meet the present training needs.

The scope of study covers only those occupations classified as 'administrative', whose functions involve, 'the responsibility of policy making, planning, supervising, co-ordinating the activity of others, either directly or through intermediary supervisors.'<sup>2</sup> The occupations included are those belonging to the following Services: the Malaysian Home and Foreign Service (formerly Malayan Civil Service and External Affairs Service), Malay Administrative Service and all State Civil Services. In the Statutory Bodies, those posts that carry out administrative management functions similar to those performed by members of the above mentioned Services are included and also posts equivalent in grade to Division I in the Public Service, or on the salary scales equivalent to Division I in the Public Service.

In this exercise, the scope of study covers only the Malaysian Home and Foreign Service (M.H.F.S.). Where the Malay Administrative Service (M.A.S.) and State Civil Services (S.C.S.) are mentioned, it is only because of the possible mobility of officers from the latter Services to the M.H.F.S. The term 'management' refers to the actual operation of mobilising and managing resources while the term 'administration' includes activities such as policy making and control. They are however, used interchangeably to mean the activity connected with the mobilization and direction of human, financial and physical resources for purposes of achieving development goals of the Government.

Material is available on training in Malaysia. The Report by Development Administration Unit and Staff Training Centre made considerable mention of the need for training for members of the M.H.F.S. as well as the professional and clerical services. The Report also

<sup>2</sup> 'Training for Development in West Malaysia.' A Report by Development Administration Unit and Staff Training Centre. Prime Minister's Department, Kuala Lumpur. November 1969, Annexure V.

<sup>3</sup> Ibid., p. 31.

<sup>4</sup> 'Training for Development in West Malaysia.' Ibid.



There are altogether 6 chapters. The first, is an introductory chapter outlining the objective and scope of study, method of study and sources of data. Chapter II discusses in brief the importance of intensive post-entry training for officers in the M.H.F.S., in view of the fact that members (with very few exceptions) do not possess relevant qualifications in public administration. Chapter III describes the organisation and establishment of the G.S.T.C. as a conscious effort by the Government to meet the needs for administrative training. Chapter IV gives an evaluation of the role and effectiveness of the G.S.T.C. in meeting these needs. Evaluation is made in terms of facilities - physical and human resources that are available to the G.S.T.C. to carry out its functions. That the G.S.T.C. is inadequate in several aspects as to limit its effectiveness leads to the recommendations for future improvements of the G.S.T.C. This fact is mentioned in the same chapter as well as in the second last chapter, chapter V. Chapter V contains recommendations which emphasize on the need to consider not only the urgency and importance of post-entry training to supplement those available at the G.S.T.C., but also appropriate and relevant qualification in Public Administration should at present and in the future be the basis for recruitment into the administrative service. A short conclusion is given in Chapter VI.

#### Methodology and Data Sources

Much of the material for this exercise is derived from articles written on the importance of training for members of the administrative service. These articles concern with developing countries such as Africa, India and countries in South-East Asia which have similar problems of development. They have experienced failures and setbacks in the implementation of their development plans because they overlooked one important factor - the administrators who are responsible for the planning and implementation of the development plans. Malaysia faces similar problems, though we have achieved considerable success.

Most of the research work has been done at the G.S.T.C. library. Though the writer has made mention of available reading material, they are however, concerned mostly with foreign countries. Very little<sup>4</sup> written material is available on training in Malaysia. The Report by Development Administration Unit and Staff Training Centre made considerable mention of the need for training for members of the M.H.F.S. as well as the professional and clerical services. The Report also gives recommendations on training policies to be adopted by the Government. After its approval by the National Operations Council,

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<sup>4</sup> 'Training for Development in West Malaysia.' Ibid.



much of the recommendations have been implemented and others to be implemented in the near future. The writer finds this Report a useful guide in the course of this exercise.

Where written material on the G.S.T.C. is concerned, not many are available. Annual Reports are useful reference although the latest available copy is for the year 1967. No written evaluation has so far been made of the G.S.T.C. and its activities. Much information on the Centre and its achievements, however, have been conveyed to the writer through random interviews with G.S.T.C. staff and course-participants who were at the G.S.T.C. when the writer was doing research. The opinion of serving officers in the Service towards the need for training and the effectiveness of the G.S.T.C. in providing such training is also derived from random interviews.

The writer acknowledges any errors, and interpretation of facts and data as entirely her own.

Administration as an institution that links the government and the people it serves, must be able to induce and direct development effectively and successfully, breaking through the resistant to change prevalent in a developing country where tradition still maintain a strong foothold among vast segments of the population. The Administrative Machinery Malaysia inherits from the colonial regime urgently needs modernisation. The Eamon Montgomery Report stated that the existing administrative systems "...are not producing adequate results, largely because they have not incorporated many modern and progressive management practices..." The Report also referred to the administrators as deriving "...their competence and self-confidence through familiarity with routines developed in a foreign culture and adapted to the needs of colonial role..." It might have served its purpose well in the past when the function of government was to maintain law and order, but with development as an additional and top priority task

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<sup>1</sup> Evangelos John Nisus, 'On the Development Directedness of Public Administration,' *Philippine Journal of Public Administration*, Journal of the College of Public Administration, University of Philippines, Vol. XII, No. 2, April 1968, p. 137.

<sup>2</sup> 'Development Administration in Malaysia' Report to the Government of Malaysia by Professor John A. Montgomery and Professor Milton J. Hann, Ford Foundation Consultants. Government Printers, Kuala Lumpur 1965. p.5.

<sup>3</sup> *Ibid.* p.2.



CHAPTER II

ADMINISTRATION FOR DEVELOPMENT THE NEED FOR TRAINING

IN ADMINISTRATIVE LEADERSHIP GEARED TOWARDS

DEVELOPMENT IN MALAYSIA

The present emphasis on National Development in Malaysia necessitates a review of the administrative machinery, because the success or failure of the Development Plan depends not only on the economic resources available but on the human factor involved in mobilising these resources to their desired objectives. Administration, according to one author "is integrally befitting the whole process of development from the initial stages of formulation of first development plan to their realisation as well as to subsequent stage of succeeding plan."

Administration as an institution that links the government and the people it serves, must be able to induce and direct development effectively and successfully, breaking through the resistant to change prevalent in a developing country where tradition still maintain a strong foothold among vast segments of the population. The Administrative Machinery Malaysia inherits from the colonial regime urgently needs modernisation. The Esmen-Montgomery Report stated that the existing administrative systems "...are not producing adequate results, largely because they have not incorporated many modern and progressive management practices..."<sup>2</sup> The Report also referred to the administrators as deriving "...their competence and self-confidence through familiarity with routines developed in a foreign culture and adapted to the needs of colonial role."<sup>3</sup> It might have served its purpose well in the past when the function of government was to maintain law and order, but with development as an additional and top priority task

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<sup>1</sup>Evangelos John Rizos, 'On the Development Directedness of Public Administration.' Philippine Journal of Public Administration, Journal of the College of Public Administration, University of Philippines, Vol. XII, No. 2, April 1968, p. 137.

<sup>2</sup>'Development Administration in Malaysia' Report to the Government of Malaysia by Professor John A. Montgomery and Professor Milton J. Esman, Ford Foundation Consultants. Government Printers, Kuala Lumpur 1966. p.5.

<sup>3</sup>Ibid., p.2.



of government today, the urgent need is to revitalize the existing machinery through reorganising and improving not only the work processes but in the quality of personnel to meet new demands placed upon them by economic and social development. The attitude of colonial administrators and their methods of doing things which were passed on to our local administrators during Malayanization are no longer wholly relevant to meet the needs for development. A paternalistic and authoritative attitude with strict adherence to the rules and regulations is not the type of administrator we want today.

The function and role of government as the prime mover in the development process demands a complete change of attitude among administrators. Today's administrator must view himself as he rightfully is, a change agent. "The administrator need to respond knowledgeably to the rising expectation of the surrounding community, to the pressures for change around him. He must be able to translate the goals of the political leaders of society into effective and feasible programmes of action."<sup>4</sup>

Effective and dedicated administrators are a strategic criteria in the development process. In a developing country like Malaysia, where the levels of public participation especially in the rural areas, is low because of unawareness and indifference due to insufficient and lack of education, the administrators form the supporting link between governmental efforts at changing the attitudes and minds of the people, getting them involved with development.<sup>5</sup>

This is possible when we assume that the administrators have the calibre and the willingness to carry out their role as change agents. Broad policies of national development are laid out by politicians but the actual procedure in determining what goods are to be delivered, and with what resources is the responsibility of the administrative machinery. It is a fact that administrators are involved in policy making either through the delegated authority or advisory function of the administrators to the Cabinet Ministers. Administrators supply the necessary data and information to the politician, the politician uses this as support for any policy issue he wishes to introduce in Parliament and once it is passed by Parliament, it is the responsibility of the administrators to work out on the policy to be implemented.

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<sup>4</sup> 'Professor Hans C. Blaise, an article on 'Development Administration', 12 November 1962.

<sup>5</sup> V. Manickavasagam, 'Our Civil Service is the crucial link' between Government and the People.' Alliance, Vol. III No.2 August 1968.



In sophisticated language, administration for development involves the planning, directing, organising, financing, controlling and coordinating the whole work procedure of mobilising human and physical resources to achieve the set goals. Management for development necessitates decision making crucial to the development process. Administrative personnel must be dynamic enough to take the initiative and shoulder the responsibilities. Priorities for development must be recognised and proper channelling of scarce resources is essential.

Through economic development, we hope to "transform the depressed and static societies....into new dynamic societies with all the hallmarks of dignity, self reliance and general well being." The paternalistic nature of colonial rule has left our people with an "ingrained attitude of fatalism and complacency which must give way to opportunism and ambition." The people must be an active participant in the development plan.

The formulation of the Rural Development Plan is aimed at uplifting the long neglected rural areas to the level of their urban counterparts. The method of execution of the Plan provides an opportunity for the rural people to participate in the process of change. The role of the administrator is not over after the formulation of each Plan but his more important task is to ensure the successful execution of the programs at ground level. He needs to win over the confidence of the people. Pouring money and technical aid to increase agricultural productivity would be of no value if the people interpret this as a threat to their traditional way of life.

Urbanisation and administration is another task for the development administrator. Urban and town planning is one scope of government activities and with the growing expansion of industries there is the urgent need to cope with the employment problem, education "oriented to the socio-economic needs of the country,"<sup>6</sup> housing, squatter problems which if not dealt with, would have serious repercussions on economic and political stability in the country.

Development is a challenge not only to our society but to the capability of our administrators in meeting this challenge. We need

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Before the merger, the Malayan Civil Service was responsible for the administration and management of the governmental activities with the exception of matters pertaining to foreign affairs. Recruitment

<sup>6</sup> 'The Price of Development.' A talk by the Permanent Secretary to the Treasury on behalf of the Honourable, the Minister of Finance, Malaysia in Report on Regional Seminar on Development 4th February 1968 Kuala Lumpur. Unit and Staff Training Centre. Prime Minister's Department, Kuala Lumpur. November 1969 p. 31.

<sup>7</sup> Ibid., p. 1

<sup>8</sup> Straits Times 13 July 1970.



therefore to ask whether the present administrators possess the calibre to undertake the numerous task of development. The analysis is made in terms of their qualification, that is their formal education and training which reflects their management skill, their attitude towards development and the awareness of their role in the development process.

Throughout this exercise, the emphasis will be on the administrative and management capability of the Malaysian Home and Foreign Service (M.H.F.S.) officers. This is because members of the M.H.F.S. are involved in every aspect of the governmental activities and development efforts and unless members of the Service possess the administrative and management skill and ability required to carry out their functions effectively efforts at development will be hampered through inefficiency and mismanagement.

By definition, the M.H.F.S. is the result of the merger of the former Malayan Civil Service and the External Affairs Service. Members of the Service serve at federal, state and district level of government and operate broadly in eight major areas of activities, namely:

- a) Administrative management (finance and personnel management, procurement and supplies, and organisation and procedures.)
- b) Economic administration and economic planning.
- c) Rural Development (agriculture and community development.)
- d) Administration of social development (health, education, welfare and labour).
- e) Land Administration.
- f) District Administration and local government.
- g) Foreign Affairs, and
- h) Internal Security and Defence.

Before the merger, the Malayan Civil Service was responsible for the administration and management of the governmental activities with the exception of matters pertaining to foreign affairs. Recruitment exclusively for Malays and provided the avenue for recruitment into

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<sup>9</sup> 'Training for Development in West Malaysia.' A Report by Development Administration Unit and Staff Training Centre. Prime Minister's Department, Kuala Lumpur. November 1969 p. 31.

<sup>11</sup> See Milne, R.S. 'Government and Politics in Malaysia.' Houghton Mifflin Co., U.S.A. 1967 p. 150-155.



into the M.C.S. (and the present M.H.F.S.) was by direct entry from any recognised universities for those candidates possessing an honours degree and competition was through interview. Recruitment was also possible through promotion from the Malay Administrative Service (M.A.S.) which at present is some sort of a catchment area for those with pass degrees. The M.H.F.S. members however, will be mainly criticised on the

fact that the officers, though possessing University degree (with Honours) The M.A.S. was formerly established in 1910 to provide subordinate administrative position to the colonial administrators and it is exclusively for Malays. In its early stages, candidates for the M.A.S. received their education and preparatory training as administrators from the Malay College in Kuala Kangsar. During Malayisation, the M.A.S. provided the main source for replacement of expatriate officer. Thus today we find many top posts in the senior administrative positions are held by former M.A.S. members, many of whom do not possess University degrees. Promotion was thus mainly based on experience and emphasis on seniority.

The writer wishes to point out that out of the total number of 654 What proof was there that Malayisation had adversely affected the productivity of the administrative system? True, that because of political factors, the country achieved Independence before sufficient Malaysians were adequately trained to take over the administrative positions held by expatriates. And we can assume therefore that these men had been promoted beyond their capabilities and thus we can assume further that in such a position these people would stick to strict rules and regulations with very little deviance from the colonial administrator type, or the lack of administrative and management know-how in work procedure would result in mismanagement and inefficiency.

College and other secondary schools and teaching colleges in the country Malayisation of the administrative services however had fortunately not produced the adverse effects or resulted in chaos. The Malayan Civil Service did serve the purpose of continuing the function of government as during pre-Independence days. These functions were mainly that of systems maintenance, of law and order, land administration, revenue collection, the provision and maintenance of infrastructure, education, health and social services. Scheme 'B' have

no qualification stated. The same assumption as for those in the M.H.F.S. Another characteristic of the M.C.S. is the preponderance of Malays to non-Malays because of the required four to one ratio of Malays to non-Malays provided for in the Constitution. The M.A.S. which is exclusively for Malays and provided the avenue for recruitment into

<sup>10</sup> Figure derived from the writer's own analysis of the source stated. Referred here mainly to those in the M.A.S.

