

**National Academy of Public Administration,
the President of Ukraine**

**Democratic Transition:
Senior Civil Servants
and the Political–Administrative Interface**

**XVIII INTERNATIONAL CONGRESS ON THE TRAINING AND
DEVELOPMENT OF SENIOR CIVIL SERVANTS**

**June 15 – 17, 2005
Kyiv, Ukraine**

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This publication includes keynote speeches and presentations of the prominent scholars and public administration practitioners, heads of national civil services and training institutions, representatives of international organizations — participants of the XVIII International Congress on the Training and Development of Senior Civil Servants, as well as summaries of the issues discussed during plenary and working group sessions, Congress findings and recommendations on improving civil service standards, elaborating common principles of good governance and modern innovative approaches to training and professional development of senior executives.

The book's main target groups are civil servants and politicians, policy makers and consultants, as well as trainers, students and researchers in the field of public administration.

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The International Congress on the Training and Development of Senior Civil Servants

Brief overview

The International Congress on the Training and Development of Senior Civil Servants is a forum of eminent experts in the field of public administration — practitioners and academics, heads of civil service and institutions that provide training for senior civil servants — who get together every two years to share experience, discuss common issues and new challenges faced by the civil service in different countries, and their impact upon training and professional development of senior civil servants. The history of this forum goes back to 1968 when the first International Congress on the Training and Development of Senior Civil Servants took place in Italy and turned out to be very successful. Since then the Congresses have been organised in different European countries by national institutions for training civil servants. The main theme of each particular Congress is agreed upon by its International Steering Committee; it reflects most vital issues in the area of governance and links them to the role of professional civil service in evolving and changing world.

Congress themes often cover a wide range of topics and issues relevant to its time, and their discussion by the international community of high calibre experts contributes to both improving civil service standards in particular countries as well as elaborating general principles of good governance and building common European public administration space. Some of the topics discussed during the previous Congresses were:

- 1995** — XIII Congress in Dublin, Ireland: «Managing the Civil Service More Strategically: Implications for the Training and Development of Senior Civil Servants»
- 1997** — XIV Congress in Oslo, Norway: «Civil Service in Transition: Training and Development for New Roles and Culture»
- 1999** — XV Congress in Strasbourg, France: «Performance Management and Senior Civil Servants: the Key to Greater Efficiency?»
- 2001** — XVI Congress in Warsaw, Poland: «The Role of Senior Civil Servants: Leading and Managing at the Start of the 21st Century»
- 2003** — XVII Congress in Madrid, Spain: «Administrative Reform and Senior Civil Servants».

The fact that the XVIII International Congress took place in Kyiv and was organized by the National Academy of Public Administration is the evidence that Ukraine and its civil service is becoming a full-fledged member of the international community. This forum has become an important event for our country in the period of democratic changes; it opened new perspectives and areas for international collaboration in the field of civil service reform and development. The President of Ukraine Viktor Yushchenko and Prime Minister Yulia Tymoshenko sent welcome addresses to the Congress participants; Vice Prime Minister Roman Bezsmertnyi, First Deputy of the State Secretary Ivan Vasiunyk and Deputy State Secretary Markiyan Lubkivskyi took part in the Congress plenary sessions.

The XVIII International Congress on the Training and Development of Senior Civil Servants brought together 179 participants from 20 countries of Europe, North America, Asia and Africa (Austria, Azerbaijan, Belgium, Belarus, United Kingdom, Estonia, Canada, Kyrgyzstan, Latvia, Lithuania, Nigeria, Slovak Republic, Netherlands, Germany, Poland, Russia, USA, Tajikistan, Ukraine and Sweden), including 76 people that represented foreign countries and 14 representatives of international organizations such as UNDESA, World Bank, IIAS, NISPACE, etc. Moreover, experts from six countries (Azerbaijan, United Kingdom, Canada, Russia, USA and Ukraine) joined Congress discussions through videoconference facilities of the Academy's Distance Learning Centre — part of the World Bank Global Distance Learning Network.

At the final plenary session it has been announced that the next XIX International Congress on the Training and Development of Senior Civil Servants will be held in 2007 in Estonia.

XVIII International Congress on the Training and Development of Senior Civil Servants

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Development, State Chancellery
Estonia

Opening the Congress

Opening Address

Volodymyr Luhovyi

*Rector of the National Academy of Public Administration
Ukraine*

Dear ladies and gentlemen!

I have a great honor of greeting you, the participants of the XVIII International Congress on the Training and Development of Senior Civil Servants «Democratic Transition: Senior Civil Servants and the Political Administrative Interface», which begins its work in the capital of Ukraine, Kyiv, today on June 15, 2005.

This Congress carries on the work of the XVII International Congress held two years ago in Madrid, Spain, at the National Institute of Public Administration. It marks the process of further development and strengthening professional administrative culture, promotion of best administrative standards in Europe and in the world, active involvement of new countries, new institutions and establishments of public administration and prominent civil servants to this process.

As the Chair of International Steering Committee of this Congress, I am proud of a perfect choice of the main theme, venue and timing of this forum. Now Ukraine, after the difficult presidential elections, manifests the renewal of its government and reform of public administration on principles of democracy, rule of law and respect for people. I believe this creates quite a favorable context to discuss the issues of training senior civil servants and optimization of political-administrative interface in democratic transition.

Of course, the National Academy of Public Administration, which hosts this Congress, would have never been able to arrange the event of such calibre at an appropriate level without valuable assistance of international professional community and without good support of the Head of State and Government of Ukraine.

I express my sincere gratitude to the President of Ukraine Viktor Yushchenko, his Secretariat headed by State Secretary Oleksandr Zinchenko, to the Prime Minister Yulia Tymoshenko, to the First Vice Prime Minister Anatoliy Kinakh, Head of the National Organizational Committee of the Congress, and to a good friend of our Academy, its Honorable Doctor, Director of the National School of Public Administration in Poland, professor Maria Gintowt-Jankowicz. It was actually her idea to hold this Congress in Ukraine.

I warmly welcome all foreign and Ukrainian guests, our colleagues and friends, who came to this Congress from 20 countries of Europe, North America and Asia. I believe that such calibre and scope of representation will determine high professional level of this event and ensure its success. We will get to know each other better in process of work.

I am convinced that this congress will make a notable contribution into the world's achievements in the sphere of public administration and enrich us with the best experience of solving common problems in the professional development of senior civil servants, who are most of all involved in the political administrative interface and are responsible for democratic development.

I also hope that as a result of our communication and joint work, Ukraine will become closer and more understandable to the international community, while its national culture and hospitality will make the congress participants want to come back here again and again, and thus promote integration and rapprochement of people and nations.

I declare the XVIII International Congress on the Training and Development of Senior Civil Servants open.

**Welcome Address from Viktor Yushchenko,
the President of Ukraine**



The President of Ukraine

*To the participants XVIII International Congress on
the Training and Development of Senior Civil Servants*

Dear participants of the International Congress,
our honorable foreign guests,
dear friends!

I welcome you to Ukrainian hospitable land, to a historic city of Kyiv, to this respectable educational institution — the National Academy of Public Administration.

It is a great honor for us to host best representatives of the world-known higher educational institutions that provide training to administrative elite, as well as heads of ministries and agencies that deal with the issues of public service management and development.

Let me thank the International Steering Committee of the Congress for choosing our country as the venue of this important event.

This testifies to the growing international recognition of Ukraine as the country that pursues the course of building a modern, democratic, lawful, civilized European state.

It is for the first time in the history of independent Ukraine when we host the event of such level and significance. It is also remarkable that this forum is being held during the transition of our society to a new stage of the state building, which entails the revision of basic principles of public administration, personnel policy, strategies for economic, social, political and cultural development.

I am deeply convinced that your discussions and sharing experience in training of senior civil servants and, above all, development of effective practical recommendations for government authorities will both advance the reform of Ukrainian society towards achieving European standards of administration and reinforce professional contacts between the congress participants.

Dear friends and honorable guests, I wish you all fruitful cooperation, inspiration, good health, happiness and family well-being.

Viktor Yushchenko

Welcome Address from Yulia Tymoshenko, Prime Minister of Ukraine

*To the participants of XVIII International Congress on
the Training and Development of Senior Civil Servants
«Democratic Transition: Senior Civil Servants and
the Political-Administrative Interface»*

Honorable Congress participants, our dear foreign guests!

On behalf of the Government of Ukraine let me congratulate you with the opening of this high Forum in the capital of Ukraine, Kyiv!

We regard the International Congress on the Training of Senior Civil Servants that is traditionally held every two years in different countries to discuss most vital issues of governance as a world–significant event, and you, its participants — heads of civil services and educational institutions for training senior executives, top government officials, prominent scholars and experts — as people who embody the administrative and intellectual elite of your countries. We are glad to welcome you to our Ukrainian land.

The choice of the main theme, venue and timing of this Congress are quite symbolic and highly relevant for our country, especially in the context of the current democratic transformations in Ukraine, renewal of government and public administration.

In our time of globalization, information and technology revolution professional training and development become a fundamental value that has its market worth, that comes out to the world market. The World Trade Organization is already considering to include higher education into the sphere of its interests. This certainly has the implication on changing our understanding of the role of education in society and its role for those who are summoned to serve their states and peoples — civil servants and local government officials.

We are all now facing a big challenge: how to turn globalization and informatization into positive factors for all nations, how to create opportunities for all people to use their benefits. This challenge requires joint efforts and professional global dialogue. The role of government and senior civil service in addressing this challenge is certainly critical. However, high quality public administration is not only government's concern — civil society and professional academic community are also becoming key players in governance.

We sincerely hope that this forum of public administrators, practitioners and academics through sharing best experience, through joint wisdom will contribute to building democracies and creating harmony and well being in the world, the development of democratic society, whereas joined wisdom will help to create a harmonious and happy future.

I wish all Congress participants productive discussions, fruitful cooperation, inspiration, interesting meetings, and enjoyable time in our wonderful and hospitable country.

Prime Minister of Ukraine

Yulia Tymoshenko

15 June, 2005

Kyiv

I Plenary Session

Why does effective governance require separation between political and administrative worlds?

Jan Pastwa

Head of the Civil Service

Poland

Graduate from the Faculty of Law at the Gdansk University, Master of Law. In 1989 started his professional career at the Information Unit of the National Commission Office of the «Solidarity» Trade Union.

In 1990–1992 he worked as Press Spokesman to the Governor in the Gdansk Province Governor's Office. In years 1992–1994 he completed his post graduate studies at the National School of Public Administration in Warsaw.

From 1994 till 1997 he was the Director of the Gdansk Province Governor's Office, then — the Head of the Territorial Administration Office in Gdynia.

In November 1997 Mr. Pastwa was appointed the Head of the Civil Service by the Prime Minister of Poland.

Why does effective governance require separation between political and administrative worlds?

I am very honoured to be here and to have the opportunity to speak to such a distinguished team of people. I am honoured for three reasons: first, as a professional civil servant being invited to share some opinions with professionals, with researchers, with those who know the best about civil servants — their preparation and training; secondly, as a Polish official, being invited to the neighbour country, to the country that Poland is linked by history, by many links, by recent years of history, and to the real friendly neighbour; and, thirdly, as a member of European Union public administration network, being invited to the country, which is the future member of the European Union.

Let me share with you some observations about this theme «Why does effective governance require separation between political and administrative worlds?» First, I would like to add: *separation for better cooperation between these worlds*. When we think about governance — it's the word, which you find now in many papers, and which is comparatively new to many of us — we think about the ways of changes, starting from monarchy, through different kinds of regimes, then through *government* — the word which is very popular, which constitutes the base for thinking about modern state: administration, democracy; and now we find a new one: *governance*. What's the difference between government and governance? I think the most important one, expressed some years ago, is that governance means identifying and harmonizing interests of different individuals, different groups, different subjects of modern 21st century state. That's for me is the most important notion of governance. So, when we think about effective governance, for me it, first of all, means effective identification of participants, stakeholders of this modern process, identification of their interests, then — effective assessment of those interests, finding effective ways to harmonize these very different interests, sometimes interests of different proportions and even different parties. Then, effective decision-making at the end of this process, that means decisions that will be successful, which will be not questionable later after taking those decisions and executing them.

All over the world public administration has been undergoing sweeping transformations reflecting ongoing globalisation and technology change. These processes have impelled government administrations to mediate between interest groups, initiate specific economic and social policies and regulate the legal environment for domestic and international players. An increasingly informed society with granted access to technical instruments of data transmission (the Internet) has growing expectations about the way public affairs are handled, and public administrators have increasingly been drawing citizens into the process.

On one hand, citizens demand to reduce bureaucracy and regulations, on the other hand, they want more efficient public service. These public expectations are expressed by politicians who — once in power — try to reshape the civil service in order to enhance its effectiveness.

The modern constitutional system rests on checks and balances. Undoubtedly, there is also the need for an equilibrium involving the administration and the politics. In the case of the countries of Central Europe, which have passed a systemic transformation and recently joined the European Union, the interrelation seems to be a sensitive issue. New socio–political context has led to the evolution of the state resulting in changing the number of public administration officials and amplifying the role played by the administration in the creation of political programmes. In Poland public representatives and politicians happen to intervene in civil servants' activities. Our Prime Minister Marek Belka has declared that he fully supports actions aimed at enhancing professional corps of officials who understand well administrative tasks and are capable of carrying them out. A growing number of qualified officials — recruited through open and transparent competitions — will ensure the high effectiveness of the civil service.

The depolitization of civil service should also be the most urgent and the most consequential effort in the reforming of civil services in our countries. It should be understood as the separation of civil service and politics. It should remove direct political management over civil service and, at the same time, strengthen political leadership and democratic control over civil service. The goal should be the creation of public administration with non–partisan professionals, who guarantee the continuity of the state, while governments may change.

Of course, a connection between civil service and politics always remains, as civil servants administer processes that serve political goals. The mutual relationship between administrators and politicians, who are elected officials, is important in view of functioning of the civil service, its professional standards, impartiality and social credibility. Civil servants and politicians frequently develop networks promoting common interests.

Politization of civil service, although different from a well known for many of us politization of state administration in totalitarian regimes, may also have a number of adverse consequences. First of all, it hampers building of high administrative capacity. Given the frequent changes in government, civil servants, who only last as long as the current government, simply do not stay in their jobs long enough to accumulate experience.

Theoretically it is very easy to define the separation points between the two, but in real life the government–administration relationship is much more complex.

In theory, there are five widely known models: the first one argues that the clear separation between politicians and the administration exists, whereby civil servants are ready to unquestioningly follow orders from political appointees. The second model («*village life*») assumes that civil servants and politicians are both part of a unified state elite and should not be in conflict over power within the government structure itself. The third model («*functional village life*») assumes a certain degree of integration in civil service and political careers. A politician and civil servant from one government department have more in common than a minister with his political cabinet colleagues heading different governmental portfolios. The fourth model («*adverse model*») assumes a significant split between the two groups (politicians and bureaucrats), with no clear resolutions to their struggle for power. The fifth model assumes a clear separation between policy–makers and administration, but in which civil servants are the dominant force. All these models are theoretical, while practice shows that different patterns of interaction exist between politicians and the civil service.

If we accept that depolitization is the most important thing in the public administration reform for transition countries, the question arises: which model is the most appropriate to free civil service from domination by politicians.

Priorities in the current stage of civil service reform may be:

- shielding civil service from direct political interference while securing democratic control;
- establishing a culture of civil service professionalism and understanding of duty;
- achieving administrative continuity.

Regardless historical and cultural traditions in each country, the civil service has always had the same mission and the same tasks to carry out, i.e. to ensure professional, reliable, impartial and politically neutral execution of the tasks of the State. No matter which party is in government, public officials are

supposed to pursue its policy with equal competence and dedication. In a good administration system, officials may give advice that will not necessarily please their political superiors, and sometimes refuse to execute a law-transgressing order. For such state of affairs to be the case, appointed office holders must have a certain degree of protection against arbitrary decisions by elected politicians. Consequently, appointments policy and decisions on recruitment and promotion must stay independent of political considerations.

All these issues, in my opinion, reflect two main needs of modern governance: from one side, it needs political leadership with strong democratic mandate to ensure democracy rules from the top; but it also needs — on the same basis — professional administrative support, advice and management to reach the targets set by democratic government.

So, for the end, I think, that the most important issue in the process of modern governance, in the process which needs separation between political world and administrative world, is understanding those different roles and cooperate for the public good.

Thank you very much.

Dr. B. Guy Peters

*Maurice Falk Professor of American Government, University of Pittsburgh
USA*

Dr. B. Guy Peters is the Maurice Falk Professor of American Government at the University of Pittsburgh. He also continues to be a fellow at the Canadian School of Public Service (formerly the Canadian Centre for Management Development — CCMD). At CCMD, he wrote and published *Managing Horizontal Government: The Politics of Coordination*, *The Public Service*, *The Changing State of Governance*, and *The Policy Capacity of Government*.

Dr. Guy Peters has distinguished himself as a leading scholar of comparative public administration. His first major book *The Politics of Bureaucracy* is widely regarded as the standard text in this field. In addition to this work, he has authored or co-authored at least thirteen other books and numerous articles.

He co-wrote *Managing Incoherence* and *Reinventing Osborne and Gaebler: Lessons from the Gore Commission*. Further, he co-edited *Taking Stock: Assessing Public Sector Reform, Governance in a Changing Environment*, and *Governance in the 21st Century: Revitalizing the Public Service* with Donald Savoie.

He has advised many governments including Australia, Canada, Britain, the Netherlands and the OECD on administrative reform.

Most recently, Prof. Guy Peters was awarded an honorary doctorate from the University of Vaasa, Finland, and University of Gothenberg, Sweden for his outstanding research in comparative public administration. He is also Professor II at the University of Bodo, Norway since 2004.

Separate but linked worlds — politicians and bureaucrats: partners, competitors or enemies?

It is a great pleasure to be able to be here with you this afternoon; it is indeed quite an honour. Mr. Pastwa said he was honoured for 3 reasons I would like to add the fourth: as a humble professor I get the chance to talk with people who have to deal with the real difficult problems of governing. Of course, we have a luxury to look at these problems from afar and deal with this as an academic exercise.

