



The Sino-Swiss M.A.S.T.E.R.TM Project for Management Training
and Organisational Development in the Public Sector of China



Managing
Aministrative
Systems through
Training
Education &
ResearchTM

A Sino-Swiss Technical Co-operation Project 1994-1996

**The Sino-Swiss M.A.S.T.E.R.[™] Project for
Management Training and Organisational Development in the
Public Sector of China**

**A Sino-Swiss Technical Co-operation Project
1994-1996**

Glossary

CCP	Chinese Communist Party
CSEND	Centre for Socio-Eco-Nomic Development
CTCSPMO	China Training Centre for Senior Personnel Management Officials
EBRD	European Bank for Reconstruction and Development
ILO	International Labour Organisation
ISO	International Organisation for Standardisation
ITU	International Telecommunication Union
OECD	Organisation for Economic Co-operation and Development
TOT	Training-of-Trainers Programme
UNCTAD	United Nations Conference on Trade and Development
UNDP	United Nations Development Programme
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund
WHO	World Health Organisation
WIPO	World Intellectual Property Organisation
WTO	World Trade Organisation

Table of Contents

1. Summary	
2. Introduction	
2.1 Administrative Reform in China	
2.2 Sino-Swiss Co-operation Programme	
2.3 Project Deliverables	
2.4 Project Uniqueness	
3. Project Description	
3.1 Objectives and Strategy	
3.2 Implementation	
3.3 Methodology: Action Learning Approach	
3.4 Training-of-Trainers (TOT) Programme	
3.5 Institutional Development Activities	
4. Classroom Training	
4.1 Preparatory Phase	
4.2 Component Modules of Basic Programmes (I to III)	
5. Action Learning (AL) Projects	
5.1 Guidelines for Action Learning	
5.2 Project Methodology	
5.3 Selection of Action Learning Projects	
5.4 Final Project Deliverables	
5.5 Trainee Action Learning Projects: Selected Examples	
6. Tests and Diploma	
6.1 Tests	
6.2 Diploma	
7. Executive Overseas Study Programme	
7.1 Background	
7.2 Objectives	
8. Project Management	
8.1 CSEND: Swiss Partner	
8.2 CTCSPMO: Chinese Partner	
9. Conclusions	
10. Epilogue	

Appendices

1. Project Management and Teaching Faculty	28
2. Participating Institutions in China and in Europe	30
3. Trainees	32

Summary

The introduction of market mechanisms in China and China's increasing integration into the global economy have placed great pressure for change on China's public administration. In particular, China's over 7 million cadres must re-orient their focus from traditional administration to public management in the shortest time possible. This monumental task can only be accomplished through the modernisation of China's management training system, which was identified in 1993 as a key strategic priority by the Chinese government. The Sino-Swiss joint project described in this publication and carried out from 1994 to 1996 provided support for this effort.

From 1987 to 1991, under the auspices of the UNDP and the State Council of China, CSEND had designed and jointly executed a first TOT programme with the China Training Centre for Senior Personnel Management Officials (CTCSPMO). This programme was one of the very first TOT programmes for senior Chinese personnel management officials conducted with a foreign institution.

1. Introduction

2 *Administrative Reform in China*

The impressive growth of China's economy over the past decade has exerted great pressure on China's political and administrative infrastructures and has caused fundamental changes in Chinese society. As market mechanisms become increasingly important in the Chinese economy and China plays a growing role in the global economy, this trend will accelerate, with repercussions both within China and internationally.

The Chinese government has recognised that the successful transition of the Chinese economy can only be sustained if there is, in parallel, a reform of the Chinese public administration. In particular, the role of the public administration has to change from that of administrator to that of manager, acting in partnership with other economic and social actors rather than - as heretofore - dictating development policy. To achieve this transformation, public servants must acquire new management skills as well as adopt a service orientation.

On 15 March 1993, a public administration reform was enacted by the First Session of the Eighth National People's Congress of China. One consequence of the reform was a 25% reduction in the number of civil service cadres (corresponding to the elimination of over 2 million jobs). The personnel affected were outplaced and redeployed in other sectors of the economy. The responsibilities of the remaining 7 million cadres, in the words of Premier Li Peng, "will be heavier rather than lighter", hence "their style of work should continue to improve". In other words, government officials required both training and retraining in a relatively short time span.

In response to the monumental challenge of delivering management training on such a large scale, China's government declared the modernisation of the existing training system, comprising 2500 in-service training institutions at national, provincial and municipal levels, to be a key strategic priority. The principal objective of this modernisation programme was the introduction of new working methods and new management styles within the public administration, with the initial goal of deploying a critical mass of civil servants and cadres practising "new thinking and new ways of doing things" in record time. Only through the introduction of effective training methods would it be possible to sustain the momentum of this necessary administrative reform.

1 *Sino-Swiss Co-operation Programme*

In support of the above effort to modernise management training in China, a Sino-Swiss bilateral technical co-operation project was carried out from 1994 to 1996. It was jointly funded by the Swiss Agency for Development and Co-operation of the Federal Department of Foreign Affairs and by the Chinese government. Project management responsibility was mandated on the Swiss side, to the Centre for Socio-Eco-Nomic Development (CSEND) in Geneva and, on the Chinese side, to the China Training Centre for Senior Personnel Management Officials (CTCSPMO), one of the highest-ranking training institutions in China and linked to the Organisational Department of the Communist Party of China.

