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PERSONNEL ADMINISTRATION IN THE TRENGGANU CIVIL SERVICE

by

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August 1972. A Graduation Exercise submitted in partial fulfillment of the requirements for the Degree of Bachelor of Economics in the Faculty of Economics and Administration University of Malaya

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ABSTRACT

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Chapter III deals with the recruitment system. The method and procedure of recruitment also act as defects which also affect the quality of the personnel recruited.

Chapter IV analyses the promotion policy in the F.C.S. The basis of promotion which give undue heavy weight to seniority is defective as it affect the Service in both the direct and indirect manner. There are other promotion policy which can also be remedied as
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Chapter V deals with training in the F.C.S. It reveals the two major types of training programmes, that is, local or domestic training and overseas training. Relevant training given Faculty of Economics and Administration to improve the quality University of Malaya

August 1972. concluding chapter brings to focus the many problems or defects with the certain F.C.S. personnel policies. Suggestions are formulated so that such an unhealthy phenomena could be treated so as to produce a sound personal administration in the F.C.S.

TRANSLATION

ABSTRACT

Personnel Administration plays an essential role in any organisation for it determines its efficiency and effectiveness. A good personnel administration paves the way toward the uplifting of the quality of the personnels. In the study, only certain aspects of the personnel policy in the Trengganu Civil Service are being considered.

Chapter II describes the role and structure of the T.C.S. Certain aspects of the structure have defective elements which play a part in deteriorating the quality of the personnels in the T.C.S.

Chapter III deals with the recruitment system. The method and procedure of recruitment also act as defects which also affect the quality of the personnels recruited.

Chapter IV analyses the promotion policy in the T.C.S. The basis of promotion which give undue heavy weight to seniority is defective as it affect the Service in both the direct and indirect manner. There are other problems in the promotion policy which can also be remedied so as to enhance the quality of the personnels promoted.

Chapter V deals with training in the T.C.S. It reveals the two major types of training programmes, that is, local or domestic training and overseas training. Relevant training given to the personnels will have positive effect to improve the quality of the T.C.S.

The concluding chapter brings to focus the many problems or defects with the certain T.C.S. personnel policies. Suggestions are formulated so that such an unhealthy phenomena could be treated so as to produce a sound personal administration in the T.C.S.

TRANSLATION

Pentadbiran Personil memainkan peranan penting dalam mana2 pertubuhan kerana ianya menentukan sama ada pertubuhan itu chekap dan berkesan. Pentadbiran Personil yang baik akan merintis jalan untuk meninggikan kualiti personil2 (pegawai2). Didalam kajian ini hanya sebahagian saja daripada aspek2 polisi personil dalam T.C.S. dikajikan.

Bab Kedua menggambarkan peranan dan struktur T.C.S. Didalam beberapa aspek struktur terdapat unsur2 yang tidak sihat yang juga memberi sumbangan dalam meruntuhkan kualiti personil2.

Bab Ketiga membincangkan tentang sistem pengambilan pegawai2 dalam T.C.S. Chara dan gaya pengambilan pegawai2 juga membawa kesan kepada kualiti personil2 yang dipileh.

Bab Keempat pula chuba menganalisisakan tentang dasar kenaikan pangkat dalam T.C.S. Dasar kenaikan pangkat yang memberi keutamaan kepada kekananan seseorang pegawai itu membawa kesan yang tidak baik. Dari segi kenaikan pangkat terdapat beberapa kekurangan lain yang, juga, boleh diperbaiki supaya kualiti personil yang dinaikan pangkat itu terjamin.

Bab Kelima membincangkan tentang latihan pegawai-pegawai dalam T.C.S. Bab ini membentangkan dua jenis latihan, iaitu, latihan tempatan dan latihan sebarang laut. Latihan yang sejajar akan memberi faedah positif kepada personil-personil dalam memperbaiki kualiti mereka.

Bab penutup memperlihatkan beberapa masaalah atau kekurangan dalam beberapa polisi personil dalam T.C.S. Chadangan-chadangan juga dishorkan supaya gejala-gejala tidak sihat ini dapat di-rawat untuk mengadakan pentadbiran personil yang bijak dan memuaskan.

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ACKNOWLEDGEMENT

This Graduation Exercise is based on observation and readings in the accessible literature. Only those sources quoted or referred to directly have been cited. A selected bibliography of the more useful works are appended.

The writer is especially indebted to her Supervisor, Professor Obern, who has given invaluable assistance to her. The writer also wishes to express her deep-felt thanks, and gratitude to the T.C.S. officers, whose co-operation have made possible towards the collection of some of the essential information and datas. Deepest thanks is also given to Enche Yusof, the Chief Clerk under the Assistant State Secretary (Service) who has given the writer guidance in sorting out certain useful files at the Secretariat. The writer is also indebted to her fiancée, Enche Ashaari bin Haji Abdul Rahim, in giving constructive criticism to her work. Of course, any failings in this brief study, including those of interpretation, are the writer's alone.

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LIST OF ABBREVIATIONS

T.C.S.....	Trengganu Civil Service
A.D.S.....	Administrative and Diplomatic Service
S.S.C.....	State Service Commission
A.S.S.....	Assistant State Secretary
S.S.....	State Secretary
T.O.L.....	Temporary Occupation Licence
S.D.O.....	State Development Officer
A.S.D.O.....	Assistant State Development Officer
CLM.....	Commissioner of Land and Mines
D.O.....	District Officer
DAU.....	Development Administrative Unit
STC.....	Staff Training Centre
FEO.....	Federal Establishment Office
P.A.....	Public Administration
PSU.....	Penolong Setiausaha

¹ This is quoted from Pigors and Myers, Personnel Administration, 4th ed., New York, McGraw-Hill Book Co., Inc., 1961, p.12.

² Pigors and Myers, Personnel Administration, 4th ed., New York, McGraw-Hill Book Co., Inc., 1961, p.13.

³ Ibid., p.13.

1. Research Objective

One of the main objectives of this research is to identify and examine the existing defects and problems of some aspects of personnel administration in **CHAPTER I** India Civil Service. The study is being limited to the aspects of recruitment, promotion and training. The research also attempt to examine the structure of the service and the defects. **INTRODUCTION** The research, therefore, will concentrate on some of the personnel policies and methods adopted by the I.C.S. and the weaknesses or defects and as such try to bring out suggestions or recommendations to that effect.

Good personnel administration is significantly important in any organisation, whatever their goals are. Personnel administration, whether in private or public organisation, cannot be simply treated lightly for 'bad' personnel administration can have disastrous effects on the organisation. The success or failure of any organisation depends tremendously on personnel administration; it is the personnels in the organisation who form the instrument in 'running' the organisation toward achieving or attaining the specified goals of the organisation.

This brings us to focus attention on personnel administration. But what do we really mean by personnel administration? Lawrence Appleby seems to regard personnel administration as synonymous with management; management being the development of people and not the direction of things. However Thomas Spates views personnel administration as "a code of the ways of organising and treating individuals at work so that they will each get the greatest possible realization of their intrinsic abilities, thus attaining maximum efficiency for themselves and their group, and thereby giving to the enterprise of which they are a part its determining competitive advantage and its optimum results". Thus that is why Pigors and Myers are of the opinion that "good personnel administration helps individuals to utilise their capacities to the full....."² However the society for Personnel Administration produces its 'Code of Ethics for Personnel Administration' and define personnel administration as "the art of acquiring, developing, and maintaining a competent workforce in such a manner as to accomplish with maximum efficiency and economy the functions and objectives of the organisation....."³

¹ This is quoted from Pigors and Myers, Personnel Administration, 4th ed., New York, McGraw-Hill Book Co., Inc., 1961, p.12.

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³ Ibid., p.13.

1. Research Objective

One of the main objectives of this research is to identify and examine the existing defects and problems of some aspects of personnel administration in the Trengganu Civil Service. The study is being limited to the aspects of recruitment, promotion and training. The research also attempt to examine the structure of the service and the defects potrayed. The research, therefore, will concentrate on some of the personnel policies and methods adopted by the T.C.S. and the weaknesses or defects and as such try to bring out suggestions or recommendations to that effect.

The basic hypothesis of the study is that the personnel policies with regard to recruitment, promotion and training affect the 'quality' of the T.C.S. officers, which, in turn, affect the efficiency of the officers in the Service. The method and procedure of recruitment affect the Service negatively. The promotion policy also cause a certain amount of dissatisfaction in the service. Training policy in the Service also affect the quality of the Service.

2. Scope, Methodology and Limitation

The study is made over a period of two months (that is, in March and April) mostly at the State Secretariat, Trengganu. The study is based, not only on the assembling of raw data at the State Secretariat, but also on questionnaires⁴ and interviews⁵ with certain personnels in the T.C.S.

The study undertaken by the writer confronts a number of limitations. The major problem accounered lie on the inavailability of any single text or book written on the Trengganu Civil Service which can help as a guide to the writer. The study is also delimited by the lack of data, the confidential nature of some of the datas to be covered, and the inavailability of some of the specific data. The 'data limitation' is mainly due to the lack of proper system of filing and keeping of records on certain aspects of the Service. For instance, there is no whatsoever sort of compilation of the number of the T.C.S. who attended training courses each year. There is also no proper record-keeping of the officers promoted in the Service. So the writer had to examine the various files and from the raw data collected she had to compile in an orderly manner for the purpose of the study.

⁴ See Appendix IX. *The Civil Service in a Developing Society*, 1st ed., Publishers (P) Ltd., 1969, p.116.

⁵ See Appendix X. *Tests are comprised of Superscale IA and Superscale IB.*

1st January, 1972.

composition was less than this number. For instance in 1948 and 1949, there were only 22 officers in the T.C.S. However in 1950, the composition increased to 25 officers in the Service. In 1951 and 1952, the composition in the T.C.S. further increased up to 31. In 1955, the number of officers in the T.C.S. remained unchanged. In 1956, the composition was 32 while in 1958, the composition of the Service was 36 while in 1959 and 1960 was 37.

CHAPTER II

ROLE AND STRUCTURE OF THE TRENGGANU CIVIL SERVICE

The organisational set-up of any organisation, be it an administrative or executive body, performs an important function in achieving the goals of the organisation. Dr. Tyagi recognises the significance of this element in organisational efficiency and its effectiveness. He quotes Professor Appleby as viewing that, ".....Structure determines where responsibility lies, how and to what extent responsible and controllable delegation takes place.....". And in order to evaluate the role of the Trengganu Civil Service (T.C.S.), an examination into the structure of the service is a very necessary step.

A. Structure of the T.C.S.

An organisational structure with a specified authority and responsibility pattern, will allow for efficiency and effectiveness in an organisation; whether private or public one. The structure of the T.C.S. can be viewed in two perspectives; vertically and functionally. Vertical stratification views the various 'classes' in the T.C.S. On the other hand, functional stratification views the T.C.S. in terms of the functions they perform at the various state departments and offices.

The T.C.S. is hierarchically structured in a broad-based time scale posts, above them are the Division I posts followed by a limited number of superscale³ posts. The highest posts are occupied by the staff posts. Down in the hierarchial tier are positioned the probationary T.C.S. officers who are only confirmed after passing the departmental examination within the three-year probationary period. Presently in 1972⁴, the T.C.S. is composed of forty-three officers. In the past years, the

¹ Source: Compiled from the Seniority Lists.
¹ Dr. Tyagi was a Professor of Public Administration, National Academy of Administration, Mussorie.

Table 2.1 reflect the increasing tendency of the expansion of the Service.
² Dr. Tyagi, The Civil Service in a Developing Society, 1st ed., Delhi, Sterling Publishers (P) Ltd., 1969, p.116.

³ Superscale posts are comprised of Superscale IA and Superscale IB.

⁴ 1st January, 1972.

composition was less than this number. For instance in 1948 and 1949, there were only 22 officers in the T.C.S. However in 1950, the composition increased to 27 officers in the Service. In 1951 and 1952, the composition in the T.C.S. further increased up to 31. In 1955, the number of officers in the T.C.S. remained unchange (that is, 31 officers) but in 1956 and 1957, there was an increase of 2 more officers into the Service. However in 1958, the composition of the Service was 36 while in 1959 and 1960 was 37. In the years 1969 and 1970, the T.C.S. was composed of 41 officers, while in 1971 and 1972 was 43. This is illustrated in Table 2.1.

TABLE 2.1

Year	Composition	Year	Composition
1948	22	1958	36
1949	22	1959	37
1950	27	1960	37
1951	31	1969	41
1952	31	1970	41
1955	31	1971	43
1956	33	1972	43
1957	33	-	-

Source: Compiled from the Seniority Lists of the T.C.S. officers.

Table 2.1 reflect the increasing tendency of the expansion of the Service. This implies that the role of the Service is also

⁵ Only certain relevant years are taken into consideration.

Scale: 0.3 inch to 1.

expanding. This table illustrate the general composition of the T.C.S. but Table 2.2 illustrate the exact composition of the various 'classes' in the T.C.S. in 1972. This table can be represented diagrammatically illustrative in Diagram 2.1.

TABLE 2.2

COMPOSITION OF T.C.S. OFFICERS
ACCORDING TO SALARY GRADES, 1972

Posts	Number of Officers
Staff Appointments	2
Superscale IA	3
Superscale IB	6
Division I	7
Division II	13
Probationary Posts	13
Total	43

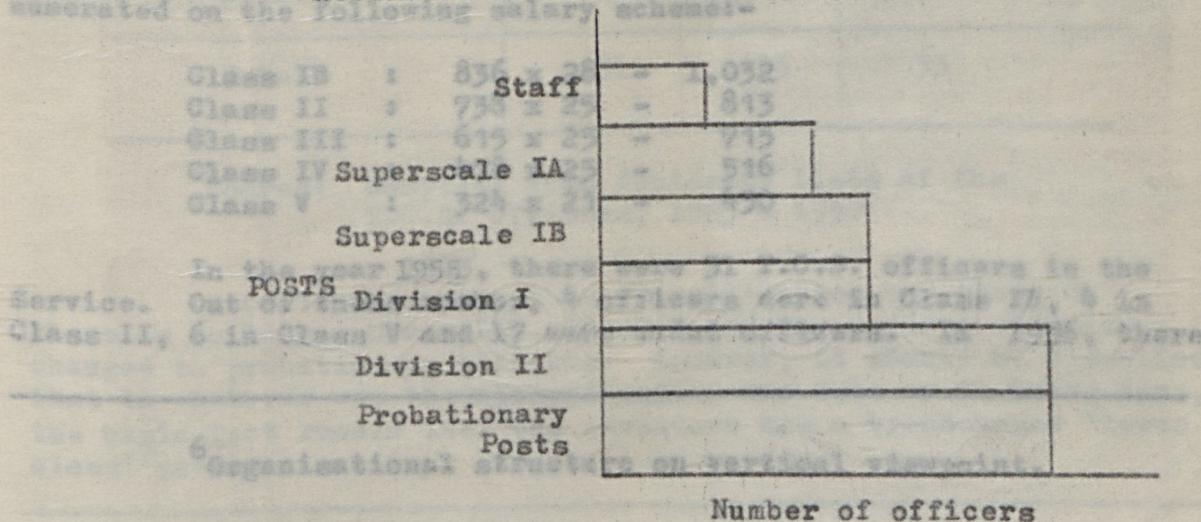
Source: Compiled from Seniority Lists of T.C.S.

Source: Compiled from Seniority Lists, 1972.

This form of organisational structure was not so in the past. For instance in the 1950s, the T.C.S. were divided into Class IB (State Civil Service A), Class II (State Civil Service B), Class III, Class IV, Class V and finally, Class VI. T.C.S. officers were remunerated on the following salary schedule:-

DIAGRAM 2.1

COMPOSITION OF THE T.C.S.
ACCORDING TO SALARY GRADES, 1972



Scale: 0.3 inch to 1.

In the recent years, that is, in 1969 to 1971 the pattern of the organisational structure is reflective as that of Diagram 2.1. This can be seen to be reflected in Table 2.3.

TABLE 2.3

COMPOSITION OF THE T.C.S. OFFICERS
ACCORDING TO SALARY GRADES, 1969-1972

Posts	1969	1970	1971	1972
Staff	1	2	1	2
Superscale IA	2	3	3	3
Superscale IB	11	7	7	6
Division I	6	6	8	6
Division II	15	14	12	13
Probationary	6	9	11	13
Total	41	41	43	43

Source: Compiled from Seniority Lists of T.C.S. Officers, 1969 - 1972.

This form of organisational structure was not so in the past. For instance in the 1950's, appointment into the T.C.S. are divided into Class IB (State Civil Service A), Class II (State Civil Service B), Class III, Class IV and Class V and finally, Gadets. T.C.S. officers recruited during this period were remunerated on the following salary scheme:-

Class IB	:	836 x 28	-	1,032
Class II	:	738 x 25	-	813
Class III	:	615 x 25	-	715
Class IV	:	478 x 25	-	516
Class V	:	324 x 21	-	450

In the year 1955, there were 31 T.C.S. officers in the Service. Out of these number, 4 officers were in Class IB, 4 in Class II, 6 in Class V and 17 were cadet officers. In 1956, there

changed to probationary officers. However, it should be visualized the basic fact remain that the structure has a broad-based 'lower class' ⁶ Organisational structure on vertical viewpoint.

⁷ In the past this imply the combination of Class V and Cadets while presently comprised of Division II and Probationary Officers.

were an increase of 2 more officers recruited into the service - there were 4 officers in IB, 3 in Class II, 2 in Class III, 2 in Class IV, 5 in Class V and 17 were cadets. However in 1957, there were 4 officers in Class IB, 3 in Class II, 3 in Class III, one in Class IV, 10 officers in Class V and 12 officers were cadets. In 1959, there was the introduction of the staff post, and the IA post. And in this year, there was one Staff Officer in the Service, one officer on IA post, 4 in IB, 2 in Class II, 4 in Class IV, 13 in Class V and 12 cadets. To put this in a clearer perspective, Table 2.4 can be an example.

TABLE 2.4

COMPOSITION OF T.C.S. OFFICERS
ACCORDING TO SALARY GRADES, 1955-1957

Posts	1955	1956	1957
Class IB	4	4	4
Class II	4	3	3
Class III	-	2	3
Class IV	-	2	1
Class V	6	5	10
Cadets	17	17	12
Total	31	33	33

Source: Compiled from Seniority Lists of the T.C.S. Officers, 1955 - 1957

Recently however, this classification has changed; there is no longer Class III, IV or V and the words cadets is changed to probationary officers. However, it should be visualised that in whatever way the classification was done or is being done, the basic fact remain that the structure has a broad-based 'lower class' posts.

⁷In the past this imply the combination of Class V and Cadets while presently comprised of Division II and Probationary Officers.

were an increase of 2 more officers recruited into the service - there were 4 officers in IB, 3 in Class II, 2 in Class III, 2 in Class IV, 5 in Class V and 17 were cadets. However in 1957, there were 4 officers in Class IB, 3 in Class II, 3 in Class III, one in Class IV, 10 officers in Class V and 12 officers were cadets. In 1959, there was the introduction of the staff post, and the IA post. And in this year, there was one Staff Officer in the Service, one officer on IA post, 4 in IB, 2 in Class II, 4 in Class IV, 13 in Class V and 12 cadets. To put this in a clearer perspective, Table 2.4 can be an example.

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Cadets	17	17	12
Total	31	33	33

Source: Compiled from Seniority Lists of the T.C.S. Officers, 1955 - 1957

Recently however, this classification has changed; there is no longer Class III, IV or V and the words cadets is changed to probationary officers. However, it should be visualised that in whatever way the classification was done or is being done, the basic fact remain that the structure has a broad-based 'lower class' posts.

⁷In the past this imply the combination of Class V and Cadets while presently comprised of Division II and Probationary Officers.

Besides the vertical stratification of the T.C.S., the Service can be stratified functionally. This functional stratification can be viewed through the state departments or offices in which T.C.S. officers exist as administrative officers. This merely imply that the distribution of T.C.S. personnels can be looked at from the aspect of the function they perform at the state departments and offices. These state departments and offices include the State Secretariat, State Financial Office, State Treasury Office, Settlement Collector Office, State Development Office, Land and Mines Office, State Service Commission Office, Town Council, State Religious Department, and Menteri Besar's Office.

The State Secretariat, which is the nerve-centre of the administrative machinery, has the State Secretary as the head. Excluding the State Secretary, there are 7 T.C.S. officers in this State department and there is one T.C.S. officer in the Menteri Besar's Office. The organisational chart of the State Secretariat is illustrated in Chart 2.1.

CHART 2.1.

ORGANISATIONAL CHART OF THE STATE SECRETARIAT

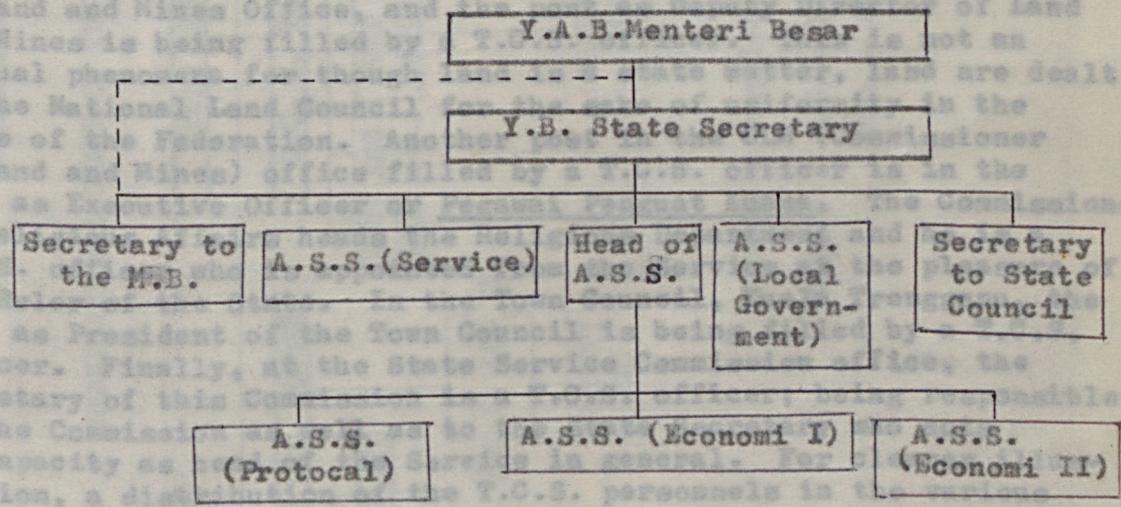


Table 2.5 reflects the distribution of T.C.S. officers in the various State departments and offices. It can be visualised that the State Secretariat has the most number of T.C.S. officers in service, that is, 23 officers out of the total 43 officers in the Service are serving in the District offices.