<sup>11</sup> See Milne, R.S. 'Government and Politics in Malaysia.' Houghton Mifflin Co., U.S.A. 1967 p. 150-155.

<sup>12</sup> Ibid.



the M.C.S. is also another reason for the imbalance. This feature is continued in the M.H.F.S. The latest figure<sup>12</sup> gives the number of Malays serving in the M.H.F.S. as 575 while the number of non-Malays are 89.

The M.H.F.S. members however, will be mainly criticised on the fact that the officers, though possessing University degree (with Honours) are mainly composed of Arts graduates compared to those possessing the relevant qualification in administrative and management practices which are very few. Table 2.1 is a breakdown of the qualification possessed by officers in the M.H.F.S.<sup>13</sup> Note that the total number 582 does not correspond to each individual officer possessing one degree or qualification. There are cases where one officer may have one or more degrees. For example, an officer may have a Raffles College Diploma and also a Bachelor of Laws (Honours) degree.

The writer wishes to point out that out of the total number of 664 officers in the M.H.F.S., 148 officers do not have any qualification stated after their names. Under the column 'Lain2 Hal' (other particulars) however, these officers were indicated to be either former M.A.S. members having joined the service as early as the 1930s as former teachers, land officers, police inspectors, agricultural assistants, from the postal, education, health and information services and clerks who later joined the M.A.S. and from the M.A.S. were promoted to the M.C.S. Since no mention was made of their qualifications, the writer presume that these officers only received their education up to the School Certificate level from the Malay College and other secondary schools and teaching colleges in the country. This academic qualification was sufficient to enable them to secure employment and rising through seniority and work experience to join the M.A.S.

The present M.A.S. has 79 officers<sup>14</sup> serving under Scheme 'A'. Among the 79, 76 are Bachelor of Arts graduates, 2 with pass degrees in Science. The 16 officers serving under M.A.S. Scheme 'B' have no qualification stated. The same assumption as for those in the M.H.F.S. is given.

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<sup>12</sup>Source: Senarai Pegawai2 Perkhidmatan Dalam dan Luar Negeri Malaysia dan Perkhidmatan Pentadbir Melayu 1970. Government Printer.

Figure derived from the writer's own analysis of the source stated.

<sup>13</sup>Ibid. Latest Appointments up to 1969.

<sup>14</sup>Ibid.



From the table above, one very prominent characteristic is noted. The M.H.F.S. has a preponderance of Arts graduates - 403 with honours and 79 with pass degrees. A further breakdown of the figures show that from the total 482 Arts graduates, 424 received their degrees from the University of Malaya. The courses offered in the Arts faculty at the University of Malaya are Malay, Chinese, Indian, Islamic and English studies, History, and Economics. Students either specialise in one subject or 2 subjects, for example, Malay and History or Malay single subject and History single subject. A further breakdown of the figures is too detail and lengthy for inclusion but it is sufficient here to note the writer's view that the courses

TABLE 2.1

QUALIFICATIONS OF M.H.F.S. MEMBERS

Qualifications	Number of Officers
Bachelor of Arts (Honours).....	403
Bachelor of Arts .....	79
Bachelor of Science (Honours) .....	12
Bachelor of Science .....	10
Bachelor of Economics (Honours) .....	8
Master in Arts .....	9
Master in Arts (Economics) .....	1
Master in Economics .....	1
Bachelor of Laws (Honours) .....	7
Bachelor of Letters (Economics).....	1
Raffles College Diploma .....	15
Australian Society of Accountants .....	1
Diploma in Public Administration .....	5
Diploma in International Relations .....	2
Diploma in Overseas Development .....	1
Diploma in Social Studies .....	1
Diploma in Agriculture .....	2
Diploma in Agricultural Economics .....	1
Diploma in Business Administration .....	1
Imperial Defence College .....	3
Diploma in Economic and Social Administration .....	2
Member of British Institute of Management .....	1
Certificate in International Studies .....	1
Diploma in Political Science and Public Administration .....	3
Diploma in National Development .....	1
Master in Public and International Affairs .....	2
Doctors of Philosophy .....	1
Total.....	582

Source: Senarai Pegawai2 Perkhidmatan Dalam dan Luar Negeri Malaysia dan Perkhidmatan Pentadbir Melayu 1970.  
Government Printer.



From the table above, one very prominent characteristic is noted. The M.H.F.S. has a preponderance of Arts graduates - 403 with honours and 79 with pass degrees. A further breakdown of the figures show that from the total 482 Arts graduates, 424 received their degrees from the University of Malaya. The courses offered in the Arts faculty at the University of Malaya are Malay, Chinese, Indian, Islamic and English studies, Geography, History and Economics. Students either specialise in one subject or 2 subjects, for example, Malay and History or Malay single subject and History single subject. A further breakdown of each course content is too detailed and lengthy for this paper but it is sufficient here to note the writer's view that the courses are not relevant to administration and management except if students take Economics as a single subject or one of two subjects. Even the course content of Economics as a subject in the Arts faculty is not fully administrative or management oriented.

This irrelevance or 'generalist' educational background of the officers can be a serious setback in development administration. The writer maintains the justification that before Independence and during the few years following Independence, the academic qualification of those in the M.C.S. and M.A.S. could very well serve the functions and role of government at the time. Thus a University degree no matter how irrelevant was the criteria for the officers capability to undertake administrative and management function. In such a situation, officers were, more often than not, left on their own to learn new duties. This could be a highly confusing state of affairs and was remedied to some extent if the new recruits were willing to ask and inquire from their superiors as well as subordinates regarding work procedure. The officers were also required to serve in the districts as field officers and then transferred to departments or Ministries to acquire the overall experience of administration and the government machinery. The rules and regulations contained in the General Order and Financial General Order, plus manuals of instruction provided guidance for work procedure and usually heavy reliance on them for examination purposes.

This method of acquiring administrative and management skill through practical experience has its merits but it must be realized that it is also time consuming and a waste of scarce resources through delay in work procedure and mismanagement, during the few years when to equip them for the posts then held by expatriates.

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<sup>15</sup> Cases where graduates with degrees in Indian Studies or Chinese Studies were given responsible posts in administration.

<sup>16</sup> It should be noted that new recruits are classified during the first 3 years of service as probationary officers and only upon the passing of government examinations would be confirmed in their appointment. This was the responsibility of the former Training Division of the Federal Establishment Office. At present it is handled by the scholarship branch of the Directorate of Training in the Public Services Department.



the new recruits are adapting themselves to the environment. The only post-entry training available is that provided by the Government Staff Training Centre. This is still inadequate and very insufficient considering the fact that the form of training available is only short courses of 2 or 3 weeks duration and because of the limited facilities at the Centre, an officer may attend only one course during a number of years services, or none at all. Since the courses offered are also not related to examination purposes there is less incentive to participate. The inadequacy of these courses, because of the shortness in the duration of each course, is further highlighted by the fact that officers do not have any background knowledge of public administration during their academic years at the Universities concerned.

Considering the educational background of the present administrators it can be safely generalized that their knowledge in basic administrative and management concepts are lacking or totally nil for more than two-thirds of the administrators in the M.H.F.S. This in turn would seriously hamper and delay effective decision making to cope with development. Administrative and management skill not only would result in efficiency but also improve the level of performance in the implementation of development programmes.

The scope and function of the M.H.F.S. covers a wide area of activities and the officer in the M.H.F.S. cannot afford to remain engrossed with routine paper work but alive with direct involvement in planned development processes which requires administrative and management expertise not only with formulation and implementation of development plans but with improvement in work procedure to avoid unnecessary delay and inefficiency in the day to day administration. Training as a means to improve and develop human resources is of vital importance. Improvement in administrative and management personnel would bring about economic and social development. It cannot possibly work the other way round.

In the past, dating back to the period before Independence when the M.A.S. was established there had been an academic preparation for Malays<sup>17</sup> to be recruited into the M.A.S. The need to replace expatriate officials during Malayanisation however, started the programs for sending Malayan officers and students to the University of Malaya (Singapore) and abroad to receive the education and training necessary to equip them for the posts then held by expatriates.

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<sup>17</sup> Malays here were limited to those of the aristocratic family who received their education from the Malay College. It was only later that the M.A.S. was opened up to other deserving Malay students.

<sup>18</sup> This was the responsibility of the former Training Division of the Federal Establishment office. At present it is handled by the scholarship branch of the Directorate of Training in the Public Services Department.



Where the M.C.S. was concerned there was no emphasis on any conscious effort to direct students to take up relevant subjects in public administration and other related subjects in government. As was the policy in the British Civil Service to recruit 'generalists' or candidates with liberal arts education, in the administrative services, the M.C.S. followed suit. Perhaps this can be attributed to the fact that the policy of recruiting generalists had worked well in the British system itself and also suitable candidates with the necessary level of education (a University degree) were few at the time and readily absorbed into the administrative service. To supplement the lack of appropriate preentry education or training, short courses pertaining to administration and management were made available at the Staff Training Centre. The courses that were first introduced emphasized on certain problem areas in administration, for example, land administration was top priority during past Independence and after the Emergency period.<sup>19</sup>

When development programmes were emphasized the training was channeled to the need to develop the necessary administrative and management skill and work procedure. There is at present, to a limited extent, the conscious effort to emphasise preentry education or training in public administration. The Public Administration Division in the Faculty of Economics and Administration, at the University of Malaya is one example of such an effort. The expansion of training facilities at the Government Staff Training Centre and the proposed setting up of a National Institute of Development Administration<sup>20</sup> is an indication of mounting dissatisfaction in the performance of our administrators in the past and at present and the urgent need for improvements if they were to shoulder the development plan successfully. The realisation that there is totally lacking in the administrators educational background to equip them for the task in administration in general and administration for development in particular has to be supplemented with longer and appropriately planned post-entry training if the administrators are to be effective in discharging their responsibilities to the public.

engaged in work of a specialist nature such as Defence Planning, Cooperative Development etc.

#### Selection of Course Members

Circular letters were sent out by the Centre to Ministries, Departments and states inviting nominations of officers for the various courses that were offered at the time. The courses were held separately and officers were thus able to choose to undergo training in one of the courses conducted at that particular period of time usually not more than two or three weeks duration.

<sup>19</sup> Refer Tilman, R.O. 'Bureaucratic Transition in Malaya.' Durham, N.C. Duke University Press, 1964.

<sup>20</sup> Training for Development in West Malaysia up cit. p. 93  
Recommendation III.



officer might, if the need and opportunity arose, attend other courses at the Centre. The Report stated the arrangement as minimising the officers' absence from work and maximising the value of the time spent at the Centre.

### CHAPTER III

#### ORGANISATION AND ESTABLISHMENT OF THE

##### Staff

##### GOVERNMENT STAFF TRAINING CENTRE

Under the jurisdiction of the Federal Establishment Office, the Centre had one officer in the M.C.S. Superscale 'F' as Principal,

Training in the Administrative Services developed out of the pressing need to remedy specific problem areas of administration. Land Administration, which topped the list, was one of the few courses held in 1956 at the Police College, Kuala Kubu Bharu. The necessity to provide organised training facilities and to offer more courses in administration led to the establishment of the Government Staff Training Centre (G.S.T.C.) in its temporary premises at Port Dickson in 1959. In its Annual Report for the year ending 31st December, 1962, the training policy of the Centre, as approved by Cabinet in November 1962 was summarised as follows:

- (i) To organise courses on a functional basis to cover in turn all the principal function with which Administrative Officers are concerned, the following basic subjects are to be dealt with in detail:
  - a) Land Administration
  - b) Financial Procedure
  - c) Office Administration and Management
  - d) Local Government
- (ii) To organise Initial Training (Induction) Courses for new recruits to the Administrative Service covering selected aspects of the four basic subjects above.
- (iii) To arrange for ad hoc courses as required for officers engaged in work of a specialist nature such as Defence Planning, Cooperative Development etc.

##### Evaluation

##### Selection of Course Members

Circular letters were sent out by the Centre to Ministries, Departments and states inviting nominations of officers for the various courses that were offered at the time. The courses were held separately and officers were thus able to choose to undergo training in one of the courses conducted at that particular period of time usually not more than two or three weeks duration. The

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<sup>1</sup>Source: Government Staff Training Centre. Federation of Malaya. Annual Report for the Year Ending 31st December, 1962.



officer might, if the need and opportunity arose, attend other courses at the Centre. The Report stated the arrangement as minimising the officers' absence from his work and maximising the value of the time spent at the Centre.

#### COURSES AND SEMINARS CONDUCTED AT THE STAFF TRAINING CENTRE

#### Staff 1952 - 1962 FOR DIVISION I AND II OFFICERS

Under the jurisdiction of the Federal Establishment Office, the Centre had one officer in the M.C.S. Superscale 'F' as Principal, assisted by 2 Instructors - one in M.C.S. Superscale 'H' and the other in M.C.S. Timescale. Guest speakers from Government Departments and Statutory Bodies were secured /on certain specialised /to lecture subjects.

#### COURSES/SEMINARS

1959	1960	1961	1962
C	T	C	T

#### Methods of Instruction

The methods vary with the subject matter of the courses held and of the level of officers attending it. Induction course for probationers and junior officers were delivered in lecture forms since the subject matter dealt with the presentation of general principles such as the 'Role and Structure of the Civil Service', 'Condition of Service, General Orders and other regulations.' For high level management courses attended by senior officers, discussions and reports were employed to take advantage of the experiences which the officers already had. Case studies and role-playing methods were used to some extent. For example, in the Land Administration Course, Court procedures involving unlawful Occupation of State land was one of the topics for discussion, and role-play included topics such as the delegation of authority and its problems. The audio-visual aids used are flip-overs and stripping charts and film shows. Visits to places appropriate with the courses given were also arranged. Lecture notes and reading lists were revised considerably from time to time to conform with any revised and new laws.

Centre, Prime Minister's Department, Kuala Lumpur,  
November, 1962, Table 6 pg. 15.

#### Evaluation

The Centre did not conduct any examinations, or issued any certificates or reports concerning the course members at the end of each course, although such a request was made by course members that the Centre issued a Certificate of Attendance and that their attendance at the Centre be recorded in their Records of Service. They also requested a Certificate of Proficiency be issued to them by the Centre.

The course in Local Government was cancelled because the number of officers nominated for it was insufficient for the course to be held.



TABLE 3.1

The Report mentioned several problems. The first of these was the

1. COURSES AND SEMINARS CONDUCTED AT THE STAFF TRAINING CENTRE

PORT DICKSON 1952 - 1962 FOR DIVISION I AND II OFFICERS

(MANAGEMENT LEVEL)<sup>2</sup>

COURSES/SEMINARS	1959		1960		1961		1962	
	C	T	C	T	C	T	C	T
Land Administration	1	18	2	35			1	15
Induction	2	37	2	41	2	37	4	74
Administration and Management					3	54	3	50
Financial Administration			1	20				
Training Officers			1	10				
Supervision					1	23	4	78

C - No. of Courses/Seminars

T - No. of Trainees

Source: Adapted from 'Training for Development in West Malaysia'.