The goal of the project was to contribute to the modernisation of the Chinese central administration and large state enterprises through the improvement of management and training capabilities. Specifically, the Chinese

participants in the project (“trainees”) were to form the vanguard of a new generation of Chinese public management trainers with a fundamental command of the concepts and techniques of modern management training and organisational development. They were also expected to lay a solid foundation for continuing research work and future contributions to the modernisation of China’s public administration.

Other participating Chinese institutions included the Ministry of Personnel, the State Commission for Economics and Trade, major state-owned enterprises, Chinese provincial governments and various municipal training institutions (e.g. in Tianjin, Shanghai, Qindao, Beijing).

2 Project Deliverables

The primary project deliverables were:

- ◆ The training of 60 management training and organisational development trainers
- ◆ Development of 7 senior level management training and organisational development trainers
- ◆ Development of Chinese-language training modules
- ◆ 15 Action Research projects in management training and organisational development
- ◆ The strengthening of the management and training capabilities of in-service training institutions at the national, provincial and enterprise levels
- ◆ Training of CTCSPMO teaching staff in leadership development, management training and organisation
- ◆ Promotion of countrywide professional standards in the field of management training and development through the creation of a National Certification Board

3 Project Uniqueness

Although many management development programmes have been sponsored in China by international donors, this Sino-Swiss project was unique in that it trained trainers with a knowledge of training methods specifically focused on adult training as well as on an in-depth understanding of the dynamics of organisational change processes. Thus, the project contributed to establishing standards for interactive and experiential learning, the improvement of in-service training quality and the orientation of China’s training curricula toward the needs of the working population.

2. Project Description

3 Objectives and Strategy

.4 Objectives

The project, which began on January 1994 and ended on December 1996, had the following objectives:

- “ **Develop an effective and efficient training network with the capability and capacity of providing modern management development and training activities in China at both the national and provincial levels**

The training network was to act as a catalyst for the professional development of management training organisations within the public sector in China. It would transfer proven training technology and human resource management methods from western market economies to China and support the development of training technologies and human resource management methods in congruence with the Chinese economic and political context.

- “ **Raise China’s professional standards in the field of management training and management development**

As a pioneering institution in the field of management training and development, CTCSPMO would initiate the process of establishing professional standards in the field of management training and management development. Procedures and policies required for professional certification in the field of management training would be drafted by CTCSPMO for deliberation and approval by the appropriate authorities throughout the duration of the bilateral project.

.1 Strategy

To achieve these objectives, the project managers adopted a two-pronged strategy consisting of:

- ◆ strengthening CTCSPMO’s institutional capabilities; and

- ◆ strengthening the institutional linkages between CTCSPMO and a select number of related management training institutions at the national, provincial and state enterprise levels.

1 Implementation

The strategy described above was implemented through the following eight steps:

1. Training of CTCSPMO's full-time training staff through a Training-of-Trainers (TOT) programme in the area of management training and organisational development
2. Training of full-time trainers of selected national and provincial training institutions in the area of management training and organisational development through a TOT programme
3. Training of full-time trainers of large state-owned enterprises in the area of management training and organisational development through a TOT programme
4. Enhancement of the institutional competence in the area of management training and organisational development of the institutions participating in the project
5. Strengthening of CTCSPMO's institutional capabilities in providing technical backup support to the external training institutions participating in the project
6. Initiation of the process of setting professional certification standards for Chinese management trainers working in the field of management development and training
7. Initiation of the development of a network of training institutions of national and provincial administrations and large state enterprises which apply a modern management training approach and a customer-oriented training curriculum
8. Organisation of an "Executive Programme" to provide senior government officials with an overview of the TOT programme and its Action Learning process

The activities of the project focused primarily on the attainment of the above objectives. It is expected that their achievement will, in turn, contribute to the realisation of the overall, longer-term project goals.

2 Methodology: Action Learning Approach

In order to attain the stated objectives, i.e., to facilitate both individual and institutional development in China, an Action Learning based design for the TOT programme was implemented. To complement classroom training activities, participants of this Sino-Swiss programme were required to carry out job-related projects in the area of delivering better training programmes. These Action Learning projects would serve as the main vehicle for transferring theoretical learning back to the participating institutions and provide the key link between this TOT programme and the in-service training system at large.

To date, this Sino-Swiss M.A.S.T.E.R.TM Project is the first to have applied Action Learning in China. Results of the projects have been highly satisfactory for individuals who participated in the project.

.1 Learning by Doing

Complementing Revans' Action Learning theory (1966)¹, David Kolb (1979)² suggested to construe learning as a four-step cyclic process (see Figure 1). Immediate concrete experience is seen as the basis for observation and reflection. Observations are integrated into the existing "theory" or framework, from which new implications for action can be deduced. Such new implications then lead to new ways of thinking or behaving, which in turn will lead to new experiences.

The structure of the total M.A.S.T.E.R.TM Project reflected both Revans' Action Learning principles and Kolb's learning cycle theory. Participants were given programmed knowledge and skills and then asked to apply them to the Chinese context and issues. Learning came from working in teams and from reflecting on their pilot project work. Approximately 60 percent of the total duration of the M.A.S.T.E.R.TM project was devoted to project work.