Source: State Secretariat

Notes: M.B. = Menteri Besar

A.S.S. = Assistant State Secretary

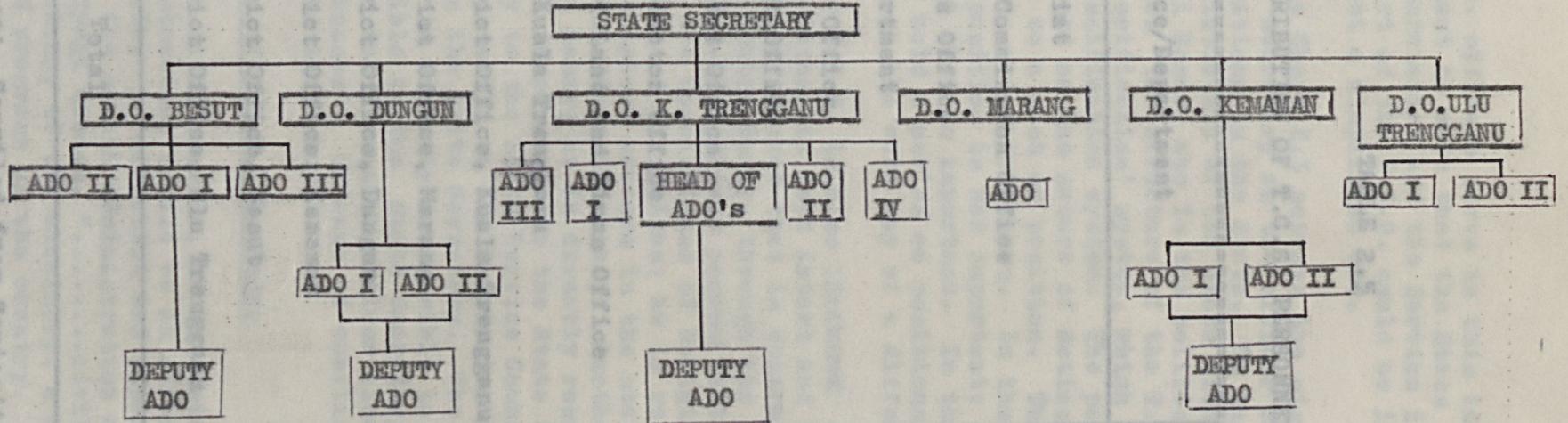
Relatively, the number of T.C.S. officers in the State Secretariat is small to that of T.C.S. officers serving in the Land and District Offices in the various districts of the state. For instance in the Land and District Office of Kuala Trengganu, there are 7 officers while there are only 5 officers in the District Office of Besut at Kampong Raja. The District Office at Kemaman is comprised of 4 T.C.S. officers while there exist only 3 officers in the District Office of Ulu Trengganu (or Kuala Brang). In the Marang area, there are only 2 officers in the District Office, one District Officer and one Assistant District Officer. However in the district of Dungun, there are 4 T.C.S. officers in charge of the district administration there. Hence it can be visualised that there are altogether 25 T.C.S. officers serving in the various District offices in the various six districts of the State. To put this in a clearer perspective, an organisational chart of the various District Officers is illustrated in Chart 2.2.

In the State Financial Office, there is only the State Financial Officer who is a T.C.S. personnel. The same apply for the State Treasury Office and the Settlement Collector Office where the State Treasurer and the Settlement Collector respectively are T.C.S. officers. In the State Development Office, the State Development Officer is a Federal Officer (that is, an Administrative and Diplomatic Service Officer) while the Assistant State Development Officer is a T.C.S. personnel. An A.D.S. (Administrative and Diplomatic Service) officer also heads the Commissioner of Land and Mines Office, and the post as Deputy Director of Land and Mines is being filled by a T.C.S. officer. This is not an unusual phenomena for though land is a state matter, land are dealt by the National Land Council for the sake of uniformity in the whole of the Federation. Another post in the CLM (Commissioner of Land and Mines) office filled by a T.C.S. officer is in the post as Executive Officer or Pegawai Penguat Kuasa. The Commissioner of Religious Affairs heads the Religious Department and he is a T.C.S. officer who is appointed from the Service at the pleasure of the Ruler of the State. In the Town Council, Kuala Trengganu, the post as President of the Town Council is being filled by a T.C.S. officer. Finally, at the State Service Commission office, the Secretary of this Commission is a T.C.S. officer; being responsible to the Commission as well as to the State Secretary who acts in capacity as head of the Service in general. For clearer illustration, a distribution of the T.C.S. personnels in the various State departments and offices in the State is shown in Table 2.5.

Table 2.5 reflects the distribution of T.C.S. officers in the various State departments and offices. It can be visualised that the Land and District Office have the most number of T.C.S. officers in service, that is, 25 officers out of the total 43 officers in T.C.S. This mean that approximately 58 percent of all officers in the Service are serving in the District offices. However, at the State Secretariat, only about 19 percent of the

CHART 2.2

ORGANISATIONAL CHART OF THE VARIOUS DISTRICT OFFICES



SOURCE: Compiled from Seniority List 1972

NOTES: D.O. = District Officer

A.D.O. = Assistant District Officer

of the T.C.S. officers serve in this important department. It is important to note that the State Secretary heads both the State Secretariat and the Service in general. The organizational chart of the T.C.S. could be illustrated in Chart 2.3; this represent a simplified one.

TABLE 2.5

DISTRIBUTION OF T.C.S. PERSONNELS IN 1972

Office/Department	Total number of officers in office or department
State Secretariat	8
State Service Commission Office	1
Menteri Besar's Office	1
Religious Department	1
State Treasury Office	1
State Financial Office	1
State Development Office	1
Settlement Collector Office	1
Commissioner of Land and Mines Office	2
Town Council, Kuala Trengganu	1
Land and District Office, Kuala Trengganu	7
Land and District Office, Marang	2
Land and District Office, Dungun	4
Land and District Office, Kemaman	4
Land and District Office, Besut	5
Land and District Office, Ulu Trengganu	3
Total	43

Source: Compiled from Seniority List, 1972.

of the T.C.S. officers serve in this important department. It is important to note that the State Secretary heads both the State Secretariat and the Service in general. The organizational chart of the T.C.S. could be illustrated in Chart 2.3; this represent a simplified one.

The Chart 2.3 potrays the significance position held by the State Secretary as the officer co-ordinating the administrative operations in the State. He has to formulate policies in the administration of the State within the 'boundary' as set by the Mentri Besar, who is the political figure in the administrative scene. The structure of the T.C.S. is thus characterised of 'Rank Classification' system, which is in contrast to the position-classification system. The position-classification system is based on the nature of duties and responsibilities appertaining to a post or position. This form the system in Canada, U.S.A. and many others. In the rank-classification system, the position is not important; it is the person that hold the post that is important. In the T.C.S., an officer is qualified to hold a series of positions classified in the same level; although the work may of a different nature.

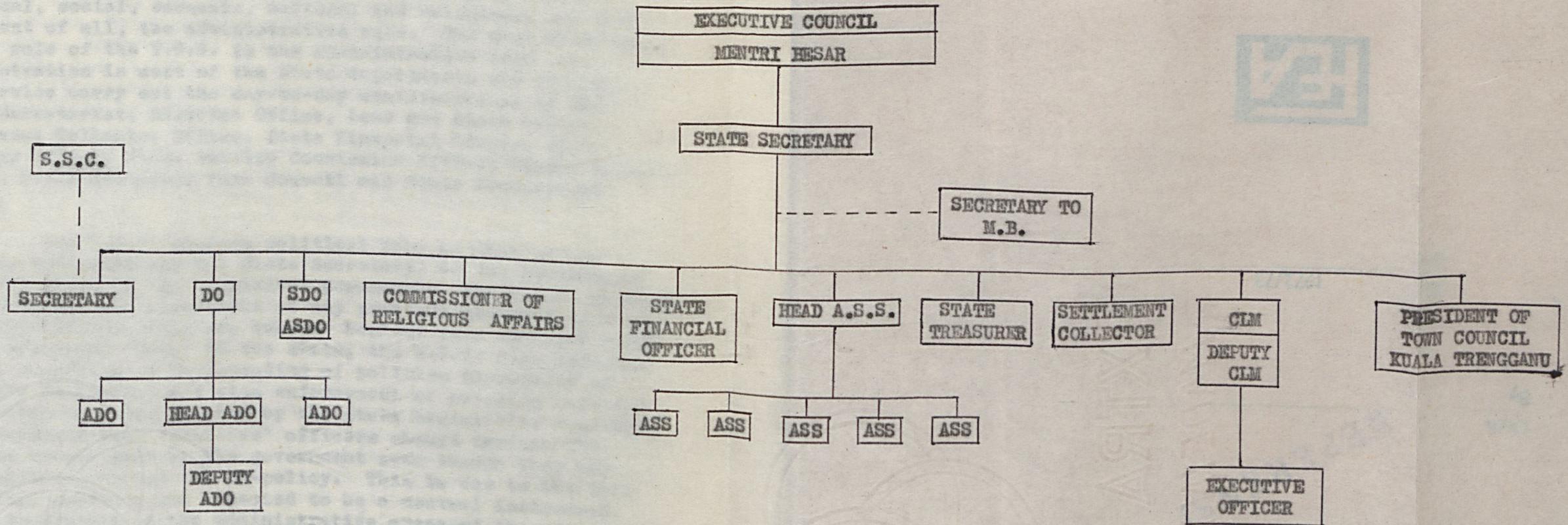
The T.C.S. is also featured as an administration with line of authority kept intact and that every officer is tied to a single command that is controlled by the State Secretary and the Mentri Besar, through the departmental heads. But not all T.C.S. officers possess unity of responsibility. For instance the Commissioner of Religious Affairs is appointed at the pleasure of the Sultan; he is responsible to the Ruler as head of Religious matters in the state and also responsible directly to the State Secretary. Another case is the Secretary to the Mentri Besar; he is directly responsible to the political head and also responsible to the State Secretary. Another is the Secretary to the State Service Commission. This officer is directly responsible to the Commission and also responsible indirectly to the State Secretary. The Assistant State Development Officer is directly responsible to the A.D.S. officer while also responsible to the State Secretary. The Director of Land and Mines and the Executive officer also face this dilemma of having two 'bosses'; in case of conflict of command, to which officer should they obey?

B. The Role of the T.C.S. Today

The civil service, as an administrative organ in state administration, should be an effective instrument to serve the state. An efficient and impartial civil service is essential to the smooth administration and progress of the state. Dr. Tyagi quotes, ".....civil service may make or mar the efficiency of the machinery, a machinery so vital for the peace and progress of the country. A country without an

CHART 2.3

ORGANISATIONAL CHART OF THE T.C.S.



Source:

Compiled from Seniority List 1972.

Notes:

- S.S.C. = State Service Commission
- S.D.O. = State Development Officer
- A.S.D.O. = Assistant State Development Officer
- CLM = Commissioner of Land and Mines
- D.O. = District Officer
- A.D.O. = Assistant District Officer
- A.S.S. = Assistant State Secretary

efficient civil service, cannot make progress in spite of the earnestness of the people at the helm of affair in the country." ⁸

The T.C.S. have an expanding role today. During the era in which the British Adviser prevailed, the T.C.S. played a very limited role, that is merely to assist the British Adviser in the administration of the State. However today, the role of the T.C.S. flow into every stream of life of the people of the state so that it will not appear to be over-estimating to say that the service is indispensable; that is, not the officers. The T.C.S. fulfill a variety of roles; political, social, economic, cultural and religious, and most important of all, the administrative role. The most elementary of the role of the T.C.S. is the administrative role — administration in most of the state departments and offices. The Service carry out the day-to-day administration of the State Secretariat, District Office, Land and Mines Office, Settlement Collector Office, State Financial Office, State Treasury Office, State Service Commission Office, Mentri Besar's Office, Kuala Trengganu Town Council and State Development Office.

The T.C.S. perform political role in terms of its advisory role (through the State Secretary) to the government on policy matters. As 'positive' personnels, the T.C.S. officers, also enlighten the government of any problems expected to arise if certain policy lines are taken. Besides this advisory role to the political 'body' in the state, the T.C.S. also have the role of executing or implementing of policies formulated by the State Government and also enforcement of existing laws and regulations as being enacted by the State Legislative Assembly. It is expected that 'positive' officers should perform the policies as set down by the government even though they may feel negatively about the so-policy. This is due to the fact that civil servants are expected to be a neutral instrument of the government in the administrative arena of the state. The impartiality should be maintained at any time and hence they should, at all times, try not to get deeply involved in policy so as to enhance political neutrality.

The political role is also reflected in the duties of the Secretary to the State Council — he deals with matters relating to Majlis Meskuarat Kerajaan (Government Conference Council) and Dewan Negeri (State Council) and election. The Head of the Assistant State Secretary deal, among other things, with matters pertaining to citizenship and security.

⁸ Dr. Tyagi, op.cit., p.56.

Economic roles are also performed by the T.C.S. For instance the District Officers act in their capacities as Collectors of land revenue of that district and the A.D.O. as the Assistant Collectors of land revenue. The District Officers deal with matters relating to land administration, licences, Rural and National Development with land, land laws under Section 60 in Land Laws of Trengganu, reversion of state land, TOL, Collectors Rights of Ways, registration of temporary grants, Mukin grants, invalidation of any mistakes in grants, issue of temporary and permanent titles. The economic role is also reflected in some of the duties of the Assistant State Secretary (Economy II) who deal with matters relating to padi mill licences, Malay participation in the field of commerce and housing, Departmental duties toward co-operative societies, MARA, FAMA, and fishery. It can also be seen that the Assistant State Secretary (Local Government) also deal with duties concerning land and mines.

The role of the Executive Officer at the Commissioner of Land and Mines Office is also reflective of the economic role of the T.C.S. This post is only introduced this year (1st January 1972). This unit was formed as it was found that landowners in the state did not represent a complete picture of their land as required in express condition or condition of alienated land. Without a government agency to have a control on this will result in landowners not being able to attain satisfactorily income from the land-use. This may also involve the village structure which is not arranged properly and unhygienic. For the past five years, the state had encouraged investors to apply for land for small-scale industries like wood factory — on condition that a certain percentage of the skilled and unskilled employees are from local people. The unit was also aimed at seeing that this condition is fulfilled. The post was also established to deal with the problem of mining land situated in rural areas which are of limited accessibility. In these lands, one of the conditions imposed on the Mining Certificate is that a certain percentage of the skilled and unskilled workers should be of local people and Malays. This post is also set-up as an agency to operate in the whole state to deal with illegal occupation of land. The state have experienced illegal occupation of state land from as far back as 1961. Actions to solve this illegal occupation of land has been going on and for the past 7-8 years with the limited existence of force; only 15,000 acres of land was recovered from the illegal occupiers of land. This unit was hoped to control the illegal occupation of land as had been done by the Johore administration in 1967.

The State also faced with a large amount of accumulation of land revenue. This arise due to landowners not being able to pay as the land are not being utilised. And these lands are difficult to be traced so that reversion can take place.

So this unit perform the role to trace these lands with the accumulation of land revenue, and to take suitable course of actions. By such actions, the landowners may be motivated to pay their annual land revenue. Hence this T.C.S. post was established with a purpose to play the role as a control and supervision over alienated and mining land, aid in solving the accumulation of applications for land, and aid in solving illegal occupation of state land, to trace and take action against landowners who did not pay the rent due.

The T.C.S. also play an important role in the development of the state. This can be seen in the case of the Assistant State Development Officer (a T.C.S. Officer) — he is to assist the State Development Officer in his task on the development of the state. The State Development Officer is to function in planning, co-ordination, advisory and implementation of development projects in the State. Not all functions can be performed by the S.D.O., so some of the functions are allocated to the A.S.D.O. The A.S.D.O. is to perform function of co-ordination and implementation of development plans while the S.D.O. to perform his role in planning and advising the State government so that the State policy conform with federal policy. Hence the Assistant Development Officer (a T.C.S. officer) carries out such tasks as office administration, effecting of development meetings, investigation of problems bound to arise, supervision of development projects, investigation of the number of shop workers and industries, and such other tasks as being directed from the State Development Officer.

In social aspects, the role of the T.C.S. can be reflective in its public welfare duties or functions. This can be visualised in the duties of the Head Assistant State Secretary who deal with such matters as state security and public calamity. However the Assistant State Secretary (Local Government) deal with departmental duties toward education and social welfare. Another Assistant State Secretary (Protocol) deal with road security, donation collection, medical and health, post and telecommunication and aborigines while another ASS (Economy II) deal with Trengganu foundation (scholarship funds called 'Yayasan Trengganu') housing programmes and library. And the District Officers also deal with district security and safety and civil marriage registration.

With regard to cultural and religious aspect, the T.C.S. do not fail to play their role. For instance, the Commissioner of Religious Affairs is a T.C.S. officer who is the administrative head at the Religious Department. He is appointed at the pleasure of the Ruler (HH the Sultan) and so he is responsible to the Ruler who is the Head of Religious Affairs in the whole of the State (as being stated in the Law of State of Trengganu). This T.C.S. officer also act in the

capacity as President of Islamic Council and Malay Custom, and also Controller of "zakat and fitrah". This role is also reflected in some of the duties of the Assistant State Secretary (who deal with Local Government) dealing with departmental duties in religious affairs. On the other hand, the Assistant State Secretary (in charge of Protocol) deals with matters relating to celebration, and duties pertaining to audience with Ruler, Museum and antiques, Muslim pilgrimages, and also youth and culture.

The T.C.S. is also concerned with goodwill of the citizens of the state. T.C.S. posts such as Secretary to the State Council and District Officers carry out such responsibilities toward attainment of goodwill among the multi-racial people of the State.

Hence the role performed by the T.C.S. officers is wide. It enter such realm as political, social, economic, culture and religion, and the most important administrative role. Its role venture even as far as to the fostering of goodwill among the people of the State. Its role also expand into the realm of the development of the State, a role performed by the Assistant State Development Officer.

C. Defects and Problems in the T.C.S.

In the T.C.S., the principle of 'generalist' is still effective. The generalist, no doubt, has the place in the scheme of things, so has the specialist. In our state which is still committed to socio-economic development, the administration has to be good so as to be effective. And, an effective administration is a pre-requisite for development. To the attainment of such a purpose require the services of both the generalist and the specialist. In the T.C.S., up to 1st January 1972, most of the graduates recruited were either Bachelor of Arts graduates or law graduates. Economic graduates have yet to be included in the recruitment policy. To positivify this negative situation, a practical solution could be taken so as to increase the efficiency of the T.C.S. One such step is to have a balanced quota of the officers recruited, that is, a certain percentage allocated to the recruitment of the Generalists and another to the Specialist. Thus they can join hands in the objective of improving the administration of the State.

⁹ Every abled Muslim have to give away 1/40th of his property as 'zakat'. According to Muslim law, an abled Muslim who has reached puberty has to pay this 'fitrah' once a year toward the end of the fasting month. For the minors, this responsibility is shouldered on the parents.

The Generalist or 'all-rounder' principle is also reflective in the transfer policy in the T.C.S. We can find officers being frequently transferred from one post to another and most transfer do not involved related jobs at all. For instance there were two officers in the capacities as A.D.O.'s in 1969 being transferred to Assistant State Secretary (ASS) in 1970 while there were two ASS's being transferred to A.D.O.'s. Another officer who was a A.D.O. was transferred to Deputy Commissioner of Land and Mines in 1970 and an officer who was a District Officer (D.O.) in 1969 became a ASS in 1970. In 1971 there were 20 transfers. There was two cases of ASS being transferred to being District Officers. There was the two cases of District Officers being transferred to being ASS. There was an officer who was a D.O. in 1970 but in 1971 he was transferred to be a State Financial Officer. There were 3 officers who were Assistant District Officers in 1970 but one became Assistant State Secretary (Local Government), another State Treasurer, and another Secretary to the State Service Commission. And there were three officers who were Assistant State Secretaries in 1970 but in the next year, one of them was transferred to be Secretary to the State Council, another Secretary to the Mentri Besar, and the other was transferred to being A.D.O. in 1971. Another officer who was Secretary to the Mentri Besar, and State Council became a A.D.O. in 1971.

This year, there are 21 transfers. An officer who was a Commissioner of Religious Affairs in 1971 is transferred to the post of Settlement Collector, and vice-versa. Three Assistant District Officers in 1971, one is transferred to be an Executive Officer at the CLM Office, another to be Assistant State Secretary (Local Government) while another became Secretary to the State Service Commission. Another officer who was a D.O. in 1971 is posted to be an Assistant State Development Officer. And the officer who hold the Deputy CLM in 1971 became a District Officer in 1972 to take the place of the Deputy CLM vacated by the former officer. An officer who was a ASS (in charge of Local Government) in 1971 is appointed that post. Another T.C.S. officer who was a Secretary to the Service Commission in 1971 became Assistant State Secretary (Protocol).

Transfers for the past years have reflected that more than half of the transfers were irrelevant¹⁰ ones. Table 2.6 can partially illustrate this point.

¹⁰I regard irrelevant transfer as one in which transfer is not within the same state department and state office.

¹²There are 5 officers on Superscale II drawing \$1,700 while another one drawing only \$1,500.

Most of the officers in Division I¹³ are receiving \$1,250 with the exception of one officer, who is receiving lesser amount of \$1,200 and another receiving only \$1,000. Among the 13 officers on Division II, only 4 draw \$1,000 of salary, the other TRANSFERS OF T.C.S. OFFICERS, 1970-1971 \$920 per month. Those under probation, one officer draws \$840 per

TABLE 2.6

Years	Total Number of Transfers	Number of Officers Involved In Relevant Transfers	Number of Officers Involved In Irrelevant Transfers
1970	8	2	6
1971	20	7	13
1972	21	12	9

Efficiency may be further enhanced if these transfers are made with due regard to personnel skills and disciplines. The frequent transfers do not make way for due development of the officers' and knowledge in any one of the department or office works. The frequent transfers will not aid in enhancing the efficiency and effectiveness of the officers in the T.C.S. Another defect in the T.C.S. is the irregularities with regard to pay classification. This mean that officers will get salaries according to which post divisions they are in, and not remunerated according to which posts they are in. There is such concept as 'equal pay for equal work', that is, similar duties, responsibilities and qualifications would get similar salary. But in the T.C.S. this is not so as the case of officers on Superscale IA and IB. In 1972, for instance, those officers on Superscale IA are drawing \$1,800 per month while those on IB are drawing \$1,700 per month.

¹¹It should be noted that there is the classification of T.C.S. officers into grades like Superscale IA, IB, Division I, Division II and probationary posts. And that monetary reward (or salary) is basically determined by the grade the officer is in and not according to his individual capabilities and performances. Incentive is bound to diminish as officers feel that however hard they work, however efficient they are, they would only get the salary as depicted according to the Division they are in; not the posts they are in.