What I want to talk about this afternoon is, as the title says: «**Politicians and Bureaucrats** (using the word ‘bureaucrats’ here not in the pejorative sense, but merely to indicate senior public servants): **Are They Partners, Competitors or Enemies?**» The argument is that, to some extent, depending on the time and place, they may be any one of the three.

The Importance of the Relationship

Transmission belt up and down

- Up:
 - Advice
 - Information
 - Loyalty
- Down:
 - Legitimacy
 - Direction
 - Accountability

Normative Importance

- Patronage
- Corruption
- Competence

A False Dichotomy?

But the real question here is how to balance in governing the need for permanence and neutrality and expertise, which will come from the senior public service, with commitment and loyalty: commitment to policy, commitment to goals, which presumably would come from politicians. This, as it has been said several times already, is a crucial relationship in any government: *how* these two groups of actors work together is crucial for governing, because this relationship is a transmission belt within the public sector. It’s the transmission belt upward and the transmission belt downward. Upward will flow advice, information and, presumably, also loyalty: loyalty to the mission rather than necessarily to the individual, and with that — permanence, experience, knowledge of the way in which the system works. Downward flows legitimacy (in a democratic system — legitimacy of having been elected), direction — policy direction, and accountability.

So, the task of a politician in this relationship then is to animate, to give the system a direction, to drive it forward; whereas the task of a public servant is to add his or her expertise, wisdom, experience in that direction. Mr. Pastwa did a very good job in underlining the normative importance of this relationship, and even more so, in dealing with the question of reducing corruption, patronage, and enhancing the neutral competence of government, and also for governing in the public interest. But we need to think about how these relationships work.

So, essentially by my academic nature, I will begin with trying to unpack some of these relationships and to think about alternative ways of understanding and indeed alternative real world examples of these relationships. How do we approach this is *understanding*. One way is to begin simply with a *law* — look at the civil service laws. Certainly, in Central and Eastern European countries there is a very strong legalistic background in terms of the way in which the civil service is governed.

Another way is to look at this in terms of various *traditions*: an Anglo–American tradition of neutrality and separation between the two groups versus, perhaps, a continental tradition, in which public servants are more politicized, have more of a political role, have a party card. It has already been mentioned that there is also a Soviet tradition that to some extent many of Eastern European countries are attempting to overcome.

We can also think about this relationship in terms of the *roles* these people choose to play. There's a rich body of literature that interviews people and asks them: What's your job? What are you doing here? Sometimes civil servants give the answer as very traditional civil servants: they are merely following orders; they are doing what they are told. Others will give very political answers, they say their job is very much that of a politician, but often a politician for organizational reasons rather than political party reasons. Their job is to protect their ministry, to advance certain political and policy courses, as well as to serve their minister. Most will say that they are hybrids, that they are part politician, part traditional public servant.

What I want to do, in terms of trying to elaborate these relationships today, is to look at five possible models, trying, again, not to be so academic, but I can't help it. These are to some extent mind experiments, these are ideal types in a Weberian sense, but I think they also help to illuminate possible relationships between public servants and their nominal political masters.

The first of these five is a *Weberian, or Wilsonian, notion*, for Max Weber or Woodrow Wilson from the United States, who wrote a very famous essay on public administration in 1887 before he became president and had to face these issues himself as the President of the United States. It is essentially a formal legal separation between politics and administration, assuming the separation of careers, assuming the permanence of the public service or hierarchy, but interestingly, particularly in Wilson's writings, but also in some of Weber's, the public administrator in this scheme was actually superior. He or she was meant to follow directions from their political masters, but they were superior in the sense that public administration was a science. And politics is merely an art. Public administration could be studied scientifically, whereas politics is politics.

So then, in particular for Wilson, the public servant was essentially the person who really made things happen, even though he or she had to let the politician rule, give policy direction. Certainly, there have been some attempts to make this separation of politics and administration real. But in many ways it's often more rhetorical than real, in large part, because most senior civil servants aren't robots. Most of them do have policy ideas, most of them do think. And they have things that they want to get done, they have ideas about what is good policy. So, we often see that this formal separation isn't really viable in reality.

Someone writing about policy analysts, for example, talked about what he called «baby analysts»: baby analysts be only those who had the facts, knew what the issues were, but had no ideas. Whereas mature analysts and mature public servants have real ideas about what they want to do, and they're prepared to, perhaps, politely but firmly try to get those ideas across.

Approaches to Understanding

Law

- Formal definition of roles
- Often very limited
- Often impractical

Traditions

- Anglo–American
- Continental
- Scandinavian
- Latin–American

Roles

- Traditional
- Political
- Hybrids
- Other possibilities (especially recently)

Structural patterns

Ideal type methodology

- «Thought experiment»
- But still relevant
- Some empirical referents

My version

- Formal/legal, or Weberian / Wilsonian
- Village life
- Functional village life
- Adversarial
- Bureaucratic state

Weberian / Wilsonian

- Formal / legal
- Assumes separation of careers
- Assumes hierarchy
- But (paradoxically) administration is superior
- Some attempts to make real
- But more often rhetorical

«Village Life»

Idea comes from the study of UK Treasury

Sociological rather than legal, or political

- Backgrounds
- Experience

Elitist conception of governing

Common interest in governing

- «Different players on the same team»
- And tend to stay on their own side

Comfortable, clubby

But also very conservative

- Oriented to stability
- Therefore undemocratic?
- Insiders and outsiders (Mrs. T)

And corrupt???

- Closed, opaque
- Protective

Functional Village Life

Horizontal vs vertical differentiation

- Policy areas
- Top to bottom of government
- Links into subnational governments

Based on knowledge, not status

- Epistemic communities
- Have to be member to participate

Different form of elitist

- May contribute to good decisions
- But makes it more difficult for political leaders

Political leadership becoming more capable

- Policy communities
- Creation of think tanks
- Counts on administrations

The second notion is been termed «*village life*». The notion here is that the upper reaches of government are village: everybody knows everybody, they often have similar sociological and educational backgrounds, they've been around in government for years, they've seen each other, they know each other. This term came from a very famous study of the British Treasury by Hugh Hecllo and Aaron Wildavsky, where they argued that the treasury was essentially a village. This is obviously the elitist conceptions of governance: there's one elite, it governs, it has a common interest, and the common interest is in governing and making things happen.

But we could think about this village as being not so much an elite sociologically, but as being political — as if the politicians and bureaucrats are essentially of the same political persuasion, then the village in this common commitment could also be political. This village, particularly in sociological sense of the village, is a very comfortable, clubby sort of arrangement where things could be done very smoothly, everybody, again, knows everybody, where they can chat privately, and get things done. It also may be extremely conservative, i.e. it may not produce a great deal of change.

Obviously, for the countries that are undergoing transformations or transitions this clubby, comfortable, conservative mode of operating may not be the most effective for producing change. And ultimately, in some ways, it may be corrupt, i.e. it's intransparent. It's difficult for outsiders to penetrate; it's hard for the citizens to be involved. So, that type of clubby atmosphere, again, may be corrupt not in the sense of money passing but corrupt in the sense of intransparency.

Thirdly, there is a «*functional village*». What we are talking about here is the way in which governments are divided. Governments are divided into various ministries, as we all know, and those ministries then often comprise of and links vertically with interest groups, with professions, and then also down vertically through sub-national governments, in the case of the United States — through state governments — to city governments and on down. An example: health policy. Health policy is made in part in Washington, but it's transmitted down to state health departments, then down to county health departments. But the health sector then tends to be separated from other policy sectors, and if you are not a member of this group, you have a very difficult time playing the game.

We have to try think about governing as a means of not just making policy in a particular policy area, but as walking across a whole series of policies. Again, if we take the health example, health policy is likely to be much more effective if it's well integrated with agriculture (the food), with housing, with recreation, with the whole range of other policies.

But the functional divisions of government then make that style of governing more difficult to achieve. And each policy sector tends to guard very closely its own prerogatives, use knowledge and its language as a means of keeping others out. So, *government* often winds up of being *governments*, with each policy sector being able to manage its own affairs. This is a different form of elitism — an elitism based upon knowledge and particular types of professional training rather than on sociology. Robin Martin, the famous sociologist, said at one time that professionalism is «the trained in capacity» to understand the world in other than certain ways. To some extent we do this and we train professional civil servants, we give them a «trained in capacity» to see the world in other than certain ways.

In this world of functional divisions, politicians are very often at a great disadvantage — relatively few of them come with huge amounts of policy expertise so, to some extent then, part of the task for making interface between civil servants and politicians work more effectively, is not only creating better civil servants — it's also creating better politicians: politicians who are more capable of understanding the technical advice, understanding the policy areas, which they govern; and they are getting help — this is good news — from think tanks, they use cabinets of numerous governments, increasingly use advisers.

But still, while we think of developing professional public servants, we have to think about the professionalization of our politicians as well. I lived for a while in a State of Georgia in the United States (not the country of Georgia), where we had sort of «redneck» governor, and one of his most interesting claims was that the State of Georgia wouldn't have better prisons until we had better prisoners. To some extent it's true: we wouldn't have better government until we have better politicians, as well as better public servants.

The fourth notion about these relationships is that politicians and public servants are *adversaries*: rather than being partners, they are to some extent adversaries. The adversarial relationship may be institutional, i.e. it may not be about policy or politics, it may simply be about the institutional prerogatives of the civil service. Our discussion before the break about the civil service pay, for example, all these questions about the prerogatives of the public service, may at time set ministers and politicians at each other.

But there may be other sources for conflict as well: ideology has been mentioned, party differences when an incoming government inherits large numbers of the civil servants who were hired and trained and socialized under previous government, there may simply fundamental differences in ideas, about what is good policy. And hence — conflict.

And links with clientele, i.e. in most governments the permanence of the public service gives them much closer links with client groups, with interest groups than is true for many politicians. And so, this on-going relationship between civil servants and their clients provides an important source of political power to the bureaucracies.

The final notion and, perhaps, the most extreme, is that the *bureaucracy rules*. Essentially, it assumes that the modern democratic state is to some extent a sham, and in fact, the bureaucracy — because of its expertise, its permanence, its control over the processes in government — is actually in charge. Again, this is an ideal type, this is an academic abstraction, but it bears a certain amount of consideration as well. Particularly, if we consider the tasks that politicians face when they come to office, it appears that the bureaucracy is in charge. Most of them, many of them at least, aren't policy experts when they come to government. Moreover, they often have to move around frequently from post to post while in government. There are many of them. The average parliamentary regime will have from two to three hundred political appointees. George W. Bush had 4 500 when he came to power, but still for federal government of two million it's not a fair fight in terms of numbers. So, we are talking about fairly small political veneer on top of a large government underneath.

Many politicians have no management experience when they are faced with very large management tasks: they have to run large departments, large personnel systems. Donald Rumsfeld is running the largest organization in the world, but he had some management experience. Politicians have huge demands on their time. You saw this afternoon — very important politicians, and we were very glad they came, but that was one more thing to add to their time budget. So, they may not have a great deal of time to deal with policy, to deal with management.

The point here is that when we think about the interface we may be thinking about relationship that would depend a lot upon the willingness of the public servant to be a good public servant, to play that role effectively, to know that his or her minister has huge demands and may not have huge amount of expertise but then to gradually bring them along.

Adversarial Politics

Based on the dichotomy

- Practically if not intellectually viable
- Institutional politics

Various bases for conflict

- Ideology
- Party
- Policy ideas
- Experience
- Links with clientele
- Performance and managerialism

Legitimacy vs expertise

Changing basis for legitimacy

Bureaucratic State

Again, an ideal type

But it may be approximated

- Argument on France in the 4th Republic
- The «Sir Humphrey» model of the UK
- Many political leaders make this argument
- Day-to-day reality?

The barriers to political government

- Numbers
- Expertise
- Management
- Time
- Coalitions, etc.

Consequences of a bureaucratic government

- Fragmentation
- Conservatism
- Self-serving?

Can the bureaucracy govern?

Forces for Change

Reassertion of ideology

- Loss of consensus
- Changes in government may matter

Coalition government (somewhat contradictory)

- Control within the department
- Especially in broad coalitions

Party weakness

- Need to provide benefits
- Link to society

Politicization as Response

Very commonly discussed

Multiple meanings

- «Pure patronage»
- Administrative positions
- Boards

Partisan but professional, expert

- Germany
- USA

Personal rather than partisan

- Latin–American
- UK?
- Japan

«One of us»

Self–selection

Shadow ministries

These relationships are changing. There are a number of factors involved in the changes. One is — and we heard about it today — is reassertion of ideology. Some of the postwar consensus about the world mixed economy of welfare state has broken down, there’s more, perhaps, ideological variation. Hence, to some extent, more alternation in what civil servants must deal with. Reforms in Central and Eastern European countries and the various styles of reforms, changes in those styles may be one of the examples of those differences in ideologies.

Coalitions, coalition governments, increasing use of broad coalition governments such as ‘the rainbows’ in Finland, or ‘the purple’ coalitions in the Netherlands make the ‘fish soup’ for Lech Wałęsa even more soupy.

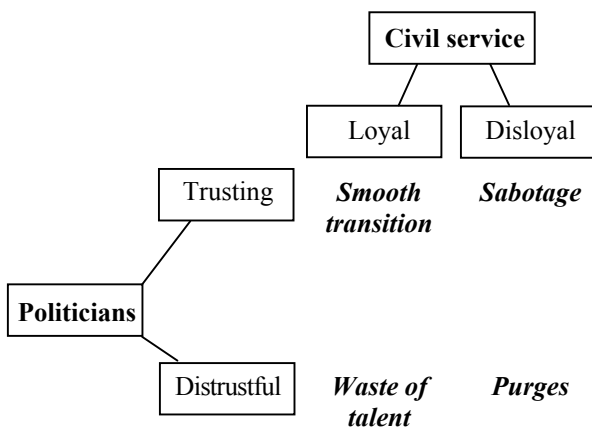
One thing I want to emphasize here in terms of these relationships are administrative reforms, managerialism, the new public management — whatever label one wants to attach to what’s been going on in the public sector over the last 15 or 20 years, which is tended to place a lot of emphasis on management. The metaphor that is often used is «let the managers manage», which is to some extent saying: «politicians, get out of the way». That’s an overstatement, of course, of what the metaphor has meant. But the increased use of quasi–governmental agencies, off–line government, managerialism, the decline of the traditional personnel systems, merit systems — all tended, to some extent, make these relationships somewhat more difficult to manage for the politician.

And the final point that needs to be raised here (and perhaps in some way more important in terms of the changes) is increased openness of government. As governments become increasingly more open, more transparent — the more pressure on openness. Some of the cozy world of politicians and public servants working together behind closed doors is more difficult to maintain. The system is being opened up. And in the process then we have to think about how to manage these relationships in a fishbowl rather than behind closed doors, because increasingly democratic government is a fishbowl.

Let’s skip the politicization in the interest of time and go to the next issue.

One thing we have to think about in terms of transition and transformations is the decisions that have to be made when there is the change in government — whether it’s very fundamental change in regimes, or even a very ordinary change in party composition. So, the civil service may be loyal or may be disloyal. Likewise, politicians may be trusting or they may be distrusting. Now, you have to make the right choice, because if you are a very trusting politician when indeed your civil servants are disloyal, don’t like the new regime, you may face sabotage. On the other hand, if your civil servants are indeed loyal and you’re distrusting, then you waste a lot of talent, and particularly waste talent when talent may be scarce. This is a delicate decision that needs to be made, but it can be considered in terms of making these choices: about how loyal the public service is, and, again, whether the transformations are fundamental, or whether they are just the ordinary changes in government.

Transition as a Special Case



In summary, there is hardly anything new. We've been dealing with these relationships between public servants and politicians since there have been democratic governments. Clearly, it's new for transforming governments who haven't had the opportunity to deal with democratic transformations in the past. But many of the tensions are the same: it's the need to put together this balance between expertise, experience, knowledge, permanence versus the animation, the drive, and the political legitimacy that politicians bring to the mix.

Each and every country is going to make a different decision about how to balance that. But probably the most important thing is to think about the mix, to think about what sort of relationships one wants, how political the civil service should be versus how neutral, how remote from political control it could be; what is the best situation, what is best for *your* situation. Make that choice and then implement it or try to implement. It's never an easy task, as many of you know.

Thank you for your attention.

Summary

Nothing new

- Worried about these relationships for ages
- Tensions are same

But there are pressures for change

Most pressures are toward conflict or politicization

Good news, bad news

II Plenary Session

Professionalism in senior executive public service

Michael Duggett

*Director General, International Institute of Administrative Sciences (IIAS)
Belgium*

From his office overlooking the elegant Avenue Louise in Brussels Michael Duggett has since spring 2001 held responsibility for the management and policy of a historic international organisation, conceived in 1910 (set up in Brussels in 1930) but which, even in its 75th year, remains forward-looking and focused on change as well as continuity in public service.

He is by profession a British civil servant, by training a historian and by vocation a believer in modern governance and proper public administration. He studied at Durham and Oxford universities and was Research Fellow at the University of Swansea before joining Whitehall where he worked in the departments of environment, education and the Cabinet Office before becoming a *fonctionnaire nationale détaché* at the European Parliament and director of European training at the CMPS, Sunningdale — and then he was invited to take over his present post, to which he was unanimously re-elected in Africa in July 2003.

The IIAS (also *l'Institut International des Sciences Administratives*) works in English and French and has 100 member states and national sections. Michael is the first-ever English-speaking Director General. He and his multi-national team work in both languages, run three annual conferences a year in different parts of the world (in 2003/2004 in Africa, Europe, North America and Asia), publish a scholarly journal the *International Review of Administrative Sciences* and manage a complex international structure. The President of the IIAS is a senior Austrian academic and the Executive Committee contains a number of ministers and officials — as well as scholars — from South Africa, Riyadh, London, the Sorbonne, Hamburg, Athens, Mexico and Tokyo. He is a visiting professor at Beijing University, sits on the editorial boards of academic journals in Seoul, Qatar and Nigeria, and maintains close links with the United Nations and the European Union (from whom IIAS has recently won contracts for research). He has published widely in his field on governance, reform and global developments. A recent text is *The Turning World*, published jointly with Guido Bertucci of the UNDESA.