Figure 1: Kolb's Experiential Learning Model

.2 *Learning How to Learn*

To manage the country's transition, civil servants of the Chinese public administration are confronted daily with the new and unknown. Fundamental changes of the legal, political and social environments make it necessary for them to look for new solutions and to bring about the corresponding systemic or structural adaptations. Recipes from the past can no longer help to solve the emerging issues. Instead, Chinese civil servants must learn how to solve managerial and administrative problems by asking the right questions.

Inputs from other countries, in the case of this project mostly from Switzerland, served as references for common managerial and organisational issues but they could not substitute for institutional and individual learning which had to take place in China. Therefore, the M.A.S.T.E.R.TM Project focused on teaching the trainees to ask insightful questions through analysing and reflecting on their own experiences in solving current issues within the Chinese public sector. Supported by Swiss and Chinese academic advisors, trainees - working in teams - carried out a total of 60 consulting projects.

Through pilot organisational and management studies and pilot training seminars, trainees had the opportunity to put their new knowledge to use and to hone their consulting skills through actual experience with client organisations within the public administration. This practical, action-oriented learning method allowed the trainees to develop their capacities for analysing problems and to come up with innovative solutions. The client organisations also benefited from the analyses, recommendations and the training seminars which were conducted by the trainees during their pilot projects.

3 *Training-of-Trainers (TOT) Programme*

.4 *Trainees*

A total of 60 training managers graduated from the TOT programme (30 each per 20-month programme cycle). Trainees were aged between 28 and 40, had a minimum of 3 years' working experience related to training in personnel management and development, held university degrees and, in most cases, also held post-graduate degrees. The trainees came from different provinces of China and, for the most part, represented training and organisation departments of provincial and city governments, of large state-owned enterprises and of the Communist Party of China.

.1 *Programme Structure*

Implementation of the bilateral project began in April 1994 and extended over two consecutive TOT programme cycles. Each cycle was completed by 30 trainees (see above) and was composed of seven steps which extended over a period of approximately twenty months (see Figure 2).

These seven programme steps are described in detail below.

Step I: Preparation Phase

- ◆ Provide basic English language training and knowledge of English language business and management terminology to trainees
- ◆ Strengthen the facilitation skills of the Chinese Associate Experts (AEs), responsible for ensuring group cohesion and teamwork
- ◆ Provide basic training on Action Learning to the Chinese AEs

Duration: 6 months

Location: Beijing

PHASES	PREPARATORY	BP I	JA I	JA III	BP II	JA II	BP III
Activities	Recruitment, Selection and Orientation Training Seminars	Project Work	Training Seminars and Study Visits		Training Seminars		Project Work Project Work
Topics	<i>Language Training</i>	<i>Orientation Courses</i>	<i>AE Workshops</i>				Block 1: Training Management Block 2: <i>General Management: Theories and Techniques</i> Group AL Projects Individual AL projects Learning Conference Block 3: <i>Organisational Behaviour and Development</i> Block 4: <i>Public Management (I): Micro Issues</i> Group AL Projects Individual AL projects Learning Conference

Figure 2: Overview of the Sino-Swiss Tot Programme Per Cycle

Step II: Basic Programme I (BPI)

- ◆ Provide trainees with essential theories and basic skills in organisational behaviour and training methodology (first part of two parts)
Duration: 3 months
Location: Beijing

Step III: Job Application I (JAI)

- ◆ Strengthen interface between trainees and their respective training institutions
- ◆ Provide trainees with opportunities to put theories into practice
- ◆ Allow trainees an opportunity to use their newly-gained expertise to strengthen the performance of their respective training institutions
Duration: 3 months
Location: Trainees' respective organisations (China)

Step IV: Basic Programme II (BPII)

- ◆ Provide trainees with essential theories and basic skills in organisational development and human resource management (second part of two parts)
Duration: 3 months
Location: Beijing

Step V: Job Application II (JAI)

- ◆ Allow trainees to apply newly-learned skills by conducting projects related to the identified needs of their respective home organisations
Duration: 3 months
Location: Trainees' respective organisations (China)

Step VI: Basic Programme III (BP III)-Training Seminars in Europe

- ◆ Provide trainees with comprehensive inputs concerning the relation between public administration, macro-economics and business
- ◆ Provide trainees with tools for policy formulation and policy evaluation
- ◆ Provide trainees with first-hand exposure to the management of pro-active training organisations within the public and private sectors in Switzerland and other European countries
- ◆ Heighten the trainees' awareness of the emerging training needs of the public and private sectors in Switzerland and other European countries
- ◆ Facilitate professional contacts between Chinese and Swiss practitioners of management training
Duration: 2 months
Location: Switzerland, Germany, Italy and Austria

Step VII: Job Application III (JA III) and Final Debriefing

- ◆ Demonstrate trainees' competence as trainers in their specific areas of expertise
- ◆ Pilot testing of the training models with respective stakeholders
- ◆ Finalise training modules for use throughout China
- ◆ Prepare trainees to return to their respective job sites and strengthen their role as trainers/developers within their respective institutions
- ◆ Debrief with the supervisors of trainees
Duration: 2-3 weeks

Location: Trainees' respective organisations (China) and Beijing (final briefing)

4 Institutional Development Activities

In order to achieve the objective of strengthening the institutional capabilities of the participating institutions in the areas of training consulting and training management, three types of activities were undertaken throughout the duration of the project:

.1 Capacity Building at CTCSPMO

Training staff of CTCSPMO serving as Associate Experts in the project were provided with learning opportunities in the form of short-term training workshops in Beijing or during overseas visits. These activities were designed to enhance the professional skills and knowledge of the training staff so that they could subsequently assume responsibility for technical backup support for trainees and for other training institutions.