A Report by Development Administration Unit and Staff Training Centre. Prime Minister's Department, Kuala Lumpur, November, 1962, Table 6 pg. 15.

4. Teaching Materials

Teaching materials pertaining to local Malayan administration was scarce, and was still in preparation by the Centre at the time. Cooperation from Government Departments was necessary in providing matters concerning general administrative problems, any material for discussion and for use as case studies.

<sup>2</sup>The course in Local Government was cancelled because the number of officers nominated for it was insufficient for the course to be held.



## Problem Areas

The Report mentioned several problems.

### 1. Guest Speakers

Because of inadequate staff, the Centre had to rely on guest speakers from Government Departments and Statutory Bodies to lecture in certain specialised subjects which these speakers were supposed to be experts in. Though the agencies concerned had cooperated in providing the suitable seniors and experienced officers as speakers, there were occasions when certain sessions had failed to produce the desired impact because the officers, though experts in their own subjects, were juniors and inexperienced to deliver and lead discussions.

### 2. Library Facilities

This was also inadequate to provide not only wide reading material for course members but also those books recommended in the reading list were often not available. Lack in reading material was a handicap, as basic reading is necessary as a guide and supplement to the lectures and lecture notes given.

### 3. Selection of Course Members

The procedure for selection of course members was unsatisfactory to the Centre. Since its main objective was to promote improvement in Administration, the Centre felt that the various Ministries, States and Departments concerned should be more selective in their choice of officers to attend the various courses. Not only their suitability, but their willingness to participate would serve well the purpose of the training, for it was only then that full cooperation from them was secured and guaranteed the fullest use of their training when they returned. Random selection will not serve the purpose, as the officer might have little interest in it, and only regarded the course as an escape from his daily work.

### 4. Teaching Materials

Teaching materials pertaining to local Malayan administration was scarce, and was still in preparation by the Centre at the time. Cooperation from Government Departments was necessary in providing matters concerning general administrative problems, any account of mismanagement and mishandlings of administrative functions, as material for discussion and for use as case studies.



## 5. Evaluation

TABLE 3.2

The Centre was not able to evaluate fully the results of the training it had given. Any assessment was difficult to make because of the short duration of each course and also because the teaching staff was too few to undertake this function.

In 1963 the G.S.T.C. was housed at its new permanent premises in Petaling Jaya. The new Centre was built with the aid of the New Zealand Government under the Colombo Plan. After an investigation on the need for Staff Training was carried out by the Superintendent of Staff Training, New Zealand Public Services Commission, Mr. N.C. Angus in 1961, some of the recommendations were accepted in the training policy of the new Centre.

The Centre, under the jurisdiction of the Federal Establishment office, forms a central training organisation for administrative and clerical training for the Government services in Malaysia.

The first Annual Report<sup>3</sup> of the Centre outline the training policy as in the previous Centre at Port Dickson. In addition to this, the Centre provided:

- a) An establishment for in-service training in general administration for the Federation, where all training records can be maintained and all training research undertaken;
- b) Residential Courses of Instruction of a practical nature, in all aspects of administration for administrative and Executive officers of the Federal and State Services, and, as far as facilities are required and can be made available for Division I officers in other technical services in the Federation;
- c) A Headquarters from which all clerical training, now conducted at various Clerical Training Centres in the Federation will be supervised.
- d) Non-residential accommodation for clerical training which, until last July 1963 was conducted in the temporary Government offices, Jalan Tuanku Abdul Rahman, Kuala Lumpur.
- e) Non-residential accommodation for lending to Government Departments, which require training rooms to run their departmental courses.
- f) Training facilities for officers nominated by other Governments of South and South-East Asia possibly under the Colombo Plan, where possible.

<sup>3</sup> Government Staff Training Centre-Malaysia. Annual Report 1963.



TABLE 3.2

## COURSES AND SEMINARS CONDUCTED AT THE STAFF TRAINING CENTRE

FOR DIVISION I AND II OFFICERS 1963 - 1966

COURSES/SEMINARS	1963		1964		1965		1966	
	C	T	C	T	C	T	C	T
Land Administration							2	44
Induction	3	56	3	56	2	40	2	42
Administration and Management	2	29	4	77	2	40	2	41
Financial Administration	2	24	2	38	2	42	2	35
Training Officers	1	19	1	19			1	20
Supervision	2	35	4	70	2	28	2	36
Local Government			1	200			1	20
Top Management					2	45	2	42
Administration (Matron)					1	23	1	23
Whitleyism							4	80
Audit X							1	19
Labour X							2	45
Community Development X							2	38
Record Management X								
Project Management X								
Induction Course for Japanese Peace Corps							1	4
Government Purchases X								
Afro-Asian Seminar X							1	20
Central Back Course X			1	23	2	40	2	41
Total	10	163	16	483	13	258	28	550

X - Courses and Seminars conducted by Departments and quasi-governmental organizations.

C - Course/seminars.

T - Number of Trainees.

Source: Adapted from 'Training for Development in West Malaysia.'  
A Report by Development Administration Unit and Staff Training  
Centre, Table 6 p. 15.



The basic subject courses offered to Administrative officers were the same, viz:

TABLE 3.3

COURSES AND SEMINARS CONDUCTED AT THE STAFF TRAINING CENTRE

1967 TO JULY 1970

COURSES/SEMINARS	1967		1968		1969		1970	
	C	T	C	T	C	T	C	T
Land Administration	2	41	2	47	2	37	1	21
Induction	4	117	4	93	6	113	3	69
Administration and Management	3	47	3	67	1	22	1	21
Record Management	2	40			1	20	1	21
Bank Negara	2	35	2	46				
Social Welfare	1	14	2	31				
Community Development	3	66	1	24				
Audit	2	36	2	41	1	20		
Administration and Management (Matron)	1	19						
Financial Management	2	37	1	21	1	22	1	23
Supervision	1	21	1	22	2	33	1	22
Special Course for M.H.F.S. officers recently promoted from M.A.S. and State Civil Service	1	20						
Seminar on Development Project	1	22						
Seminar on the Government Purchasing System	1	23						
Seminar on Senior Officers	1	23						
Afro-Asian Seminar	1	23						
Special Course for Government officers			1	23				
Seminar on Training for Government officers			1	24				
Operation Progress			1	17				
Administration (National Electricity Board)			1	24				
Valuation			1	20				
Esso			1	20				
Special Course for senior officers in the Ministry of Works, Post and Telecommunications			1	18				
Judicial Department			1	26				
Labour Department			1	26				
Administration and Management (Ministry of Agriculture and Cooperatives)					1	23		
Induction Course for Executive Officers					1	20		
Administration for Senior Administrators					1	14	1	16
Personnel Administration					3	56	1	20
Total	28	584	27	585	20	380	10	213

Source: 1. 1967 figures are from Annual Report 1967 Government Staff Training Centre.  
 2. 1968, 1969 and 1970 (up to July) from Staff Training Centre, Registration Book for Course Members (unpublished).



The basic subject courses offered to Administrative officers were the same, viz:

- a) Land Administration
- b) Financial Administration
- c) Office Administration and Management
- d) Local Government
- e) Induction Courses.

### Staff

The staff establishment approved for the new training Centre was as follows:

- 1 Principal, M.C.S. Superscale 'F'
- 1 Senior Training Officer, M.C.S. Superscale 'H'
- 1 Training Officer M.C.S., Timescale
- 1 Research and Publication Officer, M.C.S. Timescale
- 1 Supervisor, Clerical Training, Higher Executive Officer
- 10 Instructors, Clerical Training.

Following Cabinet approval of the Report<sup>4</sup> on training facilities and policy in West Malaysia, a number of major recommendations had been implemented. The training policy outlined in the Report was approved by the National Operations Council and will serve as a guideline to all government agencies in the administration of their training and career development programs.

With the reorganisation of the Federal Establishment Office, now redesignated the Public Services Department, a Directorate of Training and Career Development Division<sup>5</sup> is established to resume and expand the function of the former Division of Training in the Federal Establishment Office. The Division of Training had been originally set up as recommended by the 1955 Committee on Malayanisation. Its purpose was to award and allocate scholarships and bursaries provided for by the Federal Government, other foreign countries and aid programmes to serving officers and scholars for training and study to Universities overseas and in the country. The G.S.T.C. was an independent organisation by itself, separate from the Training Division, although both were under the jurisdiction of the Federal Establishment Office.

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<sup>4</sup> 'Training for Development in West Malaysia' A Report by Development Administration Unit and Staff Training Centre, Prime Minister's Department, Kuala Lumpur November, 1969.

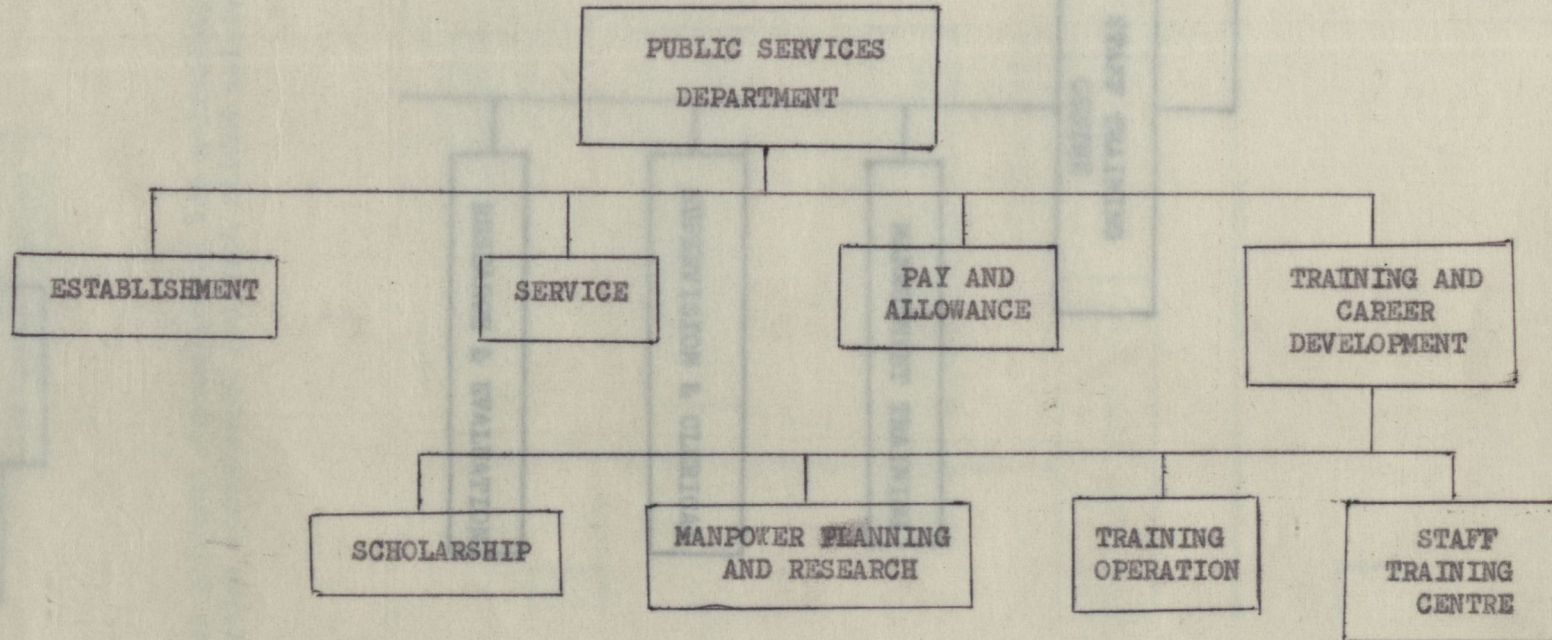
The Report was completed in October 1968 and approved by Cabinet in January, 1969.

<sup>5</sup> Ibid. Recommendations 2 and 3 pages 23 and 24 respectively.



DIAGRAM 3.1

ORGANISATION CHART PUBLIC SERVICES DEPARTMENT

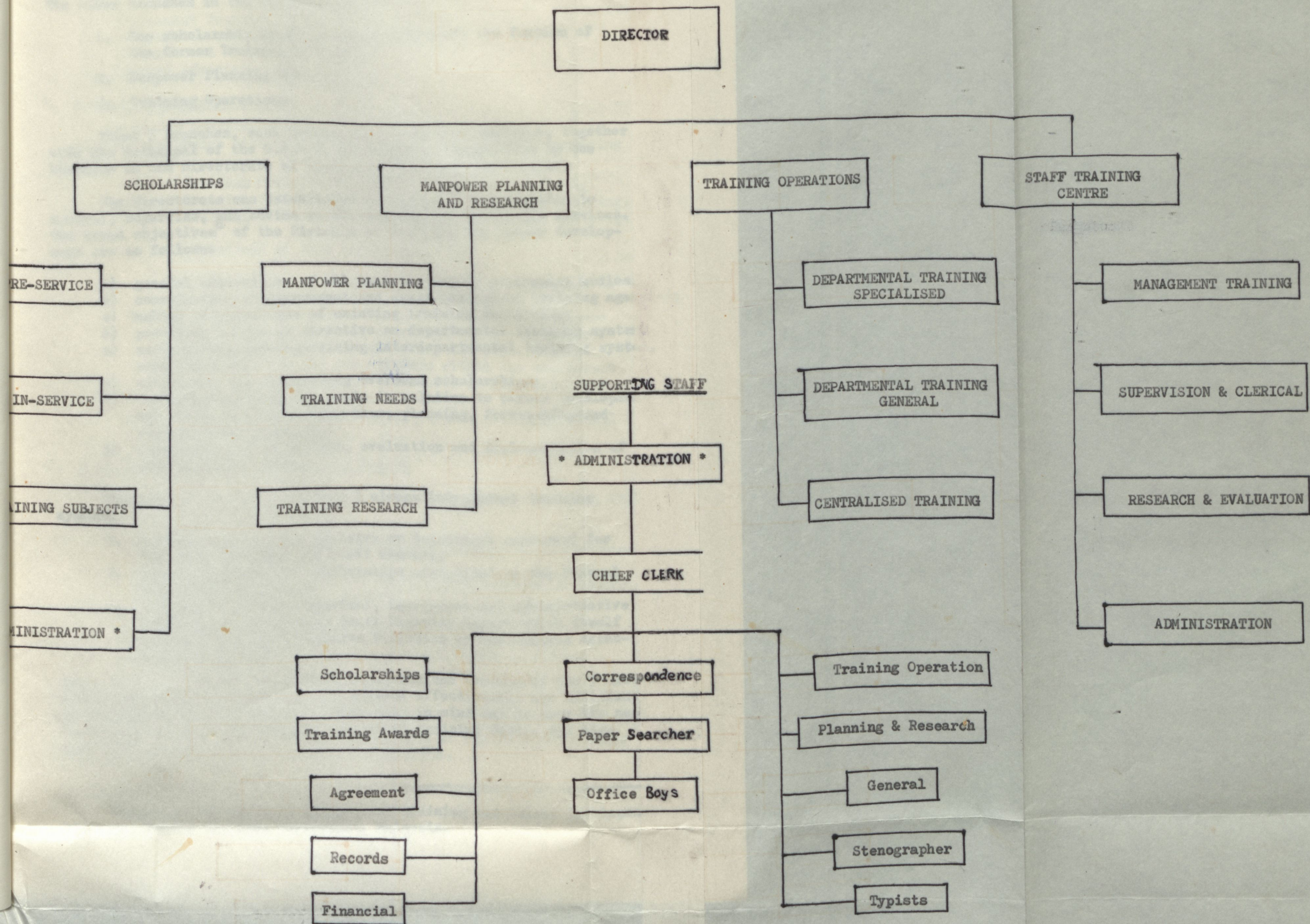


Source: The writer's own compilation.