Professionalism in senior executive public service: its components

The Context

This conference on the training and development of senior civil servants is my second visit to Kyiv. My first visit was in the autumn of 2004, as we now may see it, in the later days of the old regime, and I was aware of a country on the edge of change. I cannot tell you the impression that was made upon me by the seriousness of my colleagues in the National Academy and their great sense of concern for the future of a country that has had a tough path through history. The huge statue that you can see from the River Dnieper must remind everyone here all the time that their place in this continent has been a disputed one at times. Let us hope that that river will finally run smoothly to the European sea.

I bring you greetings from the International Institute of Administrative Sciences in Brussels. I know some of today's important scholars from this part of the world, part of Europe. Allow me to mention, apart from your distinguished Rector, Professors Maria Gintowt-Jankowicz and Barbara Kudrycka from Warsaw and Bialystok, whom I meet at many international settings in Brussels or Ankara or New York, Professors Ioan Horga and Iona VasIU from Romania, Mirco Vintar from Ljubljana. All of them have showed me their commitment to training a new generation of public servants for the new challenges facing this part of the world. They also need allies in the civil service itself, as there are, I know, in Poland with the excellent Mr. Jan Pastwa and Mr. Jacek Czaputowicz and, of course, in Hungary with Imre Verebely, our VP for the Centre of Europe. Neither the academic nor the official pillar on its own is likely to be as effective as a civil service that can depend upon them both. You need to walk upon *two* legs.

IIAS and IASIA in public administration and public administration training

The IIAS is as we say not an *ngo* but a *go* — a governance organisation. We cannot claim to be non-governmental since governance — modern governance and proper public administration — is our passion and our pride. Since 1930 we have pursued the objectives of making a modest but serious contribution to the sharing of wisdom between peoples about our subject, and we have done so from Brussels. Between June 1940 and 1951 we had a period of silence. But after that *caesura* we were reborn, in part with help from the USA and from our traditional western European members, France and Germany and not least Belgium itself, just like you might say the European Community was. But today we are worldwide, and proud to have all continents with us. I mentioned our *International Review of Administrative Sciences*, which was edited by many years by our great Belgian director Albert Lesoir. It is now edited from Brock University in Ontario. The 6th Congress of our Institute was held in Warsaw; our 26th was in Korea, our 27th will be in Dubai. The sun never sets on our members. We have had an Indian Administrative Service man on our committee (Mussoorie batch 1968 I think), we have members in Mexico and Sydney, Algiers and Stellenbosch. Our next Rapporteur-General — the person that guides our conferences — comes from Brazil.

Our IASIA — of which Professor Gintowt-Jankowicz is a VP — focuses upon training and is an association of schools, some universities, some governmental. Now led by Turgay Ergun from TODAIE, Ankara's administrative college, they will this year meet in Como — and you will be welcome to join us — to debate whether different levels of government need different kinds of training and development. So, for IIAS and IASIA (and indeed our European Group of Public Administration — and I have the honour to be Director General for all) — the professionalism of a civil service is a core value. So, allow me to make a few brief remarks.

Public administration systems, the State and civil society

The basis of a solid house is its foundation. The basis of a secure democracy is the civic culture of its population. A civil service is not in my view entirely an «emanation» or manifestation of the state but, if one uses this type of Hegelian category, it also partakes of *civil society*. No state can entirely mould a civil service if the society is not receptive to, does not already contain, certain behavioural characteristics and rules. Equally no civil service can operate properly if the state above it is itself corrupted or excessively self-serving. It is my personal view that the civil service must not conceive itself to exist as an entirely separate stratum — an Estate. It will be influenced both from above and below, and it must influence both below and above. It is part of the whole; it must avoid the arrogance that closeness to power can, disastrously, bring with it. And it must equally avoid the private influence that the private sector in civil society can bring.

In the first place I believe this because I think a society needs to treat its politicians with respect. Ever since in 1967 I read Bernard Crick's *In Defence of Politics*² I have been persuaded that there are few more respectable professions in a democracy. None except politicians have to face the instant oblivion that the ballot-box can bring. For, secondly we, we civil servants, are not without faults. A civil service may become complacent or self-interested, protect its own privileges, get detached from the hard life its people lead. Our African president Atangana Mébara pointed out that on that continent government for many years after independence continued to be seen as a prerogative of «*les blancs*» and those who lived in the cities — as he puts it «*state officials defined their own rules of operation in parallel with the laws and procedures governing their personal interests*»³. Now it is true that the word «servant» is not always comfortable — but we have always taught new civil servants that they must be proud to live with that title. Even the highest may sometimes have to wash other people's feet.

Ideally, this dialectic with democracy will lead only to a creative tension, since a sensitive civil service will respond to the trends in a living democracy like a ship rides a rough sea, never going head-on into swells without a sea-anchor, never sitting side-on to be bowled over by a big wave.

² *In Defence of Politics*, London, 1962.

³ *Ethics and Values in Public Administration*, IIAS Brussels, 2001.

The Essence of a Civil Service: The Job of the Servant of the State

I do not hesitate for a moment in asserting that the values of the ideal public servant, the administrator, the person who personifies the requirements of the state, were described most exactly by the great German theorist who invented our modern notion of bureaucracy, Max Weber. In his *Wirtschaft und Gesellschaft*,⁴ written before 1914, he described the official as working in a system that is characterized by

- A structure of rules or laws designating responsibilities and jurisdictions
- Regulated authority, defining which roles carry which powers
- Properly trained and qualified staff
- A hierarchy of subordination and super–ordination, in which each individual knows their place
- Extensive written documentation and record–keeping.

And he sums up the overall system by his insight that:

*The reduction of modern office management to rules is deeply embedded in its very nature.*⁵

In this sense the system calls for personalities that can be programmed to follow rules, to operate within legal constraints, in other words to «fit». A bureaucrat should be selected because of their inherent readiness to play by the rules of the game. And then trained to play only that game. How different this is from their being mere automatons is hard to judge, like the worker in Fritz Lang's *Metropolis* who moves the hands of a large clock in identical replication of the machine's demands.

As a result of the system in which they are required to work the individuals are therefore characterised by rules or mental structures as follows:

- a) A sense of *vocation* — that they do not have simply «a job» but an occupation that defines their whole being;
- b) A sense of *duty* and of what Ewart Wooldridge described as a «psychological contract»⁶;
- c) A sense of *impersonality*, their decisions and actions being based on objective criteria, the people that they serve being understood as defined by their roles (e.g. «the Minister») and not by who they are or any other contingent relationship (personal or political). In continental systems, the law — *Rechtstaat* — being a main vehicle for this impersonality;
- d) Having been *appointed* rather than elected. It has been said that «election is a great barrier to self–awareness» but appointment, we always know is the result of a choice that could have gone another way, it is not a right but a privilege;
- e) A sense of holding a position for life, the bureaucrat selling his labour by the life rather than by the hour or the week, and of a kind of *tenure*, of a reasonable expectation of not being dismissed arbitrarily or unreasonably;
- f) The payment of a moderate salary that rises slowly during a career as the public servant progresses in his or her *career* but that is supplemented by the promise of a secure pension;
- g) A certain distance from overt political activity while in the defined bureaucratic role, ranging from absolute neutrality to more nuanced membership of political organisations.

This gives us then some situational preconditions and some broad operative rules for professionalism. But what, to finally reach the core of my argument, are the actual components of professionalism? For me there are first three key dimensions:

- *Policy commitment*. Commitment to the system, the results of the system, to the positions that hold authority within it and, for the time being, to the people holding that authority providing they do not require any other element of the rules–based system to be breached;
- *Policy detachment*. Detachment from the politics and the people, and detachment that enables good advice to be given on the basis of the exigencies of the facts rather than the wished–for state of affairs;
- *Policy sensitivity* — the ability to reconcile both of the above both in terms of human relations and operative efficiency.

⁴ H Gerth and C Wright Mills, *From Max Weber*, New York, 1946, p.199.

⁵ *ibid.*

⁶ «Entrance into an office... is considered an acceptance of a specific obligation of faithful management in return for a secure existence», Gerth and Mills, p.199. Wooldridge has written about this in his *Understanding the Psychological Contract in the Public Sector*, 2001

For me — and I have been brought up to say «Yes, minister» — there is always a need to train and to reinforce the key, nuanced, skill of balancing Policy Commitment with Political Detachment through Civil Service Sensitivity and Professionalism. So that one can with equal dedication erect a policy framework and take it to pieces again. It is the *degree* and the *form* of the commitment that is the true mark of the professional.

The Fourth Dimension — Ethics

Maybe one dimension is missing. In 2002 my Institute published a book entirely about ethics and values in public service. It had some distinguished contributors. But we have had even more distinguished contributors. In the year 1950, twelve weeks after Robert Schuman had launched the European project in Paris and six weeks after North Korean troops had marched south, in the heat of the Cold War, the IAS held its annual Congress in Rome and was addressed by Pope Pius XII. We have found a copy of the speech in our archives. The Holy Father told his audience (in French) that

In the eyes of the Church no social institution, apart from the family itself, is as important, as essential, as the State. (...A ses yeux, aucune institution sociale, après la famille, ne s'impose aussi fortement, aussi essentiellement, comme l'Etat.)

He went on to say that administration is not only about technical matters, but moral ones. The last word, should belong, He says, not to organisational experts but to those who see the state as a living entity, a normal emanation of human nature, an «intimate coalition» between people to further their common well-being. His speech — we have some copies in the original French available — made, and I think it still would make, a profound impression on his listeners. For a professional senior civil service needs to be a midwife, a chaperone, a matchmaker in that intimate coalition.

And there is one behavioural or ethical area that I think is vital. It is the *need to balance self-respect with modesty for people in a senior or elite civil service.*

First, the case for Modesty is well made by Didier Maus:

....regarding Modesty it is necessary that we become more aware that Administration is not a world in itself apart from everyone else. Too often in France, in Europe and throughout the world Administrators have a reflex of superiority. In reality our only legitimacy, and we know it, is in carrying out a certain number of collective functions — be they of service or of authority — on behalf of our fellow citizens. I think that this modesty is a cardinal virtue we have a little too much forgotten about...⁷.

There are a number of civil services in the world that truly consider themselves to be the best — recruited after stiff examination, trained hard and well, given tough first and second jobs, ruthlessly assessed, promoted only on objective evidence of merit. There is a risk that such an elite may have reservations about reforms — «outside critics are bores, inside critics are simply not important». In this connection I think there is a complex dialectic with accountability and democracy. A proud civil service — and I often meet them — may feel that it represents its nation better than do the elected politicians. It may look down on them from high mountains of disdain. It may be pointed out that the ministers come and the ministers go; they have a time-horizon of three years maximum; they are beholden to special interest; they worry about tomorrow's headline. But in the end I believe that accountability and democracy must be allowed to over-ride bureaucratic pride and efficiency where they conflict. Modesty means submitting to political will *in extremis*. It is I think correct for a Civil Service to be modest and cautious in dealing with the public and the political class but it must be open to new ideas. Modesty is always tempted towards pride when it is feels made secure by merit.

On the other hand the case for self-respect is needed. Modesty should be balanced by an equal sense that those who are called upon to carry out the duties on behalf of their fellow-citizens are sometimes not given a great deal of respect, are in fact taken completely for granted. There are a number of routine duties that have to be conducted that are entirely lacking in glamour or reward and that not everyone wishes to do. I have used before the analogy of those who have to sit and watch the rivers in case they rise too far against the dams⁸. As we have experienced recently a society that forgets elementary elements of precaution against the unpredictable forces of the world, like weather, like the tide that can strike from nowhere, is taking a risk. A society making its way needs a properly proud senior civil service leading the public administration. In a proper balance between the two — modesty and self-respect — one can achieve a necessary equilibrium.

⁷ From *Ethics and Values in Public Administration*, IAS Brussels, 2001.

⁸ In *The Turning World: The United Nations Debates on Governance and Globalisation*, IAS/UNDESA, 2002, G. Bertucci & M. Duggett.

Teaching the Four Dimensions

First — a word of caution. In the country I know best all members of the civil service have often been trained, apart from the work of the CMPS in Sunningdale under David Spencer, mainly by what we call «sitting next to Nellie» — you learn the job by watching an old hand do it. As apprentices learn. As all trades are learned. Many people express the view that there is no harm in writing books about how to do such activities but in the end it is a skill you learn in life on the job and not in a classroom. It is a practical skill. You cannot learn to ride a bicycle by reading a book about it. I think all training and development needs to approach the issue with a degree of modesty.

But effective training — and I know there will be many experts on this here with us — can change behaviour, mould attitudes and enhance knowledge. It is no longer my task to do this as it was before. But I would urge those who are still doing it to think about what they want the end–results to be. What kind of people will our systems create from this recipe? Will they change the world? Will the men be *conquistadors* of new continents of change? Will the women liberate themselves? Is it a kind of docile servility that we are training into people? A colleague once said to me that it was the ideal of a perfect civil service career «to leave not a trace behind». Nothing, above all, no mistakes. Rule–following like robots. Much training does aim to deliver this kind of result; but, fortunately, much does not. A lot of the development work I used to do with senior, and middle–level civil service people, in London and in Brussels, was about helping people learn about that untranslatable Greek word «nous». And all you could say was that once people had «got it» then they had got it, but it was hard to measure.

A Message for Kyiv

Allow me to make a few observations about what all this might mean for Ukraine — although I speak only with the experience here of two visits and after having spoken to some Ukrainians here and in Brussels.

It is a great step forward that your new President has appointed a Deputy Prime Minister for Administrative Reform, and after having heard the Minister today I am sure he means business. If you want a good civil service then there are certain things you need to do everywhere and need to do here:

1. First, it is not an economy measure to under–pay your civil service. If it has low pay and low status then it will continue to be used as a means of self–enrichment, and they may, unjustly, find it hard to escape the probably unjust taint of corruption. An overall administrative reform should certainly include proposals on this issue. For example, a Parliamentary Committee on Public Life or a stronger role for Internal Audit, maybe a Code of Values, can be helpful;
2. Secondly, the image of the civil service needs to be improved. I would guess that the process I believe known as «lustration» needs to go far enough to reassure civil society that it is meant seriously. From that point of view, new State Secretaries should be symbolically divorced from the past; but, and this is the difficult thing, if they are too obviously parachuted in by the new regime they will risk repeating the errors and the image of the past. How you break that cycle of political appointment and replace it by one of appointment on merit, as is — with all respect to our American colleagues — the hallmark of a mature civil service, must be a key question. The Slovenian experience — where I have met some excellent examples of ability and modernity — might be worth looking at here, since they faced similar problems of regime change;
3. The role of this School, this National Academy of Public Administration, needs to be strengthened. I do not believe the Academy here should concentrate on routine training for middle–level officials, who may not necessarily be deeply interested. That can probably be left to departmental training bodies closer to their customers but with a possibly lower level of skills and international experience than you have here. Instead the Academy should focus ruthlessly on the new elite — recruited strictly on merit — that is needed, and offer training linked to qualification, with external European–level validation. I do not suggest this school moves to an ENA model but it is my view that if your objective is to create a politically neutral, professional, meritocratic and bonded group, who can speak up against a politicisation of their cadre, you could at least examine what our colleagues in Poland (who under Director Gintowt–Jankowicz have learned from the Paris model) successfully carried off in this respect;
4. The Ukrainian civil service needs to escape the habits of the past. I guess that in a more market–driven society this could be a deeply conservative force, as is not unknown in the west of Europe (some have spoken of «fonctionnaire–rioters» in one state). This moment is your best chance to carry

the change of culture — as we knew in the UK it is when your political leadership is strongest that you can do most. There is no need to be afraid of vested interest and the shadows of the *ancien regime*, in fact, if you fail to challenge them for reasons of short-term political prudence you may still end up paying a political price in the end, as may be the message from what has happened in Germany;

5. Finally, if the future of Ukraine is in Europe, you need to create now a European fast-stream who can prepare for the foreseeable need in a few years to argue the case in Brussels; and invest in your remarkable young people. They will need no rhetorical skills, and appeals to history will not wash with the new European electorate and therefore their leaders. You will need to make the case that it is in the interest of Europe to have Ukraine inside the tent — and in certain respects this culture has advantages over other applicants... Let me add that I think all of us in Brussels — and, of course, I do not speak for the European Union at all — are at once impressed and a little alarmed by the energy and determination of the young generation coming from the east. If I were you I would bet on them — they will not let you down.

A Message from Kyiv

In my view a senior civil service should have the pride of their profession. They should carry values of service but also of leadership. They should know when the rules are there to be broken; but willing to pay the price if their judgment is in error. They should not imagine that the passing of examinations or the brilliance before an interview panel or even a knighthood gives them any god-given right to make rules; but it does give them responsibilities. They must know how to play their part in the great drama of the public management of society⁹. A society that is now the world. And in the play of leadership a professional should know when to lead and when to follow. When to stand up and when to stay seated. And when, Mr. Chairman, to stop.

⁹ See *Public Management of Society* Rediscovering French Institutional Engineering in the European Context, A.P.J. van der Eyden, IOS, 2003.

III Plenary Session

Multilevel interface in political–administrative context: horizontal and vertical collaboration

Dr. B. Guy Peters

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Integrated governance: horizontal and vertical coordination

What I want to talk about this morning is «**Integrated Governance: Horizontal and Vertical Coordination**». I was asked to do this in the sense of the growing interest in the European Union and in much of the rest of the world in so-called ‘multi-level governance’. For those of us who come from the federal states, multi-level governance is old news; we have been doing it for centuries. But for those observers who come from a more unitary tradition, this idea of working in a more multilevel, more complex division of powers among levels of government, presents some interesting and novel problems. I am doing this in the context of policy coordination both horizontal and vertical. I have to say this is my current mania — I am in the process of writing a book on coordination at the moment — so, I may get carried away, thinking that everything has to be coordinated. But part of the argument is that over the last several decades many governments have done a very good job of breaking themselves up. They have created large numbers of new agencies, lots of quasi-autonomous organizations, and in the process then they have created much more fragmented, differentiated systems of governing. The same is true for governing vertically — I’ll talk about it a bit more later.