¹²There are 5 officers on Superscale IB drawing \$1,700 while another one drawing only \$1,500.

Most of the officers in Division I¹³ are receiving \$1,250 with the exception of two; one, who is receiving lesser amount of \$1,200 and another receiving only \$1,000. Among the 13 officers on Division II, only 4 draw \$1,000 of salary, the other draw lesser amount ranging from \$640 to \$920 per month. Those under probation, one officer draws \$840 per month, one \$680 per month, 2 draw salary of \$640, 2 draw \$600, 5 draw \$560, and 2 officers draw salary of \$520 per month. It can be seen that among the District Officers, there is a disparity in salary. For instance there are 6 District Officers, and because they are on different salary 'class' each get different scale. In this year, there are 3 District Officers who are on Superscale IB (with salary of \$1,700 per month) and the other three on Division I grade with salary of \$1,250. It should be realised that officers of similar qualification, seniority, and doing same task or duties, should have similar salary. When disparity arise in this case, dissatisfaction is bound to ensue among the officers who are at a disadvantage in the salary aspect. Thus these officers may not feel motivated in their work — this affect their efficiency and their 'output' service is negatively affected.

Another defect in the T.C.S. lie in the fact that there is no proper distribution and mobilization of officers in the various departments. More often than not the head of a department or office is reluctant to relieve their officers for training due to the pressure of work. If in each department or office, there are more than 2 officers at least, this may enable the head to let go of one officer to go for training while the remaining officers can take over his work task. Hence, I feel that in the various state departments or offices like the Settlement Collector Office, State Financial Office, State Treasury Office, State Service Commission Office, Mentri Besar's Office, Religious Department, CIM Office, should increase the T.C.S. personnels in the staff. This is to enable or to be make avail easier mobilization of officers for training without affecting the efficient and effective running of the administrative machinery.

A defective element in the structure of the T.C.S. is that it is not related to the development of the career pattern of the officers. We may visualised the present set-up as illustrative in Diagram 2.2(a) — a simplified one. Each block represent a state department or office. As already been mentioned, transfers are frequently been irrelevant ones. Such inter-departmental transfers and also inter-departmental promotion has negative results. An officer, posted in a certain post in a department for a certain period is then transferred

¹³There are 6 officers in Division I.

or promoted to another post which is not with the same department, then the skill and knowledge he has gained and accumulated is partially lost when he is posted to another inter-departmental post. For example, an officer is presently in department 'A', he is 'irrelevantly' transferred to department 'C'; 'A' department deals with State Finance while 'C' deal with religious matters. Then a few years later, the officer concerned is transferred to department 'D' which deal with duties in Settlement Collector Office. This represents a waste or a 'loss' to the services; the skill and knowledge gained when serving in department 'A' can seldom be used when he works in 'C' or 'D'. Contrary to this, if an officer is put in a specific department and given ample information on the career prospects in the department if he remains in that department will be more motivated to serve in that department. The structure of the T.C.S., thus should be modified such that there are ample opportunities of reaching the 'top' in the various departments. This will definitely help in improving the efficiency of the service. The officer, by remaining in one specific department or office, have greater possibility of developing their proficiency in their lines of job relating to the departmental tasks. This leads to a suggestion that the structure be modified as typified in Diagram 2.2.(b).

DIAGRAM 2.2

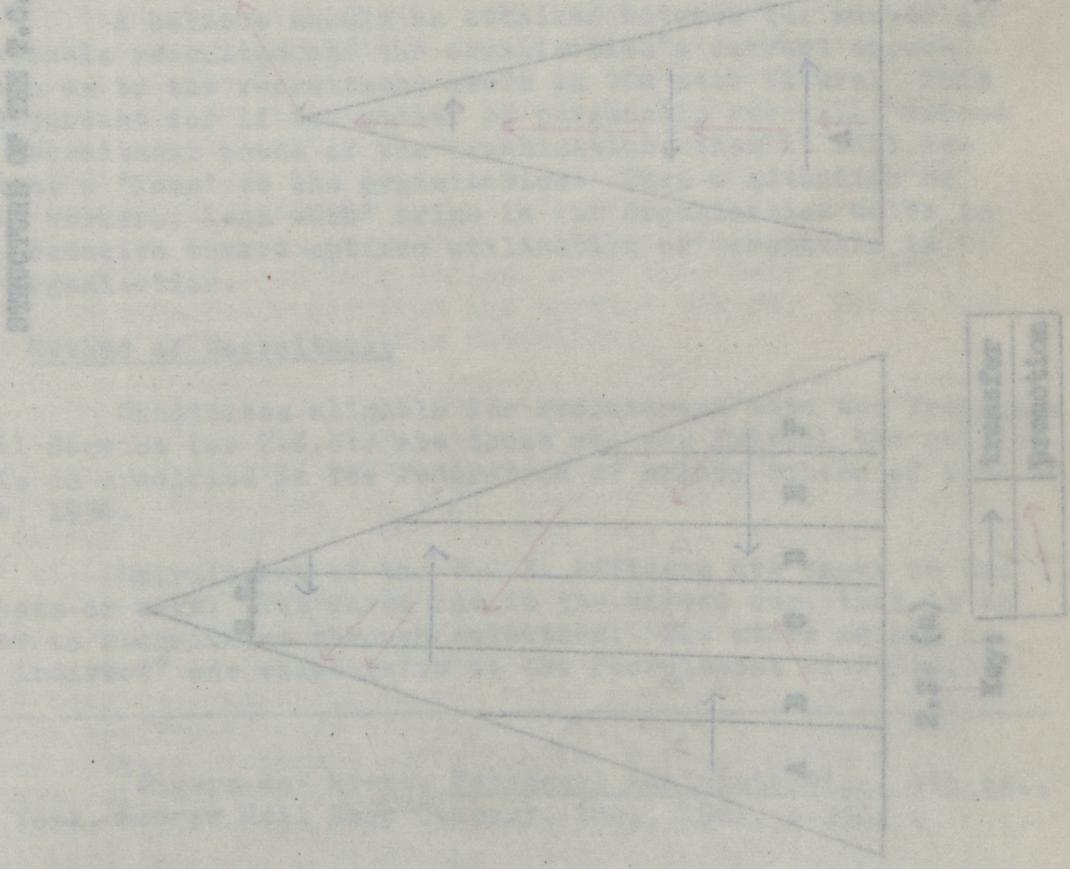
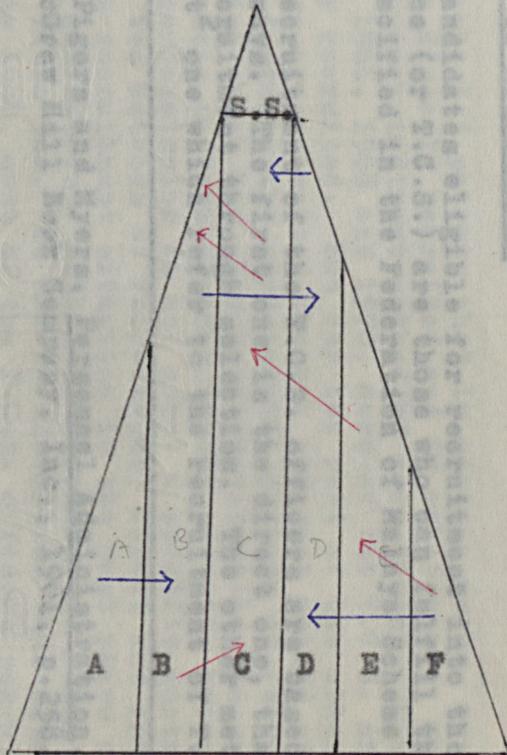
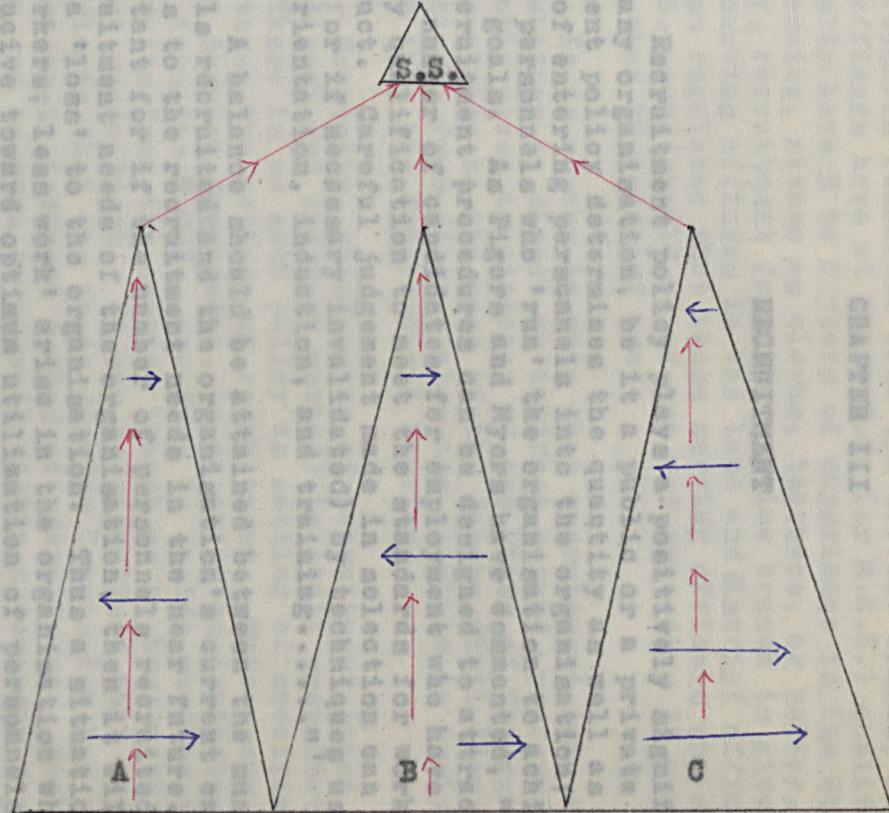


DIAGRAM 2.2

STRUCTURE OF THE T.C.S.



2.2: (a)



2.2 (b)

Key:		transfer
		promotion

Note: S.S. = State Secretary

A,B,C,D,E, = State departments or offices

CHAPTER III

RECRUITMENT

Recruitment policy plays a positively significant role in any organisation, be it a public or a private one. Recruitment policy determines the quantity as well as the quality of entering personnels into the organisation; and it is these personnels who 'run' the organisation to achieve its specific goals. As Pigors and Myers have commented, "..... recruitment procedures can be designed to attract a suitable number of candidates for employment who have the necessary qualification to meet the standards for work and for conduct. Careful judgement made in selection can be confirmed (or if necessary invalidated) by techniques used during orientation, induction, and training....."

A balance should be attained between the number of personnels recruited and the organisation's current expectation as to the recruitment needs in the near future. This is important for if the number of personnels recruited exceed the recruitment needs of the organisation, then it will represent a 'loss' to the organisation. Thus a situation of 'more workers; less work' arise in the organisation which is not conducive toward optimum utilization of personnels in the organisation.

A. Method of Recruitment

Candidates eligible for recruitment into the Trengganu Civil Service (or T.C.S.) are those who can fulfill the requirements as specified in the Federation of Malaya Scheme of Service, 1956.

Recruitment of the T.C.S. officers are based on two methods or ways. The first one is the direct one, that is to refer to recruitment through selection. The other method is the indirect² one which refer to the recruitment of T.C.S.

¹Pigors and Myers, Personnel Administration, 4th ed., New York, McGraw Hill Book Company, Inc., 1961, p.258.

²The principle behind this indirect method of recruitment is to recruit man of experience regardless of whatever qualification he has.

officers from serving officers. The officers recruited by direct method are either graduates or those with H.S.C. qualifications. Officers who are indirectly recruited are those personnels recruited from the service branch; and these serving officers have at least S.C. (or M.C.E.) qualification. They usually have 5 to 8 years of experience in the State public service, either as clerks, teachers, or police, etc. In theory, recruitment from the service branch is given priority to serving officers in the land and district offices. It is also regulated that these serving officers who apply for T.C.S. posts should be of age not exceeding 35 years and not less than 17 years of age.

It is worthy to note that recruitment into the T.C.S., whether by direct or indirect method, preference is indisputably given to citizens of the State of Trengganu. This is contrary to the case of the Johore Civil Service, in which citizens from other states are eligible to apply and be recruited into the Johore Civil Service.

Presently, this system of recruitment (that is through direct and indirect method) is still prevalent in the T.C.S. There is no such policy as setting of specific quota between these two methods of recruitment. This means that the State Service Commission, in capacity as 'selector' of recruits into the T.C.S., are free to decide whether to have more recruits from the service branch or to have more from the direct recruitment. It can be visualised that past practices indicate that the State Service Commission has given more emphasis to indirect method of recruitment. Such a phenomena can be seen to prevail within a ten-year period of 1962 to 1971. During this period, more than half of the recruited personnels are from the service branch. Table 3.1 is a better reflection of the situation.

Table 3.1 potrays that in certain years, more officers are directly recruited and in other years, more are recruited through indirect method of recruitment. For instance, in the year 1966, 1968 and 1970, more of the T.C.S. officers are directly recruited. But for the rest of the other 7 years, more officers are recruited through indirect method of recruitment. This indicate the unsystematic pattern of recruitment in the service which has also been prevalent in the past. The unsystematic pattern of recruitment prevails because the State Service Commission do not adopt a specific quota system between the two methods of recruitment; direct and indirect method. The recruitment situation in the past years also reflect the unsystematic method of recruitment. This is reflective in Table 3.2. It can be visualised that between the years 1922 to 1946, most of the T.C.S. officers recruited are through indirect method of recruitment. In the past, such a policy is justified and feasible as personnels of 'high'

TABLE 3.1

RECRUITMENT OF THE T.C.S. OFFICERS IN THE PAST
 RECRUITMENT OF THE T.C.S. OFFICERS, 1962-1971

Year	Total Number of T.C.S. Officers Recruited	Number of Officers Directly Recruited	Number of Officers Indirectly Recruited
1962	5	1	4
1963	7	0	7
1964	4	1	3
1965	2	0	2
1966	6	4	2
1967	7	3	4
1968	3	2	1
1969	5	2	3
1970	3	3	0
1971	8	2	6
Total	50	18	32
Percentage	100%	36%	64%

Source: Compiled with Secretary to the State Service Commission and from Seniority Lists.

Only relevant years are considered.

qualification were not available. But at present times, such a system is no longer valid considering that personnels with better qualification than those available in the state.

TABLE 3.2

RECRUITMENT OF THE T.C.S. OFFICERS IN THE PAST³

Year	Total Number of T.C.S. Recruited	Number of Officers Directly Recruited	Number of Officers Indirectly Recruited
1922	1	0	1
1926	1	0	1
1928	2	0	2
1933	1	0	1
1934	1	0	1
1935	1	0	1
1937	1	0	1
1938	1	0	1
1939	1	0	1
1940	3	0	3
1946	2	0	2
1948	7	1	6
1949	3	2	1
1950	5	1	4
1951	1	0	1
1953	6		
1954	4	n.a.	n.a.
1955	1		
1956	3		
1957	1	0	1
1958	5	1	4
1959	2	1	1
1960	4	1	3

Source: Compiled from the Seniority List of all these years.

Note: n.a. = not available

³ Only relevant years are considered.

qualification were not available. But at present times, such a system is no longer valid considering that personnels with better qualification than before are available in the state.

The prevailing method of recruitment calls for a change so as to improve the 'quality' of the officers recruited. A positive step should thus be directed to the complete elimination of the indirect method of recruitment. Such a step or policy would mean that future recruits into the T.C.S. are of 'better quality' than from the usual indirect method of recruiting T.C.S. officers whose highest academic qualifications is Senior Cambridge qualification. Table 3.3, is illustrative of such a phenomena where within the ten-year period, more than half of the officers recruited are those with only S.C. qualification and only about 30 percent of them with degrees.

1962 In the past, the situation was worst when even those with Standard VII qualification were recruited. For instance in 1951, among the T.C.S. officers; 7 of them only have Standard VII qualification, one with Junior Cambridge (or J.C.), 20 with S.C. qualification and only one with a degree. Table 3.4 tend to portray this in a clearer perspective. In the 1950's, therefore, most of the T.C.S. officers comprised of personnels with low⁴ qualification. The existence of personnels with degrees can only be seen in certain years; in fact from 1954 to 1960, there was none at all. The trend in the 1950's was that of the increasing numbers of officers recruited with S.C. qualification and decreasing of officers with only Standard VII and J.C. qualification.

1971 Hence a step toward the direct method of recruitment in recruitment policy can do a lot to improve the quality of the officers in the T.C.S. When the quality is improved, it means that the 'output' service will also improved. It is important also to remember that such a policy of direct method of recruitment should mean that the qualification of the recruited personnels should no longer be low; in fact the trend should divert to recruitment of only those with degrees into the service.

B. Procedure of Recruitment

The procedure regarding recruitment is laid down in Chapter A of the General Orders. It follows that the head of

⁴ I define personnels with S.C. qualification and below as of having low qualification in capacity as administrative officer.

TABLE 3.3

RECRUITMENT OF THE T.C.S. OFFICERS ACCORDING
TO QUALIFICATION, 1962 - 1971

Year	Total Number of Officers Recruited	Number of Officers With Degrees	Number of Officers With H.S.C.	Number of Officers With S.C.
1962	5	1	-	4
1963	7	0	-	7
1964	4	1	-	3
1965	2	-	-	2
1966	6	4	-	2
1967	7	3	-	4
1968	3	3	-	-
1969	5	-	2	3
1970	3	3	-	-
1971	8	2	2	4
Total	50	17	4	29

Source: Compiled with the Secretary to State Service Commission and Seniority Lists.

⁵Data for 1955 is not available.

department will notify the Secretary of the State Service Commission when there is a vacancy in the department. The head of department will also forward to the Commission the draft advertisement with the following information:-

TABLE 3.4

a) that there is no Treasury objection to the filling of the vacancy.

RECRUITMENT IN THE T.C.S. AND QUALIFICATION 1951 - 1960⁵

b) a list of the posts in which they occur -- with salary attached to the posts.

Year	Total Number of Officers in the T.C.S.	Number of Officers With Std. VII Quali-fication	Number of Officers With S.C. Quali-fication	Number of Officers With H.S.C. Quali-fication	Number of Officers With Degrees
1951	29	7	20	1	1
1952	29	9	18	1	1
1954	28	6	21	1	0
1955	31	5	25	1	0
1956	33	4	28	1	0
1957	33	4	28	1	0
1958	36	4	31	1	0
1959	37	4	32	1	0
1960	37	4	32	1	0

Source: Compiled from Seniority Lists of the various years.

⁵Data for 1953 is not available.

After the State Service Commission have received all the applications on the closing date for application, these applications will be short-listed by a Board called the Pre-

department will notify the Secretary of the State Service Commission when there is a vacancy in the department. The head of department will also forward to the Commission the draft advertisement with the following information:-

- a) that there is no Treasury objection to the filling of the vacancy.
- b) a list of vacancies with the dates on which they occur — with salary attached to the posts.
- c) a statement of the number of reserves required (these reserves are meant as a surety in case of a candidate who has been offered the post reject it, his place can be filled by candidates taken from this reserve list).
- d) a statement of the academic, professional and other qualification and experience required as approved by the government where these are not specifically embodied in any scheme of services.
- e) a statement of duties and responsibilities attaching to the vacancy posts.

Thus the head of department will send to the State Secretary the draft advertisement consisting of all these information, and the State Secretary will, in turn send to the Secretary of the State Service Commission. On receipt of this letter from the State Secretariat, the State Service Commission will analyse the advertisement sent by the State Secretary. The State Service Commission will take action in advertising the vacancies. The advertisement should appear in one local newspaper and in the government gazette. The advertisement issued must include title of post with the salary scale, qualification required for the post, duties of the post, closing date of applications, and the address to which application should be sent or from which further information can be attained. In cases where serving officers were to apply for the post, they must do so through their heads of department who, in turn, will sent the applications to the Commission with up-to-date confidential report on the officers concerned. (This confidential report is also accompanied by a statement of service or Record of Service Book).

After the State Service Commission have received all the applications on the closing date for application, these applications will be short-listed by a Board called the Pre-

liminary Board (or Lembaga Penapis). This fulfill the laws of the Constitution of Trengganu (First Part), Section (56) (12) 19. The Preliminary Board consist of the Chairman of the Commission and only one member of the Commission. On the absence of the Chairman due to ill-health or other reasons, the Vice-Chairman will preside the Board. The short-listing is carried on according to the qualifications of the candidates. The Board decides on which applicant are qualified in accordance with the terms of advertisement or the scheme of services. This Preliminary Board confirms all applicants who are qualified for consideration and those who are not, that is, those applicants who are recommended for rejection. The Board thus write a report which contain a statement of the total number of applications received, the basis on which short-listing was conducted, a statement of the total number of qualified applicants, the number recommended for interview, and the number recommended for rejection. This report is sent to the Interview Board.

The Interview Board consist of again the Chairman of the Commission, and the two members of the State Service Commission. If the Chairman is not available due to some reason or other, he can delegate his power to the Vice-Chairman of the Commission to preside the Board. Instructions are issued to the candidates (who are selected by the Preliminary Board) to attend the interview to be conducted by the Interview Board. The candidates whose applications are rejected by the Preliminary Board are also informed of the rejection. During the interview, the Board will consider the candidates based on personality, intelligence, aptitude and suitability, general knowledge and behaviour. The 'marking system' of the Interview Board is illustrative in Appendix II. Those candidates with the highest 'marks' is thus regarded as suitable and qualified for the post. After the interview, the Interview Board will recommend the results of the selection of the suitable candidates for recruitment at the full meeting of the State Service Commission, that is, the meeting of all the members of the Commission. This Commission meeting will consider the report of the Interview Board.

The list of the selected candidates are then sent to the State Secretary. The State Secretary will then send the letter of offer to the successful candidates concerned. In the

⁶ See Appendix I.

⁷ See Appendix III.

letter of offer, it states the appointment, salary scale, probationary period and all the provision in which the successful candidates are to undergo medical examination. After the medical report is sent to the State Secretary and proved satisfactory, the State Secretary directs the candidate concerned to report at the particular office who is hence governed under the General Orders.

In the T.C.S., the probationary period for officers recruited through direct method, is 3 years. On the other hand, those officers recruited from the service branch have to undergo one year probationary period. However, an officer can appeal to the Service Commission for extension of the probationary period. During the probationary period, the T.C.S. officers (whether directly or indirectly recruited) are supposed to go through departmental examinations; if failed, they are to be terminated of their service. An officer who can pass the prescribed examination during the probationary period or after given extension, can be put for confirmation and pensionable by the Trengganu State Service Commission.