DIAGRAM 3.2

ORGANISATION CHART DIRECTORATE OF TRAINING AND CAREER DEVELOPMENT



Source: Organization and Establishment Training and Career Development Division Public Services Department, Malaysia.



## Organization of the Government Staff Training Centre

With the rearrangement in the Public Services Department however, the G.S.T.C. is brought directly under the Directorate of Training. The other branches in the Directorate are:

1. Management Training Branch
2. 1. The scholarship branch which was formerly the function of the former Training Division.
3. 2. Manpower Planning and Research.
4. 3. Training Operations.

These 3 branches, each headed by an Assistant Director, together with the Principal of the G.S.T.C. are directly responsible to the Director in the Directorate of Training and Career Development.

The Directorate was established as a central organisation to control, supervise, and advise on all training of the public services. The broad objectives of the Division of Training and Career Development are as follows:

- a) general supervision of all training within government bodies;
- b) coordination of government and quasi-government training agencies;
- c) making effective use of existing training facilities;
- d) providing advice or directive on departmental training system;
- e) establishing and supervising interdepartmental training system, when required;
- f) allocating and supervising overseas scholarships;
- g) investigating training needs in relation to career development and the means for meeting them; planning, forecasting and research into training;
- h) compilation of statistics, evaluation and implementation of new training methods.

Thus when there were formerly 3 almost independent training systems:

1. training done by the Ministry or department concerned for the needs of their own staff members;
2. training awards and scholarships controlled by the Federal Establishment Office;
3. training of general clerical, management and administrative staff at the Government Staff Training Centre which itself is under the administrative direction of the Federal Establishment Office;

there is now a centralised body to supervise and coordinate the 3 above. Central direction is necessary for maximum effectiveness and efficiency in training systems and policy. With this in mind and to meet the need for better training arrangement, the Staff Training Centre has also been reorganised.

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6 Organisation and Establishment of Training and Career Development Division, Public Services Department, Malaysia.



## Organisation of the Government Staff Training Centre<sup>7</sup>

The Organisation has 4 main branches:

1. Management Training Branch
2. Supervision and Clerical Training Branch
3. Research and Evaluation Branch
4. General Administration

### 1. Management Training Branch

A Senior Training Officer in Grade VIII of the M.H.F.S.<sup>8</sup> is head of the branch with five timescale M.H.F.S. officers assisting him:

- i. 2 Training Officers for General Management training.
- ii. 2 Training Officers for Specialised Management training.
- iii. 1 Training Officer for Departmental Management training.

The main functions of this branch are:

- i. To hold courses on Management Training for officers on all levels within the Management level.
- ii. To organise and conduct management courses, and where desirable, to assist and coordinate with respective bodies and agencies in conducting and organising specialised courses for officers within the management level, and to assist and coordinate in organising and conducting all departmental courses.
- iii. One Senior Assistant Training Officer in charge of all the State Centres.

### 2. Supervision and Clerical Training Branch

This branch is headed by a Senior Training Officer in Grade VIII of the M.H.F.S. and assisted by:

- i. One Training Officer for General Training in Supervision and Clerical courses.
- ii. One Training Officer for Specialised Training in Supervision and Clerical courses.

Main functions of this branch will be:

- i. Organising and conducting general clerical courses of various levels.

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<sup>7</sup>Source: Organisations and Establishment of the Government Staff Training Centre, Malaysia. G.S.T.C. publication.

<sup>8</sup>Malaysian Home and Foreign Service (formerly the M.C.S. and External Affairs Service).



- ii. Organising and conducting, or assisting in and coordinating the organising and conducting, within the supervisory and clerical levels and where desirable other officers of equivalent grade.
- iii. Running and maintaining the branch centres in the various states for purposes of organising and holding courses of this branch.

### 3. Research and Evaluation Branch

This branch is headed by a Senior Training Officer in Grade VIII of the M.H.F.S. and assisted by:

- i. One Training officer.
- ii. One assistant librarian to be in charge of the library.

Its main functions are connected with:

- i. Operating and maintaining the Centre library.
- ii. Research in development of new training and materials in cooperation with the Management Training and the Supervisory and Clerical Training Branches.
- iii. Research into the training facilities of officers of various levels and categories for purpose of overall planning and coordinating with the Directorate of training and Career Development.

### 4. General Administration

This branch concerns itself with the day to day administration of the G.S.T.C. One administrative officer is in charge, assisted by one chief clerk and the supporting office staff.

#### Objectives

The primary objectives of the Centre is to carry out training for all personnel in the public services:

- i. To organize and conduct and where desirable, to assist in organising and conducting general courses on administration, management and supervision for the various levels of the public services, Induction courses for newly recruited officers into the public service, refresher courses for middle management officers, and seminars for officers in the top management level of the public services.
- ii. To organize and conduct general clerical courses on various levels, for clerical officers in the public service, and also for other officers of equivalent grade wherever considered necessary.



iii. To organise and conduct, and where desirable, to assist in conducting and supervising specialised courses on particular aspects of management and general office administration, both at the management and the clerical levels.

DIAGRAM 3.3

# ORGANIZATION CHART THE GOVERNMENT STAFF TRAINING CENTRE

iv. To assist and coordinate in organising and conducting departmental courses.

v. To provide training facilities whenever required.

vi. To conduct intensive four months training for the M.A.F.S. officers, professional and non-professional officers immediately on completion of their course in Diploma in Public Administration in the University of Malaya.

PRINCIPAL

MANAGEMENT TRAINING

SUPERVISION AND CLERICAL TRAINING

RESEARCH AND EVALUATION

ADMINISTRATION

GENERAL

GENERAL

RESEARCH

SPECIALISED

SPECIALISED

LIBRARY

DEPARTMENTAL

STATE CENTRES

Whenever required, guest speakers were obtained from the departments or Ministry concerned to deliver lectures on certain topics. In Financial Management or Land Administration Courses for example, it is desirable to obtain guest speakers from the Treasury or Ministry of work

Source: Adapted from 'Organization and Establishment of Government Staff Training Centre, Malaysia.' G.S.T.C. publication.

<sup>10</sup> Refer Table 3.5.

<sup>11</sup> Refer Table 3.6.

<sup>12</sup> G.S.T.C. Syllabus 1962 - 28 - in Appendix I and Syllabus 1968 in Appendix II.



- iii. To organise and conduct, and where desirable, to assist in conducting and organising specialised courses on particular aspects of management and general office administration, both at the management and the clerical level.
- iv. To assist and coordinate in organising and conducting departmental courses.
- v. To provide training facilities whenever required.
- vi. To conduct intensive four months training for the M.H.F.S. officers, professional and nonprofessional officers immediately on completion of their course in Diploma in Public Administration in the University of Malaya.

Table 3.5 below, gives a summary of the total number of courses and seminars held at the G.S.T.C. from 1959 to July 1970. Most of these courses and seminars<sup>10</sup> however, were conducted at the G.S.T.C. by the various departments and Ministries concerned with the help and advice of G.S.T.C. staff in organising the courses and seminars, while the course content and delivery was the responsibility of the Ministry or department concerned. Such courses and seminars can be grouped into those field of administration and management pertaining to the particular department or Ministry.

Course content in this case would be prepared with or without the help of G.S.T.C. staff. Lecturers for the courses were usually from the Ministry or Department concerned. The G.S.T.C. in this case was merely used to provide the facilities (lecture rooms, accommodation and library facilities) to house the course participants and to conduct the course.

Certain courses which involves M.H.F.S. officers, the State Civil Service and M.A.S. were conducted, arranged and organised by the G.S.T.C. staff itself. Syllabus for these courses were prepared by G.S.T.C. staff, with certain modification and changes made from time to time.

The syllabus<sup>12</sup> now are more directed towards improving work procedure in administration and management technique, while providing general background knowledge and theory.

Whenever required, guest speakers were obtained from the departments or Ministry concerned to deliver lectures on certain topics. In Financial Management or Land Administration Courses for example, it is desirable to obtain guest speakers from the Treasury or Ministry of Land and Mines to give a more practical insight into the nature of work

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<sup>10</sup> Refer Table 3.5.

<sup>11</sup> Refer Table 3.6.

<sup>12</sup> G.S.T.C. Syllabus 1962 given in Appendix I and Syllabus 1968 in Appendix II.



TABLE 3.4

procedure in the department or Ministry that they were concerned with. G.S.T.C. staff, however, dealt with the more general background knowledge and theory.

The lecture method was employed in most cases with discussions and case studies used wherever possible. Visits and film shows were also arranged wherever appropriate. Duration of each course was usually 2 or 3 weeks, but not longer than 4 weeks. Evaluation was done at the end of each course. This involved the course participants giving their views on the course contents, the lectures delivered and how much they had gained (or nothing at all) from their attendance. They were free to make suggestions for future improvements and voice any criticisms they felt necessary. The evaluation period was supposed to enable some sort of an assessment to be made since there was no examinations, nor any report required from course participants to their Heads of Departments or to the G.S.T.C.

Supervision	20	366
Local Government	2	220
Top Management	4	87
Administration and Management (Matron)	3	65
Whitleyism	4	80
Audit	6	116
Labour Department	3	71
Community Development	6	128
Record Management	4	81
Induction Course for Japanese Peace Corps	1	4
Government Purchases	1	23
Bank Negara	9	185
Social Welfare	3	45
Special Course for S.S.F.S. officers recently promoted from S.I.S. and State Civil Service	1	20
Special Course for Government Officers	1	23
Administration (National Electricity Board)	1	24
Valuation	1	20
Race	1	20
Special Course for Senior Officers in the Ministry of Work, Post and Telecommunications	1	18
Judicial Department	1	26



TABLE 3.4

## TOTAL NUMBER OF COURSES AND SEMINARS (MANAGEMENT LEVEL)

CONDUCTED AT THE STAFF TRAINING CENTRE FROM 1959 TO JULY 1970

COURSES/SEMINARS	C	T
Land Administration	13	258
Induction	37	775
Administration and Management	24	498
Financial Management	14	262
Training Officers	4	68
Supervision	20	366
Local Government	2	220
Top Management	4	87
Administration and Management (Matron)	3	65
Whitleyism	4	80
Audit	6	116
Labour Department	3	71
Community Development	6	128
Record Management	4	81
Induction Course for Japanese Peace Corps	1	4
Government Purchases	1	23
Bank Negara	9	185
Social Welfare	3	45
Special Course for M.H.F.S. officers recently promoted from M.A.S. and State Civil Service	1	20
Special Course for Government Officers	1	23
Administration (National Electricity Board)	1	24
Valuation	1	20
Esso	1	20
Special Course for Senior Officers in the Ministry of Work, Post and Telecommunications	1	18
Judicial Department	1	26
Administration and Management (Ministry of Agriculture and Cooperatives)	1	23
Induction Course for Executive officers	1	20
Administration for Senior Administrators	2	30
Personnel Administration	4	76
Afro-Asian Seminar	2	43
Seminar on Development Project	1	22
Seminar on Senior Officers	1	23
Seminar on training for government officers	1	24
Operation Progress	1	17

Source: The writer's own compilation from Tables 2, 3 and 4 above.



TABLE 3.5

## COURSES AND SEMINARS CONDUCTED BY MINISTRIES AND DEPARTMENTS

AT THE STAFF TRAINING CENTRE 1963 TO JULY 1970

COURSES/SEMINARS	C	T
Audit	6	116
Labour Department	3	71
Community Development	6	128
Record Management	4	81
Government Purchases	1	23
Bank Negara	9	185
Social Welfare	3	45
Administration (N.E.B.)	1	24
Valuation	1	20
Esso	1	20
Judicial Department	1	26
Special Course for Senior officers in the Ministry of Works, Posts and Telecommu- nications	1	18
Administration and Management (Ministry of Agriculture and Cooperatives)	1	23
Afro-Asian Seminar	2	43
Operation Progress	1	17
Seminar on Development Project	1	22

Source: Own compilations.



TABLE 3.6

## CHAPTER IV

## COURSES AND SEMINARS CONDUCTED BY GOVERNMENT STAFF TRAINING CENTRE

AN EVALUATION OF THE ROLE AND EFFECTIVENESS OF THE

(MANAGEMENT LEVEL) 1959 TO JULY 1970

GOVERNMENT STAFF TRAINING CENTRE

COURSES/SEMINARS	C	T
Land Administration	13	258
Induction	37	775
Administration and Management	24	498
Financial Management	14	262
Training Officers	4	68
Supervision	20	366
Local Government	2	220
Top Management	4	87
Whitleyism	4	80
Special Course for M.H.F.S. officers recently promoted from M.A.S. and State Civil Service	1	20
Special Course for Government Officers	1	23
Administration for Senior Administrators	2	30
Personnel Administration	4	70
Seminar on Senior officers	1	23

Source: Own compilations.

The underlying objective of the Centre is to impart specific knowledge on administration and management of human and material resources in relation to the government organisation. This knowledge is intended to familiarise the trainees with the functions and machinery of government. It is also intended to train them suitable for their work. Thus, where principles of administration and management and emphasis on work procedure is the content of each course, any concrete evaluation of the effectiveness of each course cannot be made immediately. It can only be evaluated after a certain

<sup>1</sup> 'Training for Development in West Malaysia' a Report by Development Administration Unit and Staff Training Centre, Prime Minister's Department, Kuala Lumpur, November 1969.



## CHAPTER IV

### AN EVALUATION OF THE ROLE AND EFFECTIVENESS OF THE GOVERNMENT STAFF TRAINING CENTRE

The G.S.T.C. has been in existence since 1955. Eleven years is quite a reasonable period during which an evaluation can be made of the Centre's progress so far, in accordance with the objectives outlined in the previous chapter. These objectives should fulfil the aims of post-entry training programmes for administrative and management personnel in the government services. They are:

- i. Induction training to provide general knowledge and background relating to the individual's role and functions;
- ii. Training to provide basic work skill for effective performance during the early stages of the individual's career;
- iii. Training for full capability for performance throughout the subsequent stages of the officer's career.
- iv. Refresher training or retraining in new skills; and,
- v. Training for career development.

