#### COORDINATION WITHIN THE

#### MINISTRY OF LABOUR

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#### INTRODUCTION

Public administration in Malaysia has been in existence for more than fifty years now. Prior to Independence, public administration was solely for the purpose of serving the interests and needs of the British with very little emphasis given to the needs of the country. With Independence and with the many social, economic and politination in terms of policy making process and P cal changes that have taken place, public administration process to progresse implementation, and to suggest mensu began to acquire a new perspective in an independent nation. by which bases for effective operdination could be It has been and continues to be geared towards serving the of policy and achievement of objectives - hence a better up with the aspirations of the people and the demands of modernization, public administration needs to be constantly This study purposely excludes the Departments of improved, and one of the ways of making public administra-Labour, Saravak and Sabah for the simple reason that they tion more efficient and effective is by conducting studies are both physically far separated from the Ministry Secreand empirical research on all aspects of administration. tariat, and consequent to this it has not been possible to An important aspect of it is coordination, and this study carry out personal interviews. which involves observation and analysis of coordinative efforts within the Ministry of Labour is aimed at making administration more efficient and effective for the Ministry.

Much of what is written in the pages to follow has been derived more from personal experience for a little over two years at the Ministry. However, apart from

what is to be mentioned in Chapter III, there has been a number of changes in the staff either through postings or as a result of retirement. There was therefore a necessity to conduct interviews with a number of officers including the Minister.

#### PURPOSE OF STUDY

nation in terms of policy making process and relating this process to programme implementation, and to suggest measures by which bases for effective coordination could be established for the purpose of efficient and effective execution of policy and achievement of objectives - hence a better administration for the Ministry of Labour.

This study purposely excludes the Departments of Labour, Sarawak and Sabah for the simple reason that they are both physically far separated from the Ministry Secretariat, and consequent to this it has not been possible to carry out personal interviews.

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been derived in many ways but to take the simplest (and

meaningful at the same time), administration is "the process

are accomplishing work through organized group offeres/

#### CHAPTER II

#### COORDINATION IN GENERAL

vities of administration. However small an organization is, the need for coordination is ever present. In a big organization with many divisions or departments within it, each dealing with a certain important aspect of the organization but all working for the overall objectives of the organization, the need for coordination is imperative. No organization could afford to carry out its programmes and activities in uncoordinated and unintegrated manner. It would lead to wasteful use of resources, both human and capital and, where resources are scarce, their efficient and effective use is vital to the success of the organization.

Just what is coordination, what are its elements and under what circumstances coordination is desirable and necessary? Before an attempt is made to define coordination it is worth looking at what administration is in the first place, since coordination is one of the most important activities of administration. Administration has been defined in many ways but to take the simplest (and meaningful at the same time), administration is "the process of accomplishing work through organized group efforts/ actions for the purpose of achieving the desired

objective(s)."1 The fact of accomplishing work through organized group actions means that there is a necessity to integrate individual actions in order to achieve the desired objective. While the integration of individual actions is a necessary percusory to effective accomplishment of objective, control over individual actions requires simultaneous attention. Sometimes it is very difficult to distinguish between coordination and control although there is a subtle difference. Briefly, coordination is the process of integrating actions while control is the process of directing or regulating actions. Despite this distinction however, both are often spoken of as being integral rather than separate activities, for the purpose of coordination and control is the same, i.e. to ensure that weeke in any group actions, the objective of such actions is achieved. It must be pointed out, however, that where an individual is performing a specific task in isolation, i.e. not within any organization, the element of coordination does not arise but the need for control may exist.

Lecture notes on "Departmental Coordination" by Enche Elyas Omar. Enche Elyas explained that he quoted the above definition from an authoritative source but has quite forgotten the author, tha name of the book, its publisher and the year of publication.

In the light of the preceeding paragraph, it is appropriate now to define what coordination is. Coordination may be defined as "the activity which combines and integrates functions or actions towards the achievement of a desired goal." In an organization, in particular where there exist a number of sections or departments, not only is coordination desirable and necessary but there is also a need for individual(s) charged with the responsibility of coordinating departmental actions in order to ensure effective and meaningful combination and integration of individual departmental actions or functions - to achieve the desired objective(s) of the organization. In the case of the Ministry of Labour which has four departments under it, each responsible for a distinct professional functions, coordination is highly desirable and necessary to ensure harmony of individual departmental operations aimed at the achievement of the overall objectives of the Ministry.

Lecture notes on "Departmental Coordination" by Enche Elyas Omar. Enche Elyas explained that the quotation is cited from an authoritative source but he could not recall the source.

Herbert A. Simon, in his "Administrative Behavior" speaks of coordination as "a process of informing each as to the planned behaviour of the others". p 72. He adds that "coordination is aimed at the adoption by all the members of the group of the same decision, or more precisely of mutually consistent decisions in combination attaining the established goal." p 139. Herbert A. Simon, "Administrative Behavior", The Free Press, New York, 1968.

Fundementally, coordination has two dimensions, namely vertical and horizzontal. Vertical coordination refers to the activity of the administrator of the organization, combining and integrating individual/group actions/ functions of subordinates down the hierarchy. This involves the downflow of giudelines, instructions, directions, procedures, rules and regulations and division and sub-division of areas of responsibilities and functions upon which subordinates base their decision and line of action. Horizontal coordination refers to the activity of combining and integrating individual departmental activities which will harmonise with the overall objectives of the organization. In a Ministry with three or four departments under it, horizontal coordination involves the Permanent Secretary of the Ministry combining and integrating the work of individual heads of departments. The Secretary may, but usually does, delegate to his immediate subordinate in the Secretariat the responsibility for coordination of departmental activities.

For coordination, both vertical and horizontal, to take place certain essential elements need to exist. These include understanding of the objectives, rules, functions and activities of the organization - objectives, functions and programmes by the middle-level management and above, and programmes, activities and tasks by the lower level management. There ought to be good and efficient

upflow of information, either formally or informally.

Above all, to facilitate the smooth functioning of the above elements there should be a rational organizational structure so as to minimise or avoid complication or duplicity.

making process by allowing for easy communication from the top and accurate and sufficiently fast feedback of information from below.