Governance

Basic idea of steering

Components

- Goal setting
- Goal implementation
- Coordination and coherence
- Evaluation and feedback

Different ways of performing these functions

Now we are faced with the task of trying to put this back together, trying to make the system work as a system, and trying to do not only coordination in a relatively mechanical way, but also to try to think about coordination and issues management, and policy management in a more strategic sense, i.e. what are the big goals that we are trying to achieve, and how does each one of the organizations and each individual goals fit into some larger question about what the state, what the government should be doing. Therefore, we need to think about this again in just in a mechanistic way of putting things together and trying to remove conflict, but trying to think about it in a substantially more strategic manner. Again, I will be doing this in terms of multilevel governance.

What do I mean by **governance**? Mr. Pastwa yesterday gave a definition, I will give my own, thinking about governance in the context of **steering**: that is the root word of governance from Greek, it’s the same word used for steering a boat. Etymologically, as well as practically, we can think about governing as the task of steering the economy and society through some sort of collective means. And components then are: first of all, goal setting — if we are going to steer, we have to know where we are steering to — so, we have to figure out what our goals are (collectively, because presumably this is a collective enterprise and not organization-by-organization enterprise); we have to have the capacity to implement those goals, which is usually the task of the civil service, but increasingly also involving civil society and non-governmental actors as a part of the implementation process; we need to have some means for creating coordination and coherence among what how we govern (that’s what I’ll be emphasizing this morning); and then finally, we have to have some mechanism for

evaluation and feedback. This is a part of a steering process so, when we have steered off course, we need to be able to get ourselves back on course. We have to figure out what we have done, why it went wrong, and find ways of correcting it. Or, if it went right, then build on it.

This is often too a very important part of a democratic process, as a mechanism for dealing directly with the outputs of government and the democratic means, as well as thinking about democracy in terms of elections and political parties. So, increasingly, I think, we see that a lot of emphasis on citizens' participation is very directly on the bureaucracy rather than necessarily through the representative institutions. We need to find ways in making those bureaucracies more responsive, more open to civil society. Citizens' engagement is the phrase that has been often used, particularly by our Canadian cousins, is a means of dealing with this process of involving citizens most directly in the process of governing.

Now, let me turn to these questions of **coordination and coherence**, and, first of all, deal with some classical horizontal issues in government. The usual problem, when we talk about coordination, is the **horizontal coordination** problem.

Governments are differentiated institutions with ministries for transport, housing, defense etc., etc. But policy problems don't fall into those nice neat categories. The policy problems tend to transcend the labels on government buildings. So, we have to find ways in walking across those policy problems. We talk about, at various times, government by silos, or stovepipes, or whirlpools — all sorts of pejorative terms have been used to describe this differentiation by functional areas — and the problems that come from those excessively differentiated forms of governing.

So, why do we care about coordination? First of all, it's expensive: we waste money, we duplicate. And the duplication is both classical arguments for businesses: they need to go to twelve offices to get licenses to start a business, it's hard to start a business, and for citizens seeking benefits: they have to go to 10–12 offices, fill out the same forms with the same information and waste their time, duplicate efforts. The failure to coordinate leaves gaps, leaves lacunae in the services provided.

The failure to coordinate also creates contradictions among government programs. My favorite example is an American one, where we have the Department of Agriculture that still spends billions of dollars each year subsidizing tobacco farmers, and then we have the Department of Health and Human Services that tells us not to smoke it. What has been wrong? Clearly, there's no single policy, there's no tobacco policy there too. There're very good political reasons, why there are these two sets of the programs, we all know the political reasons. But it still gives the sense of duplication and irrationality in the system. Presumably, we also can simply improve the quality of governing by coordinating, and finally it simply seems tidy, neat, and rational to be better coordinated.

Now, interestingly, coordination as a policy problem, as a problem in governing, has always been around, it's been there since government was founded. But it has come back to the government radar screen much more recently. More and more national governments and political leaders are now talking about coordination as a policy problem that they face, and arguably for several reasons.

One is that we've done a very good job of breaking up government, we've done a very good job of creating agencies, promoting managerial freedom, making performance targets on an organizational basis — organization by organization, manager by manager, rather than doing a very good job in integrating those performance targets across the government as a whole. So, to some extent, the success of new public management, the success of these reforms generated a new problem of coordination. The nice

Focus on Coordination and Coherence

Horizontal Coordination

The usual problem

Why emphasize?

- Cost
- Duplication
- Lacunae
- Contradiction
- Quality, synergism
- Tidiness, rationality

thing (since it keeps me in business) is that every time we reform, we create the need for new reforms. So, I always have something to talk about. But it also presents problems, of course, for people who have to deal with real world of governing, they always have problems.

Secondly, the loss of confidence in government. This failure to coordinate, this sense of irrationality does no good for what has been waning confidence of citizens in the governments.

Thirdly, demands have been changing. And particular groups of citizens, who have needs to cut across conventional departmental lines, have become more animated politically. The elderly — as all our societies age — tend to need wide range of services: housing, health, personal social services, transport, and as they become a) larger part of population and b) more active politically, then there is the need to integrate services for the elderly. At the other end of age spectrum are children (as the same source of cross-cutting demands), then women, immigrants, a whole range of groups in society that have become more politically important now have these needs to go across conventional departmental lines.

Globalization. Globalization is blamed for everything, not only for this, but indeed there are some real impacts of globalization, for example, on economic policy. I was interviewing the Minister of Education in Finland one time, and she said that, when she came to government she did not realize that she was, in fact, an economic minister. The economic policy became competitiveness policy and increasing part of competitiveness is good education. So, education became very much tied up with economic policy, and partly because of globalization. So, the large numbers of these types of linkages among programs that have been emphasized by the growing internationalization are about our economy and society.

There are also simply *opportunities*. E-government (that we will be discussing later today), information technologies and networking provide the opportunities for improving the levels of coordination.

And then finally there's been now an ideology about governing, or *joined up government*. Sir Robin Mountfield said this morning that he was responsible for the phrase «joined up government» (that has been used by the Blair Government for some years now) as a means of trying to integrate across the range of government programs.

So, coordination then is a real problem, and there are increasing demands for policy coordination. *What is the role* — given the topic of our congress — *of administrators and politicians in this process, how do they fit into the process?* It's really the question of 'the Lord gives us, and the Lord takes it away', i.e. the politicians and bureaucrats are to some extent responsible for the problem, but they also have some mechanisms for, if not solving it, at least improving the performance of coordination and coherence in government.

Politicians, political leaders. What are the sources of incoherence or lack of coordination? One is often a party, particularly, in coalition governments. If you have party members of different coalitions running different ministries, they are not always terribly keen to cooperate with one another. Likewise, they may have commitments to the policies that they are running. Again, as I was saying yesterday, they are often very short of time; and coordination, working with colleagues, working across departments is time consuming. It's not easy; it takes a lot of time, negotiation and bargaining; even if they'll be willing to spend the time, they indeed may not have the time. Likewise, it takes management skills. Often, the failure to coordinate is simply for ignorance: we don't know what each other does; we often don't know what people in the next office do, and much less what people in the next ministry do. So, often there is that growth of ignorance

Why now?

- Success of vertical management and NPM reforms:
 - agency
 - performance
 - managerial freedom,
 - entrepreneurship
- Loss of confidence in government
- Changing demands
 - elderly
 - immigrants
 - women
- Globalization
- Opportunities
 - IT
 - Networking
- Ideology
 - Networking
 - «Joined Up Government»

Role of Political and Administrative Elites

Sources of the Problem

Politicians

- Party
- Commitment to policy
- Time
- Management skills
- Ignorance of others
- Absence of procedures

of what's going on in the next ministry, and the failure to coordinate thereby. And, then finally, it is simply the absence of good procedures that make people at least inform each other of what they are doing. They may not produce coordination but they may get rid of some glaring ignorance across programs.

Bureaucrats, public administrators. They, again, have organizational commitments: they've been in the organization for a long time, they tend to be committed to the organization, and they may not want to cooperate. They want to defend their own turf, they may want to defend their own organization, and indeed may want to expand that organization. Then the arguments about bureaucratic politics are that bureaucrats and, to some extent, politicians at the head of departments invest a lot of time and energy getting resources for their own department, and to the extent they get resources for their own department they may be unwilling to share those resources — financial, personnel, policy time, policy space — with other departments. It's a normal part of life that we defend what we have: we defend our turf; and in the process then we don't necessarily cooperate with one another. My daughter is a pre-school teacher, and I was talking to her about some of this, and she said: «Well, it's just as we tell the kids: play nicely with each other and don't throw sand». But lots of people haven't learned to play nicely with each other; and they don't often simply play with each other.

Professionalism. If I am a certain type of professional — medical, legal, whatever — I have a commitment to my profession, but I also have a language, I have a way of speaking, I have a way of thinking that may make it difficult for me to participate with others. Look at a lot of organizations and literature on policy coordination — both public and private: the same things often occur in private industries, the same failure to coordinate. A lot of the difficulty lies in the fact that we simply do not understand what we are talking about with one another: we don't have a common language, we think we do, but when we begin to talk about technical policy issues, we don't.

And again, **ignorance.**

Just as these two groups of actors are parts of the problem, they also can be parts of the solution. For politicians, arguably, the main part of the solution is the top-down type of the solution — the authority: prime ministers, cabinets, central agencies, treasuries, etc. It is very old-fashioned, but I think, one can see it in many states — I've been doing research on this interviewing in a number of national capitals — this return to thinking about the prime minister and central government as a central coordinating device; having disaggregated the system over a number of years, now politicians and prime ministers are trying to pull it back. The case (if you want to talk about examples) I know the best is the case of Finland, where I was working for the Office of the Prime Minister for a while on these issues. The Prime Minister got the team of us to come in, because he said: he became the prime minister and then suddenly found out that he could not run anything; he did not have the levers to pull, to make things happen, that he thought he should have as prime minister. He was very frustrated by this and tried then to figure out how to create a policy management system and an issues management system in the center that would, in fact, enable them to create a more coherent and coordinated policy management system.

Political parties can also do some of this, assuming they are not widely divided internally, or in broad coalitions.

Likewise, public servants, bureaucrats can play part of the role in the task of correcting the problems. They have the permanence and the expertise, they often have been in government with their colleagues for years, if not decades; so, that permanence and experience and the networks they have built among public servants enable them to often coordinate among themselves quite easily, simply by picking up the phone — they know each other for years, they work with each other.

Bureaucrats

- Organizational commitments
Bureaucratic politics
- Policy commitments and professionalism
- Ignorance of others

Solutions to the Problems

Politicians

- Prime Minister
- Cabinet
- Central agencies
- Party
- Authority

Bureaucrats

- Permanence/experience
- Networks
- View across government
- Governing as a profession
- Bargaining
- From the bottom up

Coordinating the coordinators?

This having been said, some of the reforms of new public management and our general reform of the system, opening government to more outsiders at the top, to some extent have broken down the network, made this network less viable as policy coordinating device. There are more outsiders in the system now than in the past. Many public servants regard governing as a profession. They are committed to governing and good governance, and, hence, are committed therefore to creating more coherent and coordinated management system. They are used to bargaining. I've been talking mostly from top–down.

But we can also think about coordination as coming from the bottom up. That coordination occurs at the service point of delivery through the standard phrase used: *one-stop shops*, where the citizens can go and get a range of services from a range of programs in one place and often from one individual. So, that single individual is trained across a number of departments, has the skills, and has the capacities to provide a range of services to the citizen whenever this citizen walks to the door. Singapore and Australia is one good example of this type of program; Norwegians are creating the same thing now for the whole range of social services. We are simply using the bottom because, in some ways, the people who are really in government, who really see the problems of poor coordination, are the people who actually deal with citizens. The citizen–contact workers are often the ones who see what citizens need, and often see that they cannot provide those services themselves, but have to send people around from shop to shop to shop. So, it's often people at the very bottom, who have a better sense of the need to make things better. Therefore, we need, perhaps, to empower them so that they have the capacity to do that for the citizens, for their clients. We tend to think about coordination as a top–down type of process, but we should also think about it very strongly as a bottom–up type of process; building that capacity at the bottom, as well as at the top. But often the problem is in the middle: making the linkages between the top and the bottom, the organizations.

But sometimes — I will come back to that at the end — that failure to make the linkage is for very good reasons, often the reasons of accountability, i.e. you need to be able to follow the money, you need to be able to follow the lines of authority and legal authority. Without that, treasuries, ministries of finance, accountants in government get very uncomfortable, and really began to quiver when they cannot follow the money, and hence often get very upset about attempts to coordinate at the bottom particularly, because of these problems of accountability. While accountability is one of the classic concepts in the study of government, in the study of public administration, at times it often too turns out to be a barrier for doing some of the things we might want to do.

Vertical Coordination

As important

And becoming more so

- Decentralization
- Multi–level governance
- European Union

And difficult

- Real differences:
 - geographical
 - social / cultural
 - economic
- Political differences

Now we move on to **vertical coordination**. We hopefully have seen now the problem of horizontality in government, working across various programs. But it also has been a problem of vertical coordination, i.e. making sure that citizens everywhere in the country are getting more or less the same services. And this may be as important as the horizontal element and, perhaps, even more so. Particularly, as many governments have been involved in the process of decentralizing, giving increasing powers to sub–national governments (as I understand, Ukraine is involved in this process), but in the process therefore also creating those problems of coordination.

Multilevel governance, as it is called in the European Union, for those of us from federal states has been old news, we've been doing this for years, but for many places this is a new and complex issue about how to manage when sub–national governments are given a certain amount of autonomy. It can be difficult. There are, in fact, real differences among parts of our country. To use an American example, the differences between Wyoming, which is land

lot, high, mountainous and cold, and Florida, which is hot, flat, sandy and filled with elderly people, make even a simple mechanical task like building roads very different enterprise. So, one federal program of building highways that has same standards for roads, doesn't necessarily work, particularly in Wyoming, but it might work beautifully in Florida. So, there are real geographical differences, there are real social and cultural differences, religion, etc. in different parts of the country that may make some of the programs more or less compatible with local planning than others. There are economic differences and political differences.

We are then faced with the problem of *how much* we want to coordinate. We have pressures for uniformity — citizens have rights for services, they have rights as citizens to a certain minimum of services no matter where they live and who they are. Again, we like this tidiness, we like certain amount of uniformity. There may be very strong administrative traditions pressing towards uniformity. The famous aphorism that the French Minister of Education could tell what lines of Cicero were being translated in every school, merely by looking at his watch is certainly an apocryphal. But the notion is that this drive towards uniformity is part of administrative tradition, particularly of legalistic administrative traditions.

The notion of diversity, geographic or social differences is a challenge to that administrative tradition. And there simply may be no logic for the diversity. I mentioned already the reasons for pushing for differences — when there are *real* differences and we want to get citizens' choice. So, part of the notion of democracy is that citizens should have some choice on an individual basis or, perhaps, on a collective basis — region by region, state by state, city by city. Part of democratization may be enhancing choices. That choice for the region, in fact, may be more efficient than some sort of uniform cookie cutter solution to the problems.

I want to go back to the 'politicians — bureaucrats' arguments. The arguments here are very similar to the arguments of horizontality. Both have some strengths in terms of coordination, both have some weaknesses. But what I do want to talk about quite a bit in terms of how to coordinate vertically is to look at the differences between sort of a functionalist type of model, where we coordinate sector by sector, versus a more political model, where you tend to coordinate vertically by using political power and political actors.

The **functional notions** are very much — what I have been talking about yesterday in terms of various groups and professions, various policy areas — based upon expertise, tending to coordinate their activities largely on a professional sort of basis. This is often very effective vertically. But one has then to pay the price for the good vertical coordination with poor horizontal coordination. To the extent that we do a very good job of coordinating activities vertically, we may not be nearly as effective at dealing with horizontal issues. And we wind up governing sector by sector, issue by issue.

Whereas a **more political notion** may be able to provide some greater capacity in dealing with both dimensions of coordination through political parties, through mechanisms like prefects, inspections, various more or less political devices as means of trying to produce that uniformity, to bring the capacity of the center to bear on the local authorities. And also by involving local elites, by involving local political actors as part of the process.

How much coordination is enough?

- Pressures for uniformity:
 - rights
 - tidiness
 - administrative tradition
 - no logic for diversity
- Pressures for difference:
 - cope with real differences
 - choice
 - efficiency

Role of politicians and bureaucrats

- Not dissimilar to above:
 - strengths of each
 - weaknesses of each
- Functional vs political models

Functional:

- tends to emphasize vertical links
- expertise
- more bureaucratic
- govern sector by sector

Political:

- party
- central control:
 - prefects
 - inspections
- but local elites:
 - closer to people
 - but better at horizontal(?)
 - Scandinavian
 - Latin-American

In practice, some of both

Putting the Two Dimensions Together

Difficult at best

Involves several choices

- How much is enough?
- Which dimension of coordination to emphasize?
- What instruments to use?

Again, involves both politicians and bureaucrats in the process

- Top down or bottom up?
- Mechanisms for collaboration:
 - party
 - professionalism
 - networking

Is Coordination Always the Answer?

The difficult task is how to put them together. *How do we put together horizontal and vertical coordination?* Unfortunately, I don't have any answers. If you expect any answers, you need to go to 'the fifth floor'. But as most academics I am much better at rephrasing the questions than at providing the answers. What you are really doing is looking at a series of choices: first of all, how much coordination do you want? how much you are willing to pay for? It's not costless; it involves investment of time, energy and money to produce uniformity, to produce coordination. So, you've got to make a political choice, an administrative choice on how much you are willing to pay for, how important is it relatively to the other things government wants to do, which dimension do you want to emphasize: are you more interested in coherence across policy areas, or you are more interested in uniformity across geography; which dimension, politically and even culturally, is more important. Likewise, what instruments do you want to use, how do you want to carry this out.