C. Function and Responsibility of the State Service Commission in Recruitment

The Trengganu State Service Commission (or 'Surohan-jaya Perkhidmatan Negeri Trengganu') is made of four members who are appointed by the Ruler on the Mentri Besar's recommendation. Presently, the Trengganu State Service Commission constitutes the Chairman, Vice-Chairman and two members. Hence, on the policy side, this Commission play a significant role in recruitment policy into the public service in the state. It is the body which selects personnels into the T.C.S. Hence this body determines which candidates (who apply for T.C.S. posts) should enter the service and who should not. Hence these are the 4 figures which select personnels into the T.C.S. and they are the ones to decide whether to select more from the service branch or more from direct method. Thus a positive step toward raising the quality of the personnels in the T.C.S. is toward getting a quota⁹ as between the two methods of recruitment policy of the T.C.S. officers. The system no longer need to depend on the discretion of the Commission in the choice of method of recruitment.

⁸The numbers of the members can be between 2 to 4.

⁹The quota set should give heavier weight to the direct method. Hence, if 'wrong' personnels are put into the SAC, the 'quality' of personnels recruit into T.C.S.

would also. On the administrative side, a T.C.S. officer act in capacity as Secretary to the Commission. This officer is responsible toward the administrative aspects in the Commission. This Secretary to the Commission has a Chief Clerk, Correspondent Clerk, typist and an office boy. fact these, with certain ties with the members of the SSC, are liable to be recruited. Thus to It may be of interest to note that the salary allocated to the Chairman is \$1,000, while his deputy is remunerated with \$750 and the other members is given salary amounting to \$250. To maintain the efficiency and effectiveness of the body, a positive step should be one toward giving of equal salary to all members, that is, the salary of all the members should be equal to that of the Chairman. This may help in eliminating any tendency toward acceptance of 'outside' money in their operative activities of recruiting personnels into the T.C.S. or other public service. vacancies occurring due to age - limit retirement will be considered. Other types of retiree. In the attempt toward making the State Service Commission an impartial body, it is set down that no one can be appointed into the Commission if he is a member of any of the public service, or if he is an officer or employee of any local authority or of a body corporate or authority established by law for public purposes. Members of trade unions or bodies or associations affiliated to trade unions cannot become members of the Commission. Subject to the above restriction, there are no special qualification which members of the State Service Commission must have. Nevertheless they are appointed by the Ruler for their broad experience, mental outlook, and their knowledge of matters relating to the Service. A member of the Commission is allowed to serve for a term of 5 years but under certain circumstances the Ruler can shorten the term. And if a member of the SSC is unable to continue his service due to health reason or other reasons, then the Ruler can appoint another to take his place. A public servant can serve in the SSC when he is on leave before retirement. A member of the SSC can resign but cannot be removed on slight grounds. This table portrays the number of officers who will be leaving the Service. Before 1st May 1968, the SSC performed the function of appointment to all posts in the State — from T.C.S. to labour and IMG. It also function to confirm and emplace on permanent or persionable establishment, promote, transfer and exercise disciplinary control over public servants including the T.C.S. officers. However, after 1968, the SSC is only left with the functions of recruitment and as Appeal Board for promotion and disciplinary action. Presently, promotion and disciplinary matters are now under the jurisdiction of the Promotion Board and the Disciplinary Board respectively.

The position of the SSC in the recruitment system is an important one. Hence, if 'wrong' personnels are put into the SSC, the 'quality' of personnels recruited into T.C.S.

would also deteriorate. Havoc can ensue in the Service if the SSC is one in which members are not impartial in their dealings. If nepotism and favouritism develop in the SSC, most of the recruited personnels entering into the service will not be those with calibre but in fact those, with certain ties with the members of the SSC, are liable to be recruited. Thus to attain personnels of quality in the Service require the essentiality of the SSC to be a body with members of intergrity, honesty and most of all impartiality.

D. Trend of Future Recruitment in the T.C.S.

Number of
Officers

Relating to recruitment policy, it is very useful to show the trend of future recruitment into the service based on the number of vacancies which will arise in the future. It is note worthy to realise that only vacancies occuring due to age - limit retirement¹⁰ will be considered. Other types of retirement like medical retirement or optimal retirement is excluded in this study. It is very useful to potray the trend of future recruitment into the Service for the major reason that it can be determined at what future period are most of the present officers be leaving the Service. It will be a good sign if the officers who will be leaving the Service are mainly composed of those recruited through indirect method, then it is feasible for a change of policy in recruitment. It is clear that in 20 years time, the service can start afresh; to start recruiting officers only by direct method. This play an important part in improving the 'quality' of the officers. It can be visualised that in 20 years time, out of the 26 officers who will be leaving the Service, 22 of them are those who had been recruited from service branch. This is a healthy sign for these vacancies can be gradually filled by personnels recruited by direct method; priority should be given to those with degrees.

Table 3.5 can put this in a clearer perspective. This table potrays the number of officers who will be leaving the Service in 20 years time. So by 1992, out of the present T.C.S. officers, there will only remain 17 officers. Out of this, 5 are with degrees, 4 with H.S.C. qualification, and 8 with S.C. qualification. So if a policy of only recruiting officers by direct method prevails immediately on the arrival or appearance of a vacancy or vacancies, then in time, these 8 officers with S.C. qualification will disappear out of the picture.

¹⁰With the Suffian Report coming into effect, the age-limit retirement is 55 years.

TABLE 3.5

AGE-LIMIT RETIREMENT OF THE T.C.S. OFFICERS
BETWEEN 1972 - 1992

Year	Number of Officers Leaving the Service	Number of Officers Recruited By Indirect Method	Number of Officers Recruited By Direct Method
1972	-	-	-
1973	1	1	-
1974	-	-	-
1975	1	1	-
1976	-	-	-
1977	-	-	-
1978	-	-	-
1979	-	-	-
1980	-	-	-
1981	-	-	-
1982	-	-	-
1983	1	1	-
1984	-	-	-
1985	-	-	-
1986	3	3	-
1987	1	1	-
1988	6	3	3
1989	3	3	-
1990	4	4	-
1991	3	3	-
1992	3	2	1
Total	26	22	4

Source: Compiled from Seniority Lists.

This refers to the low academic qualification possessed by the personnels recruited.

12. This separation implies that some of them are posted in Besut and the others at the different districts in the State. Presently for instance, among the directly recruited graduate officers one was posted in Besut, one in Marang, one in Dungan, 2 in Kuala Trengganu.

A policy of direct method of recruitment also mean that mostly young personnels will be recruited. This imply that their length of service in the T.C.S. is much longer than that of those recruited from the service branch who are already 5 to 8 years in the public service before entering the T.C.S. Training for the young recruits (who are recruited by direct recruitment) is beneficial to the service for the training provided for them will not be wasted as they still have a long period of service before retirement. If recruitment is still being based on indirect method, training provided for them can represent a 'loss' as their service are only limited; they can only serve for only about 25 years more before retirement at 55. Most of the officers recruited from the service branch enter the service in the late 20's or early 30's or middle 30's. This mean that they have barely about 25 years to be in the Service. Relative to this, the directly recruited officers are usually in the early or middle 20's who have 30 to 35 years to serve in the Service before retirement.

E. Defects and Problems in the Recruitment System in the T.C.S.

A defective factor in the recruitment system relate to the method of recruitment via the indirect method. Such a policy not only affect the quality of the entering personnels but also have other negative results. Recruitment of T.C.S. officers from the service branch give rise to problems of age-gap in the T.C.S. Officers recruited from the service branch are normally of age, relative to those directly recruited. Table 3.6 can illustrate this phenomena in a clearer perspective. And Table 3.7 further illustrate that officers (in 1972) within the age of 20 to 34 are mostly recruited through the direct method. On the other hand, officers whose age fall within 35 to 55 are mostly recruited by indirect method, that is, from the service branch. There is the tendency to arise conflict of ideas between these two 'camps'. Some of the directly recruited officers, most of them with degrees,¹¹ have voiced out that they feel that they are being 'separated'¹² to prevent them from organising in order that their views are being heard. The conflict pose a problem in the Service for the dissatisfied elements may tend to have a 'could not care less' attitude in their work which may affect the Service negatively.

¹¹This refer to the low academic qualification possessed by the personnels recruited.

¹²This separation implies that some of them are posted in Besut and the others at the different districts in the State. Presently for instance, among the directly recruited graduate officers one was posted in Besut, one in Marang, one in Dungun, 2 in Kuala Trengganu.

Thus there is the essentiality for the service to do away with the recruitment method of recruiting T.C.S. officers from the service branch. These indirectly recruited officers usually have a higher academic qualification than those recruited into the service. It is clear that 75 percent of all the officers who are recruited by the direct method are within the age of 25 years. This will mean that the benefits can accrue to the generalist candidates. The recruitment method is renovated in that only the quality of recruitment is adopted. This means that not only is the 'quality' of the officers recruited improved by optimum utilization of the officers' service can be attained. Officers recruited by direct method of recruitment can serve for a longer period than those officers recruited from the service branch. This is due to the obvious fact that the directly recruited officers usually enter the service at the age of early 20's of 20's, and so most of them usually have 30 or more years of service in the T.C.S. On the other hand, those indirectly recruited officers usually are around 30 to 35 years of age when entering the service, and so barely have 20 to 25 years of service in the service. This implies that whatever training facilities given to the directly recruited officers will be available for a longer period of time relative to that of the indirectly recruited officers. This can be typified in a diagram, that is, Diagram 3.1; this portrays that those recruited by direct method still have a longer 'service period' relative to that of the indirectly recruited officers.

TABLE 3.6

RELATIONSHIP BETWEEN AGE AND RECRUITMENT OF THE T.C.S. OFFICERS, 1972

Age	Number of Officers Recruited By Direct Method	Number of Officers Recruited By Indirect Method
20 - 24	1	0
25 - 29	7	1
30 - 34	4	3
35 - 39	4	16
40 - 44	1	4
45 - 49	0	0
50 - 55	0	2

Source: Compiled from Seniority List, 1972.

Diagram 3.1; this portrays that those recruited by direct method still have a longer 'service period' relative to that of the indirectly recruited officers.

TABLE 3.7

RELATIONSHIP BETWEEN AGE AND RECRUITMENT OF THE T.C.S. OFFICERS, 1972

Age	Number of Officers Recruited By Direct Method	Number of Officers Recruited By Indirect Method
20 - 34	12	4
35 - 55	5	22

Source: Compiled from Seniority List, 1972.

recruited officers enter the service with a higher academic qualification than those who enter the service through the service branch.

¹⁵Butani, Personnel Administration, The Indian Journal of Public Administration, Vol. XV, No. 1, March 1969, p.15.

Thus there is the essentiality for the service to do away with the recruitment method of recruiting T.C.S. officers from the service branch. These indirectly recruited officers usually have already reach the age of about 30 when recruited into the Service. Table 3.8 is very reflective of this situation. It is clear that 75 percent of all the officers who are indirectly recruited within the ten-year period (1962 - 1971), are within the age of 30. It will appear that more benefits can ensue to the Service in general if the recruitment method is renovated in the sense that only the direct method of recruitment is adopted. This mean that not only is the 'quality' of the officers recruited improved but optimum utilization of the officers' service can be attained. Officers recruited by direct method of recruitment can serve for a longer period relative to those officers recruited from the service branch. This is due to the obvious fact that the directly recruited officers usually enter the service at the age of early 20's or middle 20's, and so most of them usually have 30 or more years of service in the T.C.S. On the other hand, those indirectly recruited officers usually are around 30 to 35 years of age on entering the Service, and so barely have 20 to 25 years to serve in the Service. This imply¹⁴ that whatever training facilities given to the directly recruited officers can be utilised for a longer period of time relative to that of the indirectly recruited officers as their service cover a shorter period. This can be typified in a diagram, that is, Diagram 3.1; this potrays that those recruited by direct method still have a longer 'service period' relative to that of the indirectly recruited officers.

Another defect or problem in the T.C.S. as regard recruitment policy is the prevalence of the old principle of recruiting 'generalist' candidates. No doubt generalist administrators have their place in the state administration but that does not mean that specialist administrators do not have any place at all in the Service. As one of the Indian Administrative Reforms Commission has stated, ".....The generalist has its place, and an important one at that, in the scheme of things; but so has the specialist, the scientist, and the technologists....."¹⁵ There are, of course, good and bad aspects of the generalist administrators. One major good

¹⁴It should always be remembered that these directly recruited officers enter the service with a higher academic qualification than those who enter the service through the service branch.

¹⁵Butani, Personnel Administration, The Indian Journal of Public Administration, Vol. XV, No. 1 March 1969, p.15.

TABLE 3.8

DIAGRAM 3.1

INDIRECT RECRUITMENT AND AGE IN THE T.C.S., 1962-1971

Year	Number of Officers Indirectly Recruited	Number of Officers Within the Age of 30 ¹³
1962	4	1
1963	7	6
1964	3	3
1965	2	2
1966	2	2
1967	4	2
1968	1	1
1969	3	2
1970	0	0
1971	6	5
Total	32	24
Percentage	100%	75%

Source: Compiled from Seniority Lists, 1962 - 1971.

¹³ Officers within the age of 28-30 plus is being included in computation.

aspect cover the fact that they are adept in the handling of personnels and matters relating to relationship with other departments concerned or with those at higher levels in the hierarchy. A bad aspect of just recruiting only the generalist administrators lie on the fact that the uplifting of the quality of the F.C.S. officers could not be attained. A

DIAGRAM 3.1

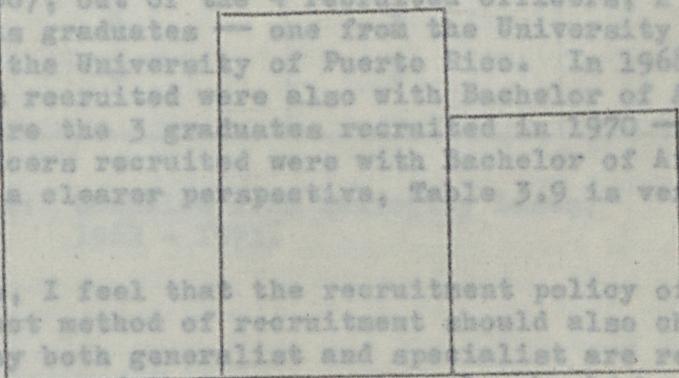
A TYPIFIED DIAGRAM SHOWING THE RELATIONSHIP BETWEEN YEARS OF SERVICE OF DIRECTLY RECRUITED OFFICERS AND THE INDIRECTLY RECRUITED OFFICERS.

are not as precise as specialists. A practical solution is to adopt the approach of staffing persons in the service in a 'functional' way. This means that a particular functional knowledge and skill, then the post should be filled by recruits who have such qualification, skill and knowledge. Thus there should be such clear break from the prevalent concept of generalism in the Service. As Butani comments, ".....it is the knowledge of the function that is relevant and not just the possession of what is often loosely described as general administrative skill that should be the paramount consideration in the manning of the positions....."¹⁶

In the F.C.S., such policy of recruiting the generalist administrators prevails presently as have been in the past. For instance, in 1962 among the 5 recruited officers, 17 only one was with degrees, that is, a Bachelor of Arts Degree. In 1964, out of the 4 officers recruited, only one was a graduate -- an Arts graduate. In 1965, out of the 6 officers recruited, 4 are with degrees; all with Bachelor of Arts degrees. In 1967, out of the 4 recruited officers, 2 are Bachelor of Arts graduates -- one from the University of Malaya, the other from the University of Puerto Rico. In 1968, the three graduates recruited were also with Bachelor of Arts degrees. In 1970, the 3 graduates recruited in 1970 -- all the 3 graduate officers recruited were with Bachelor of Arts degree. To put this in a clearer perspective, Table 3.9 is very illustrative.

Years of Service

40
30
20
10
0



Hence, I feel that the recruitment policy of mainly devoted to direct method of recruitment should also change to a policy whereby both generalist and specialist are recruited into the service and that more personnels should be recruited from candidates having 'specialist degree'. For instance, the post as Assistant State Secretary (in charge of Economy) should be recruited from candidates with Economic degrees, like the Bachelor of Economics degree or those graduating from Public Administration division. Such a policy

METHOD OF RECRUITMENT

¹⁶ Ibid., p.16.

¹⁷ A degree which is considered as 'generalist' degree.

aspect cover the fact that they are adept in the handling of personnels and matters relating to relationship with other departments concerned or with those at higher levels in the hierarchy. A bad aspect of just recruiting only the generalist administrators lie on the fact the uplifting of the quality of the T.C.S. officers could not be attained. A causal factor of this situation is the fact the 'generalists' are not as proficient in their jobs as the specialists. A practical solution to this unhappy situation is to adopt the approach of staffing personnels in the service in a 'functional' way. This mean that if a post in view require a particular functional knowledge and skill, then the post should be filled by recruits who have such qualification, skill and knowledge. Thus there should be such clear break from the prevalent concept of generalism in the Service. As Butani comments, ".....it is the knowledge of the function that is relevant and not just the possession of what is often loosely described as general administrative skill that should be the paramount consideration in the manning of the positions....."¹⁶

In the T.C.S., such policy of recruiting the generalist administrators prevails presently as have been in the past. For instance, in 1962 among the 5 recruited officers, ¹⁷ only one was with degrees, that is, a Bachelor of Arts Degree. In 1964, out of the 4 officers recruited, only one was a graduate — an Arts graduate. In 1966, out of the 6 officers recruited, 4 are with degrees; all with Bachelor of Arts degrees. In 1967, out of the 4 recruited officers, 2 are Bachelor of Arts graduates — one from the University of Malaya, the other from the University of Puerto Rico. In 1968, the three graduates recruited were also with Bachelor of Arts degrees. So were the 3 graduates recruited in 1970 — all the 3 graduate officers recruited were with Bachelor of Arts degree. To put this in a clearer perspective, Table 3.9 is very illustrative.

1962 - 1971.

Hence, I feel that the recruitment policy of mainly devoted to direct method of recruitment should also change to a policy whereby both generalist and specialist are recruited into the service. And that more personnels should be recruited from candidates having 'specialist' degrees. For instance, the post as Assistant State Secretary (in charge of Economy) should be recruited from candidates with Economic degrees, like the Bachelor of Economics degree especially those graduating from Public Administration division. Such a policy

¹⁶Ibid., p.16.

¹⁷A degree which is considered as 'generalist' degree.

can result in greater competence and the officers can function more efficiently and effectively.

TABLE 3.9

RECRUITMENT OF GENERALIST ADMINISTRATORS
IN THE T.C.S., 1962 - 1971

Year	Total Number Of Officers Recruited	Number of Officers With Degrees	Number of Officers With Generalist Degrees ¹⁸
1962	5	1	1
1963	7	0	0
1964	4	1	1
1965	2	0	0
1966	6	4	4
1967	7	3	3
1968	3	3	3
1969	5	0	0
1970	3	3	3
1971	8	2	2

Source: Compiled from Seniority Lists, 1962 - 1971.

To further enhance the impartiality element in Service Commission be interchangeable between the neighbouring states.¹⁸ This imply that degrees are Bachelor of Arts degrees. when such a system dominates the scene. Impartiality of the Commission is important for it helps in recruiting only the 'right' personnel into the service. Such a system

¹⁹ It is right in the sense that the officers recruited are suitable ones in qualification, skill and knowledge.

can result in greater competence and the officers can function more efficiently and effectively. Kelantan or Pahang should be the body to perform the task in the selection of the officers. Another defect of the recruitment system in the T.C.S. relates to the method of recruitment which is not competitive enough. Recruitment is based on interview whereby the State Service Commission hope to evaluate the candidates' capability and suitability as administrators. Interview alone cannot determine whether one can be a good and efficient and effective administrator or otherwise. The system need to be renovated so that administrative and leadership abilities can be evaluated objectively and competitively. One way of such evaluation can be done through competitive examination in which questions are directed toward such evaluation. Competition should not be on the basis of primordial ties or other such sentiments which erode the impartiality of the interviewers or examiners in selecting recruits into the Service.

Another defective aspect of the recruitment system lie in the procedure of recruitment. It could be visualised that all the Boards like the Preliminary Board and the Interview Board constitute the same group of people. For instance the Preliminary Board consist of the Chairman of the State Service Commission and a member of the Commission. However in the Interview Board, the members comprise of the Chairman and its two members of the Commission. Such a situation may give rise to the diminishing of the element of impartiality in the Boards. With the same people sitting in both Boards, there is lost of meaning as to the real function of the Board -- the establishment of the two Boards give no meaning at all. In that case, one Board to carry out all the recruitment procedure is deemed adequate. But to enhance or to make it doubly sure of 'right' selection of new recruits into the Service, the two Boards should remain. So as to be meaningful, the members of the Preliminary Board should no longer become members of the Interview Board. This imply that member of the Commission should be increased; half should be members of the Preliminary Board and the other half to be members of the Interview Board.

To further enhance the impartiality element in recruitment, steps should be taken so as to make the State Service Commission be interchangeable between the neighbouring states. Impartiality erosion in the Commission is reduced when such a system dominates the scene. Impartiality of the Commission is important for it helps in recruiting only the 'right' personnels into the service. Such a system

¹⁹It is right in the sense that the officers recruited are suitable ones in qualification, skill and knowledge.

imply that in the recruitment of T.C.S. officers, the State Service Commission of the State of Kelantan or Pahang should be the body to perform the task in the selection of the officers, and vice-versa. This, however, can only be effected with the co-operation and mutual understanding of the States concerned. Such a system could be effected between the States of Trengganu and Pahang as they are both under the Alliance party government. However, this is not likely in the case of Kelantan for it is under another party, that is, the PMIP government.

A sound merit-rating and promotion policy has a tremendous effect on the morale of the personnel in an organization. There will be negative effect on the morale of the personnel if the promotion policy is solely based on seniority. Pigors and Myers quote Frobenik Harbison, "....whether a formal rating plan is adopted or not, management is constantly rating employees.... In the absence of precise record of performance and ability, management must rely solely on the supervisor's opinion of the relative worth of the employee.... Haphazard, careless, or biased decisions on matters to lay off and promotion may be more injurious than are rigid seniority rules...."¹

The prospect of advancement is important to new personnel and they want to know what they can do to improve their performance and to prepare themselves for better position in the organization. Hence a "sound promotion policy is therefore a vital part of the personnel program, and some method of periodic performance appraisal may be an important aid in the administration of this policy...."²

The change of favoritism and the inevitable disappointment that comes have negative effect on the morale of the personnel... This may appear to be a significant factor toward inefficiency in the organization. Dr. Tyagi points out that, "....the system of advancement affects not only the morale of the entrants to the civil service but also the efficiency of the administration as a whole...."³

¹Pigors and Myers, *Personnel Administration*, 4 ed. New York, McChur-Hill Book Company, Inc., 1964, p. 292.