These changes also underlie the need to improve on the previously unsatisfactory departmental arrangements which led to confusion and overlapping of functions and rese possibilities, resulting in uncoordinated departmental acti-

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of the Department of Labour and Industrial Relations, point

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#### ORGANIZATIONAL STRUCTURE OF THE MINISTRY

The organizational structure of the Ministry of Labour has undergone substantial changes, particularly during the recent period. These change have come about as a result of increasing complexity of departmental activities and consequent upon the need to assign specialised functions to appropriate departments.

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In particular, the establishment of the Manpower Department in May, 1969, incorporating the Central Apprenticeship Board (now renamed Training Service) and the Employment Service of the Department of Labour and Industrial Relations, point to the fact that basically training for skill for the un-

employed by the Training Service and subsequent emplacement by the Employment Service are part of thes same continuous process (concerned with "unemplyed labour") which is entirely different from the functions of the Department of Labour and Industrial Relations which deals with "employed labour" as such. Because Training Service and Employment Service are complementary, and their being placed under one department facilitates effective horizontal coordination, it was logical that these two sections were incorporated (with the newly-created Labour Market Information Service) under one department, and that the Employment Service was detached from the Department of Labour and Undustrial Re-lations.

Apart from this major change in terms of reorganization, there is another notable feature that has taken place within department. This was the establishment of the Industrial Health Unit in February, 1968, within the Department of Machinery. The establishment of this Unit, together with the introduction of the new Factories and Machinery Act, 1967, point to the need for effective supervision and regulation of dangers enamating of likely to enemate from industrial establishments. The rapid industrial development that has taken place and will be taking place in the country necessitated the establishment of this Unit and the introduction of the Act to protect the safety and

health of the workers and the public at large.

Today, the Ministry of Labour has under it four departments in West Malaysia viz, the Department of Labour and Industrial Relations, the Registry of Trade Unions, the Department of Machinery and the Manpower Department. The present organizational structure of the Ministry is at Table 2.

(Table 1), the present (Table 2) and the proposed (Table 3) organizational structures of the Ministry of Labour. Table 1 illustrates the unsatisfactory division of functions with, for example, the Employment Service still forming part of the Department of Labour and Industrial Relations, and the Central Apprenticeship Board existing as a separate entity.

taken place. At this juncture, it is worth looking at Table 1 and Table 2 in respect of the Department of Labour and Industrial Relations. This Department has long been placed under dual heads, each responsible for labour matters and industrial relations matters respectively. While these two subject-matters are quite related i.e. concerned with employed labour, in terms of area of responsibility a clear line of distinction needs to be drawn. Labour matters are largely governed by their enabling legislations, distinct

from enabling legislations governing industrial relations
matters. A move towards separating this Department into
two distinct departments: Department of Labour and Department of Industrial Relations, is underway, together with the
process of integration of the whole Ministry.

The process of integration has been thought of and undertaken in accordance with the principles set out in General Circular No. 4 of 1959. Apart from the need for more effective coordination between and within departments in carrying out the programmes of the Ministry, which has been made possible to a great extent by reorganization, integration serves to further strengthen the basis for coordination. Integration "involves the separation of the purely administrative, financial and service matters from the technical or professional aspects of the Departments so that the professional officers may devote their whole energies and endeavours to the more effective performance of their duties, while the Ministry Secretariat, staffed with officers experienced and competent in administrative, service and financial matters would provide them with such service. This would ensure that sufficient attention is given to both administrative and professional matters and that there is greater coordination of efforts enabling the Ministry to

reorganization and integration is rationalization of structures and functions of the Departments and the Ministry Secretariat, it cannot be underemphasised that the need for a sound basis of goordination, horizontal as well as vertical, was foremost in mind when preparing the paper on integration, aimed at efficient and effective functioning of the Ministry as an entity within the totality of government machinery.

It has come to be repeated annually in the Ministry!

<sup>\*</sup>Ministry of Labour, "A Memorandum from the Ministry of Labour: Integration and Reorganization of the Ministry of Labour." p 3. Date: 1968? The underline (for emphasis) is mine.

employment and the welfare and the well-boing of the workers, maintaining industrial peace, festering the growth of fesponsible trade unions, caring for workers' safety and health, providing training for gainful employment in industry, assisting in every possible way to find employment for the unemployed and encouraging the migration of workers, skilled end unskilled from Kest Malaysia to Sabab. Or late, the Ministry has taken the responsibility of registering employed non-citizens and issuing work permits to them. This exercise has been made possible by the coming into force of the Employment (Restriction) Act, 1969.

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#### FUNCTION OF THE MINISTRY OF LABOUR

The function of the Ministry of Labour is an antithesis of the functions of the four departments under it. Of the four departments only one department, the Manpower Department is operating without any enabling legislation. The other departments' operations are governed by their respective enabling legislations. In other words, their functions are determined by the nature of the legislations they enforce. These include improving - through legislation and the existing machinery for negotiation - conditions of employment and the welfare and the well-being of the workers, maintaining industrial peace, fostering the growth of responsible trade unions, caring for workers' safety and health, providing training for gainful employment in industry, assisting in every possible way to find employment for the unemployed and encouraging the migration of workers, skilled and unskilled from West Malaysia to Sabah. Of late, the Ministry has taken the responsibility of registering employed non-citizens and issuing work permits to them. This exercise has been made possible by the coming into force of the Employment (Restriction) Act, 1969.

It has come to be repeated annually in the Ministry's Annual Reports that "the Ministry is responsible for advising

and is the executive arm of the Government in relation to the implementation of such policies." It is true that the Ministry is responsible for advising the Government on all policy matters, but the decision is made by the Cabinet.

The Minister of Labour will provide the background information and suggestions for the formulation of a policy or policies by the Cabinet.

pertaining to labour have always been made within the original framework of the Alliance Manifesto which is laid down before the electorate preceeding a General Elections. The Manifesto is formulated by a Sub-Committee on Labour within the Alliance Executive Committee. A broad line of policy is decided in regard to any aspect of labour matters. In the recent General Elections, for example, the Alliance propounded the policy on social security. This was some kind of promise to the electorate to earn votes. Once the Alliance was returned to power it proceeded with drafting the necessary legislation (as it is doing now) governing social security. The general policy on social security has already been agreed to by members of the Cabinet.