It is difficult however to measure the effectiveness of the training programme carried out at the Centre. The Centre first of all, is not a profit making body that we can measure its progress, or lack of it, in terms of profits and losses, neither does it conduct any examinations whatsoever so that its success can be measured in terms of the number of passes and failures.

The underlying objective of the Centre is to impart specific knowledge on administration and management of human and material resources in relation to the government organisation. This knowledge is intended to familiarise the trainees with the functions and machinery of government. It is also intended to train them suitable for their work. Thus, where principles of administration and management and emphasis on work procedure is the content of each course, any concrete evaluation of the effectiveness of each course cannot be made immediately. It can only be evaluated after a certain

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<sup>1</sup> 'Training for Development in West Malaysia' a Report by Development Administration Unit and Staff Training Centre. Prime Minister's Department, Kuala Lumpur, November 1969.



period when the trainee is occupied with his daily routine work, or when he is exposed to any administrative problems or the handling of a difficult situation or a minor project that the effectiveness of the training programme can perhaps be known in terms of better work performance or a more rational approach to decision making.

Such after-training observation of the trainee has never been made. The Centre does not keep a check on course-participants after their attendance at the Centre. No report is required from the participants themselves nor the various Heads of Departments on the performance of these participants after a certain period. Thus the value of the training is not known. It can only be assumed that they have learnt something and can make use of this 'something' to their advantage.

The evaluation can be made, however, with certain assumptions. The training programmes initiated by the G.S.T.C. would be effective if we assume;

1. That the G.S.T.C. had, during its eleven years of existence, been able to provide maximum facilities which would impart the knowledge effectively through:

- i. adequate and trained staff,
- ii. the nature of the course content itself, including the duration of each course, teaching methods and teaching aids,
- iii. other facilities such as a well stocked library and fully accessible reading materials, and
- iv. accommodation.

2. That the course participants themselves want to acquire this knowledge and to make full use of it to better their work performance.<sup>2</sup>

Otherwise, there is the need to review the organisation and improve the weaknesses that prevents the maximum achievement of objectives. There is also the need to review the present training programmes of the G.S.T.C. with reference to training for development.

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<sup>2</sup>Since the G.S.T.C. does not cater courses for examination purposes and Heads of Departments do not make any Report of the officer's performance after attending the course, it is left to the course participants to make full use of the knowledge. They can if they feel that the course is of no value to them, discard it.



## Training Staff

The staff of the G.S.T.C. at present consists of the following:

- a. The Principal in Grade VI of the M.H.F.S. as head of the institution.
- b. One Senior Training Officer in Grade VIII of the M.H.F.S. in the Management Training Branch, assisted by five timescale M.H.F.S. officers as follows:
  - i. 2 Training Officers for General Management Training.
  - ii. 2 Training Officers for Specialised Management Training.
  - iii. One Training Officer for Departmental Management Training.
- c. One Senior Training Officer in Grade VIII of the M.H.F.S. for the Supervision and Clerical Training Branch assisted by one Training Officer in M.H.F.S. timescale for General Training in supervision and clerical courses and one Training Officer in M.H.F.S. timescale for Specialised Training in Supervision and Clerical Courses.
- d. One Senior Training Officer in Grade VIII of the M.H.F.S. in the Research and Evaluation Branch assisted by one Training Officer M.H.F.S. timescale, one Assistant Librarian in charge of the library.
- e. One Administrative Officer in charge of the General Administration of the Centre assisted by one Chief Clerk and the supporting office staff.<sup>3</sup>

There is an improvement in the number of teaching staff from just the Principal and 2 Instructors in 1962 and one Senior Training Officer, one Training Officer, one Research and Publication Officer, one Supervision and ten Instructors for Clerical Training in 1963. This increment is necessary with the expansion of the Centre's activities.

The problem however, has been to secure trained and competent staff for full-time employment at the Centre. It is most unfortunate the Centre has so far been regarded as a 'dumping place'.

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<sup>3</sup>c) and e) will not be discussed here as this paper is only concerned with training for the administrative and management personnel in the M.H.F.S.



There is no attraction or glamour attached to being appointed as one of the training staff. The Centre has also not been able to retain the services of any training officer for long. This also applies to the post of Principal. Officers posted to the Centre remain only until they find a better post elsewhere in the government services, statutory bodies or the private sector. Reasons given are that;

1. They are reluctant in the first place to 'teach' or serve at the Centre as Training officers because they claim the post does not offer them a challenge in the working machinery of government. The post of Training officer then, does not carry the glamour and status normally attached to other posts in government.

2. 'Teaching' is considered dull and tedious affair with routine preparation of lecture-content and delivery;

3. With reference to 1 and 2 above, there is not much incentive to 'teach' because no evaluation have so far been made on the progress or work performance of course-participants during a certain period after each course. There is only one period after each course when some sort of an assessment is made during which the Training Officer gets the opinion of the course-participants on the course-content; the delivery, how much it has benefit them (or none at all), and other general comments regarding the course and their stay at the Centre. It is only from this short assessment period that the Training Officer can have some ideas on how much the training has benefit the course participants or does not benefit them at all. He can, from the suggestions and comments, make any improvements or adjustments for future courses. Apart from this there is no contact whatsoever between the course-participants and the Training Officer or the Centre after the course. The Training Officer is not made aware of any improvements or lack of it in work performance of the course-participants. Since the Training Officer does not know the end result of his effort, it would be more likely that he has little incentive to be really involved in the training. Training then offers no challenge. It becomes mere preparation of lectures and delivery unlike other posts where his efforts can and does show results.

4. Prospects for promotion at the Centre is limited. The highest post, that of Principal belongs to Grade VI in the M.H.F.S. while the post of Senior Training Officer is in Grade VIII of the M.H.F.S. Thus when the officer is due for promotion he will be

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<sup>4</sup>The longest period of service was 6 years.



Pure academic training in administration and management is transferred elsewhere outside organisation. The attachment to the Centre is therefore only temporary.

The reasons given above reflect the unhealthy atmosphere in the organisation. The posts of Training Officers including the post of Principal have very little attraction and serving officers are reluctant to be posted there. They regard teaching at the Centre not as a career but a jumping place or a temporary stay before they can find better posts elsewhere. Thus even though Training Officers are listed as full time staff of the Centre, their work effort may not come up to the maximum expected of them since there is not much incentive and dedication to really establish an image of a successful organisation. Training becomes more or less routine work.

The frequent transfers of staff would also have adverse effects in the sense that any incentive on the part of the staff to carry out a certain project or training programme will be discouraged since their stay there is not long enough for them to see the results of their efforts. Frequent transfers also means haphazardness in the running of the organisation's activities. There is the delay involved in securing officers for replacement, and new replacements need time to adjust themselves to the needs of the organisation.

This also applies to the post of Principal. With the exception of one who remained with the Centre for 6 years, there had been frequent transfers. This year alone, during a period of 7 months there were already 3 changes. This means that any one Principal cannot totally devote himself to any programme directed at improving the efficiency of the organisation if he were to stay there for a short period of time. There is, generally speaking, no sense of belonging to the organisation.

The training staff is an important criteria in any training programme. The inability of the Centre to provide adequate training facilities is because of the lack or unavailability of qualified and trained staff, to serve the organisation at full time. There is also the need for obtaining qualified and experienced personnel from the Government organisation, statutory bodies as well as the industrial sector to provide a balance between what the full time staff can offer from the textbooks as well as what the practitioner can supplement with real life handling of situations from his experiences. The training staff can therefore be divided into:-

- i. full time staff attached to the organisation
- ii. part time lecturers, often referred to as guest speakers.



Pure academic training in administration and management is a necessary qualification for the training staff in order to impart basic administrative and management principles to trainees who lack such knowledge in their education.<sup>5</sup> It is also important that the staff (though not necessarily all) possesses general backgrounded knowledge of the government machinery in order to bring down the concepts and principles to that of application. Academic training in Public Administration will facilitate the basis for factual analysis and guidance into the actual work procedure itself. Thus the training staff should at least possess a degree in Public Administration as well as a number of years service in government or other statutory bodies and private enterprises to gain practical experiences.

Further training in teaching methodology is also desirable. In this type of training institution, the lecture method should be limited to the delivery of basic administration and management concepts and knowledge of the government machinery. Much depends on discussions and viewpoints of the course-participants in working out case-studies and problem areas involved.

Since the quality of the training depends primarily on the quality of the training staff, there should be special attention focused on the recruitment of training staff. In Malaysia, where the G.S.T.C. is an organisation within a department and not affiliated to the University of Malaya, the choice of qualified and trained staff is limited to the government organisation for full time as well as part time training staff. Training for those selected to fill the full time posts in the organisation is also necessary before they can effectively carry out their duties.

Training for the staff should be aimed at,

1. Training for those serving officers in the government and statutory bodies selected to teach at the Centre. These officers may only possess a Bachelor of Arts degree and may thus be required to do a Diploma or Masters degree in Public Administration;

2. Training for the above, but in selected and specialised functions of government for example in Budgetting system, Urban Development and the like.

It must also be emphasized that the University or Institution (usually in a foreign country) where those selected are sent should

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<sup>5</sup>With reference to the 'generalist' nature of those in the M.H.F.S. Please refer Chapter II, Table 2.1, page 10.



be carefully scrutinised in the sense that the syllabus or courses offered there may not be totally relevant to what is required for the local environment. What is offered in Public Administration courses in a foreign country, in America for example, may be geared to an advanced industrialised society and a system of government that is different from ours and thus may not prove workable or need much readjustments in a developing country like Malaysia. Thus those sent for training may find difficulty in applying their knowledge to local situations. What they learn in sophisticated theory and concepts may be off the target where Malaysia is concerned and such sophistication, if delivered wholesale to trainees would be of no value except to result in more confusion and frustration. The cost and the time involved would be lost if the training officer returns and is unable to make full use of the knowledge he acquires. It is of value therefore, if the training officers after having the necessary degree or qualification in Public Administration be sent to attend Institutes of Public Administration in other developing countries, in the Philippines, Thailand, India, Pakistan or the African States where much can be gained from the experiences of these countries who are also in the stages of development. The value of training in long established institutions of Western countries is no doubt of great value but knowledge of a local flavour should be supplemented whenever possible to straighten and widen the scope in theory and practice.

Since the quality of training depends very much on the efforts of the Training Staff, careful selection of candidates to be sent for training as Training Officers should be made. These candidates must be willing, upon their return, to devote themselves to the needs of the organisation, not only where the training is concerned but in the overall improvement of the Centres. This is necessary to raise, quality-wise, the standard and status of the Centre as the only central training establishment in the country.

Table 4.1 below gives the number of M.H.F.S. officers sent for training overseas and the University of Malaya during 1969/70 session. These officers can serve as a source for staffing the G.S.T.C. One defect however, is that when Training Officers are sent abroad, their posts remain vacant. Until the post is filled, his colleagues would lecture in his absence. This taking over is not advisable because even though the subject is not of a specialised nature, the Training Officer who has to deliver and prepare this extra lecture may find it taxing on his time. He would be in a better position if he concentrates on his specific subject as he is presumably more well-versed in it.

With regards to Guest-Speakers the problem is in obtaining not only an expert in certain specialised field of government function but one who has adequate and long enough experience in government service as well as the capability to communicate



effectively with the trainees. Such a combination is not found in abundance and if there is, the possibility is that not these people are sent to the Centre but others of lesser qualities. The procedure for obtaining guest speakers has been to request a particular man from the G.S.T.C. when the Centre recommends or he can be a personal friend of one of the staff. It is also no contract or agreement made between the G.S.T.C. and the speakers to ensure their services in the future.

TABLE 4.1

NUMBER OF M.H.F.S. OFFICERS SENT FOR TRAINING OVERSEAS

AND THE UNIVERSITY OF MALAYA 1969/70

<u>No. of Officers</u>	<u>Courses/Degrees</u>
1	Imperial Defence College
1	Ph. D
11	Master in Public Administration
17 <sup>6</sup>	Diploma in Public Administration
1	Diploma in International Relations
1	Short course in Public Administration
1	Training Methodology
1	Joint Staff Services College
11	Management Analyst
1	Development
3	Master of Arts
1	Master of Arts (Economics)
1	Local Government
1	Administration
1	Course not stated

Source: Senarai Pegawai2 Perkhidmatan Dalam dan Luar Negeri Malaysia dan Perkhidmatan Pentadbir Melayu 1970. Government Printer.

<sup>6</sup>Refer Table 4.2.

This includes the first batch of 13 serving officers in the M.H.F.S. doing Diploma in Public Administration at the University of Malaya 1969/70.



effectively with the trainees. Such a combination is not found in abundance and if there are any, the possibility is that not these people are sent to the Centre but others of lesser qualities. The procedure for obtaining guest speakers has been to request a particular department or Ministry to send someone whom the Centre recommends or he can be a personal friend of one of the staff. It is not usually the case that this particular man is sent to the Centre. There is also no contract or agreement made between the G.S.T.C. and the speakers to ensure their services in the future.

The staffing problem can be partly remedied by making the posts more attractive. Where promotion is concerned it has been suggested that the system of grading be omitted where the organisation is concerned. In this way, when the officer is due for promotion he gets an increase in his salary while still holding the same post and his status will be the same as that of another officer in the same grade as his who has been promoted. In such a situation, there is no need for him to be transferred outside the organisation when his promotion is due.

### Courses and Teaching Materials

The expansion of the G.S.T.C. facilities has made possible an increase in the number of trainees and residential courses to be held.<sup>7</sup> An increase in the types of courses and seminars are conducted by Departments and Ministries using the Centre's facilities while the type of courses provided by the Centre remained unchanged except for the increase in the number held per year. These courses are Induction; Management and Administration courses for both Administrative and Professional officers and courses provided for specific areas of administration such as finance and land administration. The course that top the list is Induction courses totalling 37 from 1959 to July 1970.<sup>8</sup> There is however, a slight variation in course content from merely providing general management and administrative knowledge to improvement in work procedure and technical knowhow of administration and management.

The duration of each course varies from 2 to 3 weeks but not longer than 4 weeks. This is because it was felt that it would be difficult and inconvenient for course-participants to be away

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<sup>7</sup>Refer Table 4.2.

<sup>8</sup>From the writer's own compilation.



TABLE 4.2

NUMBER OF TRAINEES AND RESIDENTIAL COURSES HELD AT THE  
GOVERNMENT STAFF TRAINING CENTRE FROM 1959 TO JULY 1970

YEAR	NUMBER OF COURSES	NUMBER OF TRAINEES
1959	3	55
1960	6	106
1961	6	114
1962	12	217
1963	10	163
1964	16	483
1965	13	258
1966	28	550
1967	28	584
1968	27	585
1969	20	380
1970	10	213
Total	179	3,708

The writer feels that the G.S.T.C. has not been able to provide adequate training facilities for the needs of the M.H.F.S. It must be remembered that more than 3/4 of the present M.H.F.S. members do not possess any qualification in public administration to prepare them for the task of administration and management. The traditional view that administration can be learnt through practical experience has its limitations.