²*Ibid.*, p. 292.

³Dr. Tyagi, *The Civil Service in a Developing Society*, 1st ed., Delhi, Sterling Publishers (P) Ltd., 1969, p. 254-255.

CHAPTER IV

PROMOTION IN THE T.C.S.

A sound merit-rating and promotion policy has a tremendous effect on the morale of the personnels in an organisation. There will be negative effect on the morale of the personnels if the promotion policy is merely based on seniority. Pigors and Myers quote Frederik Harbison, "....whether a formal rating plan is adopted or not, management is constantly rating employees.... In the absence of precise record of performance and ability, management must rely solely on the supervisor's opinion of the relative worth of the employee.... Haphazard, careless, or biased decisions on matters to lay off and promotion may be more injurious than are rigid seniority rules...."¹

The prospect of advancement is important to new personnels and they want to know what they can do to improve their performance and to prepare themselves for better position in the organisation. Hence a "sound promotion policy is therefore a vital part of the personnel program, and some method of periodic performance appraisal may be an important aid in the administration of this policy...."²

The charge of favouritism and the inevitable disappointment that ensue have negative effect on the morale of the personnels—this may appear to be a significant factor toward inefficiency in the organisation. Dr. Tyagi points out that, "....the system of advancement affects not only the calibre of the entrants to the civil service but also the efficiency of the administration as a whole...."³

¹Pigors and Myers, Personnel Administration, 4 ed. New York, McGraw-Hill Book Company, Inc., 1961, p. 292.

²Ibid, p. 292.

³Dr. Tyagi, The Civil Service in a Developing Society, 1st ed., Delhi, Sterling Publishers (P) Ltd., 1969, p. 254-255.

The focus on promotion policy has no meaning if clarification on what promotion is referred to, is not being done. Pigors and Myers define promotion as, "...the advancement of an employee to a better job better in terms of greater responsibility, more prestige or status, greater skill, and especially, increase rate of pay or salary...."⁴ Hence a transfer which do not involve increase or change in duties and responsibilities and specific nature of the job and the working, do not constitute promotion. Transfer is merely an indication of the movement of a personnel from one job to another on the same occupational level and in about the same level of wage or salary. Hence not all transfers constitute promotion.

The most important policy question in promotion lies in the aspect of seniority and competence. Is the personnel with the longest service record necessarily the most competent? If persons automatically qualify for better jobs just by merely accumulating seniority, will there be any incentive for new recruits especially to improve their performance in their jobs? The answers to both these questions undoubtedly will be negative ones. Hence "promotion should be fairly and capably used by management to place on each job the most competent and productive workers available...."⁵ Promotion policy should move toward rewarding to encourage a successful effort to increase the personnel's skill and knowledge so as to increase efficiency in the organisation. Seniority should not be made the sole basis for promotion. This would definitely lower the morale of the 'dissatisfied' persons which, in turn, would result in inefficiency. As Pigors and Myers comments, "...when seniority is made the sole basis for promotion, it become a strait jacket...."⁶ Nevertheless seniority should also be considered in promotional aspect especially in cases where the qualification of two candidate for promotion are substantially equal. In this particular case then, the senior personnel should be the one entitled for promotion. Seniority has also been considered because a personnel high in seniority standing usually stand high in experience and loyalty to the organisation.

A. The Promotion Board

Originally, before 1st May 1968, the powers of promotion was vested in the Trengganu State Service Commission. However on May 1968, there was the Trengganu State Public Service Promotion Board Regulations, 1968, which give powers of promotion to the Promotion Board. In this regulation, the posts mentioned include all

⁴Pigors and Myers, Op. Cit., p. 297.

⁵Pigors and Myers, Op. Cit., p. 298.

⁶Pigors and Myers, Op. Cit., p. 298.

posts in the public service, other than that of the post of State Secretary, and the State Financial Officer. Promotion here denote promotion within a scheme of service, and also include acting on a post of a higher rank, within a scheme of service.

The function of the Promotion Board include all matters pertaining to promotion of all government employees who are members of the public service of the State except the posts of the State Secretary and the State Financial Officer.

The Promotion Board of the T.C.S. is separate from that of the other public service. The members of the Promotion Board for Division I and II comprise of the State Secretary, as Chairman, State Financial Officer and the State Legal Advisor (who is a Federal Officer). On the other hand, the Promotion Board for Division III and IV and the Industrial and Manual group comprise of a representative of the State Secretary as Chairman, the President of Town Council, Kuala Trengganu, and the head of the department in which the vacancy occurs. For the Board of Division I and II officers, the Chairman will determine the date, place and time of the meeting. The minutes of the so-meetings will be recorded. All questions raised at the meetings shall be ultimately decided by the majority of votes. In the event of an equality of votes, the Chairman shall have the casting vote. The Promotion Board abide by the principles set out in the General Orders or other administrative orders.

To smoothen the working of the Board, action has to be taken so that the Board is made availed the detail information on the posts needing to be filled with promotion; and also about the candidates to be interviewed for promotion. If there is a vacancy, the head of department has to inform the Board of it and can send in his recommendation as to who deserve to be promoted. And it is worthy to note that officers who feel that they should be promoted to that post can apply to the Board to be considered for promotion.⁷ The recommendation made by the head of department form one of the basis of evaluation for promotion by the Board, that is, the record of service and the Confidential Report.

It should be noted that in theory, in cases where it appear that it would be unjust or improper for any member of the Board to sit in any proceedings, such member shall be replaced by another officer nominated by the State Secretary. This procedure is to be taken so as to increase the degree of impartiality of the Board in the promotion selection. Impartiality in the Board is essential for it determine the quality of the officers promoted. If the degree of partiality is high, there is a great possibility that 'unsuitable'⁸ officer is promoted. Thus partiality is 'bad' due to

⁷A sample of the application form for promotion is illustrated in Appendix VI.

⁸This implies that the qualification, experience etc. do not make him fit for the post.

its negative effects on the service in general and to a certain 'dissatisfied' elements in the service. The negative effect on the service in general is reflected in the selection of 'unsuitable' man which resulted in service output not being up to standard. The effect can also be seen in the reaction of a certain number of officers who feel dissatisfied in the promotional aspect---they feel that they should be promoted but they are not promoted. Hence partiality will necessary give rise to 'bad' effect if a less 'suitable' officer is selected in favour of another officer who is suitable for the post, that is, in terms of better qualification, experience and merit.

Any officer aggrieved by the decision of the Board may appeal to the Appeal Board. (A promotion shall be provisional and is not confirmed until all relevant appeal have been determined and have been disallowed, or if no appeal are made until the time allowed for making such appeal has expired). The Appeal Board may at any time cancel a provisional promotion. The Appeal Board constitute the members of the State Service Commission with the Chairman of the Commission acting in capacity as Chairman of the Appeal Board. The function of the so-called Appeal Board is to receive, consider and decide on any appeal relating to promotion of the officers in the public service of the state.

There is a procedure of appeal to the Appeal Board. Firstly, appeal should be made in writing by an appellante to the Appeal Board through his head of department. Such appeal should be made within 14 days from the date on which the decision to be appealed against is communicated to him. The head of department should submit the appeal together with his comments to the Appeal Board as early as possible. Secondly, on receiving the appeal, the Chairman of the Board will call a meeting to decide the case---the meeting shall convene when the Chairman state the time and place of the meeting. The Board decide an appeal solely on the merit of the ground of the appeal without receiving any further statement or evidence unless it is of opinion that it would be fair to do so. The Appeal Board, after considering the appeal, remit the case to the Board, for rehearing, confirm or vary the decision of the Promotion Board. The decision of the Appeal Board is final and no more appeal can be made by the officers.

The existence of separate Promotion Board and Appeal Board is a healthy sign toward safeguarding impartiality in the promotion policy. If the two Boards are not differentiated in this sense, then partiality element is bound to appear when appeal cases are being considered by the supposed Appeal Board. A 'bad' policy in promotional aspects (Appeal Board included) will result in undesirable phenomena, that is it can bring negative effects on the 'quality' of the promoted personnels. It also give rise toward affecting negatively on other officers who expect a promotion but fail to get it though they are of better calibre compared to the promoted officers. Thus they will not feel motivated to work

efficiently and energetically. This will indirectly have effects on the 'output' of the Service.

It could be seen that the Promotion Board constitute the State Secretary, the State Financial Officer and the State Legal Adviser. The impartiality of this Board is questionable. The Board is an 'inside' body, not an 'outside' one. Having an 'outside' body as a Board will enhance the impartiality of the Board as the members of such a Board is not involved with the officers and hence subjective elements is bound to ensue.

B. Basis Of Promotion

According to General Orders 'A' 38, it says that, ".... Officers will be selected for promotion on the basis of official qualification, experience and merit. Only where two candidates are adjudged of equal merit will preference be given to the senior. In judging merit due consideration will be given to the general suitability of an officer for the post for which he is being considered"

In the T.C.S., theoretically, promotion are based on four factors:-

- (i) merit
- (ii) qualification
- (iii) experience
- (iv) suitability and acceptability

The last factor, that is, acceptability is a factor which particularly apply to the two senior posts in the T.C.S. This refer to the staff posts like the State Secretary and the State Financial Officer posts. Those officers promoted to these two posts should be acceptable to the Ruler (HH the Sultan of Trengganu). This means that promotion to these two posts is at the pleasure of the Ruler of the State. Hence, if the Ruler feels that a certain officer is not 'acceptable' to him, then he will not approve of the promotion and the so-officer will not be promoted regardless of whether his merit, qualification, seniority basis is sky-high.

The policy is that all officers holding acting appointment with a view to substantive promotion should be considered for promotion within a period of not less than six months and not more than a year. With regard to this, the Board has agreed on a system whereby an officer who is to be promoted has to be on trial initially in an acting capacity for a period of six months. This is to 'test' him whether he is suitable to be in that post or not. After the period of six months, a confidential report is written on him by his head of department assessing his performance. If he is found suitable, he is considered for promotion, but if he is found to be incompetent to be promoted to that post, he is tried again for another six months. If, after the first and second 'trial' is over and he is

still found to be wanting or unsuitable, then he is to be transferred to another post in which he is hoped to perform better with his qualification and capability. Here another assessment on his performance will be made at the end of the six-month period. If again he is found wanting he will not be given any further chance of acting in a higher appointment until such time he has proved himself to be capable to do so. [It is worthy to note that a T.C.S. officer cannot be promoted or act in any high post or highest post (for example, Class IB) with a view of promotion if he has not yet served for at least 5 years).]

All these represent the ideal, how it really operate in practice depends on a number of factors. One of the factors is related to the head department initiation to confirm the officers concerned in their acting capacities. Delays regarding confirmation of officers in their acting capacities tend to aggrieve them. However it is important to stress the fact that officers will not be confirmed until the initiative comes from the heads of department. Thus neither the State Service Commission nor the present Promotion Board will be able to carry out a promotion exercise unless the head of department initiates it. To improve this confirmation process, the Board could send in a form (after the trial period is at an end) requesting the head of department concerned to write the report on the officer whose confirmation is due.

Theoretically, promotion in the T.C.S. are based on qualification, merit, experience, suitability and acceptability. However it is revealed that in a meeting held on 14th July, 1968 in the State secretary's room, the Promotion Board have made a decision as to basis of the selection of T.C.S. officials for promotion. The basis of promotion are laid on merit, experience and seniority---each being allocated with certain marks. Hence the basis of promotion in the T.C.S. is as follows:-

(i)	merit	10	marks
(ii)	experience	5	marks
(iii)	seniority	<u>5</u>	marks
	Total	20	marks

It can thus be visualised that a fifty per cent consideration in promotion is to be given to merit factor. It is also held by the Promotion Board that a T.C.S. officer who is on leave prior to retirement (or pension) is still considered to be ruled under the General Orders, and is still holding his post. The Board maintained that though the post is theoretically vacant, but actually not yet vacant. This is further emphasised by the Service Circular number 6 of 1958 which pose that the date to confirm a post held by an officer is on the date the post concerned is vacant.

Theoretically, the basis of promotion lies on merit, experience and seniority. But more than half of the present T.C.S.

officers voice out their opinion that seniority is being given high priority in promotion. Promotions in the past few years have also indicated this. For instance, in a meeting held on 1st June 1969, it was decided and approved by the Federal Treasury that the post of PSU 'A' (Assistant 'A' to the State Secretary) would be filled by a T.C.S. officer on Superscale IA level. This post was vacant when the former PSU 'A', who is a federal officer, was transferred to Bukit Mertajam. The Chairman of the Promotion Board propose a T.C.S. officer to act on this post, and the State Legal Adviser, in capacity as member of the Promotion Board, seconded it stating that the officer concerned was the most senior between the officers in Superscale IB---there was no mention whatsoever as to the merit and experience quality of the officer. Again in a meeting held on 13.8.1969, the Board decide that, because a certain T.C.S. officer have just come back from Lincoln's Inn with Barrister-at-law, and considering he is the most senior of the timescale officers, he was promoted in acting capacity on Superscale IB post with effect from 2.8.1969 with a view to promote him at a later date.

It was also in this year that an officer on Superscale H was promoted to the post as Deputy of Commissioner of Land and Mines (or Superscale G) as the Board felt that he was the most senior officer on Superscale H. The Board also confirmed 6 Division II officers who were acting on Division I posts. All these officers are of number 15 to 20 in the Seniority List of T.C.S. officers in 1969⁹. This reflect how important seniority is as a basis of promotion of T.C.S. officers.

It can also be viewed in 1970 when there was a meeting of the Promotion Board to consider the confirmation of the posts held by officers who are in acting capacity on Superscale IA and IB. After discussing the seniority position of the T.C.S. officers, the State Legal Adviser, as member of the Board, propose to consider one certain officer again, for he was the most senior and furthermore has been acting on the post for 6 months already. The Board agreed to make the final decision after going through the Confidential Report of the officers concerned. After looking into the Report and the seniority position of the officers, the Board confirmed two officers to IA position, and another officer was given an extension to act on the post IA for another 6 months. And the Board also confirmed three most senior officers in their acting posts on Superscale IB. This decision was reached after viewing the Confidential Report and the seniority list of the T.C.S. officers, 1970. These three officers concerned are of number 8, 9, 10 in the seniority list. From here, it could be visualised that seniority is being given an important place as a factor in promotion. However it is worthy of note that qualification as a factor in promotion is not being given its '5-marks' weight.

⁹The Seniority List, 1969, is illustrated in Appendix IV.

The Promotion Board also hear appeals from T.C.S. officers who feel dissatisfied with the date of confirmation. For instance, on 23.9.1969, the Board met to consider the appeal of 3 T.C.S. officers. The Board looked into the appeals of one of them, and also his Record of Service. The Board found out that the previous decision of the Board involved his position in the seniority line-up, that is, he was promoted at a later date while an officer, who was junior to him in service, was promoted at an earlier date. This implies that however meritorious and qualified an officer is, his chances of promotion in 'jumping over' an officer, who is more senior to him, is limited. It seem to be that seniority is given greater weight than merit or qualification for that matter. The other appeal was also rejected as, according to the Board according to the seniority list of T.C.S. officers 1969, there were eleven officers who were more senior to the officer concerned. The Board further emphasised on the 'good' Confidential Reports they have and so see no reason for the officer who appealed to over-ride the seniority set-up. This mean that even if an officer whose merit is better than his seniors can never hope to disturb the seniority line-up of the T.C.S. officers.

Last year, the Board promoted officers of number 7 to 10 in the seniority list of 1971 to Superscale IA; and also officers in number 13 and 14 in the 1971 seniority list to Superscale IB.

We can thus infer that much emphasis is being given to seniority in the promotion policy in the T.C.S. It could be visualised that out of the 6 Board meetings held within 1969 to 1971, there was the mention of qualification factor as a basis of promotion in only one of the meetings. From here we can see how unimportant qualification is in promotion policy and how important seniority is. Both these factors are theoretically being allocated 5 marks each out of a total of 20 marks but it seems that the weight is greater in the seniority factor.

Merit is theoretically being allocated with 10 out of the total 20 marks---it stresses on the important place it held in promotion policy in the T.C.S. This mean that merit assessment, in the form of the Confidential Report, play a part in the promotion system. By this, can we say that merit is actually given its due weight? A Confidential Report represents an assessment of an officer's performance by another, and therefore, tend to be subjective. In such a case there is bound to exist the element of human error which cannot be completely purged out. To aid in the success of this promotion system, it is hoped that heads of departments will be able to write a Report on his officer''objectively' This objectivity merely imply that the head of departments will define the weak as well as the strong points so as to enable the Board to judge whether an officer is suitable to be promoted or not. The Confidential Report in the Service is not done on a specific form but is merely a report made on the evaluation of the officer's ability, experience, responsibilities, relationship with other civil

servants, and behaviour.

C. Trend Of Promotion 1966 - 1972¹⁰

Every year, promotion of T.C.S. officers is taking place. Promotion to higher posts can only come into being when vacancies exists and vacancies arise through the retirement of the officers who occupy the posts or the officers have left the service. Promotion within the 7-year period, that is within 1966 to 1972, reflect that only a small percentage of the T.C.S. officers attain promotion. This is mainly due to the limited scope of promotion in the service. There are only 43 posts presently with only 2 staff, 3 Superscale IA, 6 Superscale IB, 6 Division I, 13 Division II, 13 probationary posts. The table 4.1 illustrate the promotion position in the T.C.S. in the recent years.

TABLE 4.1

PROMOTION¹¹ OF THE T.C.S. OFFICERS

Year	Number Of Officers Promoted	Number Of Officers In The Service	Percentage
1966	5	35	14.3%
1967	2	39	5.1%
1968	3	41	7.3%
1969	21	41	52.2%
1970	2	41	4.9%
1971	5	43	11.6%
1972	6	43	14.0%

Source: Compiled from the Record of Meetings of the Promotion Board and also the Seniority List 1966-1972.

Hence it is reflected in the 7-year period, only in 1969 did it occur that there are more than 50 per cent of officers promoted. This is,

¹⁰ 1st January 1972 is the exact date.

¹¹ Promotion here refer to the date when the promotion come into effect.

due to the fact that there are many vacancies. Excluding this one year, it can be visualised that only less than 15 per cent of the officers are promoted each year. This represents only a small number of promotion which tend to indicate how limited the promotion scope is in the T.C.S. This is further emphasized by the illustration in Table 4.2.

TABLE 4.2
PROMOTION IN THE T.C.S., 1966-1972

Year	Number Of Officers Promoted	Number Of Officers Promoted To Super-scale G	Number Promoted To Super-scale IA	Number Promoted To Super-scale IB	Number Promoted To Division I
1966	5	0	1	4	0
1967	2	0	0	2	0
1968	3	0	0	1	2
1969	21	1	7	8	5
1970	2	0	0	1	1
1971	5	1	2	2	0
1972	6	0	4	2	0

Source: Compiled from the Record of Meetings of the Promotion Board.

D. Defects and Problems in the Promotion System

Promotion is said to be based on merit, experience, qualification, and suitability and acceptability. But the question arise as to how do the Promotion Board evaluate the merit of the officers. It may be viewed that the Confidential Report is prepared by the head of department which tend to be lacking in objectivity. There was only the report on good qualities with no mention at all of negative ones. The Report consist mainly of what the head is of the opinion on:-

- (i) the ability of the officer
- (ii) responsibility
- (iii) behaviour
- (iv) relationship with other officers

It does not have any form of systematic form to be filled by the head of department, as can be seen in the Federation of Malaya -

Annual Confidential Report¹². In writing the Confidential Report, the head may face the possibility of being partial based on sentiments, familial or friendship or other such ties. Another question may be raised as to who should give report on whom. For instance, who will write report on the Settlement Collector (who is head of the Settlement Collector Office) or the District Officer or the Commissioner of Religious Affairs or other such heads of state departments or offices. This duty falls directly on the State Secretary. But who is the State Secretary? He, in his capacity as head of the T.C.S. officers, is the writer of report on some of the officers; and he is also the Chairman of the Promotion Board. This overlapping of duties or function of this single person give rise to him not being quite objective in the performance of his responsibilities. This leads to a suggestion that the Board should not have members comprising of the existing T.C.S. officers but ex-T.C.S. officers if there is so much need of administrative officers to be in the Board. A major advantage derived from this is that being 'outsiders' to the service, the Board, who are not so involved with the officers in the service, can enhance its impartial quality.

A defective element in the promotion policy is the important role assigned to seniority as a basis of promotion. Theoretically, seniority is given heavy consideration in cases of promoting officers of equal calibre. But in the T.C.S. seniority theoretically is to occupy $\frac{1}{2}$ place' in the basis of promotion. As being indicated earlier, merit is supposed to occupy $\frac{2}{4}$ place' while seniority and experience each occupy $\frac{1}{4}$ position. Table 4.3 explains this in a clearer perspective. It is obvious that seniority is supposed to have only a 25 per cent importance in the

TABLE 4.3

BASIS OF PROMOTION

Basis Of Promotion	Marks	Position In Promotional Basis	Percentage
Merit	10	$\frac{2}{4}$	50
Experience	5	$\frac{1}{4}$	25
Seniority	5	$\frac{1}{4}$	25
Total	20	4	100

¹²See Appendix V.

Source: Compiled from Seniority List 1969-72.

¹³This is a 1972 (1.1.1972) figure.

promotion policy. But operative policies have reflected a contrary one. More than half of the present T.C.S. officers have voiced out their complaint of seniority being made the important basis of promotion. No doubt seniority has its place in promotional aspects but it does not necessarily follow that an officer with a long service record is more efficient than another with a lesser service record. Efficiency is not determined by seniority alone. To promote officers on the basis of seniority tend to have negative effects in the service. Firstly, promotion of officers on seniority basis may allow for placing a job or responsibility to an unsuitable or 'wrong man'. His capability does not allow him to carry out such heavier responsibility and therefore affects his performance in that post. This is a direct affect. An indirect one appears in the negative effect on the morale of the 'dissatisfied' officers. They are not motivated in their work as they have taken the attitude that however efficient or qualified they are, they are not likely to be promoted until the officer more senior to him has already been promoted. The other effect is the possible development of the 'could not care-less' attitude among the officers as they know that they will rise as soon as the ones just 'above' them rise. This is not healthy to the service as the 'output' of the service will be affected.