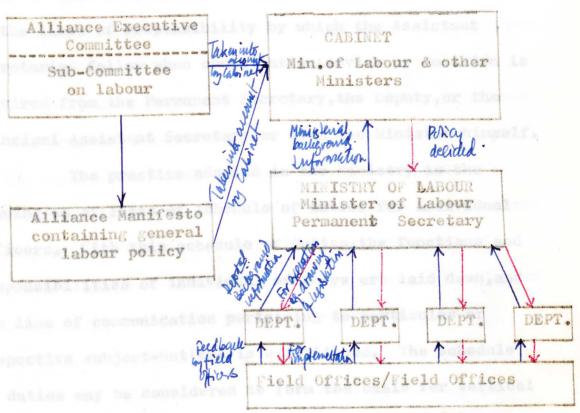
The decision of the Cabinet is passed on to the Minister responsible for labour, who will delegate to the staff responsible for drafting the necessary legislation.

In the enforcement of the legislations that programmes and activities of the departments are drawn up which will form the bases of Ministerial actions.

A simplified diagrammatic representation of the whole process is given below:

POLITICAL

ADMINISTRATIVE



On the basis of policies decided in respect of labour, industrial relations, trade unions, machinery, training and employment that the M<sup>1</sup>nistry Secretariat is responsible for coordinating the programmes and activities of the departments.

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#### VERTICAL COORDINATION IN THE MINISTRY SECRETARIAT

The Ministry Secretariat is comprised of the Deputy Permanent Secretary, a Deputy Secretary, a Principal Assistant Secretary, three Assistant Secretaries and the general Clerical staff.

at the lines of responsibility by which the Assistant
Secretaries follow when consultation, advice or decision is
required from the Permanent Secretary, the Deputy, or the
Principal Assistant Secretary or even the Minister himself.

drawing up of lists of schedule of duties for individual officers. With this schedule of duties, the functions and responsibilities of individual officers are laid down, and the line of communication pertaining to particular or respective subject-matters is established. The schedule of duties may be considered to form the basis for vertical coordination. For example, take the case of the National Joint Labour Advisory Council matters which come under the schedule of duties of both the Permanent Secretary and Assistant Secretary I. When a certain line of action is required to be taken which is not within the competence

to the Permanent Secretary where in normal circumstances, decision is made. Thus, a line of responsibility and communication is established. Similar lines of responsibilities and communication are established with the Deputy Secretary and the Principal Assistant Secretary. The three Assistant Secretaries each will have three lines of responsibility and communication, depending on whether individual schedule of duties coincides with any of those of the three superior officers.

of the Permanent Secretary is to coordinate the activities of the departments under the Ministry. The Assistant Secretaries may be considered the "subordinate coordinators" of departmental activities on which bases, schedules of duties are assigned to them. A summary of the schedules of duties of officers in the Ministry Secretariat is at Appendix A.

Anala Lampur. The Chairman of the Board had to request

officially to the Commissioner of Labour for assistance

which was rendered. With the transfer now of the Employmen

Service (which has branch offaces in the States) to tho

Manpawer Department, such cooperation and assistance by the

Training Service is readily evailable from its herizontal

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#### HORIZONTAL COORDINATION BETWEEN DEPARTMENTS

Horizontal coordination between departments refers to the need for cooperation and assistance by one department from another department. In most cases, this need seldom arises because basically, departmental areas of operations are professionally/technically different, determined largely by their respective enabling legislations.

An occasion.however, did arise. This occured before the establishment of the Manpower Department when the now Training Service existed as Central Apprenticeship Board. As the Board did not have branch offices, it had to require the assistance and cooperation of another department which has branch offices - the labour section of the Department of Labour and Industrial Relations. The Board wanted to distribute free its pamphlets concerning training facilities available at the Industrial Training Institute, Kuala Lumpur. The Chairman of the Board had to request officially to the Commissioner of Labour for assistance which was rendered. With the transfer now of the Employment Service (which has branch offices in the States) to the Manpower Department, such cooperation and assistance by the Training Service is readily available from its horizontal

counterpart under the same Department. Thus, horizontal c coordination in the form of inter-departmental contacts is no longer necessary.

#### CHAPTER VII

#### VERTICAL COORDINATION WITHIN DEPARTMENTS

Vertical coordination within a department refers
to the exercise of coordination by the head of the department over his subordinates at the headquarters as well as
at branch offices. The extent of coordination by the head
depends on them size of his department, both in terms of the
number of staff and functions. Obviously, the bigger his
department is thr more is required of his coordinative
efforts to streamline departmental operations. In the
order of their sizes the departments under the Ministry can
be arranged as follows: Department of Labour and Industrial
Relations, Manpower Department, Department of Machinery and
the Registry of Trade Unions.

#### Department of Labour and Industrial Relations

The labour section of the department has State
Labour Offices in all the States with the exception of
Perlis, and branch offices im each State.

The industrial relations section has three regional offices headed by Regional Industrial Relations Officers and has officers stationed at several State Labour Offices. The Regional Industrial Relations Officers are directly responsible to the Commissioner of Industrial

Relations at the headquarters. In regard to those officers stationed at the several State Labour Offices, their position will be explained in Chapter IX.

ners of Labour are primarily to enforce the various legis—
lations pertaining to labour (including explaining the
provisions of the legislations to employers and workers)
and to conduct investigations as a result of complaints
from workers. These Commissioners are to submit adminis—
trative reports as well as reports of their activities:
inspections, prosecutions, workmen's compensation cases, etc.
that have been undertaken, to the headquarters. The monthly
returns from the various State Labour Offices include
statistical information on inspections, prosecutions, workmen's
compensation cases, etc. All these will be compiled at the
headquarters, to be submitted to the Ministry Secretariat
for inclusion in the Ministry's Monthly Reports.