.2 Sensitisation Workshops at Participating Institutions

Foreign experts conducted a series of mini-workshops at all participating institutions during their assignment in China. These short inputs were intended to inform the senior management at the participating institutions and supervising organisations about current issues and the state of the art in areas relevant to the project.

.3 Training Consultation and Performance Enhancement Projects at Home Organisations

Trainees carried out a series of Action Research projects as part of their Action Learning experience. These projects started with a training needs assessment and ended with the design of customer-focused training programmes and materials. Feedback obtained from these training needs assessments was given to the senior management of participating institutions for follow-up. Curricula and training materials developed during this process were subsequently made available as part of the effort to modernise these in-service training institutions.

3. Classroom Training

4 Preparatory Phase

In addition to the tasks of recruitment and selection of participating institutions and trainees, the following courses were conducted as part of the preparation for the full TOT Programme:

- ◆ Preparatory English language training for all trainees
- ◆ Introductory course on organisational behaviour conducted by Chinese experts
- ◆ Introductory courses on research methodology conducted by Chinese experts
- ◆ Computer literacy training (Internet, word processing, graphics) conducted by Chinese experts

Similar preparation was also carried out for the participating institutions and Chinese Associate Experts. For the former, this was in the form of information sessions; for the latter, workshops on intercultural communication, Action Research and Action Learning, and role orientation. These preparatory workshops were essential to ensuring the effective implementation of the project.

1 Component Modules of Basic Programmes (I to III)

Basic Programmes I to III comprised 15 specific content modules, as described under 4.2.3 below.

.1 Scheduling

Classes were held mornings and afternoons, Mondays through Fridays. During morning sessions, the international experts taught trainees and supervised the Associate Experts. In the afternoon, the Associate Experts conducted complementary tutorial sessions in small groups.

.2 Training Methods

Experts used a combination of teaching methods and training tools, including: lectures, role-playing, simulation, teamwork, group discussion, question and answer sessions, individual feedback, homework assignments and reference materials.

.3 Seminars

In total, 15 topics were taught per cycle, for a period of two weeks each. These training inputs were grouped into the following modular blocks:

Block 1: Training Management

- ◆ Training needs analysis, training design and evaluation of training effectiveness
- ◆ Instructional methods and adult learning
- ◆ Management of training institutions

Block 2: General Management: Theories and Techniques

- ◆ General management skills and project management
- ◆ Leadership styles and skills
- ◆ Human resource development

Block 3: Organisational Behaviour and Development

- ◆ Basic concepts in organisational behaviour
- ◆ Organisational structures and organisational design
- ◆ Organisational development and team-building

Block 4: Public Management I: Micro Issues

- ◆ Public administration and management
- ◆ Comparative civil service systems

Block 5: Public Management II: Macro Issues

- ◆ Public administration in the context of globalisation
- ◆ New Public Management
- ◆ Macro-economics: theory and practice
- ◆ Policy analysis and evaluation

Block 6: In-Company visits and special workshops

Depending on the length of the visit, the programme at each hosting organisation was conducted according to the following outline:

1. Structure of the programme

- 1.2. Economic and political context of the hosting institution
- 1.3. Overview of the administrative/management structure of the hosting organisation and its human resource management and development approach
- 1.4. In-house “life-case” study (for visits longer than 2 days)
- 1.5. Site visits: visiting the specific agencies or departments that were used for the “life-case”, in order to give the trainees the opportunity to undertake some survey activities, interviews or discussions
6. “Life-case” (2-3 days)
 - 2.7. Background of the “life-case”
 - 2.8. Vision of the ideal state regarding issue at hand
 - 2.9. Group work: What interventions needed to achieve ideal state? What is the role of training?
 - 2.10. Presentation and discussion of solutions provided by groups
 - 2.11. Epilogue of the case

12. Action Learning (AL) Projects

13 Guidelines for Action Learning

To ensure successful transfer of classroom learning to the trainees' respective working environments, Action Learning was made an integral part of the design of the TOT programme for management training and development specialists. Specifically, trainees were assigned to work in teams during the two three-month Job Application (JAI and JAII) phases on projects designed to directly impact the performance of their respective training institutions.

Projects were chosen with the objectives of

- ◆ linking management and organisational theories with actual work practices
- ◆ linking individual learning by the trainees with the improvement of their respective home organisations' performance
- ◆ developing core competencies both among the trainees and in their home institutions, in the field of management training and organisational development.

2 Project Methodology

Trainees from the same province or city formed a learning team to work on related projects during JAI and JAII. During Cycle II of the programme, this team formation was adapted to form groups from similar sectors of the administrative branches.

Figure 3 shows the process used by the trainees in carrying out their individual and group work.