<sup>9</sup>Training for Development in West Malaysia, op. cit., p. 26.

<sup>10</sup>Ibid., p. 16.



The Centre is also handicapped by the wide area of training they have to cover as the only central training institution in Malaysia.

from their post for a longer period because of work pressure. It is also necessary to make full use of the limited facilities available at the Centre by providing more courses at a shorter period of time for each course.<sup>9</sup>

It may be a sensible thing to do considering the limited facilities of the Centre but one disadvantage is that during such a short period of time much of the course content have to spread out between lectures, discussions, case studies, visits film shows and the like. It has been criticised however that much emphasis has been on the lecture situation and less attention given to the other practical training sessions.<sup>10</sup>

It would be an advantage if the lecture situation be confined to the Induction courses only since this is an introductory session for new recruits. Background material especially details of administrative acts and regulations that form the basis for work procedure can be delivered in the lecture method with discussions and clarifications on certain issues whenever necessary. Where courses involve more senior officers, less of the lecture-type situation should be employed. Duration of course need to be lengthened to make possible discussions of actual work situation and problems associated with administration and management practices. Induction training was no longer relevant.

The activities of the G.S.T.C. in the training of M.H.F.S. personnel has so far been geared to providing short courses and seminars pertaining to administrative and management practices and techniques to improve work procedure. Some of the courses deal with specific areas of administration such as finance and land administration.

The writer feels that the G.S.T.C. has not been able to provide adequate training facilities for the needs of the M.H.F.S. It must be remembered that more than 3/4 of the present M.H.F.S. members do not possess any qualification in public administration to prepare them for the task of administration and management. The traditional view that administration can be learnt through practical experience has its limitations.

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<sup>9</sup>Training for Development in West Malaysia, op. cit.,

Training for Development, p. 26.

<sup>10</sup>Ibid., p. 16.



The Centre is also handicapped by the wide area of training they have to cover as the only central training institution in Malaysia, responsible for administrative and management training for professional and administrative personnel and clerical and supervisory training. The problem of accommodation also limits the number of residential courses which could be held per year and the number of trainees attending each course. The short duration of each course means that there is much condensation of course content. Two or three weeks duration of each course is not enough considering the fact that administrative officers in the M.H.F.S. have no pre-entry training nor are their academic qualification of any relevance to the responsibilities they now hold. Post-entry training is essential, but the short time period of each course is not sufficient to thoroughly train them. The G.S.T.C., in the opinion of the writer, does not 'train' in the real sense of the word, because the objectives of training cannot be accomplished within 2 or 3 weeks. At the most it provides general knowledge and a foundation which could be further cultivated and enriched if longer periods of training are provided.

The problem however, is for the Training Officers to get hold of such The number of Induction courses provided at the Centre were not sufficient to cater for all newly appointed officers in the M.H.F.S., who should have received their Induction training not later than 6 months after their appointments. There were cases where officers were sent for the course after 2 years of appointments, in which case the value of the induction training was no longer relevant.

At the G.S.T.C. at present, such material is lacking. Case studies To quote an example, for the period 1964 to 1967, among the 167<sup>12</sup> newly appointed officers in the M.H.F.S. only 50 were given Induction training. Of the 167, 112 were direct entrants from the University of Malaya. Taking into consideration the fact that there were at the time no graduates from the Faculty of Economics and Administration<sup>13</sup> these graduates were Arts graduates with presumably no knowledge in administration and management and very little knowledge of the government machinery. The other 55 who were officers promoted from the M.A.S. and State Civil Services (S.C.S.) had perhaps the experience to help them and guide them to a limited extent.

#### Accommodation

Accommodation facilities at the Centre is limited and this in a way restricts the number of courses which can be held at any period of time <sup>11</sup>Training to mean acquiring skill. It is important to consider accommodation because of the scattered and

<sup>12</sup>Training for Development. Ibid, p. 38.

<sup>13</sup>The first batch graduated in 1969.

<sup>14</sup>The writer's own compilation from the tables given in the previous chapter.



From 1959 to July 1970, the G.S.T.C. has conducted 37<sup>14</sup> Induction courses involving 735 officers. The highest number of courses was held in 1969 - 6 courses catering for 113 officers, with the average of 20 officers per course. The combined nature of the courses, in that members of the M.H.F.S. and new recruits to other professional services attended the same Induction course means that not all course-participants are M.H.F.S. officers and the courses are not totally oriented to the needs of the M.H.F.S. alone but more general in scope.

Where reading material is concerned the Centre library is rather well stocked with references on subjects in Public Administration, as well as government documents and other relevant publications. What is most lacking, however, is materials for case-studies. Actual cases of mismanagement and problem areas in administration is one important method of training. The trainees are then brought to real life situation where their critical and analysing capability can be exploited. Such case-studies can be presented in imaginary situation, but it would be better if real cases could be cited as illustrations.

The problem however, is for the Training Officers to get hold of such materials. It takes time for the Training Officers to do research on this when they also have to prepare and deliver lectures. Close cooperation from the various Ministries, Departments and District offices is necessary before such cases would be released from their confidential files.

At the G.S.T.C. at present, such material is lacking. Case studies are derived from the Training Officer's own experience within his knowledge and that of the trainees. Training Officers claim they do not have the time to go about collecting such material for case-studies. The Research Branch can help in this case, by collecting and compiling the necessary data for the case-studies according to the needs of each Training Officer. Unfortunately, the Research Branch itself is understaffed with only one Senior Training Officer in charge. He is also a lecturer and the post of Training Officer, (his assistant) is at present, vacant.

Any delay or lack of efficiency can be inquired into. Reasons may be related to the inadequacy or ineffectiveness of the training or of the officer to apply the training to work procedure.

#### Accommodation

Accommodation facilities at the Centre is limited and this in a way restricts the number of courses which can be held at any period of time and also the number of trainees who can attend each course. It is important to consider the accommodation because of the scattered and not been able to cope fully with the post-entry training needs of the M.H.F.S. Its activities and also its effectiveness and efficiency are limited by the facilities and manpower available. The shortage of

<sup>14</sup> The writer's own compilation from the tables given in the previous chapter.



dispersed nature of course-participants within districts, states, departments and ministerial boundaries as well as geographical boundaries. The Centre as the only central training organisation in the country need to house these officers together for a certain course commonly beneficial to all of them. The possibility of conducting courses within each district, state or ministries concerned is not feasible and economical because of the smallness in numbers. The induction course is a very applicable example in this case.

It is also an advantage to house together officers who are involved in similar administrative and management function but separated by geographical, departmental, state or ministerial boundaries because here they are able to exchange views and experiences and to create a sense of comradeship and togetherness.

Accommodation facilities need to be increased so as to enable more trainees to attend a particular course as well as to increase the number of courses that can be held at a time and also the possibility of lengthening the duration of each course.

### Course Appraisal

Evaluation sessions are at present conducted as part of the G.S.T.C. courses. The value and effectiveness of the courses however, cannot be fully judged from these sessions alone, as course participants have not made use of them in actual work situation. There is very recently an effort made by the Research Branch to distribute written questionnaires to course-participants as part of the method of assessment.

It would be more meaningful however, if the course-participants themselves are required to write a short report on the usefulness of the course in his actual work situation. This can be done after a period of 6 months or so. The various Heads of Departments can make observations of the work performance of officers after the course. Any delay or lack of efficiency can be inquired into. Reasons may be related to the inadequacy or ineffectiveness of the training or the inability of the officer to apply the training to work procedure.

### Conclusion

It can be concluded from the above discussion that the Centre has not been able to cope fully with the post-entry training needs of the M.H.F.S. Its activities and also its effectiveness and efficiency are limited by the facilities and manpower available. The shortage of skilled and experienced personnel is a serious handicap in the proper functioning of the organisation.



With regards to training for career development in the M.H.F.S., it is regretted that the G.S.T.C. in its present condition as has been discussed above, will not be able to meet any intensive training needs contained in the training programme,<sup>15</sup> where not only longer periods of training is necessary to acquire skill, but the type of training need also be oriented to specialisation within specific areas of administration and management in the service.

The recommendations given in this chapter are aimed at improving the skill and performance of administrative personnel in the M.H.F.S. by providing an intensive post-entry training programme specially designed for those who are already in service and whose university education did not include subjects relevant to the posts they now hold. This training programme will also include post-entry training for newly recruited officers as well as potential candidates of outstanding ability and character, who will continue to be recruited into the service even if they do not possess the relevant academic qualification.

The training programmes will also make provision for post-entry training for those new recruits whose university education encompasses subjects related to administration and management. The type of post-entry training in this case will exclude such theories and concepts in administration and management techniques.

Associated with the above will be recommendations on the improvements and expansion of the only central training institution available in this country. This refers to the G.S.T.C. and its capability to provide facilities for the implementation of the above training programmes. Several alternative recommendations will be given with regards to the present and future role of the G.S.T.C. in providing the required facilities. The

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<sup>1</sup>It should be noted that throughout this exercise and in this chapter particularly, the phrase 'relevant academic qualification', refers to an honours or a pass degree in Public Administration or any other related subjects that are management and administration oriented. It is acknowledged throughout this exercise that a University degree is a necessary prerequisite for recruitment into the service. Whenever and wherever the word 'generalists' is used, it is here referred to those with degrees in Arts and whose university education did not bear any relevance to the posts they now hold. Included in this category

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<sup>15</sup>Please refer to the recommendations for post-entry training of the M.H.F.S. members, in 'Training for Development in West Malaysia', Ibid., Chapter IV. are mostly of the pre-independence period having gained rapid promotion during the Malayisation of the Civil Service.



establishment of another CHAPTER V on namely the proposed National Institution of Development Administration<sup>2</sup> to undertake the implementation of the training programmes will be briefly considered mainly on the feasibility RECOMMENDATIONS on such a venture in the near future.

The recommendations given in this chapter are aimed at improving the skill and performance of administrative personnel in the M.H.F.S. by providing an intensive post-entry training programme specially designed for those who are already in service and whose university education did not include subjects relevant to the posts they now hold. This training programme will also include post-entry training for newly recruited officers as well as potential candidates of outstanding ability and character, who will continue to be recruited into the service even if they do not possess the relevant academic qualification.

The training programmes will also make provision for post-entry training for those new recruits whose university education encompasses subjects related to administration and management. The type of post-entry training in this case will exclude much theories and concepts in administration and management techniques.

Associated with the above will be recommendations on the improvements and expansion of the only central training institution available in this country. This refers to the G.S.T.C. and its capability to provide facilities for the implementation of the above training programmes. Several alternative recommendations will be given with regards to the present and future role of the G.S.T.C. in providing the required facilities. The

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<sup>1</sup>It should be noted that throughout this exercise and in this chapter particularly, the phrase 'relevant academic qualification', refers to an honours or a pass degree in Public Administration or any other related subjects that are management and administration oriented. It is acknowledged throughout this exercise that a University degree is a necessary prerequisite for recruitment into the service. Whenever and wherever the word 'generalists' is used, it is here referred to those with degrees in Arts and whose university education did not bear any relevance to the posts they now hold. Included in this category of 'generalists' are those serving officers in the senior administrative level and below who do not have any university education but were promoted to their present position on the basis of seniority and capability acquired through experience. These officers are mostly of the pre-Independence period having gained rapid promotion during the Malayanisation of the Civil Service.



establishment of another institution namely the proposed National Institution of Development Administration<sup>2</sup> to undertake the implementation of the training programmes will be briefly considered mainly on the feasibility of embarking on such a venture in the near future.

Included in this chapter on recommendations are proposals that for future recruitment of graduates into the M.H.F.S. one of the prerequisites should be a relevant degree in Public Administration or other related subjects. In this case, the manpower planning in this country should gear university education towards an orientation for direct use of university studies. The Government can influence and direct this 'planned' education for recruitment into the M.H.F.S. through the provision of scholarships and bursaries to scholars. Foreign aid in the form of scholarships and study grants can be also be channelled in certain proportions to meet this need. This will be further discussed in the recommendations below.

Acquiring such skill through experience and practice, without background education is limited in value, and very time consuming. It should be noted that much of the recommendations are entirely based on the writer's own perceptions of the situation and how they could be improved. The writer is aware of factors that may work against the feasibility of implementing such recommendations. At the same time the writer maintains that these are recommendations which in one way or another would contribute towards the overall improvement of personnel in the M.H.F.S. The writer also acknowledges the fact that much of the recommendations, especially those involving post-entry training programmes for serving officers in the M.H.F.S., are based on the Report<sup>3</sup> on training for development in West Malaysia. Where the recommendations contained in the Report do not seem agreeable to the opinion of the writer, mention is made in this chapter and the writer either modifies or make further alternative recommendations that the writer feels are more appropriate.

It is recommended that in view of the shortage of graduates with honours degrees in Public Administration and Economics, the Government should consider preference for those graduates

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<sup>2</sup> 'Training for Development in West Malaysia' A Report by Development Administration Unit and Staff Training Centre, Prime Minister's Department, Kuala Lumpur, 1969. Recommendation 131, p. 93.

<sup>3</sup> Ibid.

The numbering of recommendations are the writer's own and does not in any way correspond to the recommendations contained in the Report



#### Recommendation (1)<sup>4</sup>

It is recommended that the present and future prerequisite for recruitment into the M.H.F.S. be made on the basis of relevant academic preparation during the candidates course of study at the University of Malaya or abroad. This relevant qualification in Public Administration and related subjects such as Economics, Sociology and Political Sciences is necessary to equip the candidates in their future roles and functions as development administrators. Solid background knowledge in basic theoretical and analytical concepts of management and administration is of vital importance, because administration in the M.H.F.S. can no longer be looked at as mere clerical routine work but as a profession by itself, in view of the rapid needs for the implementation of development programmes. Administrative skill as other technical skill in the professional services, need to be learnt through education in administration and management concepts and practices. Acquiring such skill through experience and practice, without background education is limited in value, and very time consuming. Time is a crucial factor in our development plans and we can no longer afford, at this stage to go through the trial and error method.

As in other developing countries we are also confronted with the problem of scarcity of skilled manpower, physical and financial resources. But scarcity does not mean total absence of resources. The state of scarcity can be so managed as to achieve growth and development through proper management. This is what we want and expect of the present administrators - the skill and the possession of administrative and managerial competency to manage, plan and direct the mobilisation of scarce resources in achieving development goals within a reasonable time period.

#### Recommendation (2)

It is recommended that in view of the shortage of graduates with honours degrees in Public Administration and Economics, the Government should consider preference for these graduates even if they do not possess an honours degree and that another candidate with an irrelevant degree (honours) be given second preference unless he possesses outstanding capability.