The main function of the Regional Industrial
Relation Officers is to render advisory, maintary or even
conciliatory service when required by workers or employers
or by both. The monthly returns to the headquarters include
statistical information on the number of disputes between
workers and management, strikes by workers, lock-outs by
employers, negotiations between unions and management and

collective agreements between unions and management. Some times it is necessary to refer a "difficult" case to the Commissioner of Industrial Relations who may but usually does, bring to the attention of the Permanent Secretary and the Minister.

#### Manpower Department

Service has branch offices headed by Employment Office
Managers. The function of these officers is to register the
unemployed who wish to take up employment and to try to find
suitable employment for them, commensurate with the registrants'
qualification and experience, if any. These officers also
submit monthly returns to the headquarters in the form of
statistical information relating to the mumber of people
registered, the number sent for interviews, the number of
registrants who had obtained employment.

#### Department of Machinery

The Department of Machinery has four regional offices headed by Inspectors of Machinery. The function of these officers is to carry out inspections on any power-driven machinery so as to ensure conformity with statutory requirements, to investigate industrial accidents, breakdown of machinery, etc.

#### Registry of Trade Unions

The Registry of Trade Unions has four regional offices whose function includes inspection of trade union administration, advising and supervision of trade unions, and submitting monthly returns on the number of registered trade unions, their membership, the number of trade unions deregistered, etc.

For all these departments, on the method of coordination and its effectiveness, Chapter IX is relevant.

effected through the calling of individual Heads of Departments by the Permanent Secretary to his office either through minute writing (the usual way) or through the telephone. Heads of Departments are called in for purposes such as elaboration on issues affecting the responsibility of the department concerned or for briefing to the Secretary on a syntain matter - all for bases of Ministerial action.

A recurrent practice in the Ministry is the convening of monthly briefings by the Minister of Labour.

At the briefing, all efficers of the Ministry Sucretariat and Heads of Departments are present with the Minister presiding. These briefings usually take place on the first

#### CHAPTER VIII

#### VERTICAL COORDINATION WITHIN THE MINISTRY

The Permanent Secretary of the Ministry is the chief coordinator of departmental activities, with the other Ministry Secretariat officers his subordinate or delegated coordinators. A discussion of vertical coordination in the Ministry Secretariat in terms of the Assistant Secretaries being the subordinate coordinators of departmental activities was made in Chapter V.

Apart from that, vertical coordination is also effected through the calling of individual Heads of Departments by the Permanent Secretary to his office either through minute writing (the usual way) or through the telephone. Heads of Departments are called in for purposes such as elaboration on issues affecting the responsibility of the department concerened or for briefing to the Secretary on a certain matter - all for bases of Ministerial action,

A recurrent practice in the Ministry is the convening of monthly briefings by the Minister of Labour. At the briefing, all officers of the Ministry Secretariat and Heads of Departments are present with the Minister presiding. These briefings usually take place on the first or second week of the succeeding month. Matters under

discussion pertain to Ministerial/Departmental programmes and activities which are still treated as confidential. A review of progress is made on all aspects of matters under discussion. Also, any problems encountered during implementation of the programmes will be raised and practical solution suggested.

At these briefings too, important pronouncements are made by the Minister or the Permanent Secretary regarding certain matters or course of action the Ministry is going to take or Departments should take.

important, the assignment to departments their professional,

under the care of the Ministry Secretariat, The reassign-

ment of functions has proceeded under the row been

transferred from the Department of Lakeur and Industrial

this move has already been given at the end of the second

paragraph in Chapter Ill.

of the labour section and the industrial relations section

#### Depurtment of Labour CHAPTER IX sent of Industrial Relations,

#### ANALYSIS AND OBSERVATION

#### 1. Organizational Structure of the Ministry

The Ministry of Labour was seen to have undergone a number of changes of which the main ones are reorganizamatters involve inspections, investition and integration. Integration is still in its infant ons of effenders mainly, while industria stage and nothing positive has emerged as yet. Basic to the involve the exercise of a let of tast idea of integration for the Ministry is the rationalization caling with unions or employee separately or in of structures and functions. This involves reassignment of certain functions to appropriate department, and more important, the assignment to departments their professional/ the and with separation it will allow for technical functions only, leaving service and finance matters Assistent Commissioners of Labour to leave Inbour under the care of the Ministry Secretariat. The reassigndustrial relations or vice versa. ment of functions has proceeded under the reorganization this move will sort out the present process for example, the Employment Service has been peveral State Labour Offices transferred from the Department of Labour and Industrial Relations to the Manpower Department. The rationale behind this move has already been given at the end of the second paragraph in Chapter III.

Reorganization should also involve the separation of the labour section and the industrial relations section of the Department of Labour and Industrial Relations into

Apart from the reasons already mentioned in the first paragraph of Chapter III, this move should aim at providing an opportunity to the Junior Assistant Commissioners of Labour in particular to opt to either Department, with aptitude and interest in either matter being the criteria for such a move to take place. Labour matters involve inspections, investigations and prosecutions of offenders mainly, while industrial relations matters involve the exercise of a lot of tact and patience in dealing with unions or employes separately or in dealing with both in negotiations, mediation and conciliation. Thus, these two aspects require quite different sort of officers to deal with, and with separation it will allow for the Junior Assistant Commissioners of Labour to leave Labour work or stay in industrial relations or vice versa.

At the same time this move will sort out the present complication experienced in several State Labour Offices
where Junior Assistant Commissioners of Labour dealing with industrial relations are based. Administratively they are subject to the authority of the State Commissioners of Labour and make use of the general clerical staff of the Offices but professionally they are responsible to the Commissioner of Industrial Relations. There was a case in Negri Sembilan where the State Commissioner of Labour

requested the officer to submit his report pertaining to industrial relations to be incorporated into a report for the Stte Labour Office. The officer concerned had sent his report direct to the headquarters, and only after the State Commissioner of Labour had threatened to put down in writing stating that the difficer was unwilling to render his contribution to him that the officer finally agreed.

In order to avoid this sort of incidence in future and for purposes already mentioned in the second pargraph above, it is suggested that the Department of Labour and Industrial Relations be separated from the top down the line. By this, each department will and should have its own corps of officers and supporting staff.

