

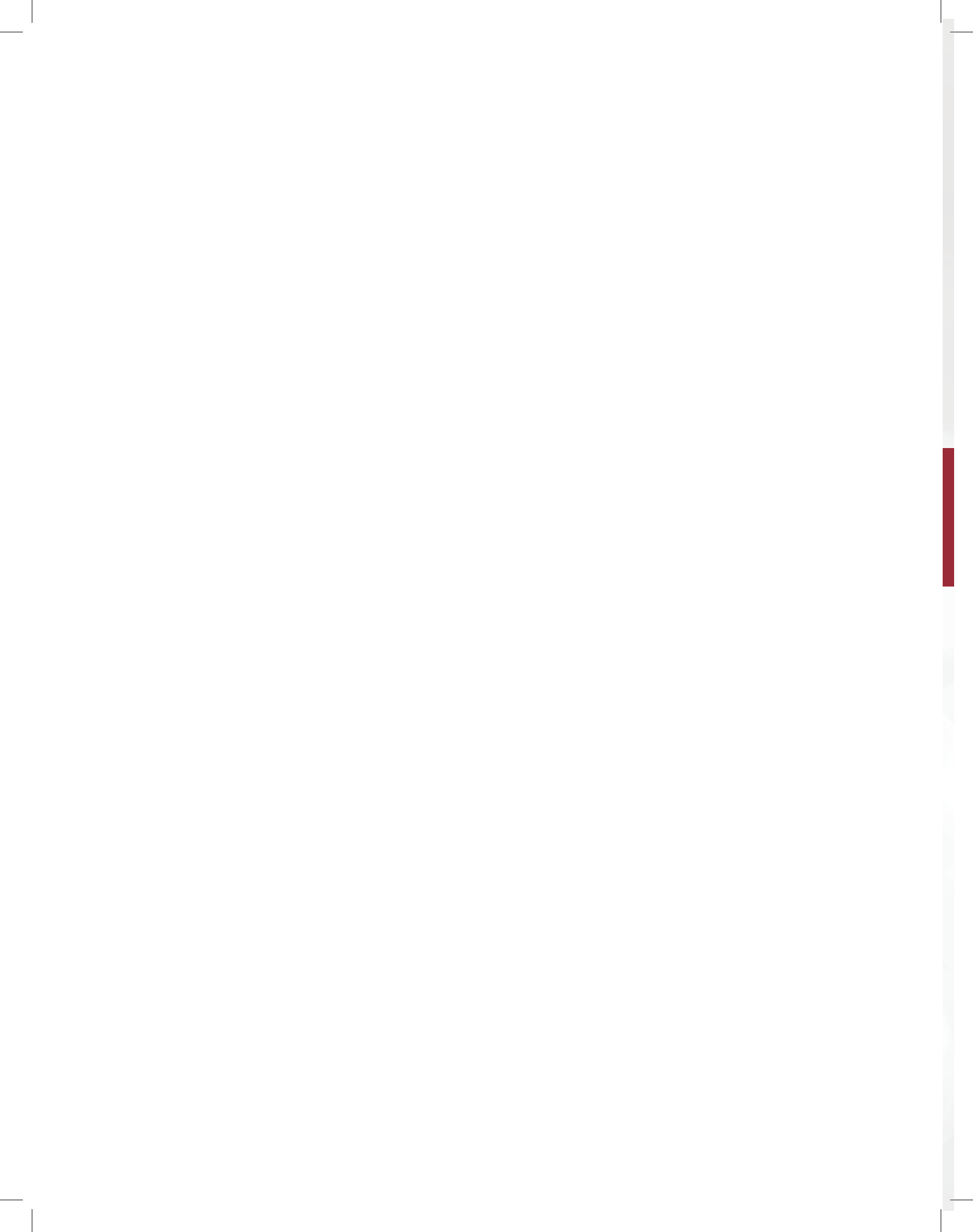


ශ්‍රී ලංකා පරිපාලන සේවා සංගමය
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 Sri Lanka Administrative Service Association



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ගරු සභාපතිතුමාගේ පණිවුඩය

ශ්‍රී ලංකා පරිපාලන සේවා සංගමයේ 37 වන මහ සභා රැස්වීම නිමිත්තෙන් ප්‍රකාශයට පත් කරන සඟරාව උදෙසා පණිවුඩයක් නිකුත් කිරීමට ලැබීම භාග්‍යයක් ලෙස සලකමි.

1833 වසරින් ඇරඹි ලංකා සිවිල් සේවයේ අද දක්වා විවිධ බාධක කම්කටොළු, අභියෝග හමුවේ “සේවය පළමුව” යන තේමා පාඨය අනුව යමින් ජන මෙහෙවරහි නිරතවූ පරිපාලන සේවයේ පූර්වගාමී ජ්‍යෙෂ්ඨයින් විසින් සිදුකල සේවය අභිමානයෙන් සහ කෘතගුණ පූර්වකව සිහිපත් කරනු කැමැත්තෙමි.

අප සාමාජිකයින්ගේ සඳැස් , නිසඳැස්, කෙටිකථා, සහ පර්යේෂණාත්මක ලිපිවලින් සපිරි මෙම සඟරාව අද දවසේ අප සාමාජිකයින්ගේ නිර්මාණ කුසලතා ඵලදැක්වීමට අවස්ථාවක් මෙන්ම ඔවුන් කෙතරම් සෞන්දර්යාත්මක සහ ලෝකය දෙස නිර්මාණාත්මකව බලන සබුද්ධික මිනිසුන්ද යන වග මෙය පරිශීලනය කරන කවර මට්ටමේ කෙනෙකුට උවද පසක් වනු ඇත.

අප සංගමය නිතැතින්ම සාමාජිකයින්ගේ අභිවෘද්ධිය මෙන්ම අප විසින් රටට විය යුතු සේවාව පිලිබඳව නිතැතින්ම අවධානය යොමුකරන සංගමයක් බව සිහිපත් කල යුතුය.

පසුගිය කාලය පුරාවට අප එකමුතුව එක් සිත්ව සියළු අභියෝග යන්ට මුහුණ දුන් සේම අනාගත අභියෝගයන්ටද සාර්ථකව මුහුණ දීමට නම් තව තවත් ශක්තිමත්ව එකාවන්ව නැගී සිටීමේ අවශ්‍යතාව ද අප සිත්හි තබාගත යුතුය. සාමාන්‍ය වෘත්තීය සමිතියක් ආකාරයෙන් හැසිරීමට අප උත්සහ නොකරන්නේ අප වෙත ඇති සමාජමය වගකීම සහ පෙර සඳහන් තේමා පාඨය පෙරදැරිව නිසා බව ඔබ අප සියළු දෙනාම පසක් කර ගත යුතු කරුණකි.

දැනට පවතින කොවිඩ් 19 වසංගත තත්ත්වය නිසා සුපුරුදු ආකාරයෙන් වාර්ෂික මහ සභාව පැවැත්වීමට නොහැකි පසුබිමක් නිර්මාණය වී ඇතත් සිය දහසකුත් එකක් රාජකාරී මැද නිර්මාණ ඉදිරිපත් කල සියළු දෙනාගේ කැපවීම අගය කරමින් මෙම සඟරාව ඉ-ග්‍රන්ථයක් ලෙස අන්තර්ජාලයට මුදා හැරීමට තීරණය කළෙමු.

තවද වසරක් පුරා අප වෙත සහය ලබාදුන් සාමාජිකත්වය සහ අනෙකුත් සියළු හිතවතුන් ගෞරවණීය ලෙස සිහිපත් කරන අතර ශ්‍රී ලංකා පරිපාලන සේවා සංගමයේ ලේකම්තුමා මෙම කර්තව්‍යය සඳහා දායකත්වය ලබාදුන් සංස්කාරකතුමිය ඇතුළු විධායක සභාවේ සියළුම දෙනා ලබාදුන් සහය කෘතචේදීව සිහිපත් කරමි.

ස්තූතියි!

නීතිඥ ප්‍රභාත් චන්ද්‍රකීර්ති

සභාපති

ශ්‍රී ලංකා පරිපාලන සේවා සංගමය





ගරු ලේකම්තුමාගේ පණිවිඩය

ශ්‍රී ලංකා පරිපාලන සේවා සංගමයේ 37 වන වාර්ෂික මහ සභා රැස්වීම හා සමගාමීව එළි දක්වනු ලබන වාර්ෂික සඟරාව සඳහා ලිපි, ප්‍රකාශන හා නිර්මාණ ඉදිරිපත් කරන ලද සියළු සාමාජිකයින්ට හා එම තොරතුරු සංස්කරණය කරමින් මෙම නිර්මාණය එළි දැක්වීමට කටයුතු කල සංස්කාරකතුමිය ඇතුළු කණ්ඩායමට මාගේ ස්තූතිය ප්‍රථමව පුද කර සිටිමි.

ශ්‍රී ලංකා පරිපාලන සේවයේ නිලධාරීන්ට රාජ්‍ය සේවය තුළ බොහෝ අභියෝගයන්ට මුහුණ පෑමට සිදුවී ඇති වර්තමානයේදී සේවාවේ අභිමානය රැකගනිමින් එම අභියෝගය සාර්ථකව ජය ගැනීමට නම් සාමාජිකත්වය ද තම කුසලතා, ආකල්ප මෙන්ම අත්දැකීම් අතින් සන්නද්ධ විය යුතු වේ.

මතු වූ සෑම ගැටළුකාරී තත්වයකදීම ශ්‍රී ලංකා පරිපාලන සේවා සංගමය තම සාමාජිකයන් වෙනුවෙන් කටයුතු කලද ඇතිවූ බාහිර මෙන්ම අභ්‍යන්තර අභියෝග හේතුවෙන් සාර්ථකත්වය කරා ලගා වීමට නොහැකි වූ අවස්ථාවන් ගණනාවක්ම විය.