The opportunity for promotion in the T.C.S. is limited due to the small size of the Service with only 43 posts¹³ compared to the numerous posts in the ADS (Administrative and Diplomatic Service). And to increase the number of posts in the T.C.S. require the approval of the Treasury. Together with this, the Superscale posts are also limited. For instance, in 1969, there were 14 Superscale posts---this 14 posts is out of 41 posts. In 1970, there 12 Superscale posts, while in 1971 there were 11 Superscale posts. The number remains at 11 in 1972. Table 4.4 put this in a clearer view. From Table 4.4 and 4.5, it is reflected that compared to the

TABLE 4.4

SUPERSCALE POSTS IN THE T.C.S. 1969-1972

Year	Total Superscale Posts	Superscale IA	Superscale IB	F	G	H
1969	14	2	11	0	0	1
1970	12	3	7	1	0	1
1971	11	3	7	1	0	0
1972	11	3	6	1	1	0

Source: Compiled from Seniority List 1969-1972.

¹³This is a 1972 (1.1.1972) figure.

TABLE 4.5

THE GRADING OF POSTS IN THE T.C.S., 1969-1972

Year	Total Number Of Posts	Superscale Posts	Division I Posts	Division II Posts	Probationary Posts
1969	41	14	8	19	0
1970	41	12	6	14	9
1971	43	11	8	13	11
1972	43	11	6	13	13

Source: Compiled from Seniority List 1969-1970

800 over posts in the ADS, the number in the T.C.S. is relatively small with only 40 over posts. And in the T.C.S. the Superscale posts barely reach 15 posts. The opportunity for advancement in the T.C.S. is, therefore, very limited relative to that of the ADS.

Another defect in the T.C.S. lie in the principle or basis of promotion. Marks are graded for each factor, that is, out of the 20 total marks, 10 is allocated to merit, 5 marks toward experience and 5 for seniority. In this respect, we should not fail to note that qualification¹⁴ do not play any part at all. Qualification should also be considered in promotional activities. Failure to give qualification its place in promotion policy may give rise to direct as well as indirect negative effects. The direct effect appear in the form of personnels not motivated to better themselves for they have taken the attitude that whatever qualification they have is of no significance in promoting themselves. Adverse effect of the exclusion of qualification principle for promotion may appear in indirect form. Those officers whose qualification are higher than the ones promoted (and meritoriously equal) may feel dissatisfied with such a situation. This will ultimately lead to their not being motivated to perform their work efficiently. Many have left the Service to join the ADS. For instance, in this year¹⁵ 3 T.C.S. officers have applied to join the ADS.

Though the principle of promotion in the T.C.S. is said to be based on certain principles, malpractices are bound to occur. These malpractices can be decreased by bringing in few modifications in the system.

¹⁴This refer to academic qualification.

¹⁵1st January 1972.

First and foremost, the Promotion Board should be made an independent body - it should not be tied to any other body. At present, however, the Board is comprised of the top senior T.C.S. officers in the Service. Do we expect them to be completely impartial in their dealings. Personal sentiments, familial or friendship ties or other such ties may move in to introduce the element of partiality into the Board. Hence I suggest that members of the Board should be people from 'outside' the Service. This may help in the impartiality and objectivity in the selection of officers to be promoted---their selection should be based more on merit and not so much of seniority. To ensure as to the efficiency of the Board, those people selected to be members of the Board, should be selected on their merit only as individuals of integrity and discipline and honesty. Hence the most important thing is that the Promotion Board should be an independent body and not tied and obliged to any Service or departments or offices. Being an independent body it could carry out or perform their responsibilities with independent decision. Fairness and impartiality and efficiency can thus be hoped to prevail in the Service with regard to the promotion system.

To enhance this impartiality of the Board there could exist a system whereby the Board of the state of Trengganu could be interchanged with that of the neighbouring states of Pahang or Kelantan. This imply that in the promotion of T.C.S. officers, the Pahang or Kelantan Promotion Board could preside the Board in place of the Trengganu Board, and vice-versa. This tend to eliminate or at least decrease partiality in the decisions of the Board. The members of the Board being 'foreign' ones do not partake any of the problems confronted by the Trengganu own Promotion Board. Hence they could function with greater ability and maintain impartiality and objectivity of the Board. This system may create a sense of security for the officers, for then they are convinced of their security of tenure---the Board can finally be viewed as a 'fair' one. The officers are thus greatly motivated to work with more energy and spirit and efficiently knowing full well that their advancement depend on their merit in their job performance.

In this respect, there arise the question of whether this is 'politically acceptable'. With regard to Pahang, such a system of interchangeable Promotion Board is positively possible. This is enhanced by the fact that both state are under the same Alliance Party. Hence politically, such a system between Trengganu and Pahang, is possible but not so in the case of Kelantan for it is under a different party in rule. Kelantan, presently, is under the FMIP (Pan-Malay Islamic Party). However such a system could be worked out if the state governments are interested in the 'good' of their states. And, an efficient and effective administrative machinery is definitely good for any state government.

Another way to improve the promotion system could be done through the confidential report. Appraisal or merit-rating in the report should be based on pooled judgements of heads of departments

periodically. This is where each T.C.S. officers is compared with other officer in the same working group or he could be rated against specified standard of performance. This emphasis or standardization of merit-rating in confidential reports is essentially significant as it introduce some form of fairness in the once subjective evaluation.

Hence, to make successful the promotion policy, two allied procedures must be present. Firstly, there should be postings of openings for promotion so that interested officers may apply within a specified period. If possible, the openings or opportunities for advancement should be posted and candidates selected before the job actually become vacant. If the post is temporarily filled by an officer who is subsequently, advanced to the post permanently, the other officers are likely to feel that the postings procedure represent a farcade. Secondly, there should be "provision of training as a way of preparation for promotion...."¹⁶ Hence, in the choice of officers for promotion, there should be careful review of any objective records of performance of the officers. And any senior officers bypassed in the promotional ladder, where a 'better' junior officer is promoted, is entitled for an explanation of the reason. This may aid in eliminating the dissatisfaction element that would ensue among the bypassed senior officers.

As regards to the promotion policy, it is important to realise that communication to the officers is essential, that is, officers should be informed as to the ladder of promotion. They should be informed as to how they can prepare themselves for advancement and what are the future responsibilities if promoted to higher posts. This communication will enable the officers to be aware of their chance and scope of promotion and will strive toward efficiency so as to be promoted. Pigors and Myers summarize by saying that,

"....employee appraisal, objective records of output, and interview with several candidates are essential features in promotion, which should be made primarily on the basis of competence...."¹⁷

Competence in the performance of their responsibilities is all the important factor toward the achievement of the goals of any organisation or any administrative machinery.

¹⁶Pigors and Myers, Op Cit, p. 301.

¹⁷Pigors and Myers, Op Cit, p. 304.

for transfers and their quality for promotion....¹. Training benefited the organisation by, as mentioned by Flippo, helping the personnels to adjust to new methods and processes that are introduced from time to time. CHAPTER V
Training "reduces dissatisfaction, absenteeism and turnover, because it helps both new and experienced employees to use to the full their individual capacity". TRAINING IN THE T.C.S.

Thus an organisation has no choice at all between training and personnel. Training has the significant role as an element to improve the quality of the personnels in an organisation, and improvement in their quality can undoubtedly imply improvement in the efficiency of the personnels. Training is important for it is an act to increase the knowledge and skill of a personnel in performing a particular task or job. Flippo in 'Principles of Personnel Management' emphasises the significance of training in providing for the stability and flexibility of the organisation. The stability is provided in the sense that despite loss of personnels, the organisation is able to maintain its personnels by the creation of reserves of trained replacement. It provides for flexibility too, that is, the organisation is able to adjust to changing environment and demands. Training process should be a continuous one as C. R. Dosley has commented, "....Training is not something that is done once to new employees - it is used to continuously in every well-run establishment...."¹. Dr. Tyagi also recognises this aspect by quoting from the Indian Five Year Plan, Planning Commission, 1953, which points out that, "....Next to recruitment, the training of personnels has considerable bearing on administrative efficiency...."². Our government is also aware of the importance of training - the Report made by the DAU (Development Administration Unit) comments, "....There are indications that serious deficiencies in the implementation of development programmes in particular and of the system of administration in general are caused by training lag...."³.

Training has its advantages. For instance, through training, new recruits are given information about the organisation, policies and regulation. Secondly, new recruits are instructed of the requirements, of the specific job that he is to perform, so that he can meet new standards for performance which can increase his value to the organisation. Training enable personnels to acquire better skills and knowledge thus, "....increasing their versatility

¹C. R. Dosley, 'Training within Industry in U.S.', International Labour Review, Vol. 54, Nos. 3-4, 1946, p. 161.

²Dr. Tyagi, The Civil Service in a Developing Society, 1st ed., Delhi, Sterling Publishers (P) Ltd., 1969, p. 210.

³Malaysia, A Report by the DAU: Training for Development in West Malaysia, Kuala Lumpur, 1969, p. 1.

for transfers and their quality for promotion...."⁴. Training benefitted the organisation by, as mentioned by Flippo, helping the personnels to adjust to new methods and processes that are introduced from time to time. Pigors and Myers conclude that 'good' training "reduce dissatisfaction, absenteeism and turnover, because it helps both new and experienced employees to use to the full their individual capacities...."⁵.

Thus an organisation has no choice at all between training personnels and not training them. Most new recruits need training so that they are aware of their duties and responsibilities. The new recruits are not the only ones who need training, training programmes are also essentially required for existing personnels or experienced ones. They must learn and be aware of new skills and processes and methods. Thus the choice to be made in an organisation on training aspect is "....between haphazard or misdirected training and carefully planned, systematic training...."⁶.

A. Training Programmes in the T.C.S.

Training programmes in the T.C.S. fall under two categories:-

1. Local Training
2. Overseas Training

Presently, as from 1963 up to now, the Staff Training Centre (STC) provides the major local facilities for training the T.C.S. officers. So far, the state does not have its own training facilities beside the on-the-job training which is carried during the probationary period.

Initially, the focus is on the training programmes locally. The STC always remind the various departments, whether federal or state, to select officers whom they really think can get the due advantage from attending the courses concerned. This is important as 'wrong' choice can constitute a 'loss' to both state and federal governments as the training was given to the 'wrong' personnels. Thus training should be an instrument to aid the officers to carry out their heavier and important responsibilities, or to enable them to solve any certain inefficiency in the organisation.

⁴Pigors and Myers, Personnel Administration, 4th ed., New York, McGraw Hill Book Co., Inc., 1961, p. 279.

⁵Ibid, p. 279

⁶Ibid, p. 285.

1. Local Training

The STC provides induction course for administrative officers in Division I and II who are newly recruited so that they can have an insight of their tasks and responsibility. The content of the course covers Government machinery and Constitution; Structure and Role of Government department; Concept of Supervision; General Orders, FGO, TT, MOP; and Service Circular. In the T.C.S. most of the new recruits are encouraged to apply to attend the induction course at the STC.

However in 1972, there is the introduction of the 'Basic Training' and 'Management Training' at the STC⁷. Basic training is provided for administrative officers who have been newly recruited, that is, those who have entered the Service in 1971, and has not yet attended any induction course. This basic training is more intensive than the former induction course. The contents of this course include 'Introduction to Government machinery, administrative and management concept, and also practical work concerning district and state administration.

The STC provides basic training and also managerial training. The latter one comprise of courses on land administration, personnel administration, financial administration, development administration, managerial science, etc. However before the division of courses into basic training and managerial training, there were the induction course, administrative and management course (for Division I and II), administrative and management course (for officers in Superscale posts), land administration, and personnel administration course and others.

The induction course is specifically entailed for new recruits into the service whether directly or indirectly recruits. This course aims at introducing and making the new recruits be aware of their duties. It can be seen that yearly attendance of T.C.S. officers for induction course at the STC is small for it seldom exceed 5 officers. This attendance do not correlate very well with the number of new recruits into the Service. This can be illustrated in Table 5.1. The Table 5.1 reflects that not all newly recruited officers went for training immediately on their year of appointment. The table reflects that between 1963-1971, out of the total recruited officers of 45, only 18 of them have gone for the induction course.

⁷To enable the STC to fulfil the government's aim to give basic training to all newly recruited officers, the STC ask that all heads of departments to send in the lists of officers newly recruited. The form showing the list is illustrated in Appendix VIII.

TABLE 5.1

RELATIONSHIP BETWEEN YEARLY RECRUITMENT OF THE
T.C.S. OFFICERS AND THE NUMBER OF T.C.S. TRAINEES
FOR THE INDUCTION COURSE AT THE STC, 1963-1971

Year	Number Of Officers Recruited	Number Of Officers Who Attended Induction Course
1963	7	1
1964	4	4
1965	2	5 ⁸
1966	6	0
1967	7	0
1968	3	1
1969	5	3
1970	3	2
1971	8	2
Total	45	18
Percentage	100%	40%

Source: Compiled from the Files at the State Secretariat.

This imply that less than half of the newly recruited officers did not attend any form of induction course yet between the nine-year period. Induction course is important for new recruits; it is an element to help in increasing the capacity of the officers in the performance of their task. But in the past recent years, that is, within 1963 and 1971, it can be viewed that in most of the years, not all recruited officers attended the induction course in each year. In fact, within the nine-year period, out of the 45 officers recruited only 40 per cent of them had attended the course. The reasons giving rise to this effect can be laid on a number of possibilities. It may be due to lack of application from newly recruited officer, or it may arise due to that fact that some of the applicants were rejected by the STC. Or it may be possible that those selected by the STC did not attend the courses they were supposed to attend.

⁸The number of trainees this year is greater than that of the number of recruited officers indicate that some officers who have never attended the course before 1965, went for training in this year.

The past trend indicates that a policy need to be devised whereby it is made compulsory for all newly recruited officers to attend the induction course. If some are rejected by the STC, then they should apply again for training in the next coming year. It is also essential to be devised a policy to make sure that all those selected by the STC to go for training, are to make better effort to attend the course. In some cases, selected officers did not go for the course for some reason or other. For instance in 1969, 6 T.C.S. officers applied to attend the course but only 4 were selected by the STC. Out of this 4 officers, one could not attend but fortunately was replaced by another. Another did not attend as he was admitted into the MHFS (Malaysian Home and Foreign Service). Another case is in 1970. There were 4 officers who applied to go for the training and all were selected by the STC. However, only 2 of them attended the course. In 1971, 6 officers applied but only 3 were selected by the STC - and only 2 finally attended the course. This can be illustrated in Table 5.2 so that a clearer perspective is represented.

Table 5.2 clearly reveals that in each of the years 1969 to 1971, not all of the officers selected attended the training. Within this 3 years, out of the 11 officers selected, only 7 of them finally attended the course at STC. The other 4 officers did not go for the training though selected and this represent a 'loss' to the service - training opportunities are simply allowed to slip away just like that. Another way to attain a 100 per cent attendance of selected officers for the training is not by force but as a 'push' factor. The Service could direct toward the provision of motivating factor to induce officers to attend training provided. This could take the form of providing that the number of training programmes attended by an officer constitute a minor basis of confirmation for the probationary officers in the service.

TABLE 5.2

NUMBER OF T.C.S. OFFICERS WHO ATTENDED
INDUCTION COURSE, 1969-1971

Year	Number Of Officers Selected By The STC	Number Of Officers Who Attended The Course
1969	4	3
1970	4	2
1971	3	2
Total	11	7

Another course at the STC is the land administration course. This course is particularly useful for officers who deal with matters

pertaining to land administration like officers in land and district offices and CIM office. Most of the T.C.S. officers who have served and serving in the land and district office are encouraged to attend this course at the STC. Within the years 1966 to 1971, 20 T.C.S. officers had gone for training in land administration course. Within the 6 years period (1966-1971); the yearly attendance by the T.C.S. officers for training in land administration at the STC seldom exceed 5 officers.⁹ This limited number of officers following the course did not arise because the T.C.S. officers did not apply. They did apply, but only a certain proportion of their applications were accepted by the STC. For instance, in 1969, 8 of the officers applied but only 3 were selected by the STC and only 2 of them attended the course. In 1970, 12 officers applied to follow the course but only 4 were selected by the STC and only 3 of them really attended the training. In 1971, 3 were selected but all were unable to go due to flood and the communication between East and West Coast was cut. In order to have a better view at the situation, Table 5.3 can be an illustration.

Table 5.3 reflects that the applications from the T.C.S. was quite a number but the number selected by the STC was only about 30 per cent or over of the total application from the T.C.S. Thus a situation arise: when T.C.S. officers are willing to go for training, the STC are 'unwilling' perhaps due to the large supply of applications from other states and federal departments. In cases like this, the State administration can negotiate with the STC so that more officers from the T.C.S. can be trained at the STC. Hence in future period or time, the number of officers to follow the course should reach at least 60 per cent of total application from the T.C.S.

This land administration course is provided by the STC with a view to give the officers deeper appreciation of the task and responsibility in land administration. The course also aims at equipping the officers with wider knowledge and deeper understanding of land laws and other related laws. The course also aim at introducing to the officers the various management and tools so that they are able to function more effectively and dynamically. This course is specially devised for administrative officers (A.D.S., MAS and State Civil Service) who have served in land office for two years or more. And it is also for officers who have served for 5 years or more in other department which have connection with land administration.

In the field of financial administration course, only very few T.C.S. officers attended each year. For instance, in 1965, 1967, 1968, 1969, 1970, only one T.C.S. officer attended the course each year. In 1969, only one officer attended the course; this is not because T.C.S. officers do not want to follow the course but due to the fact that their applications were rejected by the STC. However,

⁹Only in 1967, the number exceed 5 - there were 7 officers who attended the course that year.

TABLE 5.3

NUMBER OF THE T.C.S. OFFICERS WHO ATTEND THE COURSE ON LAND ADMINISTRATION AT THE STC, 1966-1971

Year	Number Of Officers Who Applied	Number Of Officers Selected	Number Of Officers Who Attended
1966	n.a.	n.a.	3
1967	n.a.	n.a.	7
1968	n.a.	n.a.	5
1969	8	3	3
1970	12	4	3
1971	n.a.	3	2

Source: Compiled from the Files¹⁰ at the State Secretariat.

Notes: n.a. - not available.

in 1970, only one officer applied and was selected by the STC to follow the course that year. In 1971, 3 officers from the T.C.S. applied to follow the course but none actually attended the course. It can be seen that between the years 1965-1971 only 5 T.C.S. officers have attended the financial administration course at the STC.

Another course at the STC which is open to T.C.S. officers (and other administrative officers) is that on personnel administration. This course aim at to get the senior officers in the service to be familiar with concepts and nature of personnel administration. It is also aim with a view to increase the knowledge of officers in the different realm of the Malaysian personnel system. This course also has the objective of imparting skill in personnel administration or management to the officers. The contents of the course include introduction to personnel administration, personnel administration in Malaysia, elements in personnel administration (like job classification, staffing, interview, career development and promotion, performance appraisal and counselling, salary administration, employment benefits and constraints, effective personnel supervision and communication, motivation and morale), and finally personnel practices in Malaysia. This course is thus provided chiefly for officers with responsibility relating to promotion and

¹⁰ Files of the Assistant State Secretary who is in charge of 'Service' at the State Secretariat.

discipline. However the STC can only accept two officers for this course each year. Of these two, one should be a senior officer with responsibility relating to service, and another should be head of state department, or its assistant. The selection of the second candidate is left to the discretionary choice of the State Secretary as long as the officer chosen is a Division I officer who has responsibility related to personnel administration, discipline and promotion. Hence in 1969 there were 2 T.C.S. officers who attended the course and another 2 in 1970. However last year, only one was selected by the State Secretary to attend the course but he was unable to go for the training. In this case, when the STC set down that it can only train 2 of the state civil servants for this course each year, then the service should always try to make use of the opportunity given and not let the chance slipped away by not forwarding candidates for the training course.

The STC also provide 'Administrative and Management' Courses 'A' and 'B'. The former course is specifically for Division I and II officers (excluding the officers on Superscale level). For the latter one, the course is for officers at Superscale level. The course contents include management concepts, network analysis, politics and administration, and also economic development. In recent years, very few officers have attend this form of training at the STC. For instance in 1969, only 1 officer applied to follow the course 'A' and 6 applicants for the 'B' course. In 1970, only 1 applied for course 'A' and was accepted by the STC. There was also 1 applicant for course 'B' and this officer attended the course in June 1970. Last year, there was 1 applicant for course 'A' and one for 'B' course and one was accepted by the STC but the officer who apply for the 'B' course was rejected due to the long lists of applicants to the STC. It can be seen that for the 8 years (1964-1971), only 8 officers attended this course ('A' and 'B' course).

With regard to training aspect and attendance of course provided, the STC remind the state departments to give heavy consideration to the 'suitability' of the officers put forward for training. Here, 'suitability' refer to that aspect of the stand and record of the service of the officers so that the training provided can aid them in increasing their efficiency. Thus it reflects that this object is lost in sight if the state departments send their officers without consideration as to whether the course provided to the officers is relevant to the officers or otherwise. It is very useful to send District officers and Assistant District officers to attend land administration course. Hence it is most irrelevant to send a State Treasurer to attend course on land administration.

Local training at the STC was only available in 1963 when it was first established. But before the establishment of the STC, training was not left out in the training programmes in the T.C.S. Earlier year back, in 1956, one T.C.S. officer attended land administration course and in 1957, two officers attended this course and 1 officer attended the course on land in 1959. In 1960, 2 of the

officers attended course on land administration. In the realm of induction course, quite a number of T.C.S. officers have attended this course before the set-up of the STC. For instance in 1962, there were 3 officers who attended induction course at Port Dickson.

Table 5.4 reveals the number of T.C.S. officers trained at the STC. It could be visualised that yearly attendance of T.C.S. officers for training at the STC never exceed 10, that is, it never exceed a quarter of the number of T.C.S. officers in the various years concerned. To improve the quality of the Service, a policy should be incorporated whereby the yearly trainees from the T.C.S. should at least reach 1/3 of the officers in the T.C.S.; if not more. As we know, the STC provide many training 'sessions' every year, so the officers should go for training on rotation basis. This is to eliminate the question of manpower shortage if all the officers go for training at one 'session'.

TABLE 5.4
NUMBER OF T.C.S. OFFICERS TRAINED AT THE STC,
1963-1971

Name Of Courses	Number of Trainees from the T.C.S.								
	1963	1964	1965	1966	1967	1968	1969	1970	1971
Induction Course	1	4	5	-	-	1	3	2	2
Land Administration	-	-	-	3	7	5	3	3	2
Financial Administration	-	-	1	-	1	1	1	1	-
Local Government	-	-	-	2	-	-	-	-	-
Personnel Administration	-	-	-	-	-	-	2	2	-
Administration And Management	1	1	1	-	2	2	-	1	1
Total	2	5	7	5	10	9	9	9	5

2. Overseas Training

Training is not only limited to domestic ones, but overseas training, if necessary, is given to the T.C.S. officers especially courses sponsored by Colombo Plan. For instance this year, 5 officers applied to the Assistant State Secretary (Service) to attend the

oversea course sponsored by the Colombo Plan. However the Assistant State Secretary (Service) submit only 2 applications to the Federal Establishment Officer, or now known as Public Services Department. Confidential notes of the Assistant State Secretary give indication that the other 3 applicants¹¹ are considered as being not 'qualified'. I am not quite sure as to the real meaning of the term 'qualified'; whether it convey qualification on seniority standpoint, or other considerations. It cannot be based on academic qualifications for the two rejected are with degrees. There is no reason and I really do not understand why the other 3 applicants are not submitted to the FEO, but merely held back just to be kept in the files at the State Secretariat. It will be interesting to note that the 2 applicants submitted to the FEO are officers with S.C. and with 8 to 9 years of experience in the Service. Table 5.5 represents the list of applications to follow course sponsored by Colombo Plan in 1972.