In terms of departmental coordination, in particular vertical coordination, reorganization and integration will allow for a definite line of responsibility within a department, thus eliminating the present cumbersome administrative arrangements for the Department of Labour and Industrial Relations and at the same time allow for more effective combination and integration of individual departmental activities by the Ministry Secretariat. As for the proposed organizational structure which will, it is argued, facilitate vertical coordination, some aspects of it is mentioned under Conclusion and Recommendations.

#### 2. Vertical Coordination in the Ministry Secretariat

Assistant Secretaries to proceed with seeing either the Permanent Secretary direct, or go through the Deputy or the Principal Assistant Secretary for further action on a certain matter. This arrangement has proved to be satisfactory in terms of providing lines of responsibility to the Assistant Secretaries and providing lines of coordination to the Permanent Secretary.

It is interesting to compare the present schedules of duties with the proposed schedules of duties as a result of integration. Under the latter, the lines of responsibility are simplified as contrasted with the criss-cross lines of responsibility under the present schedules of dutied. This new feature will facilitate much more effective vertical coordination in the Ministry Secretariat. The proposed schedules of duties are at Appendix B.

#### 3. Vertical Coordination Within Departments

The Department of Labour and Industrial Relations
has under it State Labour Offices and branch offices in the
Sttes, and regional offices respectively. For the labour
section a lot of coordination is required of the Commissioner
of Labour in the form of regular visits to the various

State Offices to see for himself how work is carried out, to find out whether problems are encountered and to ensure that the law is enforced accordingly. In this way the Commissioner will be able to see for himself the workload of individual officers, the progress they have made towards achieving a certain target, e.g. the number of inspections in a month, prosecutions, compensation cases, undertaken. In the case of State Labour Officers, they ought to visit their branch offices as regularly as possible for the same purpose as that of the Commissioner of Labour. These visits would have to be undertaken constantly to ensure continuity of operation and receipt of information, e.g. monthly returns.

regional offices. Officers in the regions are involved only when a dispute arises, or when a dispute is likely to arise one of the parties in dispute seeks their assistance. When the case proves to be difficult of handling by the officers concerned, the matter is referred to the Commissioner of Industrial Relations. As far as the industrial relations section is concerned there is very little need for regular visits by the Commissioner to coordinate the work of the regional officers. However, with reorganization and option, there will be a need to have thorough initial briefings by the Commissioner especially for those officers who has been

doing labour work before the officers are posted to the regional offices.

The Registry of Trade Unions has four regional offices. The Central Region Office for Selangor and the East Coast States is situated at the headquarters building of the Registry. The Registrar of Tarde Unions seldom visits the other regional offices. With a sense of pride and satisfaction he explained that those officers heading the regional offices have been fullt trained as they have been working directly under him in the same office at the headquarters for at least six to seven years. There is some credibility in this assertion. It has been found that monthly returns from the regional offices have been very prompt and long before the target date. The exercise of coordination by the Registrar therefore places importance at the initial stage, i.e. before the posting of the efficers to the regional offices and ensuring that the officers maintain the standard required of them.

The Department of Machinery has four regional offices. The Chief Inspector of Machinery conducts regular visits to these offices, and in terms of coordinating the activities of the regional officers this has proved to be the most satisfactory and surpasses other departments in the efforts of Heads of Departments coordinating the

activities of their branch offices. Apart from this, he regularly convenes meetings with all the Regional Inspectors to explain any change of policy or emphasis of action or to give new directions especially in the light of the new Factoris and Machinery Act, 1967.

Of the three components of the Manpower Department, only the Employment Service has branch offices in almost all the States. With the transfer to the Manpower Department and with reorganization on the procedures to be adopted by the Service, based on the recommendations of the I.L.O. Employment Service Adviser, continuous visits by the Assistant Director of Employment ware necessary while frequent recall of Employment Office Managers to the headquarters was also necessary to explain the new procedures of registration and emplacement of registrants, and to previde good lay-out of office space to facilitate easy interviews with the registrants. Now with the enforcement of the Employment (Restriction) Act, 1969, the Employment Offices have added to their workload the work of distributing and receiving forms duly completed by employers in respect of their non-citizen employees. This is a big exercise and thefirst of its kind andertaken in the country. There is a need to coordinate the work of every Employment Office so that the required information is obtained in order to

facilitate fast scrutiny of the forms and issuance of work permits to the employed non-citizens. The Commissioner of Employment and his deputy are constantly visiting the Employment Offices in the country (while this exercise goes on) to ensure fast processing of the forms and no delay in issuing work permits.

#### 4. Vertical Coordination Within the Ministry

While the existing armgements for vertical coordination, i.e. before integration takes place, are satisfactory, there is a further need for a better basis for coordinative efforts in particular by the MinistrySSecretariat officers.

It is argued here that the reorganization and integration processes being undertaken by the Ministry, in particular integration, are a step towards placing greater responsibility on the Permanent Secretary and his delegated subordinates in exercising coordination of departmental activities. Because integration involves the transfer of service and finance matters from departments, to be placed under the Ministry Secretariat, coordinative effort is made easier by placing responsibility center at the place whre coordination ought to be exercised. In terms of programmes of a department for which funds are required, and perhaps also for additional staff, the Ministry Secretariat can view also for additional staff, the Ministry Secretariat can view

this not in terms of that department in isolation but in terms of the overall objectives of the Ministry. Too often in the past, with overemphasis of importance by one department has led to that department obtaining a bigger share of the Ministry's allocation at the expense of another department. Integration by placing greater responsibility of coordination on the Permanent Secretary and subordinates in the Secretariat should be able to eliminate this sort of anomaly in the future.

The Integration paper recommends the setting up
of a statistics section to be placed underthe the Secretariat. I fully endorse this move as at present there is
a dearth for a lot of statistical information pertaining to
to labour in general. This section should be the coordinating centre for all the departments. It will be recalled
that each department compiles monthly returns in the form
statistics on its overall activities. These statistical
information will have to be passed on to the statistics
section which will proceed with compilation and collation
for the purpose of feeding the Ministry Secretariat with
useful and meaningful information to be used for example,
as basis for a certain decision, and for the public as well.