Each learning team was expected to meet regularly throughout the three-month period and provide support for each team member's own project. At the end of JAI and JAII, a Learning Conference was organised at CTCSPMO in Beijing to share and reflect on the experiences gained in the capital as well as in the provinces, municipalities and state enterprises.

Figure 3: Main Stages of the Project Work

3 Selection of Action Learning Projects

Each trainee's Action Learning project was selected on the basis of the following criteria:

- ◆ The project had to be relevant to the trainee's current job or career path;
- ◆ It had to deal with a substantial organisational and/or systemic issue or problem requiring resolution by the senior leadership of the trainee's own organisation;
- ◆ It had to be vital to the survival or effectiveness of the organisation;
- ◆ It had to be of a certain complexity;
- ◆ It had to be viable;
- ◆ Individual projects within each learning team had to be, if possible, interrelated; and
- ◆ Individual projects had, preferably, to be endorsed by the Central and Provincial authorities prior to the departure of the trainees for the programme.

Trainees were encouraged to discuss their AL projects with their superiors and to obtain their approval. A few suggestions were given as to the kinds of project which might be beneficial for the participating institutions and which would help to further the broader objectives of this bilateral project. They were:

- ◆ Training needs survey for a specific client population
- ◆ Development of new training programme and training materials
- ◆ Action research on specific human resource management topics, for example, "What do Chinese senior managers spend their time on?", "Alternative motivation strategies" etc.
- ◆ Action research on specific management training and development topics, for example, "Alternative approaches to existing management training", "Performance-driven management development", "Customer-driven management development" etc.

4 Final Project Deliverables

Trainees were expected to complete the full Action Learning cycle by implementing their newly-acquired skills. Each phase of the Action Learning project was documented as follows:

1. Verbal presentation by each team (one-hour presentation, half-hour of questions and answers) on the findings and outcomes of each project
2. Individual written report on findings of each project
3. Personal learning journal by each trainee documenting the personal learning journey experienced by the trainee throughout the TOT
4. Compendium of project reports (produced at the end of the Job Application phase)

5 Trainee Action Learning Projects: Selected Examples

Each trainee team applied the Action Learning process to its specific management training requirements in order to develop solutions to training problems in the public sector or in public enterprises. Two examples of such projects are described below.

.1 Improving Decision-Making by Chinese County Magistrates

Project Owner: Selected Provincial Governments

In China, county administrations represent an extremely important agent of socio-economic development within the government hierarchy. The nearly 2,000 Chinese county magistrates increasingly face such challenges as: growing demands on their services, increasing pressure to respond to changing economic and social policies which entails an urgent need to acquire a variety of new skills and types of knowledge, and the heavy responsibility of fostering the development of county residents (e.g. with educational programmes and other income-generating activities).

In an effort to address these issues, the trainee team applied some of the insights acquired in the TOT programme to the problem of training needs assessment and course design targeted at the county magistrates.

From May to June, 1996, the team carried out a training needs survey using a specially-designed questionnaire. The team interviewed 180 county magistrates in Hebei, Henan, Shandong, Zhejiang, Fujian and Gansu provinces. Thirty of the 180 magistrates were interviewed in-depth.

Findings from the questionnaires and interviews were:

1. At a conceptual level, magistrates had difficulty balancing the interests of the provinces and their respective counties.
2. At a cognitive level, they lacked knowledge of market mechanisms and macro decision-making. Finally, they required additional skills, such as in the areas of human resource management, investment planning and information technology.

After analysing the survey results, the trainee team developed both training and non-training solutions. For example, suggestions were made to improve decision-making processes and implementation by developing better selection and promotion criteria, and thereby choosing the right candidate for a given position.

The group also developed a list of objectives for a training programme designed to improve the magistrates' competence and balance the interests of the province and those of the county; to balance social needs with the need for economic development; to increase the magistrates' understanding of market economics; and to help them adopt better decision-making processes. The group estimated that this training goal could be achieved either in an intensive, one-week programme or in 6 workshops held over a 3-month period.

Presentations were made to the respective provincial authorities. Varying degrees of acceptance were encountered by the project team. Some of the participating institutions, i.e., provincial Party schools, are considering incorporation of new courses and topics into their respective curricula for training of county magistrates.

.2 Motivation in Chinese Enterprises: Needs and Solutions

Project Owner: State Commission of Trade and Economics

In this project, the trainees developed a theoretical framework for answering the question, "How to establish

motivational methods in Chinese enterprises?”

The trainee group surveyed top and mid-level managers and staff at six enterprises in Tianjin, China. They found several motivational problems, including the following:

1. Personnel departments were found to be inflexible and bound to older methods such as promotion by seniority and overstaffing; employee enthusiasm and commitment appeared low.
2. Both the compensation system and the production equipment and technology used were inadequate. State-owned enterprises continued to shoulder heavy social welfare burdens (i.e. by running their own staff hospitals schools and housing programmes).
3. In most cases, enterprises failed to manage employees by objectives, conduct performance appraisals or take action in the event of insufficient performance.

Recommended solutions included training to improve leadership competencies and understanding of motivational issues and the use of such performance-management tools as performance appraisals, performance-based remuneration and team-building exercises.

A presentation was made to the client organisation and follow-up actions were agreed.