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<sup>4</sup> The numbering of recommendations are the writer's own and does not in any way correspond to the recommendations contained in the Report



The writer maintains the justification for recommending such a move because the Economics or Public Administration graduate already possesses basic academic qualification in administration and management and also the system of government and politics in the country. In this way, when we consider the post in the M.H.F.S. and the nature of work that will be undertaken the pass degree holder in Public Administration would be the appropriate person to employ. as well as the private sectors.

### Recommendation (3)

It is recommended that one way to overcome this shortage of candidates with degrees in Economics and Administration would be for the government to plan and direct the availability of such supply of potential candidates for recruitment into the M.H.F.S. This can be done through the proper channelling of scholarships and bursaries either from the Federal Government or awards offered by foreign countries and agencies for undergraduate and postgraduate studies, leading to degree in Economics and Administration.

The writer is very much aware of the 4:1 ratio of Malays to non-Malays for recruitment into the M.H.F.S. It is basically with this in mind that the writer stresses on the need to direct and influence the Malay undergraduates in their choice of subjects to be taken at the University.

### Recommendation (4)

It is recommended that the Government, through the Scholarships Branch of the Training and Career Development Division of the Public Services Department, allocates a certain proportion of the scholarships and awards specifically for those Malay candidates who wish to make the M.H.F.S. their career. More scholarships should be awarded to enable Malay students to join the Faculty of Economics and Administration. The course content should be stressed as an important requirement for the awarding of scholarships. During the interviews, the interviewers can make appropriate allocation of the specified scholarships to those students who are enthusiastic at joining the Government Service and those who wants to take up Economics to enable them to enter firms and industries upon completion of their course.

Such an assessment is possible and the interviewing session should be more aimed at finding out what the students have in mind regarding their future career and the appropriate scholarships be given in this case.

The aid (scholarship) factor is an important determinant. The writer wishes to acknowledge the fact that many Malay students

The Straits Times, 19th July, 1970.



#### Recommendation (7)

are capable and qualified to do undergraduate courses but finance is a limiting factor to many of them and the Government is principally in most cases the only source of financial aid. Because of this fact, the Government can directly influence the awarding of scholarships more for the courses in the faculty of Economics and Administration. These undergraduates would provide a source for recruitment into the M.H.F.S. and other administrative services as well as the private sectors.

The aim is to lessen the number of Malay students streaming into the Arts faculty. The Malay intellect must be made conscious of the need to relate his education to the actual needs of the country.

The University of Malaya is a form of basic training for probationers. The Diploma Course is undertaken during the probationers would have gained on-the-job practical training by

Recommendation (5) It is recommended that the Government should seriously consider the above in its programmes for manpower development. The aim should be to educate and train the Malay students as potential administrators and managers in other related occupations in industries and the private sector as well as the Government Service and not just to educate them for the sake of education. Such a move would 'prevent the wastage of skilled manpower which makes nonsense of manpower planning.' The writer feels that such a planned move is possible because many students start their university course with their future career in mind. Many select the subjects because of career reasons.

Recommendation (6) It is recommended that because of the present shortage of Malay graduates from the Faculty of Economics and Administration, Arts graduates of outstanding ability will continue to be recruited into the service. They will, however, be required to undertake a special training course at the G.S.T.C. either a short Induction Course as a preliminary introduction or a course of longer duration say, six months or one year at least to familiarise them with administration and management techniques and the working of the government machinery.

As an alternative these candidates after the short Induction Course will serve in the service as a probationer and will after familiarisation with the service be required to do postgraduate or diploma courses in Economics and Administration at the University of Malaya or abroad.

<sup>6</sup> For further discussion please refer 'Training for Development in West Malaysia' op. cit. p. 42.

<sup>5</sup> The Straits Times, 19th July, 1970.



## Recommendation (7)

### Recommendation (9)

It is recommended that for the present members of the M.H.F.S. training should be of a longer duration with the aim of acquiring skill and professionalism in administration and management. Thus the training for new recruits, will include induction training appropriate to the roles and functions of officers in the M.H.F.S., and basic training in administrative and management techniques for officers in the timescale appointments who would be holding senior-level management posts in Superscale 'H' through 'F' in 5 to 10 years time. Basic training is necessary for those 'generalists' with liberal educational background. The Diploma Course in Public Administration at the University of Malaya is a form of basic training for probationers. The Diploma Course is undertaken during the third year of appointment. During the preceeding two years, the probationers would have gained on-the-job practical training by way of posting or attachment to a Ministry or State Secretariat for a period of one year and to a district or land office for another year or vice versa. Under this programme the first batch of 13 probationers recruited in 1967 have completed the course in the 1969/70 session.

The Diploma course is for one year academic duration at the University of Malaya where the officers are taught the theory and practice of public administration with emphasis on developmental aspects. Upon completion of the academic studies the officers have to further undergo four months practical course at the G.S.T.C. where trainees will be taught the detailed application of the various management tools in work procedure.

## Recommendation (8)

Because of the limited number of probationers that can be admitted each year to do the diploma course, it is recommended that for those probationers who do not have the opportunity to do the Diploma Course<sup>6</sup> be given a similar training but of a shorter duration of two or three months at the G.S.T.C. at the rate of three or four session per year. This training course may not be as wide and adequate as the Diploma Course but if so designed it should serve the purpose of imparting adequate working knowledge and skill to perform their duties. This training should not be looked upon as the only form of training but should be supplemented in later years when the opportunity arises.

(111) Problems in improving governmental operating machinery.

<sup>6</sup>For further discussion please refer 'Training for Development in West Malaysia' op. cit. p. 42.

'Training for Development in West Malaysia' Ibid., Recommendation (112) p. 95.



### Recommendation (9)

It is recommended that for those officers who possess one relevant qualification in their university education, the type of post-entry training required would be in specialised areas of administration and more emphasis on application of the theoretical background they already had. Such training could be held at the G.S.T.C. in the form of short courses of two or three weeks duration. The courses should be geared more on how and when to apply those theories and concepts and to further develop the acquired knowledge to development planning.

### Recommendation (10)

It is recommended that appropriate training be provided for officers in the superscale appointments 'H' to 'F'. The present short course provided at the G.S.T.C. proves too short to be adequate when the officers need proper grounding in specialised areas of administration and management in the M.H.F.S. Facilities at the Centre should be expanded to meet these needs. In terms of cost and value it would be preferable if courses were held at local institutions because such specialised courses in overseas institutions might not be totally relevant to our needs.

### Recommendation (11)

For the top senior administrators, it is recommended that seminar-type courses be held often to enable them to do a better job of formulating and carrying out decisions concerning public policy and programmes affecting the country's development programmes. The Report recommended the setting up of the Tun Razak Centre for Development Administration to meet this need. Seminars and conferences will involve not only administrators in the service but also politicians, educators, community leaders and managers in private sector. This is one way the Government can obtain comments and valuable feedbacks concerning the implementation of major programmes. According to the Report the conferences and seminars should deal with three basic types of subjects:

- (i) Major policy issues facing the government.
- (ii) Problems of programme implementation and management.
- (iii) Problems in improving governmental operating machinery.

<sup>7</sup> 'Training for Development in West Malaysia' Ibid., Recommendation (112) p. 95.



## Recommendation (12)

It is recommended that the facilities at the G.S.T.C. be expanded to meet the intensive training needs at present and in the future. The proposed redesignation of the Centre to a National Institute of Development Administration is a wise move and the title is appropriate for such an institution that would in the future undertake such massive functions of training geared towards development.

The writer however, is very pessimistic at the establishment of such a Centre in the near future. This pessimism is based on the evaluation study that the writer has made on the present activities of the G.S.T.C. Proposals were that the G.S.T.C. should continue its present activities and a new premise would be secured for the setting up of the proposed Institute. The justification is that considering the location of the G.S.T.C., physical expansion in terms of construction of new buildings is not possible. Therefore, a more suitable place would be located for the establishment of the Institute. The important factor that the writer wishes to point out is that it is not buildings that worry us most but the resources in the form of teaching staff and personnel to man and direct activities of the established Institute.

What has been discussed in the preceeding chapter on the problem areas of the G.S.T.C. would certainly apply to the proposed Institute. If these factors are not taken into consideration the Institute will not be able to serve its purpose well. Shortage of training staff is a serious hindrance to effective training and proper management of the Institute has to be secured to ensure the proper maintenance of its activities. The availability of teaching material is another handicap.

## Recommendation (13)

It is recommended that the proposed Institute be established only after very detailed study has been made on the availability of present potential sources of manpower qualified and skilled in the profession to man the Institute. Collection and compilation of materials for study purposes should be done, as well as appropriate training for serving officers and scholars to serve as a source of teaching staff. An alternative would be to rely temporarily on foreign experts as well as the teaching staff at the University of Malaya to provide the requirements for personnel. Proper planning in this case is essential so as to avoid wastage of finance and resources which could be channelled to other needs.



#### Recommendation (14)

It is recommended that the Government should continue sending officers abroad for diploma and post-graduate courses in Public Administration and other related subjects. Officers should also be sent to Institutes of Public Administration overseas to do specialised courses in certain aspects and areas of administration and governmental functions. These officers upon their return would serve as a source for future recruitment into the proposed Institute. Their training therefore, need be oriented and designed towards this needs.

#### Recommendation (15)

It is recommended that facilities at the G.S.T.C. be improved in terms of personnel and teaching resources to meet the existing needs. If, and when the proposed Institute is established the G.S.T.C. should continue to provide short courses especially induction courses. Another alternative would be for the present activities of the Centre to be transferred to the proposed Institute leaving the Centre to concentrate on one area of training, that of clerical training. Moreover, with the establishment of the proposed Institute, the short courses now provided at the Centre will have to be terminated and courses of longer durations covering a wider area would be taught instead.

#### Recommendation (16)

It is recommended that in the future when training programmes are of a longer duration, proper evaluation of the benefits of the training programmes should be made. This would require a written report from the trainee after a certain time period, so as to find out what he has gained from the training. Such an assessment is necessary to further improve the quality of the training. The Research Branch of the Institute can be made responsible for the compilation and analysis of such reports.

The objectives of this exercise is to evaluate the role and effectiveness of the G.S.T.C. in providing post-entry training for members of the M.N.F.S. In the course of this study, the writer has made mention



that the G.S.T.C. was set up to organize and conduct short courses for administrative officers in the Civil Service.

## CHAPTER VI

These courses were continued to the present with only slight changes and modifications in the contents of each course. They serve only to provide basic knowledge and concepts of administration and management, as well as background knowledge of the role and functions of the government machinery and to some extent interpretation.

## CONCLUSION

Following the recommendations of the 1955 Committee on Malayisation of the Civil Service, a Division of Training was established under the Service Branch of the Federal Establishment Office. This Division was set up to administer a training programme whereby scholarships were awarded to scholars for academic courses in various institutions overseas and the University of Malaya, leading to degrees, diplomas or other professional and technical qualifications. Training awards were also provided for officers who were in service to go for specialised training in approved training courses. The aim was to train officers and scholars to take over the posts of expatriate officials.

The G.S.T.C. was later set up in 1959 as a branch of the Federal Establishment Office. It was to provide post-entry training for Administrative personnel in the Civil Service. The type of training conducted were short courses of 2 to 3 weeks duration. These courses dealt with specific problem areas of administration. They were:

- (a) Land Administration
- (b) Administration and Management
- (c) Local Government
- (d) Induction courses

The Training Division and the G.S.T.C. were separate and independent of each other in their functions, and activities, although both were under the jurisdiction of the Federal Establishment Office and both were set up to cope with the replacement of expatriates in the Malayan Civil Service.

In 1968 the Federal Establishment Office was reorganised and redesignated the Public Services Department. A Division of Training and Career Development was set up to take over the functions of the former Division of Training and the G.S.T.C. was brought directly under the new Division of Training. The present set up is more appropriate and desirable as it makes possible close supervision and coordination of activities between the awarding of scholarships, training operations, research into manpower planning and development and the provision of central training at the Centre.

The objectives of this exercise is to evaluate the role and effectiveness of the G.S.T.C. in providing post-entry training for members of the M.H.F.S. In the course of this study, the writer has made mention



that the G.S.T.C. was set up to organise and conduct short courses for administrative officers in the Civil Service.

These courses were continued to the present with only slight changes and modifications in the contents of each course. They serve only to provide basic knowledge in theories and concepts of administration and management, as well as background knowledge of the role and functions of the government machinery and to some extent interpretation and application of manuals, General Order and Financial General Order, to work procedure.

In the chapter on evaluation of the Centre's activities, then (Chapter IV), the writer concludes that the present facilities at the Centre, in terms of physical and teaching resources, are inadequate even for existing needs and thus the Centre has not been able to function fully and effectively.

The need for training is further emphasised when the government undertakes the responsibility for the planning and implementation of development programmes. The role and functions of government are no longer that of maintaining law and order but the prime mover in the development process. To undertake this responsibility, it is important that our administrators have the administrative and managerial capability to plan, organise and direct human and physical resources as well as the ability to make sound decisions.

This can be done through training in administrative and management techniques and related subjects in Public Administration, Economics, International Relations and the like. Officers in the M.H.F.S. are very badly in need of this training especially when over three quarter of them do not possess any qualification or educational background in administration and management to prepare them for the task of administration for development.

Training conducted at the G.S.T.C. is too short and inadequate. What is needed are courses of a longer duration to enable thorough grounding of knowledge covering a wider scope. It has been recommended, that, to meet this need the facilities at the Centre need to be expanded and improved to undertake the implementation of/proposed training /the training programmes, and that the Centre be redesignated as the National Institute of Development Administration.

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<sup>1</sup> 'Training for Development in West Malaysia.' A Report by Development Administration Unit and Staff Training Centre. Prime Minister's Department. Kuala Lumpur November 1969.



In the opinion of the writer, such a move is desirable, but is not possible in the near future because of the shortage of trained and qualified personnel to take over the organising and supervision of the proposed Institute as well as to serve as teaching staff. The problems faced by the Centre at present would only be enlarged if no proper planning precedes the establishment of the proposed Institute.

The writer recommends the establishment of the Institute only after sufficient officers and scholars have been secured and sent for intensive training in established Institutions of Public Administration and Universities overseas with the aim of employing them to serve in the proposed Institute. The services of foreign experts are necessary during the early stage of establishment and close cooperation with the Faculty of Economics and Administration at the University of Malaya and other established Institutes in the country need to be maintained.

The writer further recommends that, a degree in Economics or Public Administration is essential, and should be the basis for present and future recruitment into the M.H.F.S. The intake of Arts graduates with irrelevant academic qualification should be gradually lessened.

In the meanwhile, it is desirable that the G.S.T.C. continue its present activities and that the Division of Training take responsibility in improving and expanding the facilities and the shortage of trained teaching staff at the Centre. With the expansion of facilities and the availability of adequate and trained staff, the courses now held can be improved and the duration lengthened in order for the training to be more meaningful and effective.

Training is of crucial importance to administrators in the M.H.F.S. if the target for development is to be achieved. Since managerial and administrative skill can be acquired through training and practice, it is beyond doubt that having the skill to plan and manage would result in proper planning and implementation of development programmes and less wastage or misuse of available resources.