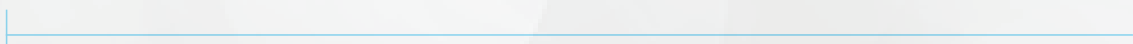
COVID 19 ව්‍යාප්තිය හේතුවෙන් 37 වන වාර්ෂික සම්මේලනය පූර්ව සූදානම් කල අයුරින් පැවැත්වීමට නොහැකි වුවද පසුගිය කාලය තුළ අප හා එක්ව රාජකාරී කටයුතු කල ශ්‍රී ලංකා පරිපාලන සේවා සංගමයේ විධායක කමිටුවේ නිලධාරී මඩුල්ලටත්, සංගමය වෙනුවෙන් තම උපරිම සහයෝගය ලබා දුන් සියලු දෙනාටත් හෘදයාංගම ස්තූතිය පිරිනමන අතර අභිනවයෙන් පත්වන නිලධාරී මඩුල්ලට සුභාශීසන පිරිනැමීමට ද මෙය අවස්ථාවක් කර ගනිමි.

ස්තූතියි.

පී.පී.එස්. රෝහණ ද සිල්වා

ලේකම්

ශ්‍රී ලංකා පරිපාලන සේවා සංගමය



සංස්කාරක සටහන

37වන වාර්ෂික මහ සභාවට සමගාමීව නිකුත් කරන මෙම සඟරාව 2020 වසරේදී සංස්කරණය කිරීමට ලැබීම භාග්‍යක් ලෙස සලකමි.

අතිශය කාර්ය බහුල රාජකාරි මධ්‍යයයේ තම නිර්මාණ ලබාදීමට කටයුතු කළ සියලු දෙනාටම මාගේ ගෞරවය පුදකරමි. විටෙක රාජකාරි අත්දැකීම් ,තවත් වරෙක එක් එක් ක්ෂේත්‍රයන්ට අදාලව කෙරෙන පර්යේෂණාත්මක ලිපි, නිසැදැස්, කෙටිකථා ආදී සාහිත්‍යාංග රැසකින් සුසැදි මෙම නිර්මාණ එකතුව ඉතා ජ්‍යෙෂ්ඨ නිලධාරීන්ගේ සිට නවක නිලධාරීන් දක්වා සියලුදෙනා නියෝජනය වීම මෙහි වර්ණවත් බව ඉහල දැමීමට ඉවහල් වූ බව සිතමි. එසේම සාහිත්‍ය මගෙහි ද සුවිසේස් සටහන් කැබු පරිපාලන සේවය, එහි ඉදිරි ගමන හෙලිකරන තරුණ නිලධාරීන්ට යම් උත්තේජයක් මෙමගින් ලැබෙනු ඇතැයි උදක්ම විශ්වාස කරමි.

37වන වාර්ෂික සම්මේලනයට සමගාමීව එළිදැක්වීමට සැලසුම් කල මෙම සඟරාවට තම නිර්මාණ ලබාදුන් සාමාජික ඔබ සියලු දෙනාට 36වන විධායක සභාව වෙනුවෙන් මාගේ කෘතඥතාවය පල කර සිටිමි.මෙවර සඟරාව සඳහා ලිපි 30කට අධික සංඛ්‍යාවක් ලැබුණු අතර ඒ අතුරින් සඟරාවේ වෘත්තීමයභාවය ආරක්ෂා වන වඩාත් කාලෝචිත හා අර්ථාන්විත නිර්මාණ පමණක් තෝරා ගනිමින් සාම්ප්‍රදායික සමරු කලාපයේ රාමුවෙන් බැහැරවීමට සංස්කාරක මණ්ඩලය කටයුතු කල බවද සඳහන් කරමි.

මෙම සඟරාව සාර්ථක කරගැනීමෙහිලා මගපෙන්වීම හා සංස්කරණ සහය ලබා දුන් ජනක ප්‍රේමරත්න, බුද්ධික ජයතිස්ස, හර්ෂනාත් කාංචන යන මහත්වරුන්ටත් ශ්‍රී ලංකා පරිපාලන සේවා සංගමයේ 36වන විධායක කමිටුවේ ගරු සභාපතිතුමා, ගරු ලේකම්තුමා හා ගරු භාණ්ඩාගාරිකතුමා ඇතුළු සියළු කමිටු සාමාජික මහත්ම මහත්මීන්ටත් මාගේ ගෞරවනීය ස්තූතිය පුද කර සිටිමි.

කෙසේවුවද, අනපේක්ෂිත ලෙස අපට මුහුණ දීමට සිදුවූ COVID වසංගත තත්වය හේතුවෙන් මෙවර වාර්ෂික මහ සභාව සුපුරුදු උත්සවාකාරයෙන් නොපැවැත්වුවද ඔබගේ නිර්මාණවලට අසාධාරණයක් නොවන පරිදි සහ එය පරිශීලනයට බාධාවක් නොවන පරිදි මෙවර සඟරාව ඉ-ග්‍රන්ථයක් ලෙස එළි දැක්වීමට සංගමය තීරණය කරන ලද අතර එය නැවුම් අත්දැකීමක් ද වනු ඇති බව විශ්වාස කරමි.

සුධර්මා කරුණාරත්න

In Retrospect

36th Annual General Meeting of Sri Lanka
Administrative Service Association (SASA)



"I expect to pass through life but once. If therefore, there be any kindness I can show, or any good thing I can do to any fellow being, let me do it now, and not defer or neglect it, as I shall not pass this way again."

—*William Penn*

එක් වරක් මා මේ මං පෙන සරන්නේ එබැවින්, වේ නම් යහපතක් මගෙන් ඉටු විය යුතු වේ නම් කුළුණු ගුණයක් මා විසින් පෑ යුතු ඉටු කරනු ඊසි මේ ගමනේදීම නොඑන බැවින් යලත් මේ මග සරන්නට ඉඩ නොදෙනු මනෙ මගේ මෙහෙවර කල් තබන්නට ඉඩ නොදෙනු මනෙ ලද අවසරය ගිලිහී යන්නට

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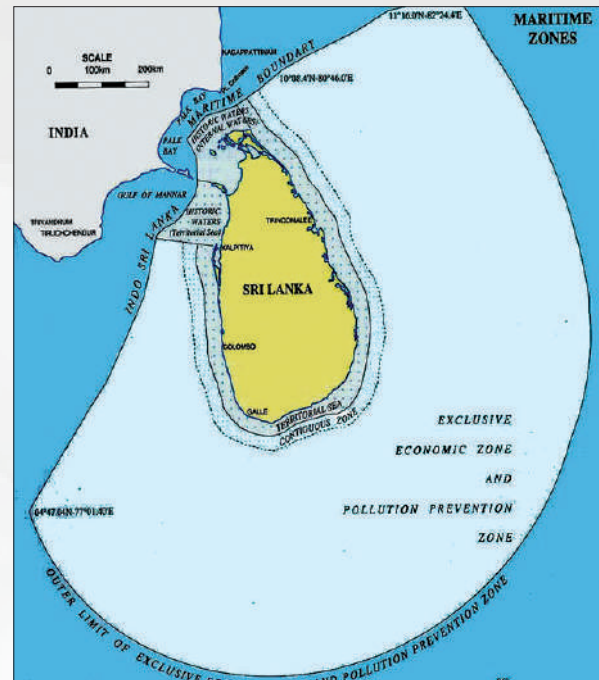
The Concept of Security and its Importance for Public Administration

Jeevanthie Senanayake

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The term 'security' often creates a stereotypical picture in our minds. It is generally a soldier carrying a weapon, a fighter craft, armoured tank or a policeman trying to enforce law. The traditional understanding of this term was often linked with the military and the police, implying that providing the security of a nation was the responsibility of these two organizations. This later became synonymous with our understanding of security during the cold war as well, where the world was largely polarized into two conflicting power blocs.

With the end of the cold war, however, and with the increasing tendency for regionalization of the world, debates on the emerging needs of security took a notable turn. The world started looking at this concept devoid of the 'military lens'. Works of scholars such as Barry Buzan where the concept of security was identified with other dimensions than the military, such as 'political', 'economic', 'environmental' and 'social' came into prominence. When the world gradually started shifting from the unipolar power balance of the immediate post-cold war era to a multipolar power balance later, these additional dimensions of security gained more recognition among scholars and practitioners. Eventually, it came to a stage where the distinction between the traditional state security, entrusted mainly to the military and the police and these 'nontraditional' aspects of



security became blurred. This 'changing face of security' posed a challenge to all the countries in the world, developed and underdeveloped alike, to re-examine their responses in order to ensure the security and well-being of their nations.

Balancing traditional security and the 'non-traditional' security is a challenge on its own. This is largely because threats, challenges, and root causes in 'non-traditional' security are so intertwined that it becomes difficult to identify who exactly our enemy is. In this non-traditional component, enemies of a country can come in multiple forms, often extending direct assistance in some way while posing indirect threats to security. Owing to this, the modern day global order has forced the concept of security to change from its traditional understanding of a military nature to something which is far broader and deep. The modern understanding of this term includes two distinct components; the 'hard' component and the 'soft' component. The hard component associates mostly with the military and the police and resembles the traditional state security. The soft component involves all other aspects such as food security, water security, environmental security and most importantly, information security. Because of the close linkage that these have with our day to day activities and their inherent kinship with the core human activities, this component is also called the 'human security'.

Human security makes the largest contribution to the overall security of a country which has emerged from

a conflict situation. Safeguarding the soft or human security enables a post-conflict society to have a strong foundation to re-build its society and also ensures that the society does not fall back to a conflict situation. The areas that contribute to the soft / human security are the very areas, administration and management of which, are entrusted to the civilian-led authorities. This is how the Sri Lanka Administrative Service (SLAS), which is entrusted with the establishment and administration of all civilian-led authorities of the country becomes the trustee and the defender of the human security component of Sri Lanka's national security.

Understanding this further is easy through examples. Public administration of any country generally comprises of two components. First is the Ministries, related institutions and other Bodies in the grand strategic and strategic levels. Second is the provincial and regional administration in the operational and tactical levels. Both these components are closely linked with how the country manages its public affairs through their assistance for policy making, analysis and actual implementation. Policies of a country, if not well crafted to address issues and concerns of the public or implemented poorly, will create a dissatisfied public.