One categorization of the policy instruments was «*carrots, sticks and sermons*», i.e. we can try to use incentives — carrots, we can try to get the donkey move by carrying the carrot in front of his nose, and presumably it will move; you can use the stick, you can use negative sanctions and beat the donkey to make it move; or if all those fail, you can also preach to the donkey. The preaching works a little better with people than with donkeys. But often simply the sermons, the normative persuasion of people works much more effectively than when we attempt to use either financial or authoritative types of sanctions.

Likewise, we involve the question of top–down and bottom–up. Do we want to focus most of our attention on coordinating in the national capital, getting everybody in Kyiv or London work together to make policy, or is it more efficient in the long run to move everything out and put the major task of coordinating at the bottom around service delivery, around actual delivery to the public.

And then the final point to make is *whether coordination is always the answer?* I have this mania of coordination at the moment, I have to plead guilty too, because I am working on it as a subject, but it's not the answer to everything. In some areas, in fact, it may be negative, it may produce harm. Trying to coordinate research, for example. Research is often very lonely and uncoordinated type of activity. My father was a university administrator and he said that trying to govern the university was like trying to herd cats. You can herd sheep, but you can't herd cats. They are always independent, autonomous actors, and you cannot simply manage them and coordinate them. And you really don't want to.

Really good example of that was the war on cancer. Richard Nixon wanted a war on cancer; he wanted to eradicate cancer during his presidency. So, he announced the big program, and after about six months the director of the National Institute of Health asked an appointment with the President and said: «With all the respect to you, Mr. President, it does not work that way. We can't fight a war against cancer, we don't know where we are going yet, we need to allow a lot of uncoordinated activity, and in the end we may come up with the answer, but we can't coordinate the research». It's hard to coordinate innovation.

In some policy areas though redundancy is useful. We always talk about getting rid of redundancy but for certain types of important issues you want redundancy. You want two or three systems for safety, for example, or sometime in defense you want two or three warning systems all working independently. It looks wasteful, it looks inefficient, but it may be the only way to have the safety one wants.

Privacy. We don't often want to coordinate, for example, databases. We might want in administrative world to coordinate the tax databases with the social service databases and other databases to try catch things like tax cheats, but certain notions about privacy and individual autonomy don't allow us do that.

And finally, coordination runs into problems with the familiar issue of accountability, when we can't track the money, when we can't track the responsibility. Although we try to produce better government, we try to build the government in a more coherent and coordinated manner (I think many governments are now attempting to do that), it may not always be the answer to our problems. It's a question of judgment, depending on particular policy areas and particular national styles of governing.

Thanks very much.

IV Plenary Session

Features of the political — senior civil service relationships in transition democracies

Tymophiy Motrenko

*Head of the Main Department for Civil Service
Ukraine*

Tymophiy Motrenko was appointed Head of the Main Department for Civil Service of Ukraine in October 2003. In this position, he immediately launched a series of reforms aimed at augmenting professional capacity of Ukrainian civil servants, upgrading policy advice and recommendations to the Government and improving the quality of public services. Among his many initiatives, streamlining Ukrainian civil service to the EU standards, changes in the civil service legislation, building a unified system for human resource management, and many others.

Mr. Motrenko is also Head of Personnel Reserve and Higher Corps of Civil Service Commission; Deputy Head of Civil Service Coordinating Committee under the President of Ukraine; member of the Advisory Board and Academic Board of the National Academy of Public Administration; Deputy Head of the National Board for Youth Policy. He is a member of numerous government committees and task-force groups in the field of public administration and public service reform.

Prior to his present position, Tymophiy Motrenko worked as a Deputy Minister of the Cabinet of Ministers of Ukraine; Deputy Government Secretary of the Cabinet of Ministers of Ukraine; Deputy Head of Vinnitsa Regional State Administration for Social Policy; Deputy of Vinnitsa Regional Council, and other positions.

Mr. Motrenko's education includes MA in Economics and PhD in Philosophy. He is professor and university lecturer, member of advisory boards and academic councils of several Ukrainian universities, including the Taras Shevchenko Kyiv National University; Editor-in-Chief of the *Civil Service of Ukraine Journal*; has several government awards.

Features of the political — senior civil service relationships in transition democracies

Separation between political and administrative positions

Separation between political and administrative positions is a generally recognized principle of the professional civil service in democratic states, as well as a foundation for building viable administration system capable to function efficiently under conditions of political change. The utmost role of civil service is to ensure stability and flexibility of public administration, its responsiveness to the societal demands. Excessive dependence of the civil service upon political circumstances is risky for the stability of the state; it weakens the institutional capacity of public administration and decreases the quality of public services.

At the same time, institutionalization of separation between political and administrative positions requires understanding, first of all by the civil servants themselves, of their new role — public policy experts, while the role of politicians is to set priorities and policy directions, to make political decisions taking into consideration public needs and requirements. Separation between political and administrative positions is closely connected with the current shift in the functions of government — from assets management to policy development and strategic planning in different areas of public administration.

- *Aimed to create a stable civil service capable to function efficiently in the environment of political change*
- *Requires understanding by the civil servants their role of public policy experts*

Objectivity, impartiality and quality recommendations developed by civil servants can only be guaranteed when they are independent and protected from excessive political pressure. Separation between political and administrative positions builds the ground for a new type of relationship between politicians and bureaucrats and provides a new perception for professionalism of civil servants as representatives of the state.

- *Supports further professionalization of civil service and formation of a new culture of relationship between politicians and civil servants*

Challenges of excessive politicization faced by public administration in transition democracies

The experience of transition democracies demonstrates that excessive politicization results in a number of problems.

Firstly, the principle of political neutrality of professional civil service is violated. As a result, public policy lacks coherence and predictability.

Secondly, career planning for civil servants becomes much more difficult, which has a negative impact on the capacity of the public sector to accumulate expertise and improve its proficiency and management.

Thirdly, excessive politicization impedes introduction of unified human resource management standards in the public sector, hence — subjective and biased assessment of civil servants' performance by their supervisors.

- *Violation of political neutrality principle*
- *Difficulties for civil servants' career planning*
- *Lack of unified professional standards in human resource management*
- *Loss of attractiveness of the civil service*

Fourthly, civil servants are not given guaranteed legal protection from unlawful interference into their professional activity or against dismissal for political reasons, which highly negatively impacts attractiveness and professionalism of civil service.

Meanwhile, transition democracies have accumulated certain experience in addressing those problems and challenges which is worth to look at in more detail.

Approaches to rebuild political neutrality

Article 29 of the Slovak Constitution sets restrictions on political activities of civil servants. Civil service law contains the provision that civil servants shall be loyal to the Slovak Republic and its Constitution, fulfill their duties impartially and be politically neutral. However, Slovak trade unions criticize civil service legislation; they argue that in practice it does not provide sufficient guarantees against the risk to be discharged during the restructuring and reorganization of public agencies. The powers of the minister to discharge senior government officials place additional barriers to building a neutral civil service.

In 2001, the Code of Ethics was adopted in Czech Republic; it reads that political views of a civil servant must not hinder impartial fulfillment of his professional duties. Though the definitions and formulations contained in this document are rather vague, nevertheless, they provide guidance for civil servants and assist them in practice to make proper decisions in performing their professional duties. To reinforce the influence of the Code of Ethics, the new Law on the Civil Service makes its provisions compulsory for enforcement.

- *Constitution restricts political activities of civil servants (Slovak Republic)*
- *Guidelines for conduct of civil servants restrict political activities (Code of Ethics in Czech Republic)*
- *Implementation of institutional change, i.e. through the institute of state secretaries (Hungary)*

In Hungary, the important step in civil service reform was made in 1990 when they introduced separation of temporary political positions and permanent administrative positions through the appointment of two state secretaries: political (with the functions of a political deputy minister for the term of the government) and admin-

istrative (with the functions of a permanent deputy minister and the head of civil service staff in the ministry). Alongside with this, cabinets of political advisers, appointed for the government's term of office, were established in every ministry. In practice, however, political cabinets have a significant influence on administrators' activities, which many, including trade unions, regard as the hindrance to further professionalization of civil service.

Approaches to de–politicize career planning

In Poland, in order to avoid politicization in the process of recruitment, rigid and detailed requirements to candidates applying for positions in the public sector have been formulated. For instance, before the applicants are granted the status of a civil servant, they have to pass through a series of qualification procedures during several years. Initially, the applicant is appointed to a position on a temporary contract basis (up to three years). During this period the employee is provided with a six–month internship and obtains initial professional training. The preparatory stage ends up with an exam taken before an examination commission. If the applicant passes the exam with a high score, has a university degree, two years working experience in the civil service, knows at least one foreign language and is not on a reserve list for the military service, he or she gets permanent employment in the public sector.

Slovakia, in order to overcome excessive politicization of public administration has legally set the demarcation line between different categories of public servants. Accordingly, the general corps of civil service falls under position–based model, whereas for the administrative elite career–based model is applied. This approach enabled Slovak public sector to accumulate best expertise at the upper levels of civil service.

- *Rigid and transparent hiring procedures (Poland)*
- *Application of position–based model for general corps of civil service and career–based model for administrative elite (Slovak Republic)*

Introduction of unified human resource management standards

According to the Slovenian Law on Civil Service enacted in 2004, the newly established Civil Service Council is in charge of introduction of unified standards and procedures for recruitment to civil service; it appoints selection commissions responsible for recruitment process. Civil Service Council is directly responsible for hiring senior executives, including state secretaries. Before the enactment of the new law, almost all personnel policy issues were the responsibility of the heads of public authorities (i.e. politicians).

In Bulgaria, the position of the Minister for Public Administration was introduced in 2001. The minister's responsibilities include civil service and administrative reform issues, which earlier were in the competence of the Council of Ministers of Bulgaria. One of his responsibilities, shared with the Minister of Foreign Affairs, became the task to build and enhance Bulgarian government capacity in preparation for the EU accession. In such a way, the civil service management function was delegated to a particular central government authority, and very close link established between civil service reform and European integration process.

- *Centralized responsibility for introduction of unified standards and procedures for recruitment in civil service, appointment of selection commissions (Slovenia)*
- *Delegation of civil service and HR management functions from the Council of Ministers to the Ministry for Public Administration (Bulgaria)*

Ukrainian experience

Ukraine has had the experience of introduction the institute of state secretaries. In 2001 positions of state secretaries were introduced in the ministries and Secretariat of the Cabinet of Ministers by the Decree of the President of Ukraine. Simultaneously, positions of deputy ministers were abolished, and part of political functions of a deputy minister were transferred to a state secretary

Appointments and dismissals of State Secretary for the Cabinet of Ministers of Ukraine, state secretaries for the ministries, their first deputies and deputies was the prerogative of the President of Ukraine on recommendation of Prime Minister.

State secretaries were granted certain independence from political influence due to the procedure of being appointed by the President but at the same time they were empowered with significant authority, which resulted in essential misbalance between the status of a state secretary and a minister. Consequentially, the years to follow witnessed gradual efforts to expand (re-establish) the powers of a minister. Nevertheless, those initial negative experiences associated with introduction the institute of state secretaries led to its abolition in 2003.

- *Introduction of state secretary positions and abolition of deputy minister positions in 2001*
- *Appointments of state secretaries by the President of Ukraine and empowerment with significant authority*
- *Gradual re-establishment of ministers' authority*
- *Institute of state secretaries abolished in May 2003*

Disregarded risks

The major reasons that precluded the effective introduction of the institute of state secretaries in Ukraine were the following:

1) The decision to introduce the institute of state secretaries was intransparent and quite sudden, which did not allow to quickly adapt it into the overall system of civil service. Prior to introduction of state secretary positions, it should have been broadly discussed by professionals and politicians, but since this did not happen the decision turned out unexpected and even irrational to many people.

2) Vague definition of the status of state secretaries was rooted in granting them significant administrative powers and quite limited role of policy-making process managers, which is a traditional function of state secretaries in western democracies.

3) Alongside with this, it turned out that, in fact, state secretaries were given certain political functions. For instance, they had the right to perform the ministers' duties in case of their absence, to represent their ministries in Verkhovna Rada (Parliament), to substitute ministers in the Cabinet of Ministers sessions. It led to the duplication of functions of a minister and a state secretary, on one hand, and to the twist in balance between their powers, on the other hand. Eventually, it meant that the faults in the very design of the reform efforts did not allow to achieve desired goals.

- *Decision to introduce state secretary positions was unexpected and made without public consultations*
- *Significant administrative powers and limited role in policy coordination*
- *Duplication of political functions:*
 - *performing ministers' duties in their absence*
 - *presenting draft legislation in the Parliament*
 - *substituting ministers in the Cabinet of Ministers sessions*
- *Misbalance of powers between a minister and a state secretary*

Relationships between politicians and bureaucrats: prospects for development

Separation of political and administrative positions will contribute to building professional civil service, based on the principles of partnership and dialogue between politicians and civil servants, and will help overcome mutual mistrust.

Moreover, retaining political neutrality principles will facilitate the formation of the European-type civil service in Ukraine and make the process of demolishing Soviet-style politicized bureaucratic hierarchy irreversible.

- *From mistrust to partnership and professional dialogue*
- *From politicized hierarchical nomenclature to professional and politically neutral civil service*

Instruments for separation of political and administrative positions

Effective separation between political and administrative positions can be achieved through the improvement of civil service legislation on the basis of European administrative space principles:

1. establishing proper public–legal relationship between a civil servant and the state;
2. securing political neutrality of the civil service, and
3. institutionalizing senior executive public service.

One more factor should be reflected in the revised legislation — further professionalization of civil service on the basis of stability and continuous professional development: first and foremost, enhancing policy analysis capacity of public servants. Such civil service will be proficient enough to provide the government with the required level of management competency and ensure the effective operation of the government machinery, capable for self–regulation and adaptable to change.

- *Regulation of the civil service by public law*
- *Securing political neutrality of the civil service*
- *Institutionalization of senior executive public service*
- *Further professionalization of civil service on the basis of stability and continuous professional development*

How to reduce risks while introducing state secretary positions

One of the major reasons that makes it impossible to streamline political–administrative relations simply through legislation is lack of understanding the critical importance of separating politics and administration, hence — lack of political consensus around this issue. Therefore, open discussion of the issue is required to reduce the risks of failure in introducing the institute of state secretaries within the civil service system.

Clear delineation of state secretaries' authority with consideration of their dual role: administrative top–managers and policy advisers is required to make the institute of state secretaries an interface between politicians and bureaucrats, establish good links between two worlds and thus contribute to building permanent professional civil service.

Intensive training for senior executives is required to equip them with advanced managerial skills in policy analysis, strategic planning and change management. This, in its turn, will enhance the efficiency of senior executive civil service and public administration system overall.

Introduction of appeal mechanism with regard to personnel policy decisions is needed to accelerate adaptation of new institutes into civil service system, as well as provide for internal control and monitoring the enforcement of unified standards in human resource management.

Summing up, I would like to point out that over the last fourteen years Ukraine has managed to build key political institutes of a democracy. Our recent revolutionary events have clearly demonstrated the desire and readiness of the people to engage most directly in public affairs. Today, civil society is expecting further, more consistent and definite actions from the government than it had done before. In this regard, civil service reform has to guarantee the rights, freedoms and legitimate interests of Ukrainian citizens at the minimum price for society. Democracy is not a gift or goal in itself; it is a permanent function of responsible government that serves its citizens.

- *Open discussion of the importance to introduce the institute of state secretaries along with political positions of deputy ministers*
- *Clear delineation of state secretaries' authority based on their dual role: administrative top–managers and policy advisers*
- *Intensive training for senior executives*
- *Introduction of the appeal mechanism with regard to personnel policy decisions in civil service system*

Working Group Sessions

Working group «Senior civil service appointments and tenure: impartiality and political neutrality in democratic transitions»

Chair: Sir Robin Mountfield

Former Permanent Secretary of the Cabinet Office

United Kingdom

Sir Robin Mountfield was Permanent Secretary of the United Kingdom Cabinet Office until his retirement in 1999.

He joined the Civil Service in 1961, and in the next 38 years worked for 29 different Cabinet Ministers and eight Prime Ministers of both main political parties. Much of his career was in industrial policy — he was responsible for nationalisation of two industries in the 1970s and the privatisation of others in the 1980s and 1990s.

He was Deputy Secretary in the Department of Trade and Industry from 1984 to 1992, and of the UK Treasury from 1992 to 1995.

As Permanent Secretary from 1995 he was closely involved in the central management of the Civil Service, completing the programme of establishing Executive Agencies, developing e-government, and many other aspects of public administration modernisation.

Since leaving the Civil Service he has advised a number of Governments of emerging democracies on aspects of civil service management and public administration reform.

Opening remarks

Sir Robin Mountfield

United Kingdom

Senior Civil Service Appointments: Impartiality and Political Neutrality in Democratic Transitions

Many of the keynote speeches and presentations at this conference revolve around the idea of a professional, politically-neutral civil service.

What I want to do today is to discuss:

1. what is meant by the concept of a professional, politically-neutral civil service and why it is a good thing;
2. why governments in the post-transition phase in emerging democracies, find it difficult to establish and maintain this kind of civil service;
3. and finally, what can be done to establish and maintain professionalism and political neutrality.

There are five main kinds of benefit from a professional and politically neutral civil service.

First, putting recruitment and promotion outside the control of political parties and ministers is one of the surest **defences against corruption**. In the UK, the concept of a career based, and therefore permanent, and therefore non-political, civil service stemmed from a Report in the 1850s called the Northcote-Trevelyan Report. The main reason why the Northcote-Trevelyan argued for permanence was that it would stop patronage — sometimes nicknamed «jobs for the boys». In other words, jobs in return for favours — whether financial favours or political favours of one kind or another. The effect of «jobs for the boys» was that people got jobs for the wrong reasons and therefore were not the best people to act clearly for the public good.

The second reason is **to provide continuity**. We see the advantage of continuity most clearly in a negative sense in the USA's system, in which the top three or so levels of the Administration change with every change of President — the so-called 'spoils system'. The constitutional check on the system in the USA is the process of congressional confirmation, which makes these appointments subject to public scrutiny. But this process takes a long time; as a result many months at the start of the four-year Presidency are taken up with getting the team in position, while the last few months are taken up with people looking for new jobs to go into at the end. A permanent civil service, willing and professionally required to act loyally for successive governments without political prejudice, overcomes this difficulty.