4. Tests and Diploma

5 Tests

Tests were primarily designed to guide the learning process rather than act as a selection mechanism. However, in order to maintain a high standard of achievement by the trainees, regular tests were administered as follows: 1) A diagnostic test, designed for self-evaluation and more effective learning, and graded by the trainees themselves, was administered at the end of the first week; 2) A comprehensive test was given at the end of the course, designed to evaluate the trainees' performance, with grading by the foreign experts.

1 Diploma

Upon successful completion of the programme, the trainees received a “Certificate of Completion” granted by both Chinese and Swiss Governments. CSEND granted its own MA.S.T.E.R.TM Certificate upon request, provided participants had demonstrated their qualification through their work and test results.

5. Executive Overseas Study Programme

6 Background

The bilateral TOT project, considered by the Chinese government to be fundamental to the reform of the Chinese public administration, was an integral part of China's 4th 5-year plan for human resource development and management training. For this reason, a complementary “Executive Programme” was organised for the trainees' senior managers, in order to enhance support by these decision-makers for the training process and the transfer by the trainees of their newly-acquired skills to their working environment.

The Executive Programme consisted of two components: a one-week preparatory seminar in Beijing and a two-week overseas study visit to Switzerland and Germany. The former was conducted by CTCSPMO, the latter by CSEND. The study visit represented the first time that a large group (25 participants from Beijing and 15 different provinces) of senior Chinese officials had participated in a programme of this kind in Switzerland.

1 Objectives

The Executive Overseas Study Programme was designed to contribute to the overall objectives of the Sino-Swiss bilateral project by:

- ◆ establishing a common language between the trainees and their respective superiors and strengthening their working relationship;
- ◆ providing the Chinese senior executives with an alternative perspective on human resource management, including training and development;

- ◆ developing a better understanding by the Chinese senior executives of Swiss and European standards and practices in the areas of urban planning, management and policy evaluation; and
- ◆ providing the Chinese senior executives with a comparative perspective on the interrelationship between public administration, macro-economics and business policy.

In addition, the Executive Programme provided participants with:

- ◆ an opportunity to exchange views on their own job situations;
- ◆ concrete examples of Western European approaches to effective human resource management and development practices; and
- ◆ comparative international benchmarks for professional management training practices in China.

The Sino-Swiss TOT project and the Executive Programme were an important learning experience for all parties involved. They also represented a milestone in Sino-Swiss bilateral co-operation which generated impressive benefits in terms of mutual understanding and future co-operation.

6. Project Management

The Sino-Swiss Master Project was jointly implemented by the China Training Centre for Senior Personnel Management Officials (CTCSPMO) in Beijing, and the Centre for Socio-Eco-Nomic Development (CSEND) in Geneva.

1 *CSEND: Swiss Partner*

The Centre for Socio-Eco-Nomic Development (CSEND) provided consultancy and training inputs in the area of management training, management evaluation and Organisational development for the public sector. The founding members of CSEND have extensive experience in these fields and have offered advisory and consultancy services since 1984.

CSEND is actively involved in public administration reform in countries in transition. CSEND experts regularly participate in large-scale institution-building projects devoted to establishing training institutions in the public sector. Typically, these training institutions provide in-service training to civil servants and public enterprise managers. CSEND projects have typically been funded either through the United Nations or through bilateral development co-operation agencies.

Similar consultancy inputs in the area of training and Organisational development have been provided to various international Organisations (e.g. ILO, UNICEF, UNHCR, UNDP), as well as to the civil service branches of various governments, including the Hong Kong government, the Dutch government, the Swiss government and the Malaysian government. CSEND is currently also a drafting member of the International Organisation for Standardisation (ISO) working group preparing ISO standard 10015 on “Continuing Education and Training”.

Management audit services, pertaining mainly to quality of public services, effectiveness of programme implementation and employee training needs assessment, have been provided by CSEND to international Organisations including the World Bank, ILO, WHO and UNHCR.

CSEND maintains on-going relationships with, among others, the World Bank, the Organisation for Economic Co-operation and Development (OECD), the European Bank for Reconstruction and Development (EBRD), the International Institute of Administrative Sciences (IIAS) and various national civil service training institutions. Working linkages are also maintained with reputed educational institutions and universities around the world.

2 *CTCSPMO: Chinese Partner*

CTCSPMO was established in 1984 to meet the needs of China’s political and economic reforms as well as for the needs of the “Four Modernisation” drives. It is entrusted by the Central Government and the Organisation Department of Communist Party of China’s Central Committee to offer training courses to personnel officials of central ministries, national commissions, the provinces, autonomous regions and special municipalities.

CTCSPMO is an important training institute for senior personnel management officials, and serves as an institute for conducting research into the theory and practice of personnel management development in China.

It attempts to integrate western theory and techniques with China's national context when conducting training and research programmes.

The major functions of CTCSPMO include: Training of personnel management officials, carrying out research on personnel management, training and management development, and providing professional guidance to central ministries and provincial governments in personnel management training programmes.

Training courses that have been held at CTCSPMO fall into four categories: 1) Workshops on policy making; 2) Short-term training courses; 3) Advanced training courses; 4) Management theories and techniques. The total number of trainees for each year is over 100.

CTCSPMO has very close links with the National School of Administration and the China Training Centre for Senior Civil Servants (CTCSCS). Moreover, academic exchange activities are frequently scheduled between CTCSPMO and research institutions and universities.