Taking a simple example, a policy that is formulated for supporting small scale entrepreneurs in rural areas by giving interest-free loans will create dissatisfaction if those are given to affluent people, overlooking

The modern understanding of this term includes two distinct components; the 'hard' component and the 'soft' component. The hard component associates mostly with the military and the police and resembles the traditional state security. The soft component involves all other aspects such as food security, water security, environmental security and most importantly, information security.

the poor and underprivileged. If a policy aiming at mass scale infrastructure development is implemented without conducting an environmental impact assessment, it might pave the way for natural disasters such as floods and landslides, creating disturbances to the public life.

The gradual increase in unemployment due to not reviewing curricula and syllabi in our education and higher education institutes to suit the demand for employment will create unrest among youths. All these problems that are seemingly linked to social and related causes once raised, actually are rooted in either policy formulation or implementation. These dissatisfactions and unrest create 'soft insecurities' among the public. These are the very insecurities that erupt into mass scale protests and even insurgencies with time and necessitate 'hard security measures' by the government through calling in the police, or even deploying militaries. As the premium public service, little do we think that the root cause of an insurgency has any relevance to our functions. In reality, our involvement in assisting policy making to reflect sentiments of the public and carrying out its implementation effectively is vital to prevent the occurrence of 'soft insecurities' among the general public. If we as the premium public service can contribute more towards preventing 'soft insecurities' among the public, we would be contributing towards preventing future insurgencies, conflicts and also unrest which pave the way for external interferences in our national affairs.

How do we achieve this?

We certainly need to take a realistic look at ourselves, our functions and take a turn from our reactive nature of addressing problems to a more proactive one. The nature of being reactive was instilled in our administration during the colonial era. All rules and regulations with a colonial origin (which most of our key ones are) are focused on addressing problems. This was actually the requirement when Sri Lanka was a colony of Britain and its administration was planned solely to collect revenue for the state. This, however, does not suit a country that has emerged from the state of being a colony and striving for development now, focusing on the well-being of its people.

Sri Lanka is situated in one of the most strategic locations in the world. It is in close proximity to the sea lanes of communications and the submarine cables in the Indian Ocean. Considering the geography, Sri Lanka is the best location to control the Indian Ocean region as well as the vast subcontinent bearing its name. However, this advantageous position brings its own challenges as well. The most prominent one is the interferences of powerful states that have vested geopolitical interests in the Indian Ocean region. These calls for a careful approach by us for policy and administration of the country since all these factors have an effect on our national security.

As part of the changing global order, Sri Lanka also faces another



challenge; the dynamic nature of global systems which is also called their 'fluidity'. This fluidity causes problems and their nature to change rapidly. This is a challenge that we face as administrators, policy formulation assistants and implementers, but often overlook. When we are faced with or identify a problem and follow our laid down procedures to find a solution, the problem metamorphose into a one with new dimensions due to this dynamic nature. This is more so with globalization and the connectivity provided by the internet. These pose a fresh and a harder challenge to administrators. How do we face this effectively?

The SLAS needs to be proactive as a service. We need to be able to identify problems before they surface and prevent them from emerging. Rather than spending huge sums on finding solutions to problems or giving relief during disaster situations, we need to find ways of preventing problems and disasters before they emerge.

The SLAS needs to be proactive as a service. We need to be able to identify problems before they surface and prevent them from emerging. Rather than spending huge sums on finding solutions to problems or giving relief during disaster situations, we need to find ways of preventing problems and disasters before they emerge. Our core trainings need to be re-thought and re-designed to cater to this requirement. Our rules and regulations also need to find a balance between addressing problems by being reactive and preventing potential problems from arising by being proactive. Instead of being 'problem solvers', the SLAS needs to be 'problem deterrents and preventers'.

Development is a tool that we can use effectively to ensure human security. Regardless of the social strata, ethnicity or religion, the need for food, shelter, education and means of livelihood is common for all human beings. Ensuring development and its benefits to all citizens alike will be an effective way of ensuring soft / human security. Implementation of development works needs to be done in such a way that the soft / human security is ensured. Having done that as administrators, we would have made our contribution towards national security.

The nexus between security and development will shape a new paradigm for our future as it addresses the entire spectrum of human security. It is up to us as the members of the Sri Lanka Administrative Service to ensure that we are sufficiently equipped to gear our motherland to reap the benefits of this new paradigm.

Bonds Beyond Borders Sri Lankan Foreign Policy Revisited: A Literature Review

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Foreign policy represents the nature of a state's relations with the world. Sri Lanka's foreign relations could be traced back to its pre-historic era. There are ample historical and archaeological evidence of diplomatic relations Sri Lanka had with Indian sub-continent, far East, South-East Asia, Middle-East as well as with the Mediterranean civilizations.

The strategic importance of geopolitical location has blessed Sri Lanka with extensive political, trade and social interactions with the world and also caused occasional invasions primarily from kingdoms in Indian sub-continent, followed by colonization by three western invaders: Portuguese, Dutch and British from 1505 to 1948.

Proclaimed to be a non-aligned state since mid-1950s, Sri Lanka has continued in principle its diplomatic ideology of 'friendship towards all and enmity towards none'. Whilst being a member of the Commonwealth and the United Nations, Sri Lanka was instrumental in founding the Non-Aligned Movement (NAM), South Asian Association for Regional Cooperation (SAARC), Asian Development Bank (ADB) and Colombo Plan.

In the recent years, Sri Lanka has played a 'more involved' role in regional dialogues on Asian geopolitics, such as the annual 'Galle Dialogue on maritime security', the Indian Ocean Rim

Association (IORA), the Shanghai Cooperation Organisation (SCO) and the Bay of Bengal Initiative for Multi-Sectoral Technical and Economic Cooperation (BIMSTEC).

Post-Independence Foreign Policy under different regimes

Regime changes in a particular state always have impacts on its foreign policy.

Even though Sri Lanka was 'granted' the independence in 1948, its foreign policy was closely collaborated with the British monarch. In 1947, Ceylon and Britain had signed an 'External Affairs Agreement' that facilitated the British to represent Sri Lanka, which was continued even after the independence for almost a decade. This affiliation might have caused Soviet Union to perceive Ceylon as a 'Puppet of the UK' and to veto the application of Sri Lanka for the UN membership until 1955. In contrast, Sri Lanka demonstrated a high degree of non-aligned diplomacy at the San Francisco Peace Conference of 1951.

The pace of building bilateral relations with the West was far ahead than establishing trade relations with communist bloc, owing to the perceived 'threat from communism'. Sri Lanka had arrived into the first trade agreement (Rubber-Rice) with China in 1952, followed by trade relations with Poland, Czechoslovakia and Rumania during 1955-56.

Emergence of the nationalist movement to become the political power of the country in 1956 induced a desire to uphold the identity of Sri Lanka in global arena as a non-aligned nation, which was proclaimed in five principles:

non-membership in power blocs;

friendship with all;

Commitment to preserve decency in dealings between nations;

Commitment to the cause of justice; and independent stand on international issues.

Although the nationalism had favoured the country in positioning itself in global political stage, its effects on international trade were regressive. Nationalization of domestic and foreign enterprises and promoting import substitution, obstructed the capital formation and hampered the economic growth. Rapid increase in imports both in volume and costs, whilst diminishing global demand for traditional agricultural exports, caused adverse effects on the balance of trade. On the other hand, excessive expenditure on social welfare programmes, created excessive burden on the state budget. The economy was dependent upon foreign capital for overcoming the financial deficits, whereby the development was inextricably linked up with foreign trade, monetary and material assistance. (Sivananda, 2015) Sri Lanka became a founder member of the Asian Development Bank, that was established in 1966 to build poverty free Asia and Pacific by improving lives of those living in the region. (MOF, 2020)

During 1956 – 1972, frequent shifts of power between the two major opponents had created instability in country's economic orientation, but with an implicit consensus among the two regimes over non-allied foreign policy. As a founder member of Non-Alignment Movement (NAM), Sri Lanka gave practical shape to dynamic neutralism to make it a driving force for the Third World in world affairs. The 1972 constitution declared the nation a republic and ended its dominion status within the Commonwealth of Nations, whilst remaining as a Commonwealth member. (Ross&Savada, 1988)

When the political power shifted in 1977 with a massive majority, the economy of Sri Lanka was confronted with acute problems of growing pressure of population and unemployment of educated youth, backwardness in the agrarian sector, decreasing traditional exports, escalation of the expenditure in imports, adverse balance of payment, and paucity of capital to foster export-oriented industries. The new economic policy package of the government

included formulation of free economy with motives of profit maximization; mitigating control over foreign exchange and import regulations; divesting import monopolies of the state; providing attractive incentives for foreign investors; and abolition of the subsidies. (Sivananda, 2015)

However, the prolonged political unrest among Tamil minority transformed into an organized insurgency in early 1980s, for which the state responded by deploying forces to affected areas. This ethnic conflict paved avenues for India to deploy its military forces (IPKF) in 1987, through the Indo-Sri Lankan Accord (1987), which is often perceived to be an unacceptable compromise of national independence. (Ross&Savada, 1988) Confronted by both the insurgents and the Government, the IPKF left in 1990, leaving the combat to continue by local armed forces. A number of interventions led by USA, Japan and Norway to bring-in an amicable resolution were eventually failed, until the insurgents were defeated in 2009.

This 'bring-in peace by force' has been criticized at international fora and by foreign media, claiming on serious human rights violations, which was fuelled by local political opposition and peace-advocates, causing severe consequences to the country including the adoption of resolutions against Sri Lanka at UNHRC. At the verge of Western economic sanctions, the choice for the then government was China, which had widened its support in order to face international inquiries as well as to finance the state deficit and initiate gigantic infrastructure development projects. This financial assistance, in a way, resulted in a long-term debt trap.

The division between the two leading political regimes has moved out from conventional debate on social, political and economic ideologies towards the battle between allegations of human right abuses (overwhelmed by the opposition) and nationalism proclaimed by the governing allies, creating a conducive environment for foreign interventions. The internal and international rally against the prevailed

government, induced by several other forces, brought the then opposition to power in 2015, after which the state of foreign affairs has had a paradigm shift towards pro-western foreign policy, whilst admission of 'predecessor's fault' through co-sponsoring the UNHRC resolutions.