The third reason is to provide the **deep expertise and a long «institutional memory»**, in other words the repository of factual knowledge and experience of what works and doesn't work in particular field, which can be available equally to succeeding governments.

The fourth reason is **knowledge of the way the machinery of government works**, and how it can be used to deliver the political programmes of each succeeding government. The business of government is complex; any government needs to have at its disposal professionals who know how to pull the levers of the government machine to get things to happen.

Finally, the advantage of political neutrality is the ability to provide a loyal but essentially **analytical challenge to the political enthusiasms** of the incoming government. Some politicians see this as a negative; as trying to stop the new government doing new things. Properly used, however, politically neutral policy advisers can use their experience and their analytical capability to show the weaknesses as well as the strengths of particular policy proposals and guide ministers away from rocks on which their policies might otherwise be wrecked. This is constructive, not negative, challenge.

Now the concept of a politically neutral civil service was clearly not relevant in a one-party system of government of the kind that existed before transition in much of Eastern and Central Europe, and in dictatorships elsewhere in the world, and for example under the apartheid system in South Africa. There was no need to provide continuity at the level of the civil service when there was continuity at the political level.

But after transition, once a government is elected by democratic majority, there is also inevitably the possibility of a change of government. What often happened after 1990 was that the first elected government looked with suspicion if not outright distrust at the civil servants inherited from the pre-transition regime. This was not unique to Eastern and Central Europe: it had happened for example in South Africa where most of civil service consisted of pro-apartheid officials; and more recently for example in Iraq where the problem of Baathist supporters continues to bedevil establishment of a democratic government machine. Accordingly the new first democratic governments typically either wanted to start from scratch with a newly-recruited civil service, or at least wanted to weed out the more unacceptable members of the previous system and appoint new top officials. Usually, in practice, these new officials were sympathetic not just to a democratic system of government but also to the political programme of the particular party or parties that formed the first government. So far so good: but at the first change of government after that, the incoming government looked with equal suspicion at the civil service they had inherited, and in a large number of cases decided that many of the top officials they had inherited were unacceptable to them and therefore replaced them with new appointments. In this way, it became all too frequent that the top ranks of civil servants were changed to new and typically inexperienced appointments from the ranks of the new parties' supporters. The strange thing is that most politicians in these countries accepted in principle the concept of a permanent, professional, politically-neutral civil service; they just believed that the last government's appointments were biased against them and that the new system had to begin with their own new appointments — and so on. Somehow, this cycle of appointment and dismissal has to be broken.

This problem is not unique to the transition countries: it has become quite common in Western Europe, and in countries like Australia and New Zealand and elsewhere, for governments to appoint the very top-level officials from people who sympathise with their policies. But in nearly all cases this applies only to the very top level; and in most cases the individuals chosen are already permanent civil servants who happen to have political sympathies in line with those of the new government. Even in the UK, although this is not yet happened, there is some fear that politicians would like to follow this practice. One can understand that politicians like to have around them people who share their own political views. The problem is how to limit this so as to avoid the disadvantages of a patronage system.

How then can a system of government civil servants appointed on the basis of merit and expertise, not on the basis of personal patronage or of the political sympathies, be established? The key elements which I suggest we might discuss include these:

1. First, some system of **independent validation of existing officials** to ensure that those who are retained are professionally excellent, and are willing to commit themselves to working loyally and constructively for alternative governments of differing political persuasions. Such a system must inherently be independent of existing ministers. Somehow, the system has to be established which has cross-party support and credibility. This will be much easier in some countries than others, and the precise mechanism will need to depend on the politics and constitution of individual countries. The constituents of such an independent commission might include the business sector, the trade unions where applicable, the religious bodies where appropriate, academics and representatives of professional and civil society organisations.
2. Secondly, **recruitment of new officials must be subject to the same independent scrutiny**, entirely free of influence by ministers or political parties. This must apply whether the appointments concerned are young people fresh from University seeking a career in the civil service, or people appointed for particular expertise to fill gaps in the knowledge base of the civil service or to provide fresh ideas. But particularly in the second case, care needs to be taken to ensure that such appointments are genuinely made on the basis of expertise, and not on the basis of political support for a particular programme of the Government of the day which would not be applicable if an alternative government came into power.
3. Third, there is a big problem about **promotions and dismissals**. If ministers have a big hand in deciding who is to be promoted within the existing civil service, then individuals will naturally tend to tailor their advice to curry favour with the ministers who might influence their future, instead of giving fearless professional advice. On the other hand, quite often ministers see more of the work of individual civil servants than anyone outside could do and are thus likely to be better placed to judge who merits promotion. This is a genuinely difficult problem and again a degree of **external validation or audit** is needed to ensure that the system remains non-political. The same thing applies to dismissals. In any human organisation there are occasions when people need to be removed for incompetence or some other professional failure. But if they are removed because their face no longer fits politically, this is just as dangerous for the non-political principle as direct interference in appointments. Again, some element of external validation or audit is essential.
4. Finally, we must remember the importance of **training and development**. Civil servants involved in policy matters, of course, need expertise in the particular policy field in which they are operating, and experience in how the government machine works. But they also need deliberate training in how to operate in a politically neutral way. Skills of policy analysis, presenting the factual background in a balanced and neutral way, challenging the weak points in an argument, and of dissecting the arguments for and against a particular proposal — these are all skills that can be taught. Constant and continuing training and development is needed for officials operating these fields to bring their skills up to a high level and maintained in line with current developments outside. It is on the basis of these skills that civil servants can acquire the self-confidence to challenge, to offer unwelcome but wise advice when necessary, and not to be intimidated into being ‘yes-men’.

I suggest we spend the first part of the session discussing the concept of political neutrality, to make sure that we are all thinking along similar lines; and then move on to consider the ways in which a politically neutral system can be established and maintained.

Discussions and presentations

Following Sir Robin Mountfield’s suggestion, participants of the working group focused on discussing the concept of political neutrality and expressed their opinions with regards to the following questions:

- What do we keep in mind when talking about such concepts as «*professionalism*» and «*political neutrality*» of civil servants? Why are these issues important?
- Why do emerged democracies that have already passed transition period consider establishing and maintaining professional and political neutral civil service as one of the key problems?

They also discussed at length *how* can a system of permanent, professional and politically neutral civil service be established and developed, shared their experience and concerns, and agreed that that most important elements required are:

- *A system of independent validation of existing officials.* Such system is needed to ensure that those who are retained are professionally excellent, and are willing to commit themselves to working loyally and constructively for alternative governments of differing political persuasions

- *Independent scrutiny for recruitment of new officials* to make sure that the process is entirely free of influence by ministers or political parties
- *External validation or audit of promotion and dismissal procedures* to ensure that the system remains non–political.
- And finally, *constant and continuing training and development*.

Svitlana Proskurovska (World Bank) described Latvian experience in organizing civil service and ensuring principles of professionalism and political neutrality, where they agreed that *a deputy minister must «to the last» hold on his (her) political neutrality despite very close collaboration with the minister who is certainly a political figure*. She stressed the importance to establish and develop politically neutral civil service system, which is first and foremost based on merit. By promoting and strengthening principles of impartiality and neutrality in the civil service we guarantee some defence for the society against negative impacts of ill–judged political decisions. Ms. Proskurovska pointed out that for transition countries it is worth to look at and learn from the experience in this area accumulated in Canada and United Kingdom, particularly from the British experience of ensuring competitive environment in recruiting senior civil servants.

Volodymyr Troshchynskyi (Ukraine) emphasized the urgent need to introduce and enforce clearly defined separation of administrative and political positions. Ukrainian experience (unfortunately, far from being positive in this sense) shows, for instance, that heads of rayon state administrations are not always politically neutral. Our last election campaign demonstrated it quite vividly. Such principles as civil service continuity and sustainability do not work in practice, they exist only in theory. It means that existence of perfect laws does not necessarily guarantee their enforcement. So, the new Law of Ukraine «On Civil Service» has to outline clearly both procedures of recruitment to civil service and mechanisms of enforcing principles of political neutrality, continuity and sustainability.

Jan Pastwa (Poland) told about Polish experience in setting up a clear division line between political and administrative positions.

In Poland the Civil Service Council was established; its members are representatives of all political parties (those that are currently in government and in opposition) and experts in the sphere of public administration (usually they represent different parties and have worked in government, or rather worked with different governments). Today, for instance, one of the Council members has high chances to be appointed a minister. Recruitment system is based exclusively on competition. Politicians have their role only at the initial stages of the process (in specifying job profiles and job descriptions).

There are cases though when a minister completely disagrees with the candidate for deputy minister’s position approved by the Council, then the Council would consider and propose another candidate to hold this position.

Poland can be proud of its’ five–year experience in organizing and conducting competitions in civil service. Civil servants who apply for senior executive positions have to pass exams and give up membership in political parties. Certainly, in this context a question of violating citizens’ constitutional rights may arise. But here we talk about a choice, about a certain «contract»: a person either accepts the terms of contract or not. Another option is to choose the career of a politician

Tatyana Butyrskaya (Ukraine) in her short presentation outlined some conceptual issues and problems related to the establishment of senior civil service in transition democracies.

Viktor Lobanov (Russia) in his remark with regard to the issue under discussion stressed on the importance to clearly define two notions: «accountability» and «responsibility».

Jan Pastwa (Poland) described the Polish experience in developing social development plans in accordance with the EU standards. The first plan was developed for the period of 2002–2007 which outlined the main objectives and areas for development, including the sphere of public administration. The task force that worked out the document consisted of representatives from all political parties, NGOs, researchers and others. Subsequent social development plan has been developed for the period of 2007–2012; it outlines:

- key objectives and tasks for urban and rural development;
- development of particular branches of economy;
- major principles and action plan measures to achieve the outlined goals.

Sir Robin Mountfield remarked that the model described by Mr. Pastwa, in more or less similar format, is used by all EU member–states. Certainly, the final decision on approving one or another policy is taken by a minister as a politician, but all the technical issues of the policy decision (what resources are needed, how much it will cost, etc) are the responsibility of civil servants.

Nataliya Plakhotniuk (Ukraine) touched upon some problems in training senior civil servants that still remain unresolved and continue to be debated in Ukraine: first, age restraints (35–50 years old); second, whether training programs should be narrowly specialized or much broader since senior civil servants should have the expertise in various fields. In fact, civil service executives perform two functions: they are managers and administrators. Another important issue — elaboration of clear criteria and procedures of competitions for obtaining senior positions in the civil service, as well as their dismissals. Better utilization of human capital having a comprehensive database of senior executives (current and dismissed) also remains an unresolved issue.

Munira Inoyatova (Tajikistan) told about how training and re–training of senior civil servants is organized in Tajikistan. They arrange short–term in–service training courses (3 days, 1 week, 2 weeks, and 1 month). The main issue is how to bring together «enthusiasm of youth» and «wisdom of older generation» because you obviously cannot change culture in one day.

This particular idea has encouraged further discussions. **Sir Robin Mountfield**, for instance, emphasized that this culture changing aspect should necessarily be included into training of young civil servants, and even more so — into re–training of those who work in the civil service. It is directly connected with the issue of enforcing laws and regulations: «passing a good law does not often mean its good implementation».

Viktor Lobanov (Russia) pointed out that nowadays in Russia there is an increasing trend to attract to the civil service those specialists who gained good expertise while working in the private sector. Certainly, it requires quite a lot of efforts and resources, especially financial, but the outcomes are worth it. Prof. Lobanov also presented to the Congress participants his paper on the role of senior civil servants in institutional reforms.

Tatyana Butyrskaya

*PhD Student, National Academy of Public Administration
Ukraine*

Reforming Ukrainian Public Service: Issues of Methodology

The problem under consideration cannot be discussed beyond the context of a society development. To this end it makes sense to focus on two points.

1. During the congress discussions it has been said more than once — in fact, the Congress stated — that functional division between political and public administration activities is a necessary mechanism for democratic development of the state.

What problems or issues for establishing senior public service emerge in this respect?

First, in the process of governance senior executives face two types of problems they have to resolve:

- problems that can be resolved within a framework of current legislation (in other words, administrative problems), and
- problems of the second type — those that are not resolvable within a framework of existing administrative procedures, they emerge due to the new tasks and objectives in the process of social development.

When we attempt to put public service into a rigid frame of *pure administration* we doom a state and society to stagnation. The case of USSR demonstrated very clearly what such approach led to.

Therefore we define *administration* as the lowest level of governance.

The task of senior public servants is to address the problems of the second type. Obviously, it is unrealistic to seek solution to those problems within a framework of standard bureaucratic procedures. It requires different methods, different approaches and creativity; it means that senior public servants need specialised and targeted training to be capable to perform those tasks.

Therefore it would be absolutely wrong to target the whole system of public servants' training towards development of administrative skills; it limits the scope of tasks that the public service should perform. Senior public servants have to have a different system of training that develops their capacity to address those problems, which we would refer to as «society development problems» and which cannot be resolved within an administrative approach.

2. Establishment of senior public service, which is now happening for political reasons, is closely linked with one more issue — *social accountability*.

It is very obvious that Ukraine needs a law on accountability for fulfilling political promises, which will force politicians to set forth realistic, not populist, tasks to the public service. I don't know why at our Congress this most important practice of western democracies has not been highlighted, but for us it is a highly topical issue to bring government policy to a new level when it becomes really public.

By making responsible public policy we make public service accountable for its implementation. Who can today recall at least one case when an MP, who did not fulfil his or her promises, was deprived a mandate? And promises are the only instruments that bring politicians to power.

Therefore, my opinion is that when we talk about transparency of government — political or executive — we substitute the notions: results of government performance are substituted by transparency of public service procedures. But for society the results of government performance are important, not the processes and procedures of operation. If we speak about transparency in terms of corruption, it also should fall under the notion of accountability.

And finally, we cannot discuss this topic beyond the context of a crisis in which the world system finds itself today. There are all the grounds to argue that not a minor part of it caused by the failure to involve public servants in addressing real life problems of a society, because the frames of an administrative approach bind them.

Therefore, due to the nature of tasks, which are to be resolved by the senior public servants, the core of their activities should be based on a different — not administrative — methodology. I totally agree with the former US public servant Francis Fukuyama who called it a statehood building. In my opinion it is a methodology of the 21st century.

Viktor Lobanov

Professor, State University of Management

Russia

Institutional Reforms and Role of Senior Executives

Efficient functioning of government machinery in many aspects depends on professionalism and competency of bureaucrats in *the highest positions*, who are directly responsible for operations of a plethora of departments, directorates and units. They are those who manage national policy programmes and directly participate in working out various aspects of public policy. Ultimately, *the administrative capacity* of a state, that is, the ability to set up clear goals and priorities and to achieve them, lies with them. Let's look at the interrelation between institutional reforms and professionalism of senior public servants in Russia.

1. Institutional reforms in the Russian Federation

The active stage of institutional transformations, which engulfed almost all institutions of government, began in 2003. The laws, which lay a foundation for the reforms, have been adopted; time schedules have been set up and financial resources have been allocated. The major goal of these large-scale transformations is to create within a short period of time a modern political and administrative system, which meets the requirements of market economy and promotes social development on a stable and long-term basis.

These institutional reforms are of a comprehensive nature since they involve all levels of public administration and are implemented alongside with other economic and social reforms, which cause some difficulties and problems in their implementation. There are some major reforms.

First, **the administrative reform**, on the first stage of which (2003–2004) the functional review was conducted in all ministries and agencies (about 5 600 various functions were identified) and then the government was reorganised. As a result, 15 ministries remained out of 23, and a three–tier system of public administration was set up, which includes a) federal ministries responsible for drafting legislative and regulatory acts and developing public policy; b) federal services responsible for supervision and monitoring; c) federal agencies responsible for rendering public services, implementation of public policies and programmes, and public property management. By the end of 2004 the Government Commission on Administrative Reform approved the concept for the second stage of the administrative reform and currently the national programme of its implementation up to 2010 is under development.

Second, **the public service reform** in Russian Federation is being implemented in accordance with the national programme 2003–2005, which was approved by the President of Russian Federation. At the moment the Russian public service is divided into civil, military and law–enforcement services. In February 2005 a new law on public civil service, which meets all modern requirements and standards, was adopted. Currently all civil servants, who work for executive authorities of the Russian Federation, belong to one of four categories: executives, advisors, specialists and operational personnel.

Third, **the budget reform** is in progress. Its objective is to transfer from traditional process–oriented to the result–oriented principle of funding public institutions. In 2005 the Government of Russian Federation will review and approve performance indicators for all federal ministries and agencies, which will allow evaluating efficiency by final results of their work and distributing public resources accordingly.

Fourth, the Russian Parliament has adopted a new **law on general principles of local self–government**, which is coming into force in January 2006. It is aimed at expanding the rights of municipalities and strengthening their financial base. At the same time the work aimed at division of powers between the federal centre and regions is in progress, many functions have been delegated to regional and local authorities.

Fifth, since 2005 **the system of election of regional leaders** in Russia has been changed. From now on, in line with the newly adopted law, governors will be elected by legislature assemblies of regions upon submission by the President of RF, who will propose a number of alternative candidates.

Alongside with institutional transformations a political system reform is being carried on, with the purpose to build up large and influential political parties that would be capable to define the country’s future development strategy.

Therefore, all these institutional transformations should result in increasing the quality of public administration in Russian and creating conditions for efficient implementation of its internal and foreign policies.