- ix. Elections
- x. External Affairs Ministry
- xi. Economic Planning and Development
- xii. The Functions of Bank Negara
- xiii. Subversion and Counter Subversion
- xiv. Development and Local Government in Malaya
- xv. The Judicial System of the Federation of Malaya
- xvi. Our Education Policy

(b) Exercises

- i. Questions and Answers on the General Order
- ii. Questions and Answers on the Financial General Order



- iii. Questions and Answers on the Manual of Office Procedure
- iv. Questions and Answers on the Malayan Constitutional Documents
- v. Lectures

## APPENDIX I

### G.S.T.C. SYLLABUS 1962

#### (a) Discussions

- i. On the 'Guide to the New Government Officer.'
- ii. Induction (Initial Training) Course
- iii. Case Studies and Role-plays

#### Qualification for Membership

Administrative cadets and probationers in Division I who have had not more than one year's service. (In exceptional cases, probationers of longer service are also taken).

#### (a) Visits

##### Duration

3 weeks residential.

#### Typical Syllabus

##### (a) Lectures

- i. The Role and Structure of the Civil Service
- ii. Basic Principles of Parliamentary Government, Malaya's Constitution and How the Law is made
- iii. Condition of Service, General Order, and other Regulations, Schemes of Service and Staff Relations
- iv. Provisions of the Manual of Office Procedure
- v. The Functions of the Public Services Commission
- vi. Financial Systems:
  - Preparation of Estimates
  - Control of Expenditure
  - Revenue Collection and Security of Cash
- vii. Public and Human Relations
- viii. Functions of the Audit Department and Internal Checking
- ix. Elections
- x. External Affairs Ministry
- xi. Economic Planning and Development
- xii. The Functions of Bank Negara
- xiii. Subversion and Counter Subversion
- xiv. Development and Local Government in Malaya
- xv. The Judicial System of the Federation of Malaya
- xvi. Our Education Policy

##### (b) Exercises

- i. Questions and Answers on the General Order
- ii. Questions and Answers on the Financial General Order



- iii. Questions and Answers on the Manual of Office Procedure
- iv. Questions and Answers on the Malayan Constitutional Documents
- v. Lecturettes

(c) Discussions

- i. On the 'Guide to the New Government Officer.'
- ii. Members' Prospects in the Civil Service
- iii. Case Studies and Role-plays

(d) Films

- i. How to Use the Telephone
- ii. Matters of Manners
- iii. Call for Order

(e) Visits

- i. The Rural Development Operation's Room
- ii. The House of Parliament
- iii. Places of Interest, for example, Fish Culture Station, Police Information Room.

Land Administration Course

Qualification for Membership

Administrative officers who are performing land administration duties.

Duration

4 weeks residential.

Typical Syllabus

(a) Lectures

- i. Importance of Land Administration. Historical background and origins of existing settlements
- ii. Registered and unregistered Tittles leading to the differences between the system of registration and the law of property
- iii. Defination of 'land', nature of 'ownership' and other interests
- iv. Transfer and Dealings, Interviews
- v. Involuntary Transfers, Limitations



- vi. The System of Registration - Effect and Method.
- vii. Conflict of Presumptive Claims and Registered Rights
- viii. Application for Country, Village and Town Lands
- ix. Land Utilisation
- x. Fringe Alienation and F.L.D.S. Schemes
- xi. The Collector and the Department of Agriculture, Mines, D.I.D. and Forests
- xii. Survey
- xiii. Reports and Recommendations on Application for Alienation
- xiv. Conditions and Obligations, Restrictions in Interest
- xv. Procedure from Recording of Approved Application to Issue of Title
- xvi. Dividing and Combining
- xvii. Unlawful Occupation of State Land
- xviii. Padi Cultivation Provisions
- xix. Amendment to Town and Village Boundaries
- xx. Town Planning
- xxi. Reservations Under the Land Code
- xxii. Registration of Dealings
- xxiii. Licences Under the Land Code, Land Rules, Water Enactment etc.
- xxiv. Revenue Collection Procedure
- xxv. Distribution Suits
- xxvi. Land Acquisition and Requisition
- xxvii. Valuation of Land
- xxviii. Vesting Legislation
- xxix. Powers and duties of C.L.R.
- xxx. Other Land Cases

(b) Exercises and Practical Work

- i. Use of Survey Instruments
- ii. Verification of Boundary Marks
- iii. Inspection of Lots, Demarcation
- iv. Preparation of Requisition for Survey and Report
- v. Questions and Answers on all Important Lectures

(c) Discussions and Role-Play

- i. Distribution - Suit Drill
- ii. Court Procedure - Unlawful Occupation of State Land

(d) Films

- i. Town Planning
- ii. Rural Development Land Projects

(e) Visits

- i. Forest Research Institute
- ii. Rural Development Operation Room
- iii. Mining Dredge
- iv. F.L.D.A. Scheme
- v. Land Office



(a) Visi Administration and Management Course

1. Houses of Parliament

Qualification for Membership

Junior Division I officers and senior Division II officers who have had not less than 3 years and not more than 5 years service and who are performing Administrative duties.

Qualification for Membership

Duration

Division I officers who have had not less than 5 years service and who are performing Administrative duties.  
2 weeks residential.

Typical Syllabus

(a) Lectures

- i. What is Administration and What Does an Administrator do
- ii. Function of the Personnel Agencies; P.S.C. and F.E.O.
- iii. Principles of Organisation
- iv. The Federation Government Machinery
- v. Functions of the Treasury
- vi. Staff Assessment and Reporting
- vii. The Minute Paper and Correspondence
- viii. Protective Security
- ix. The Registry Indexing System
- x. Public and Human Relations
- xi. Problems of the 2nd 5 year Plan
- xii. Coordination
- xiii. Training and Induction

(b) Group Discussions and Role-Play

- i. Delegation of Authority and Its Problems
- ii. Members Departmental Organisation
- iii. Case Studies
- iv. Members Administrative Problems
- v. Anti-Corruption
- vi. Taking over and handing over of duties
- vii. How to spot defects in an organisation
- viii. How to conduct a meeting - Role Play

(c) Exercises

- i. Project study - Establish a new Agency of Government

(d) Films

- i. How to Use the Telephone
- ii. Problem of Contentment
- iii. Call for Order
- iv. Matter of Manners



(e) Visits

- i. Houses of Parliament
- ii. Rural Development Operation's Room

G.S.T.C. SYLLABUS 1962

Senior Administration and Management Course

Qualification for Membership

Division I officers who have had not less than 5 years service and who are performing administrative duties.

Duration

One week residential.

Syllabus

(a) Lectures

- i. What is administration and what does an administrator do
- ii. Principles of Organisation
- iii. The administrator and the Law
- iv. Staff assessment and Reporting
- v. Public Relations
- vi. Human Relations
- vii. Financial Planning and Budgetary Control
- viii. Coordination
- ix. Communication in Administration
- x. Staff training and Induction

(b) Group Discussions

- i. What a Head of Department expects of his senior officers
- ii. Delegation of authority and its problems
- iii. Case Studies
- iv. Analysing an organisation to spot defects

(c) Films

- i. How to use the telephone
- ii. Matter of Manners
- iii. Pool of Contentment
- iv. Call for Order

Extract: Government Staff Training Centre, Annual Report 1962.



Administration and Management Courses

APPENDIX II

G.S.T.C. SYLLABUS 1968

Induction Course

1. The Machinery of the Malaysian Government
2. State Administration (Introduction, Assignments and Discussion)
3. Introduction to Library
4. Malaysian Constitution and exercise on questions and answers
5. Election Relations - Film Show
6. Education Policy
7. Land Administration
8. Local Government in West Malaysia
9. Role of the Judiciary
10. Function of F.E.O.
11. Function of P.S.C.
12. Function of Treasury
13. Structure and Role of Ministry of External Affairs
14. Structure and Role of Civil Service and Conditions of Service
15. Role of D.A.U.
16. Visit(s)
17. Ethics of Public Service
18. Whitleyism
19. Human Relations and Public Relations
20. Introduction and exercise on M.O.P. & G.Os.
21. Administration Theory
22. Administrative Leadership
23. Preparation of Estimates and Exercise
24. Government Accounting System
25. Audit of Government Accounts
26. Organisations: (1) Role of Organisation  
(2) Principles of Organisation and  
(3) Office Organisation
27. Function of Anti-Corruption Agency
28. Interviewing
29. Filing System
30. Conducting a Meeting
31. Exercise on Financial Procedure Ordinance and Treasury Instruction
32. Evaluation
9. Reading Assignment & Reading Period
10. Lecturette
11. Functions of Management
12. Functions of F.E.O.
13. Delegation



14. Control & Discipline
15. Staff Administration and Management Course
16. Selecting the right person for the job
1. Planning for National Development
2. Introduction to Library
3. Federal/State/Local Government Relations
4. Technique of Implementation of Development Projects Supply Procedure
5. Personnel Management Assignments
6. Human Relations & Motivation
7. Parliamentary & Cabinet Controls
8. Visit(s)
9. Politics & Administration
10. Project Management (Introduction, Assignments and Discussion)
11. Personnel Management and Control
12. Conference
13. Public Relations - Film Show
14. Ethics
15. Administrative Theory
16. Planning and Organisation
17. Staff Training & Development
18. Communication
19. What Minister expects of officers
20. Management System, Improvement, Aids and Statistics
21. Estimates and Control of Expenditure
22. Case Study
23. Managerial Development
24. Decision Making
25. Whitleyism
26. Visit(s)
27. Government Security
28. Anti-Corruption
29. Debates
30. Course Evaluation

#### Supervision Course

1. Machinery of Malaysian Government
2. Syndicate Work in set Questions on Malaysian Constitution
3. Responsibility of Supervisor
4. Supervisor as a Communicator
5. Case Study
6. Film Show(s)
7. Effective Speaking
8. Public Relations
9. Reading Assignment & Reading Period
10. Lecturette
11. Functions of Management
12. Functions of F.E.O.
13. Delegation



14. Control & Discipline
15. Staff Assessment & Reporting
16. Selecting the right person for the job
17. Discussion(s)
18. National Language
19. Industrial Relations
20. Financial Provisions of the Const. & Parliamentary Supply Procedure
21. Anti-Corruption
22. Work Simplification
23. Leadership & Motivation
24. Interview(s)
25. Role Play(s)
26. State Administration
27. Government Security
28. What Management expects of Supervisor
29. Visit(s)

16. Group Assignment (a) Financial Course

1. Financial Provisions of the Constitution
2. Government Fiscal Policy
3. Organization & Functions of the Treasury
4. Discussion on Financial Procedure Ordinance and Financial Provisions of the Constitution
5. Problems of State Treasury and Treasury Regulations
6. Problems Individual(s)
7. Public Expenditure and its Control
8. Planning of the First Malaysia Plan
9. Preparation of Estimates
10. Financing of the First Malaysia Plan
11. Government Accounting System
12. Visit(s)
13. Audit of Government Accounts
14. Public Accounts Committee and Role Play
15. Government Purchasing Policy
16. Management of Stores
17. Pensions
18. E.P.F. - Film Show (s)
19. Debate
20. Finance of Local Government
21. Central Banking in Relation to Government
22. Organization & Methods
23. Implementation of Government Taxation Policy
24. Financing & Planning of Industrial Development
25. Functions of the Tariff Advisory Board
26. The Importance of Financial Administration
27. Evaluation



### Training Officers Course

1. Principles of Learning and Teaching Methods
2. The Lesson Plan Classification in Malaya
3. Introduction of Members Session and the Federation
4. Preparing & Delivering a Talk and Conditions & Restrictions
5. The Skill Lesson
6. Visual Aids of the System of Registration of Titles in Penang
7. Case Study
8. Role Play(s)
9. Preparation of Lessons by Members Offices
10. Group Discussion and Revenue
11. The Art of Questioning
12. Training Notes
13. Evaluation of Training Sessions and Development
14. Members Session (s) of State Land
15. Conference
16. Group Assignment (s) Fees
17. Film & Filmstrip and Development Authority in Rural Development
18. Basic Work Training
19. Training Needs, Training Programmes & Planning a Course
20. Evaluation (General)

### Local Government Course

1. The Machinery of the Malaysian Government
2. Basic Principles and Concept of Local Government
3. Development of Local Government
4. Finance of Local Government
5. Discussion (s) Stamp duties for transfer of undivided shares in
6. Problems and Future of Local Government in Malaysia
7. Budget of Local Government
8. Special Features of Local Government Accounting
9. Public Health and Sanitation in Local Government
10. Town Planning in Local Authority Department
11. Public Housing in Local Government Checking
12. Debate - Film Show (s)
13. Current Changes in Education Development
14. Fire Service in Local Government
15. Town Cleansing
16. Evaluation

Extracted from "Training for Development in West Malaysia", Prime Minister's Department, Kuala Lumpur, 1969. Vol. 1, No. 1.



## Land Administration Course

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1. Importance of Land Administration
2. Land Capability Classification in Malaya
3. Right and Powers of the States and the Federation
4. Classification and use of Land and Conditions & Restrictions in Interest
5. Introduction of the System of Registration of Titles in Penang and Malacca
6. Land Application
7. Organisation of District & Land Offices
8. Collection of Land Revenue
9. Qualified Title
10. Final Title
11. Mineral Clearance for Agricultural Development
12. Unlawful Occupation of State Land
13. Leases and Tenancies
14. Land Survey & Survey Fees
15. Role of Federal Land Development Authority in Rural Development
16. Visit (s)
17. Licences: T.O.L. & Removing Rock Material
18. Dealings (General)
19. Registration of Dealings
20. Problem (s)
21. Charges & Liens
22. Sub-Division, Partition and Amalgamation
23. Title in Continuation
24. Caveates and Prohibitory Orders
25. Enquiries under National Land Code
26. Road Reserve
27. Discussion on stamp duties for transfer of undivided shares in alienated land
28. Powers & Duties of Registrar
29. Forfeiture & Notice of Forfeiture
30. Duties of Forest Department
31. Relationship between C.L.R. & Mines Department
32. Government Accounting System and Checking
33. Land Valuation
34. Customary Land Laws
35. Small Estate Distribution
36. Land Acquisition
37. Ethics
38. Preparation of cases for Prosecution
39. Prosecution

Extracted from "Training for Development in West Malaysia", Prime Minister's Department, Kuala Lumpur, 1969.

January-March 1967.



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5. Ian Mayo-Smith, "Tools for the Trade: Materials for Public Service Training." Journal of Administration Overseas. Published by the Ministry of Overseas Development. Her Majesty's Stationery Office, Vol. VI, No. 4, October 1967. Kuala Lumpur, 1966.
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3. Her Majesty's Stationery Office, The Civil Service, Report of the Committee 1966 - 68, Volume I.
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11. 'Alliance' Vol. III, No. 2, August 1968.

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