At the midst of this political turbulence, the country was shaken first by the Treasury Bond scam in 2015 and again by the Easter attack in April 2019. The first resulted in a severe financial crisis along with loss of trust on government among people and international community, while the latter caused a serious mistrust between communities in the country as well as suspicion on the prolonged donor assistance from Islamic states. This energized the opposition to raise allegations against the government on compromising the national security. The obvious result was the defeat of then government in late 2019, with the revival of personalities who had been ruled-out in 2015, causing a resurrection of their foreign policy with nationalist and non-allied ideologies.

New Government's Foreign Policy

Foreign Policy of a country is an extension of domestic policy and the policy of the government in power. Foreign Policy is formulated and decided by the head of the state as his prerogative, which he will delegate to the Minister of foreign affairs at his will and wish. (Wijesinghe, 2015)

As described in the Presidential election manifesto "Vistas of Prosperity and Splendour" (2019), the basis of the new Government's foreign policy is non-alignment, mutual friendship and trust among nations; with the objectives of ensuring that Sri Lanka's territorial integrity and independence are respected and protected in the interests of the citizen and future generations of this country.

The Government is to ensure that ownership of strategic assets and economically important natural resources are not transferred to any foreign country. It has been stated that all bi-lateral trade agreements

signed in the past 5 years would be re-examined and amended to remove any harmful or economically damaging provisions, after discussions with the relevant counterparts.

The state's focus is on developing strong trade and commercial relationships with Asian neighbours: including India, Middle East, South-East Asia, whilst 'acknowledging the standing of developed countries in commerce and trade'. (SLPP, 2019)

As stated by the Permanent Representative of Sri Lanka, at the UN Security Council Open Debate in Feb 2020, promoting a peaceful, just and reconciled society is not only an objective in itself, but also a pre-requisite for a sustainable and inclusive approach to development that leaves no one behind. As a sovereign state, Sri Lanka will continue to establish its own priorities towards this end. (Senewiratne, 2020)

At the 43rd Session of the UN Human Rights Council, while withdrawing Sri Lankan co-sponsorship of Resolution 40/1 on 'Promoting reconciliation, accountability and human rights in Sri Lanka', Sri Lankan government reaffirmed its commitment to examining issues afresh, to forge ahead with its agenda for 'prosperity through security and development', and to find home-grown solutions to overcome contemporary challenges in the best interests of all Sri Lankans. (Gunawardena, D, 2020)

Adminstrating the Foreign Policy

The foreign policy of a state is formulated and managed generally by the persons who are responsible for it. The political leaders in power as well as in opposition and officials of the foreign office have been significant actors in foreign policy making in Sri Lanka. Other individuals and social groups who are knowledgeable on international relations or whose socio-economic interests are related to the external relations of the state try to influence the foreign policy making process. (Sivananda, 2015)

Since the Independence, the bureaucratic set up of

the foreign policy machinery was headed by the then 'Permanent Secretary', who was responsible for administering the External Affairs Departments, coordinating the activities of the missions abroad as well as the Defence Department. The 1972 Republican Constitution segregated the Defence subject and changed the nomenclature of External Affairs to Foreign Affairs. Over the past decades, being motivated by political and economic considerations, the number of missions abroad has been increased up to 67, however, the practice of concurrent accreditation is still continued due to the limitations in economic resources and paucity of trained personnel.

At the inception, senior civil servants belonging to the Ceylon Civil Service (CCS) had been appointed to the posts of Permanent Secretary and Heads of Missions. With the passage of time, persons belonging to the Ceylon Overseas Service (COS) have attained the seniority to occupy these posts. Today, the Sri Lanka Foreign Service (SLFS) has developed to become a well-entrenched cadre exclusively concerned on implementation of the foreign policy.

Dealing with Power Blocks

Sri Lanka, being a small state, has three principal foreign policy motivations: security, stability and status; which guide its international interactions. The factors which have significant bearing on the three motivations are in two folds:

- (i) permanent and stable character - inclusive of geopolitical setting, socio-cultural milieu, political economy; and
- (ii) those which are subject to variations and fluctuations - like nationalism, character of political regimes, and the international environment.

The international setting has exercised a diverse range of influences on shaping of the foreign policy of Sri Lanka. Sri Lanka is centrally located in Indian Ocean occupying a strategically important position.

As described in the Presidential election manifesto “Vistas of Prosperity and Splendour” (2019), the basis of the new Government’s foreign policy is non-alignment, mutual friendship and trust among nations; with the objectives of ensuring that Sri Lanka’s territorial integrity and independence are respected and protected in the interests of the citizen and future generations of this country

From time immemorial, trading nations had cultivated their presence in Sri Lanka to oversee the smooth and safe operation of their trading activities. Even during the Cold War period, Sri Lanka acquired importance in the global strategic calculations. Consequently, at different times the Americans, the Soviets and the Chinese cast a covetous eye on Trincomalee and attempted to persuade Sri Lanka to permit them base facilities there. (Sivananda, 2015)

India imposes severe constraints on Sri Lanka’s autonomy because of the close proximity and the wide disparity in size and capabilities; and also generates fear and anxiety among the Sri Lankans with the historical precedence. On one hand, as a part of its ‘neighbourhood first’ foreign policy, Sri Lanka’s political stability is among the foremost priorities for India in respect of its own security and independence. On the other hand, it would be in Sri Lanka’s national interests to build such confidence with India, if we are to reap the full benefit of the rising purchasing power of the huge Indian market, the potential of the Indian investors, large capacities in the Indian grid and digital connectivity. (Palihakkara, 2019) India has a presence in the Port of Kankesanthurai since June 2011, in the fields of mapping, removing and disposing sunken vessels, whilst its primary interest lies in controlling the Eastern Port of Trincomalee, as clearly expressed at the “Trincomalee Consultations” held in 2017 in Colombo. (Pararajasingham, 2017)

The Belt and Road Initiative (BRI) of China has been perceived as the 21st Century avatar of the ‘Marshall plan’ to post-war Europe. The enormous resources China is committing to the BRI, its territorial coverage and the interlocking relationships it is going to create not only in the region but also in global value chains, will have a significant impact on the economic and geopolitical architecture of the region and beyond. (Palihakkara, 2019) There has been significant focus on BRI and its effects on Sri Lanka, with a particular case being the Hambantota Project and the notion of a debt trap. (Abeygoonasekara, 2019) Apart from the bilateral economic relationships, the cordial diplomatic affairs with China has been reached to a great height with the successful mission for repatriation of Sri Lankans from the Chinese territories severely affected with Covid-19 Virus.

The Indo-Pacific is now at the forefront of the global geopolitical discourse as an important regional strategy involving the Indian and Pacific Ocean regions. This concept has attracted global attention, perhaps due to its significant geopolitical and geostrategic implications, and perhaps, due to the vast natural resources, and the strategically vital sea lines of communication that are found within the region. The strategies of the major players of the Indo-Pacific namely the United States, India, Australia, and Japan have some fundamental differences in so far as the territory and the overarching objectives are concerned. (Gunawaradena, 2020)

The task of consolidating the all-important bilateral relationships in a mutually-beneficial manner will continue to be a priority well into the future. The emerging geopolitical landscape of the 'Indo-Pacific' (as the emerging economic centre of gravity) and the intense strategic focus thereon by the major powers, both regional and extra-regional, have added complexity and tension to this task of small countries like Sri Lanka. (Palihakkara, 2019)

In fact, Sri Lanka has supported the idea of a 'free and open Indo-Pacific region' and emphasized that security and prosperity of the Indian Ocean region should be safeguarded through the promotion of a maritime order, which ensures that all countries enjoy the global commons, and respect international laws, and norms. (Gunawaradena, 2020)

Need for Strategic Approach

Sri Lanka's foreign policy should necessarily be founded in the interest of its sovereignty, autonomy in decision-making, territorial integrity, sustainability in development, socio-economic well-being of its citizens both living in Sri Lanka and abroad, safeguarding value propositions inclusive of humanity, cultural heritage and harmonious diversities as well as respecting regional and global collaboration.

Sri Lanka's geopolitical features such as location, size and capability impose constraints as well as provide opportunities to it. It is sometimes portrayed as being in the crossroads of geopolitical competition amid several powers, including India, China, and the United States. (Abeygoonasekara, 2019) The location value of Sri Lanka has been described as the 'nexus of the East-West trade route', which will become either an economic asset or a geopolitical liability depending on the prudence of the Sri Lankan foreign policy. (Palihakkara, 2019)

At a landmark conference entitled "The Indian Ocean: Defining Our Future" held in Colombo in October 2018, it was highlighted that Sri Lanka is vulnerable to

the risks of regional security, sustainability and trade, and also emphasized the need of maintaining freedom of navigation and freedom of digital connectivity. (Wignaraja&Panditaratne, 2019)

Within the globalized environment and with the limitations in inland factor endowment, Sri Lanka has to pursue its economic diplomacy priorities towards optimizing the international trade and harnessing its benefits to the country. Sri Lanka has also expressed its commitment to create a new international economic order, of which the objective is meant to make the developed countries responsible of the economic progress of the less fortunate states. (Sivananda, 2015)

In today's interconnected world, technological advances, digitization, and online human behaviour play a dominant role in foreign and national security policies of states. TechPlomacy, or technological-diplomacy, includes state initiatives to create constructive dialogues with the giant tech companies (such as Facebook, Amazon, or Alibaba) to minimize national security and economic issues emerging through the advances of technology. 'Silicon Valley diplomacy', which is still a new concept for the developing world, argues that the states are no longer the key actors of global power politics, but giant tech companies are increasingly accumulating global power and control of international affairs. For vulnerable societies like Sri Lanka, where modern ethnic tensions are instigated through human behaviours online, 'Silicon Valley diplomacy' is an essential tool to be practiced, whereas Sri Lanka needs to craft a proactive strategy to engage with the tech giants in Silicon Valley. (Hasangani, 2020)

The domestic political consensus on our foreign policy discourse is pivotal in freeing the business of foreign relations from extremes and restoring an element of equilibrium between international cooperation and constitutionally feasible commitments on accountability. (Palihakkara, 2019)

Conclusion

The phenomenon of nationalism as a potent political force is a major determinant of Sri Lanka's foreign policy. Still, the present administration has pledged to steer a neutral foreign policy which will allow Sri Lanka to once again play a moderating role in the global community, devoid of aligning itself to power blocs, and to pursue Sri Lanka's national interest with friendship with all. (Gunawaradena, 2020)

Growing complexity of the geopolitics along with the potential for conflicts among existing and rising power blocs will re-define Sri Lanka's challenges in devising and adopting its foreign policies and practices that would enable developing economic alliances while remaining strategically non-aligned. There will be other challenges, both bilateral and multilateral, that Sri Lanka will have to grapple with. It is a wide stretch – from climate change to terrorism, transnational crime to migration, economic development to digital connectivity, and many more. (Palihakkara, 2019)

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Singapore Public Service Transformation: Lessons for Sri Lanka

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Introduction

Both Singapore and Sri Lanka are islands situated in geographically important locations connecting two corners of the world. These two trading ports were under British colonial governance over eras. Both countries are composed of multi-ethnic and multi-religious population. Even though both nations are similar in certain aspects, their post-independence development makes the differences that kept Singapore far ahead than Sri Lanka. Singapore has transformed from a third world country to a first world country whereas Sri Lanka has managed to reach the level of middle income earning third world countries.