The paper also recommends the creation of a post for one Legal Officer in the Ministry. It is not clear

here how the Legal Officer is to be taken into the Minisrty. If it is a case of direct recruitment, a question is raised as to the prospect that this officer will have after having served the Ministry for a number of years. On the other hand, if there is going to be posting or secondment from the Attorney-General's Chambers the possibilty is going to be slim as the Attorney-General's Chambers is already short of legal officers and it is unlikely that they can post or second any officer to the Ministry. Since integration will relieve the departments of their service and finance matters they can now devote fully to their professional/technical functions including constant review of the existing legislations and make amendments where necessary. It can be argued that it is a matter for the departments through the Ministry Secretariat to constantly liaise with the Attorney-Genwal's Chambers in their efforts to revise or amend any of the existing legislations. This, in fact, is what the labour section of the Department of Labour and Industrial Relations to doing.

trial relations section are being agreed by the same sensual clerical staff. Here it is seen that there is an element of unfair distribution of typing work, fortexample, smone the clerical staff who are required to do the work

#### CHAPTER X

### CONCLUSION AND RECOMMENDATIONS

The composition of the Ministry of Labour is such that each department is professionally/technically distinct from another and as a result they enforce their own legislation (s) and regulations made thereunder (with the exception of the Manpower Department as was pointed out earlier). Because operationally they deal in different areas but under the aegis of the Ministry, it is highly imperative that their activities are so combined and integrated as to achieve the overall objectives of the Ministry. To this end it is recommended that:

1. The process of reorganization and integration be accelerated. In terms of separating the Department of Labour and Industrial Relations into two distinct departments, such a move will allow for option by thr Junior Assistant Commissioners of Labour and will also allow for option by the said common user service staff of the Department at the head—common user service staff of the Department at the head—cuarters where at present the labour section and the industrial relatione section are being served by the same trial relatione section are being served by the same element of unfair distribution of typing work, fortexample, element of unfair distribution of typing work, fortexample, among the clerical staff who are required to do the work

of both sections. With separation of the two sections into two distinct departments, these staff can be assigned to e exercise of lengership by comes of De either department. The move will also att remove complian are non appriled of their service movies cations at State Labour Offices, where as a consequence of the move, the industrial relations section will have its a remarks are accommunity sign here is not so much as own general clerical staff instead of at present depending The Property of the property of descriptions on the staff of the labour section. (It must be cautioned here that with separation there may be a need to review manager in hereby at greature work done by the ir the whole set up of the industrial relations section by Transac of Academinas is shroughtened by which officers at present based at State Labour Offices may not be necessary. Whatever course of action is taken it is andations show one favoured on argued that the basic premise, i.e. the separation of the two avalderable spoosiston to interestion sections still stands).

Integration will simplify lines of vertical coor-The Parish of the ar putting the dination for the Ministry Secretariat officers. In this connection, the Ministry Secretariat is required to maintain and the same of th a comprehensive record system for all the departmental officers since service matters are now transferred to the Secretariat. A comprehensive service record system will Prince to the States, and/or regulater enable the Ministry to exercise effective disciplinary arthur of bestoh offices of power in terms of promotion and transfer of officers, espe-AT THE AMERICAN AND THE AND TH cially the professional officers. At the same time the Heads of Departments are required to draw up staff development programmes including training programmes, rewarding system (such as promotion in collaboration with the

Ministry Secretariat) and performance appraisal. This will ensure proper exercise of leadership by Heads of Departments since they are now deprived of their service matters as a result of integration.

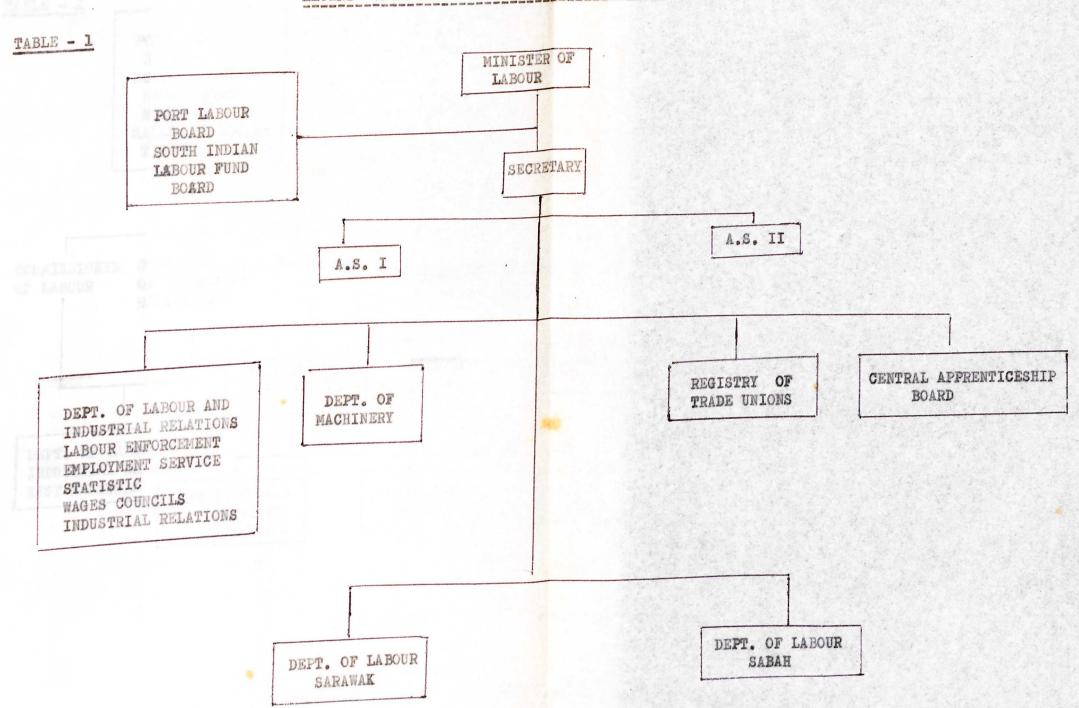
The idea of administration here is not so much as to equip Heads of Departments with punitive (disciplinary) power as to make it incumbent upon them to exercise greater leadership capability in terms of getting work done by their staff. This exercise of leadership is strenghtened by the staff development programmes mentioned above.