2. Analysis of administrative system and institutional reforms

On the basis of Russian experience one can conclude that it is necessary to have a common approach to state–building problems; it helps to develop a comprehensive model, which allows to link three issues: assessing professionalism of senior executives, raising efficiency of public administration system, and developing implementation strategy of administrative reforms. But to do this you have to complete three tasks:

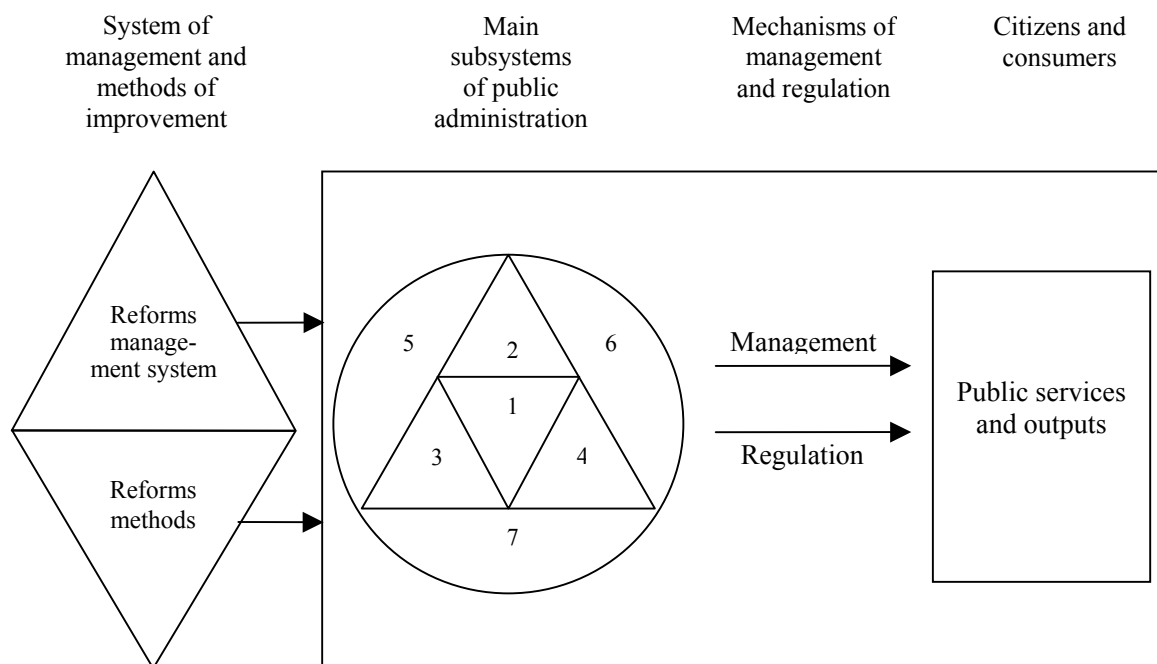
1. Conduct analysis of public administration modernisation in various countries and identify commonalities in approaches;
2. Assess the performance of public administration in various countries and make up an international rating of its efficiency;
3. Compile a list of common professional competencies of senior executives (including international rating of systems for professional development of senior government officials).

This common model should accommodate three factors:

- Peculiarities of social and political development of the society and state;
- Strategy of administrative system reform;
- Methods of training, motivation and professional development of public servants, primarily senior executives.

This model should be based on two principles. First, institutional transformations should be regarded as a response to changing social and economic conditions, and, second, internal and external elements, objective and subjective factors of administrative transformations should be treated separately.

Therefore, it is necessary to distinguish between inner and outer directions (contours of reforms). **The inner aspect** of administrative reforms is presented on the following chart.



The main subsystems of public administration subject to reform are the following:

1. Subsystem of management, planning and goal–setting;
2. Personnel subsystem;
3. Financial and material resource subsystem;
4. Information subsystem;
5. Regulatory and legal subsystem;
6. Social and cultural subsystem;
7. Organisational and functional subsystem.

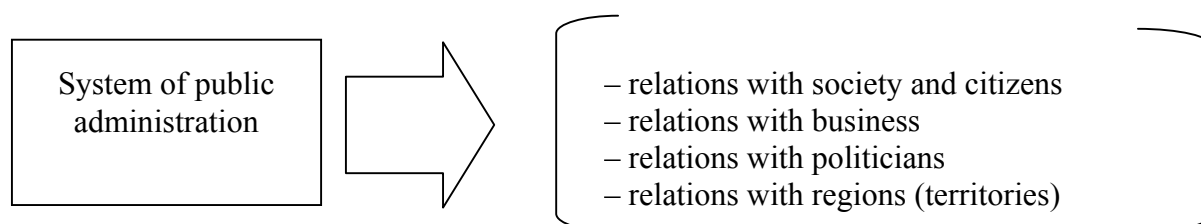
Besides, this model covers the system of government regulation and service delivery (production of goods and services).

In general, modern administrative reforms in various countries follow more than ten major directions and may focus on institutional, organisational, functional, human resource or financial spheres. The main task is nevertheless to enhance performance efficiency of government authorities. To this end various measures are taken on the operational level:

- Reducing the duplication of functions among various departments;
- Cutting down the number of departments reporting to one executive and merging them within common structures;
- Changing a system of authority and responsibility in order to raise the efficiency of decision making;
- Improving the work of the offices, which provide support services to senior executives;
- Encouraging long–term and short–term planning in organisations;
- Developing personnel evaluation and motivation system etc.

The central issue here is compatibility of political and administrative structure with existing economic and social systems, because it is of a paramount importance for a sustainable development of the society. Government institutes, in the long run, are to ensure social progress and economic development of a country.

In this respect it is critical not to lose sight of **the outer contour** of administrative reforms because, in the end, reforming is important not as a process for its own sake, but as an instrument of further improving relationships between a state and other social systems and public institutes.



By the way, one of the weak points of Russian reforms is a tactics of focusing on inner contour, which gets too much attention compared with outer contour. It leads to a situation when the reform exists for its own sake; its transformation into a profitable business for a certain group of bureaucrats; substitution of its initial goals and objectives and, in the end, the whole essence of the reform is completely lost.

3. Methodology of assessing public administration efficiency

There are different methodologies of public administration efficiency assessment, the best known is the methodology used by the UN and World Bank, which comprises a number of indicators grouped into five categories.

1. Elected and accountable governance:
 - participation of population in government elections;
 - independence of mass media;
 - exercise of political rights and freedoms.
2. Political stability:
 - Probability of political destabilisation;
 - level of internal violence and terrorism.
3. Efficiency of government :
 - quality of public services;
 - competence of public servants;
 - quality of government bureaucracy performance;
 - independence of public service from political pressures;
 - citizens' trust in government policy.
4. The quality of government regulation system:
 - promotion of economic development;
 - level of government interference into market economy mechanisms;
 - scope of shadow economy.
5. Control over corruption:
 - embezzlement of power in one's vested interests;
 - perception of the existing corruption level by the people.

These indicators are used to calculate indexes of public administration efficiency for three groups of countries: industrially developed countries (OECD), Eastern and Central European countries, and CIS member-states.

This methodology can be modified by adding a number of other indicators and grouping them into three categories, taken the above outlined model for analysis of administrative reforms.

Assessment of a public administration system (in points)

№	Indicators	Points
	Inner indicators (quantitative)	
1	Public policy development and planning	
2	Public service system and professionalism of public servants	
3	Regulation and legislation framework of public administration	
4	Cultural and ethical principles of public administration	
5	Functional efficiency of public administration	
6	Application of IT	
7	Budget efficiency and effectiveness	
8	System of government regulation	
9	Quality of public services, works and products	
	Outer indicators	
10	Level of relations between bureaucrats and citizens	
11	Level of relations between bureaucrats and businesses	
12	Level of relations between bureaucrats and politicians	
13	Level of relations between central and regional and local authorities	
	General indicators (qualitative indicators)	
14	General level of public administration	
15	Positive changes / trends in the system of public administration	
	Total / integrated indicator	

A system of measures, which would enable to assess the situation at a certain point in time with the aim of further comparison, is set up for each indicator. Besides, weak points in the system of public administration are identified, which helps to set up priorities for administrative reform at a certain point in time.

4. Professional competencies of senior executives

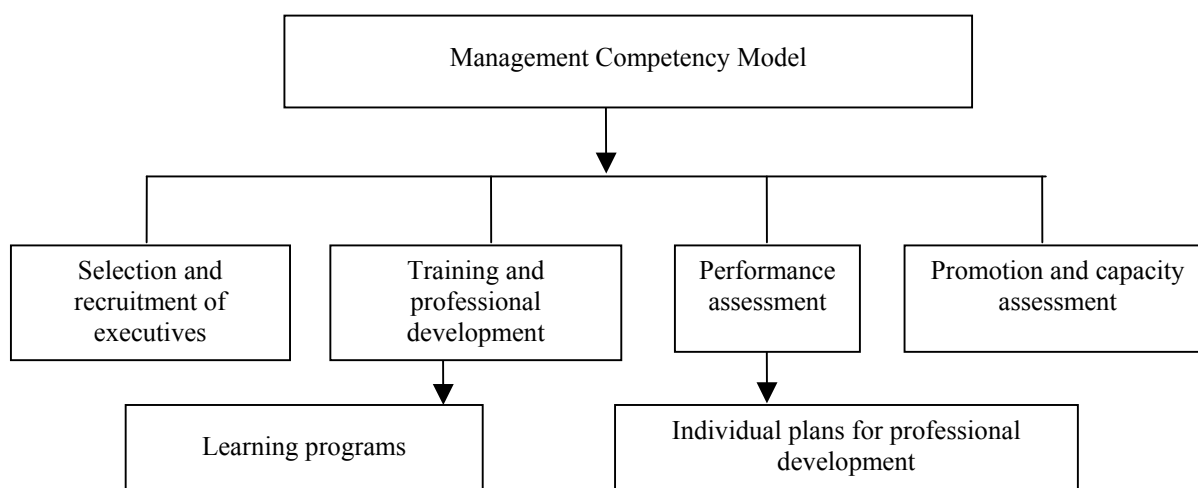
In the long run, the general positive assessment of public administration efficiency is an evidence of the effective performance of the top government officials.

In order to assess professional competencies of senior executives it is necessary to answer two questions:

- What competencies are required first of all to take senior executive positions?
- Which of those competencies allow senior executives to achieve best results and success in their work?

Major competencies for senior executives are identified on the basis of research. Then the Executive Core Qualifications are developed, which represent the ideal model of a professional public manager. In this model then the core competencies of senior executives (knowledge, skills, and abilities) are defined, i.e. an executive profile, or executive competency model.

This approach allows to: 1) set up a selection system for executive posts, which require from candidates strong leadership abilities; 2) develop tailor-made training and professional development programs for this group of public servants; 3) make a comprehensive assessment of people's performance in line with selected criteria; 4) develop individual professional development programs for public servants and improve organization's performance in general.



These principles of management competency incorporate the qualities necessary for successful performance of senior government bureaucrats, and which at the same time promote the creation of a «corporate culture» specific to this group of public servants. The very concept of «corporate culture» is aimed at recruitment and professional development of senior government executives capable to take a strategic leadership and put their obligations with respect to the overall goals of national policy and government above the obligations to their respective organizations or personal professional interests.

It is necessary to define necessary *management competencies* for executives in each sphere. It is also necessary to develop detailed *job descriptions* for executives in accordance with their job profiles and each of core competencies. This will allow to identify and assess the qualification level of candidates to the senior positions in the public service.

Let's compare job profiles of executives on the basis methodologies used in the USA, the Netherlands and the UK.

The US Government believes that to perform efficiently senior executives must have the following competencies.

1. Change management

- Vision
- Understanding external environment
- Creativity and innovations
- Strategic thinking
- Continuous learning
- Elasticity
- Flexibility
- Motivation to serve

2. Personnel management

- Conflict management
- Understanding of cultural factors
- Team building
- Integrity

3. Resource management

- Finance management
- Human resource management
- Technology management

4. Achieving results

- Responsibility
- Ability to resolve problems
- Entrepreneurship
- Decisiveness
- Orientation to consumers
- Administrative skills

5. Communication and networking

- Oral communication
- Written communication
- Negotiation skills
- Networking and partnerships
- Understanding political factors
- Interpersonal communication skills

The Executive Core Qualifications model for senior US federal public servants

This model is common for all levels of US public administration. It provides a methodological foundation for identifying potential leaders, developing training programs, working out professional development plans for senior executives and organizations.

For comparison let us look at the «Management Competency Profile» model, which is used in the Netherlands.

<p>1. Systemic management</p> <ul style="list-style-type: none"> ▪ Vision of the future ▪ Management for results ▪ Networking ▪ Leadership 	<p>4. Operational effectiveness</p> <ul style="list-style-type: none"> ▪ Initiative / pro–active attitude ▪ Operational control ▪ Delegation of responsibility ▪ Ability to focus
<p>2. Problem solving</p> <ul style="list-style-type: none"> ▪ Information analysis ▪ Developing alternatives ▪ Conceptual flexibility ▪ Decision making 	<p>5. Influence on people</p> <ul style="list-style-type: none"> ▪ Oral presentation skills ▪ Self–confidence ▪ Persuasiveness ▪ Action plan development
<p>3. Interpersonal relations</p> <ul style="list-style-type: none"> ▪ Ability to listen ▪ Interpersonal sensitivity ▪ Flexible behavior ▪ Staff development 	<p>6. Personal qualities</p> <ul style="list-style-type: none"> • Energy • Stress resistance • Motivation to quality performance • Learning ability
	<p>7. Management with respect to environment</p> <ul style="list-style-type: none"> • Environmental awareness • Understanding political factors • Integrity and ethics • Self awareness

Competency Based Model for Senior Civil Servants in the Netherlands

In the United Kingdom Senior Civil Service was established in 1995. To be appointed to those senior positions one should meet certain criteria and possess required leadership competencies, which are grouped into three categories: a) leadership, b) management and communication, c) personal qualities.

Leadership	Strategic thinking and planning	Drive for results
Personnel management	Communication skills	Management of finance and other resources
Personal effectiveness	Intellectual capacity and creativity	Professional competence and expert skills

UK Senior Civil Service Competence Framework

In order to assess management skills of executives and develop relevant training programs standards for core management areas have been developed, which include four models:

- personnel management;
- performance management;
- information management;
- management in business environment.

General comparative analysis of these models demonstrates similarities in a number of management areas as well as in requirements for executives, which allows to develop a common competency model for government executives in different countries. But here it is important to consider the trends that call for the need of social and administrative reforms in most countries. Therefore it is necessary to develop **two**

variants of a competency profile: one that include competencies required to sustain the functioning of existing system, and another — for executives engaged in political and administrative system reforms.

The rationale behind this is that reforms require executives with specific competencies and gradual retreat from traditional Weberian model of public administration based on vertical hierarchy. This is quite a challenging task due to political, organizational and psychological reasons.

Russian experience shows that there is often a shortage, at least at the initial stages of social and administrative transformations, of **two groups of executives** — federal and regional leaders capable to develop and implement reforms, as well as managers of big social projects — not technological or construction projects, but *social* projects.

An important role here plays the ability to **manage changes and risks** because lack of these competencies leads to phobias and barriers in implementation of government reform programs. Highly needed for executives from European countries and Russia are the skills to assess all the impacts of policies/programs of reforms and to minimize social costs in implementing those policies and programs (pension reform, health care reform etc.). In view of an increasing danger of crises (man-made, natural, social etc.) it is necessary to pay special attention to equipping executives with the skills of **crisis management** and stress-resistance.

Major conclusions

Major conclusions are the following. First, it is necessary to conduct special comparative studies and develop a **common international executive competence model**, which would include two components:

- a) basic component of executive competence (80%);
- b) national component (20%), which takes into account:
 - level and nature of social development in a society;
 - peculiarities of national culture and ethics.

Second, this executive competence model should have two variants, depending on a specific situation in the country and the nature of issues to be addressed:

- a) stable situation and typical administrative issues (executive–functionary);
- b) reform stage and the need to address innovation issues (executive–reformer).

Special attention should be paid to developing professional competencies of those senior executives in transition economies who are engaged in government policy or government institutes reforms, as well as public managers responsible for social and institutional reforms.

Third, it is highly necessary to establish **an international training and research center** in order to train executives and managers engaged in managing reforms and innovations in the public sector and public policy making, to develop methodology for institutional and administrative transformations, and disseminate best practice. It should be based on networking — bringing together existing international and national centers and institutes.

These and, probably some other, measures will allow in the end to build capacity for implementing institutional reforms on political and administrative levels.

Appendix 1

Program for Development a System for Working with Senior Executives in the Federal and Regional Governments of the Russian Federation

1. Establish a special department for management of senior public service in federal (regional) government authorities.
2. Review the current practice of working with senior executives in federal ministries and agencies of the Russian Federation.
3. Conduct general comparative study of international and Russian experience in working with senior public servants.
4. Study expectations and attitude of senior government executives, politicians and business community to the development of a special system for working with senior public servants.
5. Elaborate «executive competency profile» to assess the capacity of senior public service.
6. Develop a standard «executive performance efficiency assessment» methodology with the aim to raise effectiveness of senior public service performance.
7. Develop standard training programs on building competencies and skills of senior public servants.
8. Create a databank of senior government executives and candidates for those top positions.
9. Set up an advisory group (inside and outside experts) on building administrative capacity of government, including human resource development.
10. Develop conceptual framework and special programs for working with senior executives in ministries and agencies of the Russian Federation.

Summary and recommendations

Sir Robin Mountfield
United Kingdom

I'd like to begin by thanking the Academy — certainly, on my own behalf and, I imagine, on behalf of everybody who has attended this conference — for the splendid arrangements that have been made. It's been most illuminating opportunity to exchange experience with so many people from so many different countries, and I am personally very grateful for that opportunity.

The subject of the working group that I chaired was about appointments and tenure of senior civil servants with particular reference to the problem of impartiality and political neutrality, which, I think, has been one of the key themes underlining all our discussions at this conference. We began by looking at ***why political neutrality is thought to be a good thing*** in the typical European public administration, and we identified five particular themes.

One is that a politically neutral civil service is likely to be **one of the defences against corruption**, not just corruption of money but corruption of the pursuit of political power for its own end.

Secondly, it **provides continuity**, particularly, when there is a change of government so that the new government can hit the ground running and start working straight away with an experienced group of administrators to carry out their policies.

Thirdly, it **provides a continuing body of expertise**; instead of each new government having to recruit its own expertise; there's a body of people there who can carry out their wishes.