Since Singapore became independent in 1965, its outstanding success story is highly admired by the world in terms of socio-economic factors. Starting with just US\$516 as GDP per capita in 1965 has become one of the highest GDP per capita levels in the world and ranked as number two in terms of ease of doing business.

Apart from the tremendous economic progress over four decades, Singapore's social development also marked its achievements. In terms of social comforts, Singapore's very own public housing system enables 90.4% of its population to own houses. Their health system performance is ranked as 6th out of 191 countries

by the World Health Organization in 2019. A key Factor in Singapore's effective approach towards undertaking its developmental challenges has been the competence and pragmatic attitude of its public service and political leadership. Singapore's public service governance is not only a matter of competent political leadership and brave national policies but also long years of hard-working of the public service in building a clean, capable and effective bureaucracy.

This report tends to analyses the key success factors of Singapore and how it can be replicated in our home country with its distinct features. This study specifically focuses on Public Service key areas that need more concern in the Sri Lankan context. The in-room sessions, outdoor experiences obtained in Singapore and secondary data obtained from the previous studies and internet are used as the major sources in preparing this report.

Public Service in Singapore's Context

One of the major reasons for Singapore's success in every area of national development is a highly competent public service. About 6.2% of Singapore's labour force amounting to 146,000 is the public service which is the largest employer of the country. Singapore's public sector is mainly categorized into two distinct classes. Employees working in the regular Ministries are responsible for policy formulation and regulation while the statutory boards and public enterprises are involved with operational, service delivery and market functions.

At present Singapore's public service has been recognized as one of the most disciplined public services in the world with high efficiency and accountability. Singapore has recognized the vital role of public service in achieving national goals. During the transformation process, the government attempted to align the public service hierarchy to shared goals of national development and to improve the public service by eliminating corruption and establishing

benchmarks for development. Subsequently, the public service worked tirelessly to build a new meritocratic bureaucracy with fostering public service, who are ready to take challenges and thus ensure that the best talents are cultivated to drive the country forward. Singapore public service has transformed itself a far-sighted, proactive, responsive and more service-oriented to compete with rapid global changes.

Singapore's meritocratic bureaucracy has been guided by the following underlying principles:

- a. Strong legislation and enforcement towards corruption-free public service.
- b. Adopting meritocratic and market-based approaches concerning global trends.
- c. Identifying, nurturing and grooming qualified young talent for public service ensuring the high level of performance.
- d. Market competitive salaries, merit-based performance appraisal, and performance-based incentives.
- e. Undertaking a process of institutional reforms in the public sector.

Public Service in Sri Lankan context

Sri Lanka's public service comprises of 1,228,973 employees, which is 14.5% of total labour force. This includes the civil service, the police, the armed forces, and public corporations. Sri Lankan public service is meant for the nation's excellence with fairness, transparency, and consistency. The major responsibility of Sri Lankan Public Service is policy implementation and support functions in various disciplines. Personnel management in the public service has conservatively followed a highly centralized model. Centralized agencies play a key role in recruitment, placement, career paths, remuneration, preparation of service minutes, and disciplinary matters. Line Ministries

and departments have usually been the recipients of centrally recruited and administered staff. Thus, Public service commission is considered as the ultimate source of accountability for the public bureaucracy and a core institution of accountability. The objective of the public service is as follows according to the Public Service Commission of Sri Lanka :

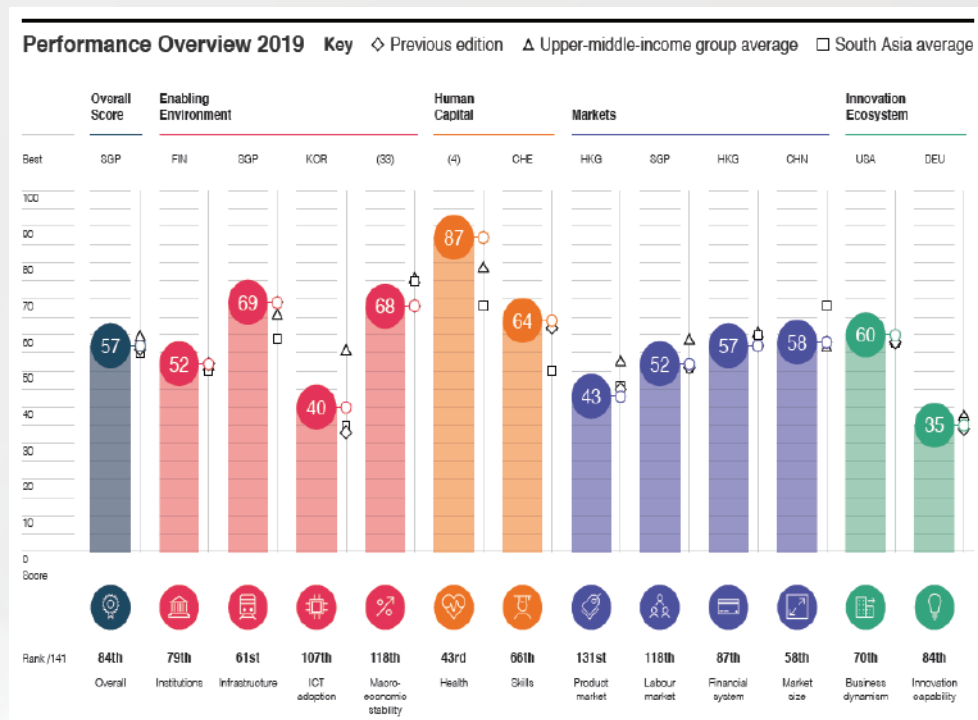
- a. To establish, improve and sustain the efficiency and effectiveness of the human resource by upholding standards, policies, guidelines and rules governing the appointments, promotions and disciplinary control of the public service.
- b. To be sensitive to the needs of the changing environment to support the process of decision making for continued progression in public service.
- c. To be responsive to the grievances of the public officers aggrieved by orders of the delegated authorities in consideration of the interests of both parties and making fair and correct decisions.
- d. To establish a recognized career path for the public officers to ensure the career development of individuals with exposure to varied skills, knowledge, and experience to retain the most appropriate officers in service by motivation and job satisfaction.
- e. To create a disciplined public officer adhering to professional ethics void of acts of misconduct.

Public Sector employment in Sri Lanka continues to be in high demand, even to the extent of youth leaving “higher-paying jobs” in the private sector to the public sector if such opportunities arise, thus the demand for public sector employment continues to be high.

Where we are lagging: A comparison between Singapore and Sri Lankan Public Services

Sri Lanka has been ranked as 84 among 141 countries according to the Global Competitiveness Index 2019 whereas Singapore has been placed at the top of the GCI 4.0 rankings. Singapore improves from an already high base on 10 of the 12 pillars, and its score on every pillar is between 4 and 19 points higher than the OECD average. Among the twelve pillars which used as measuring elements in determining the global competitiveness index, institutions are considered as the topmost pillar to decide the enabling environment. Public sector performance is one of the key indicators to rank the institutions. Sri Lanka’s public sector performance has been ranked as 86th while the public service performance of Singapore is regarded as the best out of 141 nations.

The Sri Lankan public service often criticized for overstaffing and



Source: Global Competitiveness Index 2019: Country/Economy Profiles - Sri Lanka

inefficiency. As the World Bank stated the quality of the public administration in Sri Lanka has declined over the past decades due to political patronage, overstaffing, administrative overlap and duplication, and excessive salary compression.

The Transparency International has indicated that the periodical constitutional changes and increased political interferences have resulted in the poor quality in the delivery of state services. They have criticized that, even the higher public officials do not have the required freedom and autonomy to implement the policies to achieve their stated objectives.

On the other hand, Singapore is considered a global leader in public service excellence, which has been a driving force behind the nation's rapid economic and social successes. The country's achievements inspire others seeking to build a professional public service with integrity, diversity and a focus on clients and results. Singapore's public service reform strategies are mainly focused on key areas such as public accountability, Administrative management, and control, human resource development, organizational change, and service delivery. Building on this success, the above-mentioned key areas are addressed by implementing the following management approaches.

- Manpower planning
- Integrity
- Meritocracy
- Results orientation

Manpower planning

Inadequacy of manpower planning has been cited as the reason why most public organization today are facing a chaotic situations as they did not at onset plan their workforce, neither did have any systematic human resource (HR) management programme that put the organizations goals first and the decay in the public organizations is evident as the level of frustration is equally high, and the "marketplace" trend of the organization is becoming a reality.

The importance of planning manpower in a public organization cannot be over-emphasized. Manpower planning refers to the evaluation and identification of human resource requirements of the activities planned to meet the socio-economic goals of society . Effective human resource planning, therefore, implies that sufficient manpower, with the right mixture of talent, is available in appropriate locations, performing their jobs when needed. Human resources planning, therefore, provide direction, reduce uncertainty, and minimize waste and sets standards. Therefore, no activities can be done without planning; just as nothing can be done in any organization without first determining the organization's human resource needs.