Over the past few years, CTCSPMO has established links with a number of overseas governments and reputed training institutions.

7. Conclusions

As a result of this capacity-building project, Chinese trainers and personnel managers learnt alternative approaches to adult learning and management development for the public administration and state enterprises. Concepts akin to New Public Management and modern training practices have been incorporated into participating institutions and discussed at the highest provincial and national levels.

Concretely, spin-off programmes have already been implemented in various provinces. A similar TOT programme has been institutionalised in Fujian province as part of the implementation of its 2001 Strategic Plan in 1995.

Planners of the provincial OD department of Gansu have redesigned their basic 3-month training programme for the county magistrates to better respond to the perceived needs of incumbents after the return of the graduates from TOT cycle I in 1996.

In 1997, the Ministry of Personnel will initiate its first Train-the-Trainer programme for the senior training managers within its sector. Graduates of the TOT cycle II will be used as trainers in this programme. Discussions are under way concerning the possible introduction of Quality Assurance Programmes for Training and Education within all the schools of administration in China. (CSEND is a member of the ISO working group drafting ISO standards for training.)

A similar initiative has been taken by the State Commission of Trade and Economics concerning the development of its own TOT programme. Pilot testing of the training modules developed by the graduates has already been conducted in April 1997.

There are many other internal developments which have been initiated after the completion of this project. It can be said that the joint effort of CTCSPMO and CSEND has generated fruitful results which contribute to the acceleration of modernisation within China's public administration, through more professionally-managed training institutions which adopt a more customer-oriented approach to training design, and more interactive methods in the delivery of management training and organisational development.

8. Epilogue

This Sino-Swiss project has been a learning journey for the CSEND staff involved. It presented challenges on many levels - technical know-how, management, inter-cultural understanding and, at times, diplomacy.

CSEND expresses its thanks for the support of the Swiss Agency for Development Co-operation, which made this project possible. We are especially grateful to Dr Hans Peter Maag for his confidence and guidance, and to Dr Konrad Specker for his teamwork and counsel.

Our sincere appreciation goes to our Chinese partners who agreed to embark on this bold journey with good faith and who spared no effort to make this project a success.

Appendix 1: Project Management and Teaching Faculty

Project Management staff:

Chinese Project Director: Mrs. Chen Weilan, Executive Director, CTCSPMO

Associate Chinese
Project Director and

Senior Associate Expert: Mr Chen Yannan, Deputy Division Chief, CTCSPMO

Associate Experts: Mr Wang Wencai, CTCSPMO
Mr Zha Liyou, CTCSPMO
Mr Zhao Wei, CTCSPMO
Mr Wang Guan Zhen, CTCSPMO



Swiss Project Director: Dr Lichia Saner-Yiu, President, CSEND

Swiss Senior Advisor: Dr Raymond Saner, Director, CSEND

Swiss Associate Director
for Executive Programme: Dr Robert Jenefsky, Associate Director, CSEND

Swiss Project Administrators: Mr Jost Mönks, Project Administrator for Cycle I, CSEND
Dr Bettina Mindt, Project Administrator for Cycle II, CSEND

Swiss Study Co-ordinators: Mr Frederic Koller, Study Co-ordinator for Cycle I, CSEND
Mr Luca Weber, Study Co-ordinator for Cycle II, CSEND

Teaching Faculty

CSEND, in consultation with CTCSPMO, selected leading experts from Europe and North America to ensure high quality standards of the training inputs. Certain experts of Cycle I of the Sino-Swiss TOT were also retained for Cycle II.

- Prof. Dr. Peter Abplanalp, Rector, Polytechnic College of Olten, Olten
- Dr. William Alper, Sirota & Alper, New York
- Dr. Andreas Alioth, AOC Consulting, Zurich
- Mr. Kees Bultink, Genesis International Ltd., Geneva
- Prof. Dr. Beat Bürgermeier, University of Geneva, Geneva
- Mr. Franco Campagna, ILO/International Training Centre, Turin
- Mr. Tony Ettlin, Dipl. Psych., Senior Consultant, Zurich
- Prof. Norman Flynn, BA, MA, London School of Economics, London
- Dr. Morgan Gould, International Institute of Management Development (IMD), Lausanne
- Dr. Tom Gross, Genesis International Ltd., Geneva
- Dr. Thomas Guidici, Cantonal Government of Basle, Basle
- Dr. Peter Haiss, Strategic Planning Unit, Bank of Austria, Vienna
- Mr. John Henstridge, MA, Mantra Consultancy Ltd., London

- Prof. Dr. Martin Hilb, University of St. Gallen, St. Gallen
- Dr. Albert Hofmeister, President, Swiss Public Administration Association and Chief, Inspection Unit/Ministry of Defence, Bern
- Prof. Dr. Nicolas Levrat, University of Louvain-La-Neuve, Belgium
- Prof. Dr. Victoria Marsick, Teachers College, Columbia University, New York
- Prof. Alan Mumford, Management Development, London
- Dr. Marino Ostini, Ministry of Culture and Education, Bern
- Prof. Dr. Lichia Saner-Yiu, CSEND, Genève
- Dr. Markus Spinatsch, Chief, Administrative Control Unit of the Parliament, Bern
- Mr. Ernst Stauffer, Lic. Oec. Publ., Brainforce, Zurich
- Mrs. Elizabeth Sydney, MA, Mantra Consultancy Ltd, London
- Mr. Denis Thalmann, MBA, Senior Consultant, Geneva
- Mr. Domin Van Gool, Leader Academy, Antwerp
- Prof. Dr. N.T. Wang, Columbia University, New York