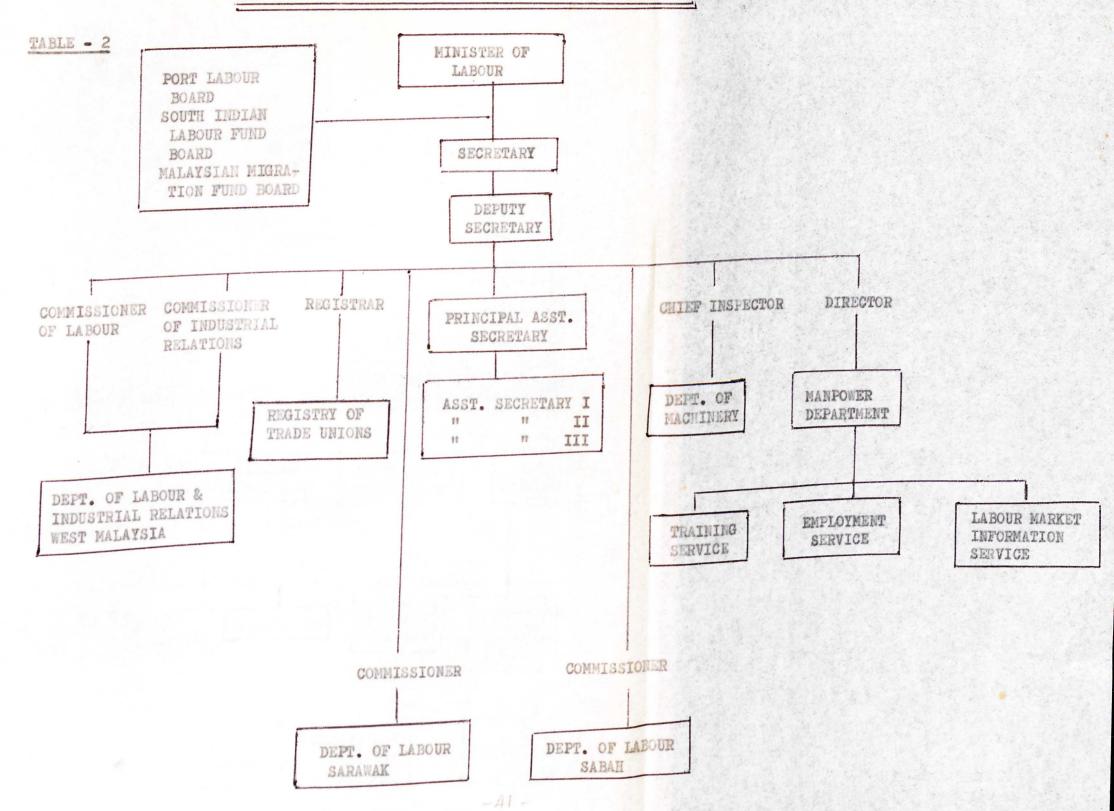
The recommendations above are favoured on the ground that there is considerable opposition to integration by certain Heads of Departments because they feel (and rightly by certain Heads of Departments because they feel (and rightly so) that one of the bases of their authority, i.e. disciplinary power, (the other basis being professional authority) is nary power, (the other basis being professional authority) is nary power, to be taken away from them to be placed at the Nm going to be taken away from them to be placed at the Nm

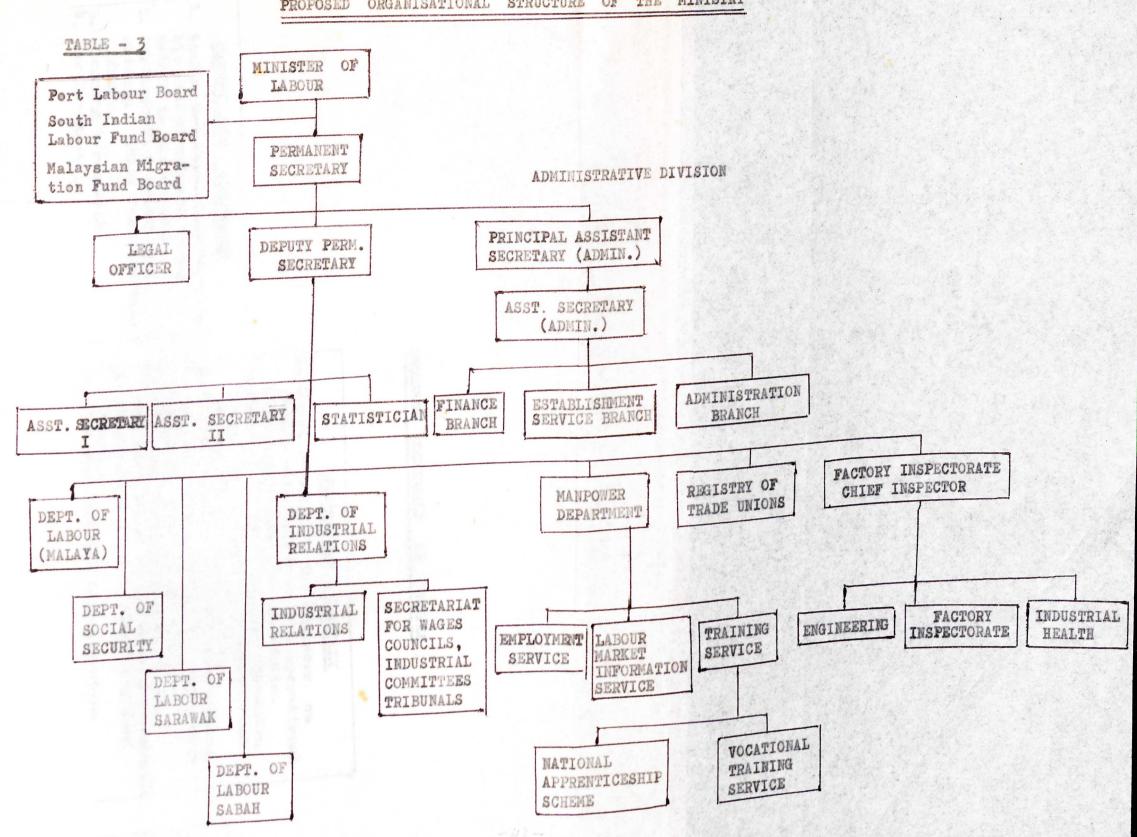
2. There should more regular visits by Heads of Departments to their branch offices in the States, and/or regulalar convenings of heads of branch offices at each department's convenings of heads of branch offices at each department's headquarters. It is argued that appreciation of any problem connected with carrying out of departmental activities is connected with carrying out of department going to the best facilitated by the Head of Department going to the field himself - so the necessity for regular visits.