In Sri Lanka, a Secretariat for Senior Ministers has been established to suggest a National Human Resource and Employment Policy in 2011. This steering committee has pointed out that at present Sri Lanka lacks information with manpower requirements based on reasonably accurate projections about how many skilled workforces of different categories the country requires to meet current and emerging needs that arrangements could be made to supply the human resources requirements of high quality. Further, they have observed the following key issues to be addressed.

- Absence of mechanisms to encourage labour
- High cost of labour due to inflated wages makes firms reluctant to undertake new hiring and to re-train existing staff.
- Lack of an entrepreneur-friendly environment
- Lack of a mechanism to recognize special talents in the formal education systems and to encourage their development in specialized environments.
- Inadequacy of the national institutional framework to encourage innovations
- Absence of mechanisms to make early school leavers aware of whatever available opportunities for them to resume their formal education at a later stage, thus making such persons under-qualified for life.
- Career guidance is not a mandatory element before the students leave schools after secondary education.
- Limitations in the available systems for accreditation of training institutions, preventing the training programmes on offer meet job market needs and international standards.

The major drawback in the Sri Lankan system is, except for a few professional streams (medicine, engineering, architecture, etc.) the manpower planning is done only at the moment when a vacancy occurred. This practice is not a forecasted method instead it is just to fulfill the current requirement only. Apart from this, Sri Lanka's public service manpower planning is less connected to the education system. A school passed out or a qualified undergraduate is always looking for a job in the public sector regardless of his educational background. For example, agriculture graduates are doing clerical work, Law graduates ended up as primary teachers and ICT graduates working as English teachers. Being a free education

provider, Sri Lanka allocates nearly 10% of the total recurrent and capital funds for education. In 2018 Rs. 266,916 million that is 9.8% of the total expenditure was spent on education. If the proper manpower planning is not done, it is not only a wastage of national resource but also the country is missing an opportunity to get use of talents.

In the Singaporean context, manpower planning and educational systems are closely interrelated. Education policy-making in Singapore has gone through three distinct phases. In the first phase, the focus was to produce basic literacy in a population many of whose members were previously illiterate. In this phase of education development, Singapore was selling cheap labor on the world labor market.

In the second phase of the development of the Singaporean economic system, the government was seeking to shift its competitive advantage in the global labor market from being the low cost of its labor to the quality of its labor, so that it could compete for businesses that would not just locate in Singapore, but locate work in Singapore that would pay well. Much of this curriculum development was done with an eye to Singapore's economic development needs.

During the third phase, the government had recognized that global economic leadership required not just a highly educated and skilled workforce capable of doing high value-added work but a workforce that would have the habits of mind, values, attitudes, and skills needed to develop leading-edge products and services. Thus they focused on this stage on improving even further the quality of their workforce and on curricula and instruction that would support the creativity and capacity for innovation of their students.

Singapore has a unique integrated system of planning. The Manpower ministry works with various economic agencies to support a competitive and vibrant economy that creates good jobs for locals, and with the Ministry of Education and Singapore Workforce

Development Agency to ensure that every Singaporean has the opportunities to maximize their potential to take on jobs in their areas of strength, through multiple pathways in education and training. This includes pre-employment education as well as continuing education and training throughout life so that individuals can progressively deepen their skills, have opportunities to acquire new proficiencies along the course of their careers, and achieve mastery and pride in their chosen fields.

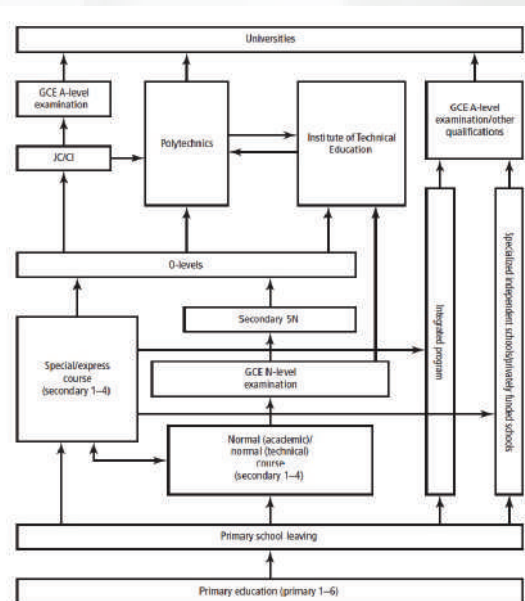


Figure 2: Singaporean Ability Driven Education System and employment.

Source: *Toward a Better Future - Education and Training for Economic Development in Singapore since 1965*

In Sri Lanka, labor and education markets make these adjustments slowly over time, but the Singapore government believes that its manpower planning approach helps students to move faster into growing sectors, reduces oversupply in areas of declining demand more quickly, and targets public funds more efficiently for post-secondary education. The Ministry of Education and the institutions of higher and post-

secondary education then use these skill projections to inform their education planning, especially for universities, polytechnics, and technical institutes.

The close relationship between educational development and manpower planning starts early in Singapore's educational system, right from the primary level where academically less-inclined students are prepared for progression to vocational training. This streaming continues at the secondary and post-secondary levels, ensuring minimum attrition and wastage of scarce human resources. At the tertiary level, the emphasis has been the expansion of educational facilities to produce manpower with specialized skills to enhance Singapore's technological capability.

The multi-agency, coordinated approach to manpower planning and training has also ensured a steadily increasing supply of the trained manpower in specific fields of occupations. At the tertiary level and beyond the formal school system, institutes of higher learning and various government agencies work in concert to expand the pool of skilled, technical and professional manpower and to promote educational and skills upgrading. Their efforts augur well for the enhancement of Singapore's technological capabilities.

Sri Lanka has to work on forecasted manpower planning right from the secondary schooling level to compete in the labour market with changing global trends. Especially the public service manpower planning has to be given more concern in producing a vibrant public service.

Integrity

Integrity is the cornerstone of good governance. Nurturing integrity and preventing corruption in the public sector support a level playing field for businesses and is essential to maintaining trust in government. 'Integrity' refers to the application of values, principles, and norms in the daily operations of public sector organizations. Governments are under

growing pressure from the public to use information, resources, and authority for intended purposes. The integrity of public service any also demonstrated by intolerance for corruption enforced by strong anti-corruption measures.

Sri Lanka is the 89th least corrupt nation out of 180 countries with the below-average corruption-free scale, according to the 2019 Corruption Perceptions Index reported by Transparency International. The GAN business anti-corruption portal pointed out that the most common forms of corruption in Sri Lanka include bribes paid to avoid bureaucratic red tape, bribe solicitation by government officials, nepotism and cronyism. According to them, there is a high level of corruption in the public procurement sector, land administration, tax administration & customs administration. Corruption is considered by the World Economic Forum as one of the most problematic factors for doing business in Sri Lanka.

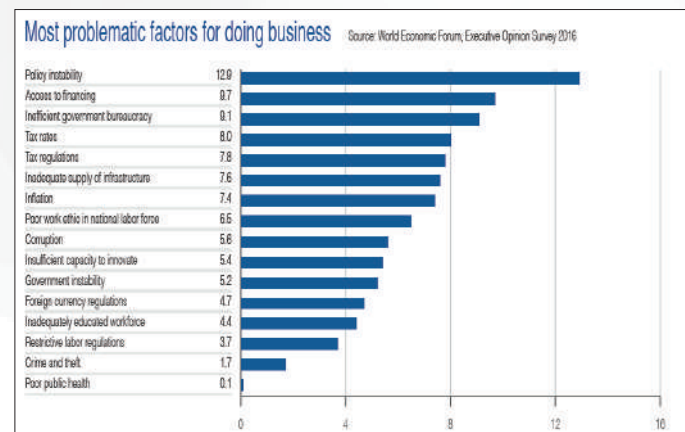


Figure 3 Most problematic factors for doing business in Sri Lanka
Source: Global Competitiveness Index 2016-2017: Country/Economy Profiles - Sri Lanka

As stated in the World Bank web page, in Sri Lanka around 11 percent of rural enterprises that dealt with government agencies for registration, and 8 percent that dealt with agencies for licensing, reported

making unofficial payments. These payments were equivalent to 5-6 percent of the official licensing or registration fee. Rural entrepreneurs also reported that laws and regulations are occasionally misinterpreted or manipulated by officials as a result of a lack of knowledge among officials or because of the ethnic, social, or income biases. According to the Global competitiveness index 2014-2015 report, the judiciary is not independent, public trust in politicians is low, and government policymaking is not transparent. Corruption has the greatest influence on investors in large projects and on those seeking government procurement contracts.

| | Pillars | 2014 | | |
|-----------------------------------|----------------------------|---|---|---|
| | | CAPACITY | GOVERNANCE | ROLE |
| Politico Administrative Structure | Legislature | Moderate | Weak | Weak |
| | Executive | (some provisions but key gaps exist) | (minimal provisions / processes) | (Minimal provisions / Processes) |
| | Judiciary | | | |
| | Public Sector | | | |
| Prosecution & Enforcement | Law Enforcement Agencies | Weak (Minimal provisions / Processes) | Weak (Minimal provisions / Processes) | Weak (Minimal provisions / Processes) |
| | Complaint Mechanisms | | | |
| | Anti-Corruption Commission | | | |
| Oversight Institutions | Election Commission | Moderate (some provisions but key gaps exist) | Moderate (some provisions but key gaps exist) | Weak (Minimal provisions / Processes) |
| | Auditor General | | | |
| Non State Actors | Political Parties | Weak | Weak | Weak |
| | Media | (Minimal provisions / Processes) | (Minimal provisions / Processes) | (Minimal provisions / Processes) |
| | Civil Society | | | |
| | Business | | | |

Figure 4: Pillar performance of National Integrity Assessment Sri Lanka 2014
Source: National Integrity Assessment Sri Lanka 2014

As indicated in the National Integrity System Assessment – Sri Lanka 2014 the “role” played in combating corruption emerges as the weakest dimension in the National Integrity System with minimal provisions and processes in place. Meanwhile, Prosecution & Enforcement, as well as Non State Actors, emerge as the weakest pillars of the entire system. Law enforcement agencies, complaint mechanisms, and the anti-corruption commission must be given more attention to uphold and build upon the country’s governance system.