Appendix 2: Participating Institutions

Participating Institutions in China

CTCSPMO, Beijing

Ministry and Governmental Agencies

Ministry of Personnel
 State Commission of Nationalities
 China State Pharmaceutical Administration
 China Research and Education Centre for Plant Engineering

Schools of Administration

National School of Administration, Beijing
Provincial Administrative Colleges of Anhui, Beijing, Jiangsu, Jilin, and Liaoning

State Economic and Trade Commission- Economic and Training Schools for Cadres

Cadres Training Centre of State Economic and Trade Commission
Provincial Economic Management Training Centres of Changsha, Fujian, Guandong, Henan, Lanzhou, Qingdao, Shandong, Shanghai, Shanxi, Tianjing, Wuhan

Provincial and Municipal Government Training Centres:

Beijing Academy of Organisational and Personnel Studies
 Training Centre, Personnel Dept., Shanxi Provincial Government
 Adult Training and Education Institute
 South Institute of Political Science

CCP Party Schools

Central Party School, Beijing
Provincial Party Schools of Gansu, Shangdon, Tianjin, Chengdu, Fujian, Henan

Enterprises

Bank of China China Machinery Import and Export Corporation
 China Textiles Import and Export Corporation
 Dong Feng Automobile Hefei Chemical Fertiliser Factory; Sunry Corporation
 Taiwan Hotel Wuhan Iron and Steel Company

Participating Organisations in Switzerland

Swiss Federal Government & Parliament

Swiss Parliament
Federal Personnel Office, Ministry of Finance
Federal Office for Reform 1993
Federal Office of Industry and Labour/Vocational Training Department
Federal Office of Culture and Education
Ministry of Defence & Sports

Swiss Cantonal & Municipal Governments

Cantonal Administration and State Personnel Office, Geneva
Federation of Employers (FSP), Geneva
Geneva Office for Industrial Promotion
Zurich Cantonal Administration
Neuchâtel Cantonal Administration/Department of Public Economy
Zurich Municipal Council

International Organisations & NGO

ILO; ISO; ITU; UNCTAD; WIPO; WTO; World Economic Forum

Swiss Public Sector Enterprises

Amt für Gewässerschutz und Wasserbau, Zurich; Banque Cantonale Vaudoise; Geneva International Airport Authority; HWV Olten;
PTT, Bern; Swiss Telecom, Bern; Union Syndicale Suisse, Bern;
Swiss Federation for Enterprise Training (FSFE), Bern; Schweiz. Gewerbeverband, Bern; Zurich Transport Authority

Swiss Private Sector Enterprises

Asea Brown Boveri AG (ABB); Caterpillar Overseas SA; Du Pont de Nemours International SA; Hofmann-La Roche Ltd.; Holderbank, AG; Migros; Schindler Management Ltd.; Swiss Banking Corporation (SBC); Winterthur Insurance AG

Participating Organisations in Italy

Italian Government

CROGEF (Italian Regional and Local Government), Florence

Italian Public Sector and International Organisation

ISVOR-FIAT; ELEA/Olivetti; Turin Training Centre of ILO;
University of Florence

Participating Organisations in Austria

Bank Austria

Participating Organisations in Germany

Municipal Government of Passau; Munich Municipal Transport Authority; Stadtwerke; Siemens AG

Appendix 3: Trainees

Statistics of Trainees by Gender and Education:

Cycle I		Cycle II	
Female	5	Female	7
Male	23	Male	25
Bachelors	18	Bachelors	21
Post-graduates	10	Post-graduates	11

¹ Revans, R.W., *The Theory of Practice in Management*, Macdonald, 1996

² Kolb, D., et al. *Organisation Psychology: An Experiential Approach*, Prentice Hall, 1979

The Centre for Socio-Eco-Nomic Development (CSEND) is an independent, project-financed, non-profit foundation, registered with the Geneva (Switzerland) Chamber of Commerce.

Specialising in organisational reform and institutional development worldwide, CSEND works to strengthen public administrations and public-sector enterprises through the use of an interdisciplinary, socio economic approach.

Mandated primarily by governments and international organisations, CSEND designs and implements comprehensive institutional development and capacity-building projects and programmes leading to the adoption of best managerial practices in the public sector. Starting with a policy decision enacted by the mandating government or organisation, CSEND performs a needs assessment from which it develops and implements a change programme to achieve the desired policy objective. In general, such programmes focus primarily on human resource development and management systems reform in civil service agencies and/or public enterprises

Recent CSEND projects have been funded by international organisations, such as the United Nations Development Fund (UNDP), the European Bank for Reconstruction and Development (EBRD) and the International Labour Organisation (as well as by bilateral development co-operation agencies, for example SDC of Switzerland.

Centre for Socio-Eco-Nomic Development

P Box 1498

CH- -1211 Geneva 1

Switzerland

Phone: +41 (0)22 906 1720

Fax: +41 (0)22 738 17 37

e-mail: info@csend.org