department tends to look inward since they have been relieved of service and finance matters and asked to concentrate fully on their professional/technical functions, leading to indifference to what the other departments are doing and may eventually forget the overall objectives of the Ministry. To avoid this the Ministry will have to intensify its coordinative efforts. This can be done by having meetings of departmental heads once in a fortnight or at anytime when the occasion arises, apart from the monthly briefings by the Minister. The once-in-a-fortnight meeting can be conducted by the Permanent Secretary or the Deputy Permanent Secretary.

Another way of facilitating coordination in this respect is by having all the departments in the same building as the Ministry Secretariat. At the moment only two departments are in the same building as the Secretariat. By next year, however, all will be in the same building.







### ALAMAGA PERM. SECRETARY

- his duties and act on his behalf in his absence. Assist the Perm. Secretary jule [22]
- N Parliamentary questions, affairs. motions & other Parliamentary
- Planning & research.
- Social Security.
- Manpower Department.
- 00 7 01 VI FW I.L.O. Matters.
- Technical ILO., Colombo Plan, etc. Assistance from UIII.

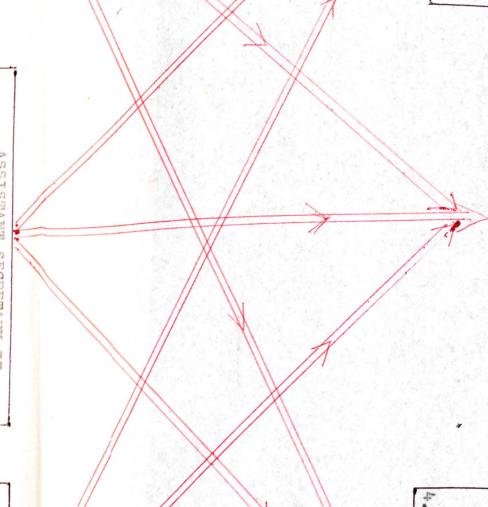
## PERMANENT SECRETARY

- activities under Chief Adviser to policy formulation on all operational ties under his portfolio. sible for effective execution the Minister
- 2 02 Responsible activities of the Ministry. policy in respect of operational
- Cabinet financial & accounting officer y reports speeches, messages

go

- quarterly reports to Cabinet. Chairman Standing Committee of
- 0 National Joint Labour Advisory Chairman, Malaysian Migration Fund Council
- 7. Committee. National Defence Administration

Board.



# ASSISTANT SECR

- Industrial Relations
- MNH Frade Unions
- Registry of Trade U Secretary, National Joint Labour Adviso Council. ACTISORY
- 6 CTO Reference of the Industri disputes trial Court
- the Malaysian matters pertainin Coordination of Union Congress. Trade to

# SECR

- Labour East Malaysia. Labour Standards, including enforcement matters and
- N PI Machinery matters pertaining to the Department.
- N. FW Sub-division of estates.
- Fort Labour Board.
- Application cates. for pioneer certi
- 0 Sarawak. Hork permits for Sabah 80
- Liaison with D.A.U.

# PRINCIPAL ASSISTANT SECRETARY

- Finance whole Ministry. 00 Accounting for the
- 2. 3. for the whole Ministry. Office administration & Establishment Service matters
- Library Organisation & Office Security Stores, Stationery & building & methods facilities Service Equipmen
- Training of Staff

## ASSISTANT SECRETARY

- e.g. Wages Councils, except Port Labour Board. Appointments to statutory bodies
- N All matters pertaining to Manpower Department.
- W and annual reports. Responsible for monthly, quarterly
- I.L.O. matters in particular
- Courses to.
  To attend to pet training awards. for Trade Unions
- to petitions. ficer of the Ministr

## BCRETARY

- And a Assist 12 E the Perm. Secy.
- N Act on Secy. 3 from office. duties. behalf of Perm. in his absence
- W Responsible for planning
- 5 and research.
  Representative of
  Ministry on National
  Productivity Centre.
  Preparation of quarterly
  reports to Cabinet.
- S
- 020 Tan
- Law Revision. I.L.O. matters.
- Technical Assistance from U.N. I.L.O., Colombo Plan etc.

## SECRETARY

- Chief Adviser to Minister on policy formulations for all operational activities under his
- N N operational Departments/Divisions Chief Financial & Accounting officer of the Ministry. Perticito.

  Responsible for effective execution of policy as laid down by the Miniter in respect of all
- Chairman of Standing Committee Industrial Relations Committee

I.I.O. Convention

Committee

the N.J.L.A.C

- VI \* Cabinet papers, speeches &
- 0 Parliamentary questions, motions Mational Defence 010. Adm. Committee

## PRINCIPAL (ADMINISTRATION)

- jud # Finance and amounting for Ministry.
  Establishment & Service M. the whole
- 2 Service Matters
- for the whole Ministry.

  Office Administration & Services:

  Control of Staff
  Stores, Stationery & Equipment
  Security
  Office building & facilities Mantion & methods
- -Training Library.

- Secretary of National Joint nding ustrial Relations Committee Advisory S
- N ILO Conventions Committee.
- W. reparation of papers for and otion on minutes of N.J.L.A.G. eneral matters pertaining to epartment of Industrial lations. artment of Department.
- chinery cept staffing & finance

- assist P.A.S.
- N To assist P.A.S. (Admin.)
  Finance and Accounting.
  To assist P.A.S. (Admin.)
  in establishment &
  service matters.

Other publications. General matters per

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rs pertaining Labour

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Manpower Department

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finance.

Fact Sheets,

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f Ministry Ministry

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Annual

Report