TABLE 5.5

LIST OF APPLICATION TO FOLLOW OVERSEA COURSE
SPONSORED BY COLOMBO PLAN, 1972

No	Name Of Officer	Post	Department	Course To Follow
1.	Hj. Abdul Karim b. Hj. Khalid	D.O., Ulu, Tr.	D.O. Office Ulu Trengganu	(i) Course in Urban Management and Administra- tion. (ii) Public Administration For Overseas Govt. Officers.
2.	Tg. Hussein bin Tg. Wira	Deputy of Director of CLM Office, Trengganu	Land And Mines Office	(i) Land Administration In Developing Countries. (ii) Course on Administration And Management Of Urban And Rural Local Govt.

Source: State Secretariat.

Notes: D.O. - District Officer
Tr. - Trengganu
Govt. - Government
CLM - Commissioner of Land and Mines

¹¹ Out of these 3 applicants rejected by the A.S.S., 2 are graduates.

The courses which the officers wish to follow are no doubt relevant to their posts but the fact still remains that all the applications should be submitted to the FEO. The short-listing of such a 'small' list of applications should not have been done. By submitting only the 2 applications and if the sponsor does not think they are 'suitable' to follow the training, then the Service will not benefit in the sense that none of the officers can go for that training opportunity. By submitting all the applications, the chances of at least one of them being selected is greater.

In the past years, however, some overseas training was available to the T.C.S. officers but only few officers attended these overseas training. For instance in 1964/1965, one T.C.S. officer went for administrative course in Australia and another went for Government Administration and Development at Oxford University in United Kingdom (for nine months). In 1965/66, one T.C.S. officer attended a course in General Administration at Carleton University, Canada. And 2 of the T.C.S. officers took up law course in United Kingdom one in 1962-64 and another in 1962-1965.

In 1966 the Colombo Plan, through the FEO offer courses for 'Training in Public Administration' in Canada. However the Trengganu State Secretary did not offer any candidates. Another course was also Colombo Plan sponsored 'Senior Course in Public Administration' at Carleton University, Canada. The State Secretary offers only one candidate who has S.C. qualification and has been in the service for only 4 years. Of course this T.C.S. officer was rejected as it was stated that the officer who apply should have a degree along with 6-10 years experience in an increasingly responsible position and with some potential advancement. I feel that the selection of the candidates to be submitted to the FEO should be done intelligently as in this case this service lost the chance of training a T.C.S. officer overseas as the selection was not a 'good' one. Another course offered was 'Advanced Practical Course in Local Administration' at Birmingham University. This was strictly for senior officers but unfortunately no candidate from the T.C.S. was offered by the State Secretary.

In 1967, the Colombo Plan offered training in 'Senior Course in Public Administration' at Carleton University, Canada. The State Secretary submitted in the application of a T.C.S. officer who with only S.C. qualification and it was duly rejected by the Establishment Office. It need to be emphasized that the service should evaluate carefully and intelligently in choosing suitable candidates to be submitted to the FEO. This mean that the candidates concerned should have the necessary qualification as not to be rejected even at Establishment Office 'stage' and cannot so far as reach the sponsor 'stage'. In this case for instance, the applicants should be graduates or if possible with 6-10 years experience in an increasingly responsible position. But the service went to select candidates with S.C. qualification only.

In 1968, the Colombo Plan offer to train officers in 'Public Administration Course Overseas'. There were 8 applications sent to the Assistant State Secretary (Service) but only 2 applications were submitted to the FEO. Among the applicants 6 are with S.C. qualification but high 'qualification' in seniority. And the 2 submitted applications belonged to officers with S.C. qualification but high in seniority stand-point. The other 4 applicants (one of them was with a degree and another with a Barrister-at-law) were considered as being 'under-qualified'. Again the question of what is the real meaning of the word 'Qualified' is raised. A great possibility that qualified here do not refer to academic and suitability qualification. Seniority predominates even in the choice for training. In a confidential note of the A.S.S., I notice that the short-listing was on the basis of seniority. If this policy were to continue, in existence, then the service will not benefit from many of the Colombo Plan sponsored training programmes. Due to the fact that the selection by the Service sometimes do not conform with the requirements as set by the sponsor, the applications from the service fail even at the FEO 'stage'. Another course opened to the Service in 1968 was 'Advanced Course in Local Administration' and the State Secretary submitted the application of an officer which failed. It should be noted that the applicant concerned is only with S.C. qualification and possess a certificate in Public Administration issued by International Training Centre, Canberra.

In 1969, the Colombo Plan offered training course in local administration at the Institute of Local Studies University of Birmingham. The State Secretary submitted 3 applications. However in the following year (1970) they submitted only one candidate for 'Overseas Training In Administrative Course - Intermediate Level'. In another Colombo Plan sponsored training opportunity, Administrative and Management Course, the State Secretary put forth 3 officers, including one MHFS (Malaysian Home and Foreign Service). Another course was the 'Public Administration course Overseas' and there were 3 applicants. Another was 'Urban Administration' course in United Kingdom but there was no candidates from the Service offered for the training. This represent a 'loss' to the service, that is, the service did not make use of the opportunity provided to train its officers. The earlier the Service realise toward making full use of the opportunities given, the better it is for the service in general. The State Secretary can 'order' T.C.S. officers to attend overseas training (if accepted by the sponsor or perhaps on own State scholarship) if deem necessary which can benefit the officers in their work and hence benefit the service in general.

It is worthy to note that in 1968, 2 of the T.C.S. officers went on a Dutch fellowship to learn to carry out and direct the carrying out of the economic development programmes in Trenggamu. The Prime Minister's office backed the sending of the officers as they can be with Dutch experts to carry out research on social and economic development in the state. Hence, weaponed with the theory and technique which was attained from the experts coupled with the

experience in the state, these officers had given their valuable service in the economic development of the state. This Dutch Technical Aid Mission had concentrated on Sungai Tong and Besut Irrigation Scheme and the draft was sent to the EPU (Economic Planning Unit) and the state government at the end of March, 1968. This programme had benefitted both the officers concerned and the service in general. The officers benefitted in term of the increase in knowledge and experience and with this can bring out increase 'quality' of work of these officers which is of great benefit to the service. One of the officers was quoted to have said, "....To learn how the report is prepared and written is important to me but to carry out those jobs in Sungai Tong, joint ventures in Kemaman and off-shore mining is most important to the state and its people...."¹². This reflect that civil servants in the state are becoming more conscious of their role in the state --- training has played an important part in this process.

In 1971, there were also many overseas courses, opened to the T.C.S. One of them was 'Junior Courses in P.A. (Public Administration)' at the University of Carleton. The candidate submitted by the S.S. (State Secretary) was rejected as the sponsor (Colombo Plan) disagreed with the candidate. Another was for 'Local Government' and the candidate put forth by the S.S. was selected to go for training in Japan. Another course was a course in Australia on 'International Training Courses in Development Administration' and the candidates submitted by the T.C.S. was rejected by the FEO; a great possibility due to the qualification of the candidate had not fulfilled the requirements set down. The lists of name of officers who applied to follow overseas to 'higher learning' training is enlisted in 'Appendix VII'. In this year also, one candidate was put forth for course in 'Administration and Management' but it was rejected even at the FEO 'Stage'. It was also in this year that one T.C.S. officer went for training in 'Rural Development and Administration' at University of Birmingham under British program of Technical Assistance in Malaysia --- he was under state scholarship.

Table 5.6 reflect the number of T.C.S. officers who have undergone training overseas for the past 10 years. The figure is a sad one for it do not even reach 10 officers. There may be a variety of reasons for this phenomena. Only a few major ones will be discussed here. It can be noticed that most of the training abroad is sponsored by developed countries as technical assistance. Out of the 9 officers trained abroad, (between 1962-1971) only three are sponsored by the state. To ensure bigger number of future overseas training, this phenomena should be remedied. The allocation of State scholarship for training T.C.S. officers should be increased. This may decrease the dependence of the service on sponsorship by other coun-

¹² Wan Nik's letter to the State Secretary when he was in Holland to accompany the Mission.

TABLE 5.6
OVERSEAS TRAINING FOR T.C.S. OFFICERS, 1962-1971

Name Of Course And Place	Number Of Trainees									
	1962	1963	1964	1965	1966	1967	1968	1969	1970	1971
1. Administrative Course, Australia			1							
2. Government Adm. And Development, United Kingdom			1							
3. General Adm; Canada				1						
4. Law Course, United Kingdom	2									
5. On Dutch Fellowship							2			
6. Local Government, Japan										1
7. Rural Development And Adm., U.K.										1
Total	2	-	2	1	-	-	2	-	-	2

Source: Compiled from State Secretariat

Notes: Adm. - Administration
U.K. - United Kingdom

tries or bodies.

The low number of officers trained overseas is also due to the 'bad' selection policy of candidates put forward. These candidates, who do not fulfil most of the requirements are bound to fail even at the FEO 'stage'; not to say the sponsor's 'stage'.

Hence, future policy in selection should be directed toward a better one — an intelligent evaluation is essential. Specifically, I suggest that candidates who possess the qualifications as specified by the Sponsor should be selected and they should not be discriminated against candidates with lower academic qualification but has high place in seniority rank. Intelligent evaluation also constitute relevant¹³ training. The policy of short-listing of the applicants at the 'state level' is also not a sound one; seniority being given quite a heavy weight. Hence to get more T.C.S. officers to go for overseas training, the submission or 'selection' policy should be a sound one or else the Service would have to be content with the low number of officers accepted by the Sponsor, the Colombo Plan Sponsored training for instance.

Training pave the way for greater efficiency and effectiveness in any organisation. And T.C.S. officers who have attended course, whether locally or overseas, should 'sell' the new ideas to their heads of departments or colleagues. As Inche Aziz¹⁴, in his speech to Government Officers trainees at the STC, has commented, "....It is your duty, then as new professionals, to impart new ideas to your heads of departments and colleagues for the better administration of your department...."¹⁵.

Training programmes will fail if the recruitment of personnels is poor systematically as Pigors and Myers points out, ".... training programmes will fail....if jobs are improperly analysed for training purpose...."¹⁶. Training programmes also will not be beneficial if transfers and promotion are made regardless of personnel's effort to learn new skills in their jobs. So it cannot be inevitably refuted that, as in all personnel procedures, success in training policies depend a lot on the effectiveness of other parts of personnel policies.

¹³Relevant training refer to training which is related to the post held or which can give more skill and knowledge in the performance of the job.

¹⁴Inche Aziz is the Deputy Director-General of the Public Service.

¹⁵The Straits Times, 21st June, 1972.

¹⁶Pigors and Myers, Personnel Administration, 4th ed., New York, McGraw Hill Book Company, Inc., 1961, p. 280.

generalist and specialist degrees². In the past, recruitment by indirect method is justified as those applications with degrees were very limited. However the present condition is of a different picture.

CHAPTER VI

The evolving of a dynamic policy of recruitment also involve the T.C.S. The strength of the State Service Commission should be of high intensity, largely one of varied experience. This can enhance the objective of recruitment.

CONCLUSION

Personnel administration have an important position in the policy of an organisation toward attainment of its goals. Achievement of the goals of an organisation depend on what the personnels make of it. What they make of it depend so much on what type of personnels are recruited, how they are trained to perform their task and responsibility efficiently and effectively. It also depend on how they are motivated to higher level of performance, and a host of other factors that consitute Personnel Administration System. Thus a 'good' personnel administration can eventually give effect to 'good' organisation. Professor Stahl has commented that, "....Personnel administration is a positive mission to improve performance by developing among the employees of an organisation a sense of belonging and sense of purpose which combine to maintain what all of us can understand but rarely see, namely, high morale...."¹

There is the essential need to modify some aspects of the personnel policy in the T.C.S. Presently there is still the heavy reliance in recruiting generalist personnels where the specialist personnels are not directly participating in the policy formulation in the administration of the State. The recruitment system of merely recruiting generalist all-rounders into the Service result in the quality of the officers to be at a 'standstill'. More than 60 per cent of the present T.C.S. officers have voiced out their opinion that the recruitment system in the T.C.S. need modification---not only in the method of recruitment but also in the procedure of recruitment. The method of recruitment is based on direct and indirect method. In the past years and in the recent times, more than 60 per cent of the officers recruited into the T.C.S. are indirectly recruited each year. And these indirectly recruited officers only have Senior Cambridge (or M.C.E.) as their highest academic qualification. The 'quality' of the officers in the Service can not improve if this method still persist. Thus I strongly recommend that this indirect method be eliminated and more specialists be recruited into the Service. The past system of recruiting candidates with S.C. and H.S.C. qualification should no longer be adopted. The number of graduates in the State are increasing, and so recruitment should now move toward recruiting personnels with degrees, that is, both

¹Stahl, Public Personnel Administration, 4th ed., New York, Harper and Bros. 1956, p. 245.

generalist and specialist degrees². In the past, recruitment by indirect method is justified as those applications with degrees were very limited. However the present condition is of a different picture.

The evolving of a dynamic policy of recruitment also involve the Trengganu State Service Commission. The strength of the State Service Commission should be increased---members should be of high integrity, honesty and of varied experience. This can enhance the objective of recruiting 'suitable' officers into the Service. The strength of the Commission can be increased by the appointment of more members into the Commission---one half of them to act in the Preliminary Board and the other half in the Interview Board. Thus impartiality in the State Service Commission can be further enhanced. This mean that only officers of quality should be recruited into the Service. The suggestion of increasing the number of the members of the Commission arise from the issue that the members of the Preliminary Board and the Interview Board are comprised of the same individuals. This is defective in the sense that there is no meaning at all of having the same people to deal with the shortlisting and interviewing the applications while sitting in the different Boards. It appear only as a form of 'window-dressing'. The strength of the State Service Commission can be further enhanced if the Commission is organised on inter-State basis. This is feasible when there is co-operation among the States concerned. When this system prevails, the recruitment of the T.C.S. officers is undertaken by a State Service Commission of another neighbouring State like Pahang for instance.

The promotion policy in the T.C.S. affect the morale of the officers in the Service. There is limitation of promotional scope in the T.C.S. and this have been recognised by more than 70 per cent of the officers in the T.C.S. in 1972. They feel the pinge of this situation and about 40 per cent of the officers indicate that they are dissatisfied in their posts (and hence in the Service) due to this promotion aspect. With regard to the basis of promotion, theoretically, promotion is based on merit, experience and seniority. But in practice, seniority is being given heavy consideration. And all those dissatisfied officers have also indicated that they are aware that seniority is the main basis of promotion. Such dissatisfaction attitude among certain section in the Service can result in their passive attitude toward their job, which is not conductive toward efficiency. A situation also arise in which the officers in the T.C.S. who have the essential qualification to join the ADS (Administrative and Diplomatic Service) have applied to join the Service. For instance, this year alone, 8 of them have applied to enter the A.D.S. Hence such promotion policy which give great emphasis on seniority give rise to negative effects on the Service; directly and indirectly.

²See Chapter III.

Seniority is not the all-important criteria in promotion, for seniority do not necessarily produce efficient administrator, it is dedication and capability that is important.

Another defective element in the promotional aspect is the Promotion Board which constitute the 'inside' members of the Service. Impartiality is not enhanced in such a system where one of the 'selectors' of the officers for promotion is also the 'writer' of the Confidential Report³.

The morale of the officers can be uplifted if they are aware that the basis of promotion give more weight to merit. It cannot be refuted that there are the negative aspect to promote by 'merit' alone. Such a policy can give rise to the dissatisfaction of the senior officers in the Service. A direct effect can be visualised in the sense that the experience accumulated by the 'senior' personnels is not being utilised for if their merit standing is found wanting, or not up to standard, then he is not being promoted. Nevertheless, I feel that the positive aspects of promotion by merit outweigh the negative aspects toward realising the goals of the organisation. It should be remembered that promotion by merit give no discrimination between senior and 'young' officers in the Service. It should be realised that to attain a compromising position between the senior and the 'merituous' officers, then merit should not be the only factor to be considered in promotion. The Promotion Board give 3 factors as being basis of promotion: merit, experience and seniority. Theoretically, the allocation of marks to each of the factors⁴ is as follows:-

i	merit	-	10	marks
ii	experience	-	5	marks
iii	seniority	-	5	marks
	Total		20/20	marks

Hence I recommend that the marking system should be renovated to:-

i	merit	-	15	marks
ii	seniority	-	10	marks
iii	experience	-	5	marks
iv	qualification	-	5	marks
	Total		35/35	marks

³One of the selectors is referred to the State Secretary who is the head of the Service in general and so is deemed to be the one to write the Confidential Report on the various heads of departments or offices; like the Settlement Collector, District Officers, State Treasurer, and other T.C.S. officers who are acting in capacity as head of State departments or offices.

⁴It should be notably realised that the factor 'qualification' is not included.

The inclusion of the fourth factor can raise the morale of the officers who has high⁵ academic qualification. Officers are also motivated to attain higher academic qualification so as to increase their chances of promotion.

To enhance the impartiality in the selection of officers for promotion, it is desirable that the members of the Promotion Board be those from 'outside' the Service. Impartiality in the Board is important for if the Board do not put the principles of promotion into practice, then the Service will suffer from undesirable effects---direct and indirect. Its effect appear to be direct in the sense that officers promoted are 'ill fitted' for the post, and the indirect effect appears in the clamour of dissatisfaction noises among certain sections of the officers⁶. Out of the dissatisfied group, majority are those with degrees. Some are induced to leave the Service and this represent a brain-drain if they leave to join the Service in other States.

With respect to merit evaluation, it would be more desirable to change from the Confidential Report form to that of Performance Report. This could introduce a certain degree of subjectivity in the writing of the report by the heads of state departments or offices on their subordinates. Officers in the Service would be more contented being in the Service if they know that the opportunities for advancement are available, and in which discrimination is not prevalent. Thus the grading of the Performance Report should be divided into two:-

- (i) fit for promotion
- or (ii) not yet fit for promotion

There should not be such category as 'unfit for promotion' if an officer is put under this category, then this may affect the morale of the officer concerned who will not be motivated at all in the performance of his task or job.

Another personnel policy that is important in the T.C.S. relate to training aspect. Training is as essential in determining the quality of the officers in the Service. Presently, the locally existing institutional training programmes are made available at the

⁵High qualification refer to the possession of degrees and higher academic qualification.

⁶Among the 1972 officers, 40 per cent indicated that they are dissatisfied with the Service with regard to the Promotional aspects.

Staff Training Centre. On the other hand, overseas training for the T.C.S. officers is very limited. The allocation of State Scholarship for training T.C.S. officers overseas is limited. This means that there is too much dependence on the Sponsorship of other countries or organisations. This heavy dependence on others toward the training of the Service own officers is defective, for then only a small percentage of the officers can go for overseas training. The low number of officers trained overseas is also due to the inefficient selection policy of candidates by the State Secretariat; most of the officers put forward were rejected sometime at the FEO's⁷ 'stage' not to mention the Sponsor 'stage'. Hence there is the need for a future policy in selection to be diverted to an 'intelligent'⁸ one. This implies that the officer should be sent for training in courses which is deemed appropriate to their present jobs or future posts in such a way that they can mobilize the benefits reaped from the training thereby improving their efficiency. There is, thus, the essentiality of modifying the present system in which the Assistant State Secretary (who is in charge of 'Service' aspect) selects the T.C.S. officers to go for training. He, being an 'inside' man, is not usually impartial in his selection. This means that at times officers who should go for training are not selected by the A.S.S. while those who should not go for training are selected. The choice of selecting officers to go for irrelevant⁹ training benefits neither the officers concerned nor the Service in general. This leads to a suggestion that an 'outside body' should be the one to deal with the training matters in the Service. As training is also indirectly related to promotion this training aspect could be undertaken by the 'renovated'¹⁰ Promotion Board. This means that the officer who is to be promoted could be sent for training course to equip him in the fulfillment of future duties and responsibilities. Thus relevant¹¹

⁷FEO refers to the Federal Establishment Office or now known as the Public Services Department.

⁸The selection should be 'intelligent' in the sense that the officers selected to go for training should be the ones who can reap the benefits from it; the training should be able to help them to perform their tasks or future responsibilities more efficiently.

⁹Irrelevant training refers to training which is not at all related to the work task performed by the officers concerned or future tasks to be performed by them.

¹⁰The Promotion Board which should constitute members from 'outside' the Service.

¹¹Relevant training refers to training which is appropriate to the post of the officer and which can enable him to perform his post with greater efficiency.

training courses given to the officers in the Service could aid in enhancing the quality, and thus the efficiency, of the officers.

1. Efficiency is fundamentally important as a guide to administration of recruitment policy, promotion policy, training policy and a host of other personnel administration policy. Thus to improve efficiency in the T.C.S., the personnel policies should be design toward such an objective. A 'good' recruitment policy is essential for it determine what type of personnels are recruited into the Service. A sound promotion policy is a positive step toward effecting an efficient organisation. Training policy should be directed toward uplifting the calibre of the officers in the Service and hence relevant training is greatly emphasised. Hence the in personnel policies potray the important position held by personnels in the manning of the organisation. As Professor Stahl points out, "...the inculcation of morale, of that spirit, that state of mind, which expresses itself in loyalty, enthusiasm, co-operation, pride in the Service, and devotion to duty, is the end of the whole personnel system...."¹². OF PUBLIC ADMINISTRATION, Volume XV, No. 1, 1953.

7. FLANAGAN, Improving Personnel Selection, Public Personnel Review, Vol. 14, No. 3., 1953.

8. JUCIUS, MICHAEL, Personnel Management, 4th ed., Harwood, Richard D. Irwin, Inc., 1953.

¹²Stahl, op cit., p. 246.

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PENGERUSI,
 JEMAHAN TEMU-JUJUA,
 SURUHAJAYA PERKHIDMATAN NEGARA,
 TRINGGANU.