Since Sri Lanka signed and ratified the United Nations Convention Against Corruption (UNCAC), it incorporates the constitutional provisions to combat corruption by recognizing the Commission to Investigate Allegations of Bribery or Corruption (CIABOC) under Article 156 (A) of the 19th Amendment to the Constitution. Moreover, the National Action Plan for Combatting bribery and Corruption in Sri Lanka (2019-2023) was launched in March 2019 in recognition of Sri Lanka's obligations under the United Nations Convention Against Corruption.

The main anti-corruption laws are the Penal Code and the Bribery Act, which criminalize corruption and attempted corruption in the form of extortion, and active and passive bribery. No clear distinction between bribery and facilitation payments is made, but gifts given with a purpose of corruption are prohibited under the Prevention of Corruption Act. Sri Lanka's anti-corruption legislation lacks enforcement, and powerful political elites often go unpunished for committing corruption crimes.¹ The Bribery Commission and the legal measures for control of bribery, though much acclaimed, are only of limited effect. Their means touch only the fringe of the problem. The bulk of the problems thrives unaffected. Bribery remains a problem in this country, long and unabated, assuming proportions of grave public concern.

When it comes to Singaporean Public Service, it is regarded as one of the least corrupt countries in the world and ranked in the 3rd position.² However, at the time of independence, corruption in Singapore was rife in public service. The efficacy of Singapore's anti-corruption efforts is a result of unrelenting political will, credible legislation, prudent administrative regulations and effective institutions

1. <http://www.business-anti-corruption.com/country-profiles/sri-lanka>
2. According to the 2019 Corruption Perceptions Index reported by Transparency International

able to fight against corruption. The priority of their anti-corruption strategy is strengthening existing legislation and enforcement, and increased the penalty for corruption. The Corrupt Practices Investigation Bureau was strengthened and placed under the direct control of the Prime Minister.

In the Singaporean perspective "prevention is better than cure" approach has been used for anti-corruption strategies. In public service, certain administrative measures have been taken for corruption control. Removing loopholes, streamlining administrative procedures, slashing red tape, declaration of non-indebtedness, declaration of assets, non-acceptance of gifts, reminding officers on penalties are some of the administrative measures safeguards against corruption.

Meritocracy

Meritocracy is a system of a government or other organization wherein appointments are made and responsibilities assigned to individuals based upon demonstrated talent and ability. A meritocracy tends to function upon and promote, credibly recorded demonstrations of talent, and doing so only hoping to promote talent itself. Meritocracy, therefore, offers a fair system, which results in better outcomes for both the individual and society. The highly influential 1997 World Development Report asserted that "Making a meritocracy of the civil service helps bring in high-quality staff, confers prestige on civil service positions, and can do a great deal to motivate good performance."³ Meritocratic recruitments have resulted in higher economic growth, reduced corruption and enhanced performance of the public service.⁴

A pure merit system for public appointments should imply jobs at every level, the best candidate, open

3. World Bank 1997
4. Meritocracy for public service excellence - UNDP Global Centre for Public Service Excellence 2015

The Sri Lankan public service often criticized for overstaffing and inefficiency.

to all, systematic, transparent and challengeable.⁵ Singapore describes meritocracy as one of its official guiding principles for domestic public policy formulation, emphasizing academic credentials as objective measures of merit. Singapore's merit-based selection is usually coupled with the principle of non-discrimination. This selection is irrespective of race, religion, gender, age or class differences. Meritocracy promotes competitiveness which can yield high performance amongst public officers.

Sri Lanka's selection criteria for public service are mostly based on competitive examinations and interviews. Competitive examinations are mainly to test general intelligence and IQ. Interviews are often used to evaluate the spontaneous performance. Professional exams and practical interviews are used to a lesser extent. Switching to a meritocratic approach may be slightly difficult to Sri Lanka unless the public trust is built. However, the selection process should be more comprehensive and unique for each category of public service.

Results orientation

Results-Based Management is a management strategy aimed at achieving important changes in the way organizations operate, with improving performance in terms of results as the central orientation. Results-Based Management provides the management framework and tools for strategic planning, risk management, performance monitoring, and evaluation. Its primary purpose is to improve efficiency and effectiveness through organizational learning and secondly to fulfill accountability obligations through performance reporting. The key to its success is the involvement of stakeholders throughout the management lifecycle in defining realistic expected results, assessing risk, monitoring progress, reporting on performance and integrating lessons learned into management decisions.⁶

Promotions in the Singapore public service are purely results-oriented. Promotion decisions are based on the outcomes of the annual staff appraisal process. In this process and the officer and his supervisor meet to discuss work assignments and training plans for the year and assess an officer's performance and

5. McCourt, 2007

6. OECD, 2002

achievements in the period. The officer's promotion will be decided by the confidential report submitted by the supervisor on his performance, potential, and character. Public servants in Singapore receive performance-based incentives that strengthen the meritocratic correlation between performance and reward.

In Sri Lanka, even though there is a laid down procedure for public servant's performance appraisal and promotion, it is less results-oriented. Performance appraisal is done in a generalized manner and almost all public servants receive a fixed amount of salary increment unless they are under disciplinary action. Promotions are often related to the seniority in service. Because of this uniform system, the public servants become lethargic thus they know that they will get the same increment whether they perform well or not.

Suggestions for Sri Lankan Public Service Excellence

While recognizing the specific circumstances of Singapore as a wealthy city-state, there are some lessons which may have wider application for developing countries such as Sri Lanka: the importance of integrity and strong anti-corruption measures; meritocracy expressed through selective recruitment of the best talent; results-orientation in which pay and promotion reflect individual performance and contribution to innovation and policy outcomes; and competitive salaries for the public service to mitigate the risk of corruption.

The transformation process of Sri Lankan public service towards excellence has to be initiated right from the policymaking level. Every aspect of public service policy should be shaped to align the public service best suited to deliver on their national objectives of the socio-economic development of the nation. Inclusive processes are important to give all segments of society access to government decision making to better reflect their needs and aspirations,

both in policymaking and in-service delivery. Bringing public participation actively on board in the design and implementation of policies could also increase their legitimacy and effectiveness, and create a feeling of ownership by citizens.

The public service manpower planning in Sri Lanka should be properly planned to cater to future requirements of the public service. Singaporean best practices can be adapted to produce professions, mastered in various disciplines right from the secondary schooling stage. Global trends and fields for the forthcoming global market should be considered while designing the curriculum. The education and higher education systems to be interlinked with manpower planning for optimum use of human resources.

A major issue in Sri Lankan public service its improper deployment. The institutions which are situated in remote areas are always lacking in staff strength whereas the city offices and offices with pecuniary benefits are overstaffed. Further, public servants are often stagnating in the same place for decades which leads to corruptive practices. The mobilization placement and transfer policies exist on paper but are often not implemented or made real in practice due to political interventions. The government should ensure the proper distribution of existing public service and their transfers within the public service.

Singapore's political will is the backbone of their success, however, the public service autonomy is highly maintained in their country. In Singapore's top to bottom approach, the policy formulation is done at the top level and the enforcement itself initiated from the top. Hence the political leadership is sincerely committed to enforcing such policy decisions. The public service autonomy is much required for Sri Lanka's public service since it is polluted with political interferences in getting personal benefits. Sri Lankan political leadership needs to be strong enough to implement policy decisions without deviating from its objectives.

Integrity in public administration is a necessary condition for the appropriate performance of its duties; the public must have confidence in the authorities' discharge of their duties, under the rule of law and the democratic frameworks. Since bribery and corruption are of great concern in Sri Lanka⁷, the public service integrity is often questionable. Singapore's strategy of minimizing corruption and the best practices can be replicated in Sri Lanka. It is well-established that the four pillars supporting its fight against corruption are, namely: "Effective Laws", "Independent Judiciary", "Effective Enforcement", and "Responsive Public Service". Together with strong "Political Will" and zero tolerance towards corruption, these four pillars have provided Singapore with the guiding principles to grow from a "Third World Nation" to a modern, technology-savvy, globalized city-state with a "First World" economy within a short span of 50 years. Sri Lankan anti-corruption mechanism should be reinforced with a strong legal foundation, high penalties, strict enforcement with independent and competent anti-corruption bodies.

Recruitment procedure of Sri Lankan public service to be more efficient and transparent. Subject knowledge, skills, and practical experience should be given much importance in recruiting skilled and semi-skilled categories. As a result of Sri Lanka's present competitive exam based appointments, technically qualified and skilled candidates were left out if they were not qualified in the general intelligence or IQ test and the selected individuals may be less skillful. On the other hand, a large number of professionally qualified undergraduates tend to choose sophisticated jobs where their professional qualifications cannot be utilized. This leads to educational wastages as well as public resource wastage. Switching to a meritocratic approach is a better option for Sri Lankan public service recruitment to select the best and bright talent in the country without extraneous favour or prejudice.

In Sri Lankan Public service, the criteria applied for

promotions are merit, seniority, qualifications, and experience. Although merit is considered overriding, it is difficult to enforce as there is in every service strong pressure to use seniority as the main principle of promotion. With this system, talented officers have to wait for a long to get higher positions to utilize their exceptional skills and individuals with fewer calibers can reach higher positions due to their seniority in service. This may cause the public service to become inefficient and lethargic. Therefore, the promotional schemes to be promulgated based on the results orientation. The outcome of a public officer has to be measured by a comprehensive performance appraisal system which should be purely on a performance basis. The uniform system of promotion and increment should be transformed into a performance-oriented method.

Public service in the 21st century is undergoing dramatic change, especially in advanced economies, but also in many parts of the developing world. Globalization and the pluralization of service provision are the driving forces behind these changes. Policy problems faced by governments are increasingly complex and national in focus. And yet the prevailing paradigms through which public sector reform are designed and implemented are relatively static and do not fully encompass the significance or implications of these wider changes. Sri Lanka also requires a public service reform for good governance as well as for economic stability. The Singaporean experience of policy experiments and organizational practices can be taken as inspiration for such public sector reforms within our traditional public administration paradigm. Public sector reform efforts in Sri Lanka need to embrace these changes selectively and draw on a range of public management models that are appropriate to different contexts while putting the needs and interests of citizens at the heart of reform efforts consistent with the new public service approach.

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Is SLAS also Responsible for Crisis Unsolved?

J. Dadallage

Former Secretary to the Ministry of Public Administration and Management

Society with Crisis: Common arguments are there in the society that public service and its management also should be responsible for the crisis experience and spread out almost all the systems in the country. Whatever the sectors or areas are concerned in the society are not clear enough for observer satisfactory. Most of the matters are not moving acceptable levels for pleasing conclusions. The majority of citizen opinion regarding their affairs in the country has gone bad to worse seriously after independence without doubts. Greater part of communities is living with full bags of crisis in their day to day lives and needs. Living is a real struggle for many segments of the country due to long run associated man-made complicated crises which are not having agreeable solutions. Those who able to leave already left and many others are also seeking opportunities to leave the country through any possible avenues that can be sought.

We have been talking about crises in Sri Lanka for many years as victims as well as responsible citizens. Talking about just another crisis is unlikely to excite many people or generate much public interest. But, what we are faced with today is not just another crisis. In fact, what we witness today is an extraordinary situation that we can ignore only at our own peril. It is the culmination of a series of long-neglected economic, political and societal issues.

If we fail to identify the gravity of the emergent situation in the country today and explore all possible avenues and find a way out of this unprecedented crisis, consequences for the country and the people can be dire.

More than seven decades have passed since political independence of the country but people inhabiting this landmass have not come together as a cohesive political community transcending ethnic, religious, sociological and linguistic divisions. This is largely due to the failure of post-independence regimes over the several decades to adopt appropriate national policies to achieve such a national goal. The result has been intermittent inter-community violence and conflict that not only led to an enormous waste of financial and human resources but also encouraged many people to leave the country. The opportunity cost of unnecessary waste of scarce resources has also been enormous as is evident from the poor state of social infrastructure in the country like education, public transport, public health service and social protection etc.



Public officers going home after office

When the 30 years long ethnic war came to an end in 2009, many people in the country hoped that post-war regimes would embark upon a process of national reconciliation and sustained social and economic development. Yet, due to the absence of a non-partisan, national level professional body like a national planning council, post-war development and reconstruction process became ad hoc

and politically driven. Most of the investments that were made using comprehensively borrowed money did not contribute to the development and use of productive capacities of the country for inclusive and equitable development. While agriculture remained stagnant or even declined, there was hardly any labor intensive industrial development in the country.

Many people began to leave Sri Lanka for overseas employment and, faced with a widening trade gap, post-war regimes encouraged labor migration to increase inward remittances. 'Ranaviruvo' (war heroes) in turn was replaced by 'rataviruvo' (overseas heroes). Meanwhile, the economy became more and more dominated by service industries and the productive sectors remained stagnant or even declined. People of the society under the name of democracy acted and reacted expecting some positive changes continuously although they endure highly disappointed.

After the independence country is moving under an exploitative agenda of neocolonialism that was not properly understood by many leaders who were in the front lines of political administration. As the situations remain very complicated under such an agenda many areas in the country seems to be highly supportive to continue with unproductive or counterproductive ways and means without proper directions.

Who is responsible?

Enlightened and concerned citizens in the country have witnessed the so called developments experienced over the last several decades where blaming each other for respective responsibilities. Many regimes of different ideological persuasions and their leaders have presided over these developments but these regimes and leaders have failed to prevent the deterioration of the social, economic and spiritual well-being in the country over time.

Some leaders, both politics and administration have been in power for many years, yet they have not shown any maturity or capacity to learn from mistakes and adopt alternative policies and strategies



Files with No Answers

to address long-standing issues. So, more and more people have come to the realization that there is an urgent need for a new set of strategic leaders and more progressive and innovative policies to steer the country away from the present deep social, economic, political and environmental crises. Yet, unless the wider voting public also realizes that the future of their own children and that of the country's youth is really bleak and strives to bring about a radical change in the way the public affairs of the country are managed, there can be little hope for a prosperous and peaceful future for everybody. If such a goal cannot be realized, many people of all walks of life, in particular, more resourceful ones, will leave the country, leaving behind the hapless masses to suffer in silence.

At any time or occasion comes premier administrators also are blamed as a responsive leading party for crisis worsened over decades. Blaming each other has also been a normal phenomenon while same unproductive or counterproductive practices are continuously being practiced without concerning the results. People just blame for politics or politicians who play the leading role of development policy making which are not considerably effective for long times. In this argument there are justifiable facts which are relevant for the premier administrators who play a leading role in policy formulation, administration and implementations supporting avenues for political leaders remarkably. To cut a long story short Sri Lanka Administrative Service responsibilities are vital in the crises accumulated as well as remedial measures that should be taken for fast recuperations.

Although the political elected leaders are mainly responsible for many failures due to their comparative incompatible characteristics such as levels of education, lack of exposure or policy capacities needed for productive policy conceptual architecture, responsibility of proficient civil society and other parties such as public service also comparatively unforgettable. Amidst of various criticisms, Civil Service and current SLAS had and have been playing a prominent role with the close proximity of political leaders sometimes blindly what happened and happening. Political leaders are kind of elected leaders while administrative leaders are selected to lead with them and sometimes to lead them. Under the democratic path of political leadership evolution, many counterproductive phenomena were added for the political system deteriorations such as preferential voting system and sociological considerations in the power struggle. Hence, the political leadership rich picture of the country is not so healthy or industrious one for the positive improvements expected over the long run consequently even for the administrative services as close alliance. Although some of their outputs are visible here and there, outcomes are appalling and disgusting. Due to such amalgamations of politics, many areas of the society have gone from worst to disastrous which needs heavy managerial reforms and adjustments. They have made it for comprehensively with resource wasteful, hardly irreversible and many lost and lost situations on greater scale while SLAS being the close associates of the political rationalities.

There is a related public policy argument correlated to advancements and declines or suffering and happiness of the respective communities or nations. If any society public policies are poorly or badly managed people of such societies experience many aches and suffers. It leads for complicated crises over and over as well as unhealthy situations for living making public mindsets vulnerable to each other. Knowing such scenario even by the politicians urging political lip services are coming forward to create a country

to remain stopping leaving (Inna Hithena Ratak). Same policy argument emphasizes that vigorous and strategic public policy management make prosperous environment for the respective society and for the people with meaningful developments. Such remarkable public policy management practices of such societies not only created extraordinary living standards for their citizens but also use as a marketing strategy to attract professional human resources from the outside societies who has created many bad lucks or negligence for their values.

To make optimistic and encouraging transformation, 'Meritocracy' is one of the key tools many developed societies which have been exploiting for continuous advancements associated with strategic public policy management. Meritocracy, Pragmatism and Honesty are the three main public policy management pillars in Singapore for remarkable fast development and transformation after their independence. Public service that includes Singapore Civil Service is prominently managed with human resources management and development practices under the ideologies of Meritocracy. Such practices were the brainchildren of politicians and being developed and adopted by civil service of Singapore under results and target oriented planning. It was what the needed combination of elected and selected leaders of any respective society making the transformation for the comparative advantages for its communities what our leadership combination has neglected and failed extensively.

In terms of responsibilities of crisis management, social and economic transformation elected and selected leaders are responsible correlatively as they are working and expected to be operational closely and cooperatively. The positive, productive and effective relationships which should be maintained by the counterpart leaderships for the related development and policy issues, has been disturbed and paralyzed over the times due to political obligatory phenomena developed over the decades after independence. Such a combination was negatively caused for the

merit based management culture of the public service respectively most of the times with mutual understanding of counterparts. Although there are arguments about the qualities and competencies about elected leaders, they have been able to keep the knowledge and capacities of public sector management under their obligations considerably which were improved and rooted with the blessings of civil and administrative services historically giving the chances for deteriorations. Within such unproductive cooperation, many segments of the public administration depreciated under the political agendas and aspirations making more and more unsatisfactory circumstances for the society since from self-government.

If the capacities and competencies exists in the service are not properly understood, measured and deployed, or failed to identify strategic corrective measures social blames for responsiveness will be further influential and complicated in the related crisis are concerned. In such a scenario, SLAS should concentrate that it's a remarkable base of knowledge and competencies compare to any other public sector leaderships even to the elected leaders. They also should understand the related responsiveness for such issues as they lead many critical areas of social and economic transformations. They also must know their absolute role of leading others and collective role of the public service which can be utilized for leading changes. Briefly SLAS is also responsible for existing crises enhanced due to the combination of obligatory administrative leaderships and neglecting their role effectively while long term leading of many critical segments of nation building.

What can be done?

To be more responsive and responsible, SLAS should take the lead to reverse the negative, unproductive and counterproductive scenarios with a transformational agenda for the deliveries as well as for the practices of the service. The respective prominent agencies of SLAS should take the lead

to make the difference for what the society and the service needed. Firstly, they must brainstorm the management ways and means to minimize unproductive obligatory leadership styles towards more constructive co-leaderships understanding the underutilized capacities of the service. Under this approach modern and more effective human resources management, development and planning applications should be applied to transform the SLAS effectiveness as a self-corrective strategy for the service itself. Secondly, SLAS should take the lead to identify and promote very productive avenues and systems or strategies needed for social and economic transformations in futuristic aspects improving the collective management bargaining capacities and leaderships.

What are the needed self-corrective measures to the service?

SLAS should be self-corrective towards more meritocracy oriented service culture deviating existing traditional customary HR applications and practices. As it has been depending on obligatory HR applications for long period preferred by the elected leaderships under their agendas, where my-man policy applications are being prominently used as a traditional way of HR mobility, such changes are timely required to transform the service from obligatory towards productive and effective. In the developed world Human Resources management is extremely based on knowledge and merit considerations while we are just looking just so called Seniority or Eligibility prominently. We are far behind to consider right person to right job based on merit and suitability compare to the global capability based considerations.

SLAS should consider changing the HR mobility culture considering not only seniority or eligibility considerations but also the suitability or meritocratic considerations. Even for the high positions, officers are selected just based on grade or seniority whose compatibility and suitability is not totally