Tuan,

Adalah di-mohonkan in-itu berkaitan dengan Fail S.N.P.
 berkenaan dengan mengenai

jawatan _____ yang kosong masa ini
 di-Pejabat _____
 maka kedudukan penapisan permintaan2 jawatan itu, ada-lah bagi-masa
 di-bawah ini:-

Jumlah Penerima2 semua-nya	orang
Penerima yang tidak cukup kelayakan menurut kehendak i'kian	"
Penerima2 yang di-ty-lah untuk di-tempo-kuhi	"
2. Sisa Jumlah Penerima	
3. Yang desak2 di-ty-lah bagi penjawatan Jema'ah Temu-Jujua	

Tanda-tangan atas2 Jema'ah Penerima

(Pengerusi)

(Add)

APPENDIX I

PEJABAT SUROHANJAYA PERKHIDMATAN,
NEGERI TRENGGANU.

SHARAT (19) PERATORAN2 SUROHANJAYA PERKHIDMATAN
NEGERI

LAPORAN JEMA'AH PENAPIS BAGI JAWATAN _____
DI-PEJABAT _____

FAIL S.N. T. _____

TARIKH PERMINTAAN MENGISI
KEKOSONGAN _____

TARIKH KELUAR
I'KLAN _____

TARIKH LAPORAN JEMA'AH
PENAPIS _____

PENGERUSI,
JEMA'AH TEMU-DUGA,
SUROHANJAYA PERKHIDMATAN NEGERI,
TRENGGANU.

Tuan,

Ada-lah di-ma'alumkan ia-itu berkenaan dengan Fail S.N.T.
berkenaan dengan mengisi _____

jawatan _____ yang kosong masa ini
di-Pejabat _____

maka kedudukan penapisan permintaan2 jawatan itu, ada-lah bagai-mana
di-bawah ini:-

Jumlah Pemohon2 semua-nya ... orang

Pemohon yang tidak cukup
kelayakan menurut kehendak
i'klan ... "

Pemohon2 yang di-pilih
untuk di-temu-duga ... "

2. Shor Jumaah Penapis _____

3. Yang demikian di-angkat bagi perjalanan Jema'ah Temu-duga.

Tanda-tangan ahli2 Jema'ah Penapis

.....
(Pengerusi)

.....
(Ahli)

Di-pilih

APPENDIX III

PEJABAT SUROHANJAYA PERKHIDMATAN
NEGERI, TRENGGANU.

SHARAT (22) PERATORAN2 SUROHANJAYA PERKHIDMATAN
NEGERI

PENGERUSI,
SUROHANJAYA PERKHIDMATAN NEGERI,
TRENGGANU.

Ditawar sebagai reserve selama
enam bulan daripada tarikh _____

Tuan,

(a) LAPORAN PERSIDANGAN JEMA'AH TEMU-DUGA BAGI JAWATAN _____
DI-PEJABAT _____

FAIL S.N.T. _____

TARIKH LAPORAN JEMA'AH PENAPIS _____

TARIKH LAPORAN JEMA'AH TEMU-DUGA _____

Laporan dan shor Jema'ah Penapis di-sertakan bersama ini.

Ada-lah di'alumkan ia-itu berkenaan dengan Fail S.N.T. _____

berkenaan dengan mengisi _____

Jawatan _____ yang kosong masa ini di-Pejabat
_____, maka _____ chalun2 yang ada
chukup kelayakan menurut kahendak2 iklan telah di-temu-duga ia-itu:-

- (1) _____ chalun di- _____
- (2) _____ chalun di- _____
- (3) _____ chalun di- _____
- (4) _____ chalun di- _____
- (5) _____ chalun di- _____
- (6) _____ chalun di- _____

2. (b) SHOR JEMAAH TEMU-DUGU.

Daripada jumlah _____ chalun yang di-temu-duga,
Jema'ah memilih mereka2 yang di-nyatakan nama, kad pengenalan dan
alamat-nya di-bawah ini untuk mengisi _____ jawatan yang kosong
itu. Begitu jua di-nyatakan nama, kad pengenalan dan alamat-nya bagi
chalun2 yang di-pilih sebagai "reserve".

APPENDIX IV

SENARAI PEGAWAI2 TADBIR NEGERI TRENGGANU - 1969

Bil.	1 Nama	2 Pemangku Jawatan	3 Gaji Pada 1.1.1969 Sabulan	4 Tarikh Lahir	5 Tarikh mula2 Ber- jawatan	6 Tarikh Dilantik Kepada P.T.N.	7 Tarikh Di-Tetap dalam Jawatan	8 Tarikh Kenaik- kan Kapada Kelas	9 Tarikh Kenaik- kan Gaji	10 Tarikh Penoh Gaji Dalam Kelas Sekarang	11 Tarikh Memegang Jawatan Sekarang	Kenyataan
1.	Dato' Setia Wangsa, SMT., PJK (Enche Abdul Aziz bin Mohd. Kassin) (Kelas H)	-	1,360	3.7.1911	1.1.1936	1.4.39	-	1.10.67	-	-	-	Chuti bersara
2.	Enche Mustaffa bin Abdul Jamal, PJK (Kelas IA)	-	1,254	2.2.1914	1.4.1936	1.8.48	1.8.51	1.6.66	-	-	-	Chuti bersara
3.	Dato' Aria Negara, SMT., PJK (Haji Bachik bin Abdul Jalal) (Kelas IA)	Pegawai Wang Negeri (Tingkatan Tertinggi 'H')	1,254	12.12.1914	1.7.1936	1.8.48	1.8.51	-	-	1.12.65	15.1.69	Pemangku
4.	Enche Mohd. Amin bin Abdullah, PJK (Kelas IB)	Pegawai Daerah, Kuala Trengganu- IA	1,196	18.2.1918	20.5.1939	1.8.48	1.8.51	1.1.64	-	-	1.6.69	Pemangku IA
5.	Enche Abu Johan bin Mohd. Johar, PJK-IB	Pesuruhanjaya Hal Ehwal Ugama - IA	1,162	192020	16.4.1947	22.8.48	7.4.52	1.5.66	1.5	-	1.6.69	Pemangku IA
6.	Haji Badaruddin bin Haji Abdul Rais, PJK - IB	Pen. Setiausaha Kerajaan 'A' dan Pen. SUK. 'B' - IB	1,162	1.10.1917	1.7.1938	1.6.50	1.5.55	1.5.65	1.5	-	10.8.68 7.2.69	FSU 'B' Pemangku IA
7.	Tengku Lela Segara, DPMT, PJK. (Tengku Hassan bin Tengku Lela)	Setiausaha Kera- jaan (Staff Tingkatan Tinggi F)	1,162	27.6.1918	18.1.1938	1.8.48	1.11.56	1.5.66	1.5	-	25.6.67	Pemangku
8.	Wan Khalid bin Nong, PJK. - IB	Pegawai Daerah, Besut. (Kelas IB)	1,162	9.6.1933	1.7.1954	1.7.54	1.11.57	1.5.66	1.5	-	1.5.66	
9.	Enche Abdul Rahman bin Nasir, PJK - IB	Pegawai Daerah, Ulu Trengganu (Kelas IB)	1,128	2.8.1937	28.4.1956	1.8.57	1.11.59	27.3.67	1.4	-	1.5.66	
10.	Enche Hashim bin Sulaiman, PJK - IB	Pegawai Daerah, Kemaman (Kelas IB)	1,128	6.3.1935	16.1.1954	1.7.54	1.11.60	13.9.67	1.10	-	10.7.67	
11.	Wan Mohamed bin Muda PJK	-	818	18.12.1938	28.1.1956	20.6.56	1.11.60	-	1.2	-	-	Sedang menuntut ilmu Undang2 di U.K.
12.	Wan Nik bin Ismail, PJK	Pegawai Daerah, Dungun Kelas IB	902	10.5.1933	1.12.1959	1.12.59	1.12.60	-	1.3	-	10.8.68	Pemangku
13.	Wan Mohd. Noor bin Endut, PJK	Yang Di-Pertua, Majlis Bandaran, Kuala Trengganu, Kelas - IB	818	13.2.1931	14.5.1960	14.5.60	1.6.61	-	1.3	-	1.1.69	Pemangku

Bil.	Bil.	Nama	Jawatan	Gaji Pada 1.1.1969 Sabulan	Tarikh Lahir	Tarikh mulai Ber-jawatan	Tarikh Dilantik Kepada P.T.N.	Tarikh Di-Tetap dalam Jawatan	Tarikh Kenaikan Kepada	Tarikh Kenaikan Gaji	Tarikh Penoh Gaji Dalam Kelas Sekarang	Tarikh Memegang Jawatan Sekarang	Kenyataan
28.	14.	YAM. Tengku Sri Indera Raja, DK., PJK.	Settlement Collector & Tim. P.T.G. Trengganu - I8.	818	28.4.1933	28.3.1955	20.10.57	1.5.62	-	1.1.	-	18.8.65	Pemangku S.C.T. 1.6.69
29.	15.	Enche Omar bin Pilus, PJK.	Pegawai Daerah, Marang. Division I.	774	10.6.1937	20.6.1956	20.6.56	1.10.62	-	1.3.	-	10.7.67	
30.	16.	Enche Abdul Karim bin Haji Khalid, PJK.	Bendahari Negeri, Division I.	660	7.3.1935	2.2.1955	1.5.62	1.5.63	-	1.5.	-	1.5.66	
31.	17.	Tengku Abdul Jalil bin Omar, PJK.	Pen. Pegawai Daerah I, Ulu Trengganu.	632	1.5.1935	1.7.1956	1.5.62	1.5.64	-	1.5.	-	6.7.68	
32.	18.	Enche Mohd. Salleh bin Ismail, PJK.	Pen. Pegawai Daerah I Dungun.	632	25.12.1936	20.5.1954	2.5.62	1.5.64	-	1.5.	-	3.5.66	
33.	19.	Wan Salleh bin Mahmood, PJK.	Ketua Pen. Pegawai Daerah, Kuala Trengganu, Division I.	660	12.3.1931	1.3.1952	1.3.63	1.5.64	-	1.5.	-	1.1.69	Pemangku
34.	20.	Tengku Hussin bin Tengku Wira, PJK.	Pen. Pegawai Daerah I, Besut, Division I	632	8.8.1933	1.8.1953	1.3.63	1.5.64	-	1.5.	-	6.7.68	
35.	21.	Syed Omar bin Mohamed.	Pen. Pegawai Daerah I, Kuala Trengganu.	632	14.4.1936	2.2.1954	1.9.63	1.9.64	-	1.9.	-	1.5.66	
36.	22.	Enche Ariffin bin Zakaria.	Pen. Pegawai Daerah I, Kemaman.	632	4.7.1935	2.2.1955	1.9.63	1.9.64	-	1.9.	-	10.7.67	
37.	23.	Wan Hassan bin Haji Ibrahim	Pen. Pegawai D Daerah II, Dungun.	604	13.3.1932	1.1.1958	1.1.58	1.11.64	-	1.11	-	1.5.66	
38.	24.	Enche Mustaffa bin Muda Abu Bakar.	Pen. Pegawai Daerah II, Kemaman.	604	23.1.1934	14.5.1955	1.5.62	1.11.64	-	1.5.	-	1.5.66	
39.	25.	Enche Abdul Aziz bin Mohamed.	Pen. Pegawai Daerah II, Kemaman.	576	12.12.1942	1.1.1962	1.1.62	1.1.65	-	1.1.	-	-	Pinjam ka-Judicial.
40.	26.	Wan Abdul Manan bin Chik, PJK.	Setia Usaha kepada Menteri Besar.	604	27.3.1931	15.1.1957	1.3.63	1.5.65	-	1.5.	-	11.4.63	
41.	27.	Enche Khalid bin Awang	Pen. Pegawai Daerah II, Besut	604	5.9.1934	1.6.1952	1.9.63	1.5.65	-	1.5	-	1.5.66	

1	2	3	4	5	6	7	8	9	10	11		
Bil.	Nama	Jawatan	Gaji Pada 1.1.1969 Sabulan	Tarikh Lahir	Tarikh mulai Berjawatan	Tarikh Dilantik Kepada P.T.N.	Tarikh Di-Tetap dalam Jawatan	Tarikh Kenaikan Kepada	Tarikh Kenaikan Gaji	Tarikh Penoh Gaji Dalam Kelas Sekarang	Tarikh Memegang Jawatan Sekarang	Kenyataan
28.	Enche Mohd. Jamil bin Haji Abdul Rahman	Timbalan Penolong Pegawai Daerah, Dungun.	430	30.4.1935	9.7.1956	14.10.64	1.11.65	-	1.11.	-	1.5.66	
29.	Enche Omar bin Khalid	Penolong Pegawai Daerah, Kuala Trengganu, II.	688	29.3.1931	16.4.1951	1.11.64	1.11.65	-	1.11.	-	2.1.69	
30.	Enche Abdullah bin Haji Harun	Penolong Pegawai Daerah III, Besut.	410	27.8.1928	1.12.1955	1.9.63	1.6.66	-	1.6.	-	1.5.66	
31.	Enche Abdul Rahman bin Taib	Pen. Pegawai Daerah II, Ulu Trengganu	450	4.7.1932	12.6.1954	1.10.64	1.6.66	-	1.6.	-	1.5.66	
32.	Wan Endut bin Mahmood	Penolong Setia Usaha Kerajaan 'C' -	604	14.7.1933	1.9.1955	22.8.65	1.9.66	-	1.9.	-	6.7.68	Pangku
33.	Enche Muda bin Yusoff	S/Usaha/Pegawai Kerja, PMIN. Trengganu.	576	10.7.1936	16.1.1964	16.1.64	1.2.67	-	1.11.	-	6.7.68	
34.	Enche Abu Bakar bin Daud	Penolong Pegawai Daerah, Marang.	604	11.6.1936	16.6.1957	6.1.66	1.5.67	-	-	-	12.1.69	
35.	Enche Abdullah bin Embong	Penolong Pegawai Daerah III, Kuala Trengganu.	470	20.9.1942	1.2.1966	1.2.66	-	-	1.2.	-	6.7.68	
36.	Enche Mohamed bin Ali	Penolong Setia Usaha Kerajaan 'D'	450	6.11.1937	1.2.1967	1.2.67	-	-	1.2.	-	1.2.67	
37.	Enche Ibrahim Sapii bin Mohamed	Penolong Setia Usaha Kerajaan 'E'	450	16.7.1943	1.5.1967	1.5.67	-	-	1.5.	-	1.5.67	
38.	Enche Zahid bin Muda	Timbalan Penolong Pegawai Daerah, Besut.	430	18.1.1934	2.2.1955	1.6.67	1.12.68	-	1.12	-	10.6.67	
39.	Enche Mohd. Azhar bin Othman	Penolong Pegawai Daerah, Kuala Trengganu IV.	330	10.5.1939	10.5.1959	1.6.67	-	-	1.6.	-	12.1.69	
40.	Wan Abdul Razak bin Ismail	Tim. Penolong Pegawai Daerah, Kemaman.	576	5.8.1942	10.4.1968	10.4.68	-	-	1.5.	-	12.1.69	
41.	Enche Mohd. Ibrahim bin Haji Mohamad	Tim. Penolong Pegawai Daerah, Kuala Trengganu.	430	20.4.1944	10.4.1958	10.4.68	-	-	1.5.	-	6.7.68	

APPENDIX V

(Gen. 315)
(Rev. 10/55)

FEDERATION OF MALAYA

ANNUAL CONFIDENTIAL REPORT
(General Purposes Form)

- I. 1. Name
2. Staff No. (a) F.E.O.
(b) Departmental
3. Date of birth 4. Date of first Appointment...
5. Present appointment:
(a) Date (b) Designation
..... (c) Salaryp.m.
(d) Incremental date
(If on maximum, when did he reach
the maximum)
6. (i) Qualifications on appointment:
(a) Academic
(b) Professional/Technical
- (ii) (a) Academic, professional or technical qualifi-
cations, or proficiency in languages acquired
during the past year
- (b) Special courses of instruction taken during
the past year
- (c) Any talks or papers submitted on technical
or scientific subjects during the past year;
if so, on what subject
7. Qualifications obtained since appointment
8. Period covered by report: from.....to.....

II.1. Detailed description of present duties:

-
.....
2. How long has he/she been known to reporting officer
.....
3. Has the reporting officer been in close contact
with his/her work
-

III. - Performance in present grade during the period under review-

(Insert X in appropriate column - if no opportunity has been given to test performance, leave blank and note in Remarks)

	A Outstanding	B above average	C Satisfactory	D Unsatis- factory	REMARKS (A note must be made if the X is in A or D)
1. Judgement and Initiative (Means a capacity to sift facts and arrive at conclusions. It includes a sense of proportion in applying instructions. Initiative means have the capacity and courage to lead when direction is required)					
2. Output of work. (Should be assessed objectively. No allowance should be made for age, disability or temperament, but a marginal note should indicate when these are relevant facts)					
3. Attention to detail					
4. Technical or Professional ability. (Not applicable to Clerical appointments)					
5. Power of taking responsibility. (Acceptance of responsibility readily in all circumstances and with full appreciation of issues at stake)					
6. Ability to organise and delegate (Capacity to produce good team work and reasonable output combined with exercise of fairness and justice in dealing with individuals)					
7. Address and tact.					
8. Power of Expression Written. (As 9 below)					
9. Power of Expression, Oral. (Ability to state a case with clarity and precision and with objective consideration of the relevant facts)					
10. Knowledge of the rules and regulations pertaining to the work of his/her Department.					

Suitability for promotion, insert "X" in appropriate box

Suitable out of normal turn	Suitable in normal turn	Not yet suitable	Unsuitable
1) Pegawai yang di-pertimbangkan			
a) Nama			
b) Pangkat/Jabatan			

2) GENERAL REMARKS:- (The reporting officer should write herein a note of, if possible, not less than 30 words in length, stating his appraisal of the officer reported on, and mention any special aptitudes, knowledge and skill the latter may possess).

.....

3) Tarikh kenaikan pangkat di-sarankan dan sebabnya
 Signature.....
 Date.....
 4) (a) Adakah kenaikan ini
 Appointment.....
 ada bagi nama serta tingkatan pegawai yang di-laporkan

IV. - Remarks by countersigning officer, who, if he does not agree with the markings in Part III, should alter them in red ink.

.....

5) If the officer reported on is considered unsuitable for promotion, written intimation must be given to the officer by the Head of the Department who will indicate below that this has been done. The officer reported on must then be given an opportunity to submit his observations.

6) The contents of this report HAVE/HAVE NOT been communicated to the officer reported on.

Signature.....
 Date.....
 Appointment.....

Tarikh
 Nama Pejabat

APPENDIX VI

BORANG NAIK PANGKAT

JABATAN

- 1) Pegawai yang di-perakukan.
 - a) Nama
 - b) Tingkatan/Gaji Pokok
 - c) Jawatan Sekarang
 - d) Pejabat Sekarang
 - 2) Jawatan Kosong.
 - a) Nama dan Tingkatan jawatan
 - b) Tarikh dan sebab kosong (jika jawatan baru, beri tarikh mula di-pangku).....
 - c) Di-pejabat mana
 - 3) Tarikh kenaikan pangkat di-shorkan dan sebab-nya
 - 4) (a) Adakah kenaikan ini akan melibatkan langkah melangkah (Jika ada beri nama serta tingkatan pegawai yang di-langkah mengikut susunan dalam buku senarai pegawai2 dan juga beri alamat mereka sekarang).....
 - (b) Beri sebab langkah melangkah berlaku/sebab tiada berlaku
- 5) Laporan sulit khas pegawai yang di-peraku-kan
 - 6) Salinan penyata perkhidmatan pegawai yang berkenaan
 - 7) Lain2 perkara

Tarikh

.....
Ketua Pejabat

APPENDIX VII

LIST OF NAMES OF OFFICERS WHO APPLIED TO FOLLOW COURSES, 1971

Name of Officer	Name of Course	Place	Date and Time	Sponsor
1. Mohd. Salleh bin Ismail	(i) Land administration in Developing Countries	University of Cambridge	9 months (Oct. 1971)	Colombo Plan
(Assistant Director of Land and Mines)	(ii) Course in Diploma in Public Administration	University of Malaya	1 academic year	Malaysian Government
2. Mohd. Azahar Othman (A.D.O., Kuala Trengganu)	(i) Junior Course in Public Administration	Carleton University Canada	9 months (Sept. 1971)	Colombo Plan
3. Tengku Hussein	(i) Junior Course in Public Administration	Carleton University	9 months (Sept. 1971)	Colombo Plan
	(ii) Land Administration in Developing Countries	University of Cambridge	9 months (Oct. 1971)	Colombo Plan

5. What are the training courses (and year) you have attended locally at the Staff Training Centre, Petaling Jaya.

APPENDIX IX

SAMPLE OF THE QUESTIONNAIRE SENT TO THE T.C.S. OFFICERS

Name of Courses Attended	Year

1. What is your highest qualification?

S.C. or (M.C.E.)	
Below S.C. (or MCE)	
H.S.C.	
Degree	

2. Are you recruited under Scheme 'A'?

Name of Courses Attended	Year
Yes	
No	

3. Are you recruited from service branch? Have you served in the public service before applying for the T.C.S.?

Yes	
No	

4. Do you think that our recruitment system need modification?

Yes	
No	

5. What are the training courses (and year) you have attended locally at the Staff Training Centre, Petaling Jaya.

Name of Courses Attended	Year
1.	
2.	
3.	
4.	
5.	
6.	
7.	

6. What are the training course (and year when course was attended) you have attended overseas?

Name of Course Attended	Year
1.	
2.	
3.	
4.	
5.	
6.	
7.	

7. Do you know the basis of promotion in the T.C.S.?

Yes	
No	
Could not be bothered	

8. What is your scope of promotion in the T.C.S.?

Limited	
Wide	
Unpredictable	

footing with the A.D.S. (or M.C.S.) officers?

Yes	
No	
Not sure	

10. Have any disciplinary action been taken against you?

Yes	
No	

11. Are you satisfied in your post? If not, Why?

Yes	
No	

(i)

(ii)

(iii)

(iv)

(v)

(vi)

APPENDIX X

LIST OF OFFICERS IN THE T.C.S. INTERVIEWED

1. Enche Abu Johan b. Mohd. Johar,
Settlement Collector, Trengganu.
2. Enche Abdul Rahman Nagir, SMT, PJK,
Head of Assistant State Secretary, Trengganu.
3. Y.B.M. Tengku Abdul Jahil b. Omar, SMT., PJK,
Assistant State Secretary (Service)
4. Wan Endut b. Mahmood, PJK,
Assistant State Secretary (Local Government)
5. Syed Ahmad b. Hussain,
Secretary to the State Service Commission
6. Enche Mohammed b. Endut,
Assistant State Secretary (Economy I)
7. Enche Alias bin Mohamed,
Assistant State Secretary (Economy II)