Fourth, there is **knowledge of how the government machine works** so that new government does not have to try to implement its own policies; there is the machine there that can carry out what they want done.

And finally, perhaps more contentiously, a neutral civil service can provide a sort of **analytical challenge to the political enthusiasm of ministers**. Politicians very often favour their own policies, even when reasons suggest they need some amendment; and a constructive and loyal civil service can provide some of that challenge.

Drawing on the experience of other European administrations, I think we identified a number of key themes in the establishment of the kind of civil service we've talking about.

One is clearly a **strong legal basis**; and that — in the Ukrainian case — will be provided by the new draft law that is now being considered.

The second — I think we all agreed — is the need for some form of **independent civil service commission, or civil service council**, which is separate from the government and can provide a guarantee of the neutrality of the civil service; it will oversee the process of appointments, it will act as a court of appeal against political interference for individual civil servants. For example, if a new government wanted to dismiss an official because he wasn't in sympathy with the political views of a new government, then a civil service council or commission could provide some defence against that kind of situation.

And finally, we identified the need for **very consistent training and development** to encourage the change of culture, which is necessary in a transition country, without which new laws and new institutions won't have their proper influence.

We got particular encouragement from the experience of some transitional countries, and in my own case, particularly, from the experience of Poland, which was described to us, where I think, perhaps, rather illustrative of the problems of the transitional governments it took some years and some try and error before it became accepted by the politicians that there was the need for politically neutral civil service. And it wasn't for some years before institutions that underlay that kind of a system became established. The Civil Service Commission was established and, of course, the Civil Service Law with strict rules of competition for recruitment to the civil service, with strict rules for those who chose to become civil servants rather than politicians to seize political engagement themselves so that they are not allowed to belong to political parties and take active part in promoting political policies. And finally, a very strong basis of training and development — the Polish National School, of course, has been pre-eminent for a long time in this field and that is, again, a very important model.

So far as conclusions are concerned, I think, we all agreed that the process of building a political consensus around the need for politically neutral civil service lies at the core of the problem that transitional countries face. It's no good in just passing a law, no good in even establishing a civil service commission, unless there is a clear political consensus by not only the present government, but by the parties that might form a democratic government in the future, that that is what they want. And that requires a self-denying contract by ministers that they won't try to use political influence over appointments or dismissals or promotions or anything else in the government civil service. And it requires parallel self-denying contract by civil servants that they won't take part in politics themselves, that they will voluntarily give up their human rights to take part in political activity, because that is what they want to devote their career to.

We also discussed at some length the problem of training. We noted that in some countries it's been found easier to write off the whole generation of people who were too committed to old regime to work comfortably with the new system so, that the average age of senior people in the civil services of some countries has reduced markedly. But, I think, we also agreed that it was necessary to balance that by retaining in the public service people with long experience who are willing to adopt the convention of a politically neutral civil service.

So, I think, pulling all this together, we recognised that there were three really trying requirements:

- The first, was the **consensus** among all the politicians concerned, all the parties concerned and among the public generally that the politically neutral civil service was a desirable aim and a necessary part of the modern democratic system;
- Secondly, there's the need to be a clear **legal framework**; and
- Third, there's the need to be **institutions**, particularly, some form of civil service commission that guarantee political independence of the civil service.

I think we all have been greatly encouraged by Dr. Motrenko's speech in the last plenary session, and found that what he was proposing for Ukraine was entirely consistent with the principles that underlay most modern European civil services. It seems to me that a clear message go from this conference of very warm support for what Mr. Motrenko and the Ukrainian government are proposing in this field, and we wish our very best and good fortune in carrying out that programme.

Thank you very much.

Working group **«E–governance for multilevel collaboration»**

Co–chairs:

Ivar Tallo

Director of the E–Governance Academy

Estonia

Ivar Tallo is the Director of the E–Governance Academy since December 2002.

Former Member of Parliament, Member of the Constitutional Commission and Foreign Policy Advisor to the President of Estonia. Member of the Estonian delegation to the Parliamentary Assembly of the Council of Europe (1999 — 2002), and Member of the Committees on Economics and on Science and Education since 1999.

Graduate of the University of St. Petersburg, Department of Philosophy, and PhD programme in political science at McGill University in Montreal, Canada, Mr. Tallo is a Member of the Faculty Board of the Public Administration and Social Policy Department at the University of Tartu.

Ivar Tallo is co–author of Estonian Public Information Law and Estonian Law on Databases, author of Estonian Information Policy Principles and Code of Conduct for Civil Servants in Estonia; currently working on a draft of Estonian Anti–Corruption Policy. He has been a consultant of UNDP regional projects in Albania, Kyrgyzstan, Slovakia, Uzbekistan and Armenia.

Viktor Lysytskyi

Former Government Secretary of the Cabinet of Ministers

Ukraine

Viktor Lysytskyi is a former Government Secretary of the Cabinet of Ministers of Ukraine (Viktor Yushchenko’s Cabinet). Prior to this appointment he had been leading the Advisory Group to the Governor of the National Bank of Ukraine (then — Viktor Yushchenko) for almost 5 years. Before that, for almost 25 years he had worked at shipbuilding industry, where he began as a metal worker. Over the last 9 years of the Soviet Union he was the Chief Economist of the biggest Ukrainian shipyard and was elected a member of the Soviet Supreme Council (Parliament) in the wake of Gorbachev’s liberal reforms.

Mr. Lysytskyi is a Candidate of Science in Economics. He is a Secretary of Christian–Democratic Union on socio–economic issues, Vice–president of the Association of Shipbuilders of Ukraine (*Ukrsudprom*), member of a Public Advisory Board for the State Committee of Ukraine on Entrepreneurship (*Derzhkompidpryemnytstvo*).

As a Government Secretary due to the support of Viktor Yushchenko he introduced radical changes into the work of the government machinery to ensure it satisfies civil society demands in a systemic way. He initiated and introduced a number of innovations, including the development of e–government in Ukraine.

During his work at the National Bank of Ukraine consistently supported market economy approach to macro and microeconomic transformations. Author of a numerous research papers on those issues and co–author (with Viktor Yushchenko) of a book *Money: Demand and Supply in Ukraine*.

Presentations

Ivar Tallo

*Director of the E-Governance Academy
Estonia*

E-governance for multilevel collaboration: Estonian experience

Two ways of approaching the topic:

- 1. How to introduce e-governance in different levels of government
- 2. How ICT helps the task of coordination in modern governance.

Questions for discussion

- Best practices
- Needs to address in Ukraine
- Recommendations for Ukraine

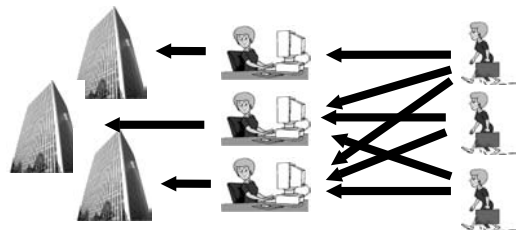
Definitions:

- E-government - the use of the information and communication technologies (ICT) in the improvement of functioning of public administration and provision of public services
- E-democracy - the application of information and communication technologies for the enhancement of democratic processes
- E-government + e-democracy = e-governance

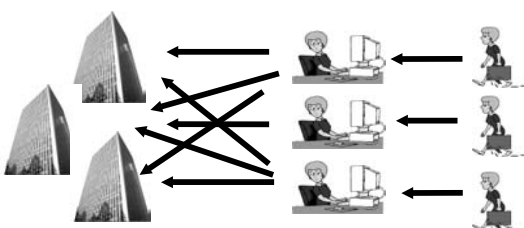
Council of Europe's recommendation on electronic governance:

«'e-governance' – to make effective use of information and communication technologies (ICT) in the relationships between public authorities and civil society, as well as between public authorities, and in the functioning of public authorities in the framework of democratic processes and the provision of public services»

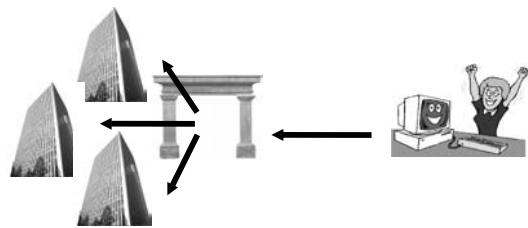
Reform of Government Registries I Weberian Bureaucracy + Internet



Reform of Government Registries II One Stop Shop approach



Reform of Government Registries III Integrated E-Government



Just to remind you

We are a very small country in a cold Nordic neighborhood!

Population 1.4 mil people

Area: 45.000 km²

Member of the European Union and NATO as of 2004

Regained independence from the USSR in 1991

Why Estonia?

Internet penetration - 52%

Mobile phone penetration 91%

Home computers - 35% (69% connected to Internet)

10 DSL connections per 100

100% schools connected to Internet

100% public sector connected to Internet

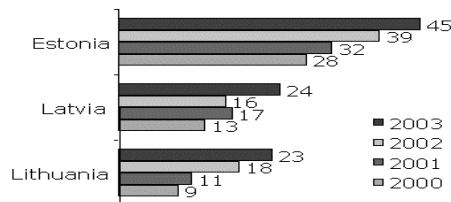
71% businesses connected to Internet

729 Public Internet Access Points

76% of Personal Income Tax Declarations submitted on-line

An intriguing question ...

- Why is Estonia so much different from its Baltic neighbours?



Politics matters

- Similar size
- Similar geographical location
- Similar social and political experience
- But Estonia has prioritized the ICT development and backed it up by real government resources ~ 1% of budget every year over last 10 years

The reasons for success

- General consensus among main forces in Estonian society
- Commitment of political elites
- Right mix of private and public initiative
- Active role of government
- Project based development
- Little baggage of previous practices

Question of access:

- **Access to internet and physical infrastructure**
 - Connecting offices and officials to internet
 - Connecting different layers of government
 - Connecting people to internet
- **Access to information and normative framework**
 - Public information law
 - Archives law
 - Data protection law
 - Databases law

National ID card

Issued by:

Department of Citizenship and Migration

Subcontractor:

TRÜB Switzerland

First card issued: 01.01.2002

770.000 issued as May 2005

Satisfies the requirements of:

ICAO Doc. 9303 part 3

Based on 16 Kb RSA crypto-chip:
2 private keys; authentication certificate;
certificate to issue digital signature;
A file with personal data

Electronic identity cards

- Compulsory for all residents
- Includes digital information about the person
- Includes a certificate for his/her digital signature (used together with a personal key)
- Includes a certificate for authentication service (used together with another personal key)
- (in connection with this program:
unified e-mail address to everybody:
firstname.name_XXXX@riik.ee

E-citizen (portal)

- **Personalized environment to communicate with government**
- **Authentication**
- **Services:**
 - In use: one-way information requests
 - Direct information exchange, e.g. residency registration
 - Integrated services, e.g. parental leave benefit claim

E-democracy

- **E-voting**
 - Law 2002
 - Actual e-voting 2005
- **Participation in decision-making**
 - TOM (Today I shall decide)
 - E-law (commentary center for draft laws, discussion forums)

Other developments I

- **E-finance**
 - E-treasury
 - Book-keeping on-line
- **E-legal (approval cycle for draft bills)**
- **E-taxation:**
 - Legal persons – VAT, payroll tax, Soc.Sec.,
 - Physical person – personal income tax
- **E-customs: digital customs declarations + payment of duties**

Other developments II

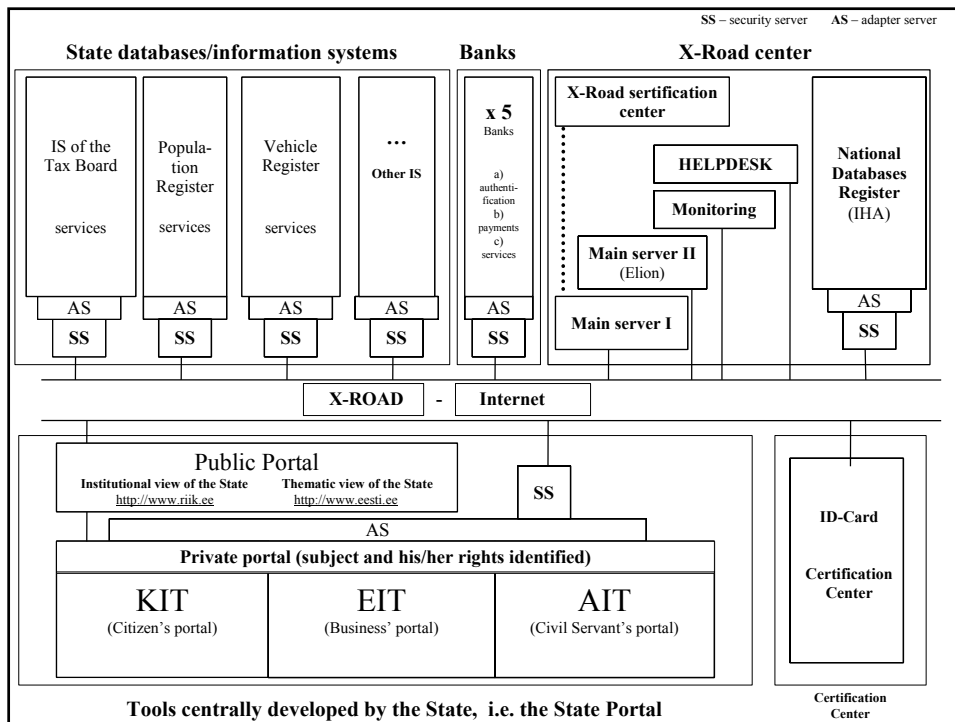
- Digital Document Management
- Digital Record Management and Archiving
- E-region
- E-registries
(land-, building-, population-, vehicle-, etc.)

Government's Briefing Room

...posted by the Press Office is meant foremost for the news media

E-Government in Estonia

- X- road: the connection of government databases by a data exchange service layer
- Authentication of a user by digital certificate imbedded in the ID card
- Provision of integrated services to citizens



The tomorrow of e-government

- Integration of different levels of government in service provision
- 24/7 government
- «Do it yourself» government

Some working examples of integrated e-government:

Necessary steps in building e-government

- Communications infrastructure
- Provide access to officials and to citizens
- Provide services to citizens and businesses
- Create legal framework for information society to function

The Role of Government

- Coordination
- Creation of necessary legal environment
- Infrastructure development
- Content issues: culture and language
- Awareness
- Different initiatives

Future – going mobile ...

- The future of e-government is m-government
- An explosive growth of WIFI
- M-information
- M-beer
- M-parking (over 50% usage)
- M-payments (ca 1000 vendors)
- M-police – an integrated internal safety concept

Examples of e-services

- **Parental leave benefit claim**
 - 18 data requests between 5 information systems + calculation = 7 documents in real life = 3 minutes data input +1 mouse click
- **ID card as a bus ticket**
- **Mobile parking for municipalities**
- **Exam results with SMS**
- **Registration of an enterprise on-line**

Outcome of implementing e-governance

- more flexibility in service delivery
- reduced red-tape
- reduced corruption
- openness
- reduced impact of hierarchy
- horizontal integration and networked government
- improved efficiency

David C. Elder

*Adjunct Professor and Fellow in the School of Policy Studies, Queen's University
Former Assistant Secretary to the Cabinet on Machinery of Government
Canada*

Focusing on Services — Using Information Technology for Multilevel Collaboration: the Canadian Experience

Introduction — Responding to the Call of Citizens for Better Services

Since the late 1990s, the Government of Canada has been giving increased attention to the quality of the service it offers to Canadians. Rather than conceiving of services from the perspective of the institutions responsible for delivering services, it began to look at services from the viewpoint of the citizens asking for and receiving services.

One of the most important steps the Government took in improving services was to seek the views of Canadians on services from government. It sought to listen to them about what they wanted from service. The Citizens First surveys polled Canadians to determine what types of services they wanted to receive. The surveys concluded that Canadians wanted:

- timely and courteous service and accurate information on government programs and services;
- access to government services that is fast, convenient, seamless and connected — where possible they want a one–stop centre for all government services, regardless of the level responsible;
- improved quality and performance in the delivery of services.

Services: Putting Citizens at Centre

Service strategy:

- Based on surveys: Citizens First
- Listening to Canadians

Government have listened to Canadians:

- they want better access and timely and courteous service that is fast, convenient, seamless and connected
- where possible they want one–stop centre for government services

The results of the survey confirmed the need for the Government to adopt an approach to service centred on the citizen and pointed to rapidly expanding demands for the use of information and communications technology in delivering services. The significant growth in the use of the Internet made a technology–based system practical (government policies favouring the promotion of the internet were very important in assisting the access of Canadians to the internet).

The Government's Political and Management Commitment

The Government made public, political commitments to improving services and to using on–line services as a means to achieve improvements. In the successive policy statements (in Speeches from the Throne and Budgets), it set out the Government's intentions. Service delivery was recognized as important for the Government politically because the delivery of services is the way a government connects to its citizens on a daily basis.

In addition, the Government made a management commitment to improving services. In «Results for Canadians» — the Government's management framework, the Government set out four measures of a well–performing public sector: focusing on citizens; embracing a clear set of public service values; managing for results; and ensuring responsible spending. The focus on citizens in the management framework required quantifiable improvements in government service delivery and linked this to the government's performance management system, which measures the performance of individual senior public servants.

Service Canada Approach

- Government of Canada made public and political (as well as financial) commitment to improving performance of Government of Canada services
- Initiative makes maximum use of information technology — «Government On–Line»
- Government accepted need to transform Public Service
 - structuring government services not on departments and agencies, but on needs of citizens
 - managing «out and down» rather than «up and in»

The Government, led by the Treasury Board Secretariat, set in place a plan for improving the delivery of key government services over the period 2000–2005, with a publicly–expressed goal of achieving a 10% improvement in Canadians' perception of quality as measured by Citizens First surveys.

The Government recognized that to meet the goal, it would have to provide better access (e.g., one–stop shop; on–line) and improved quality and performance.

The Government made a special investment in improving service quality (\$880 million) for the Service Canada initiative. The initiative focussed on improving all of the services of Government, whether delivered in person, over the telephone, by mail or through the Internet.

Citizen–Centred Service Strategy

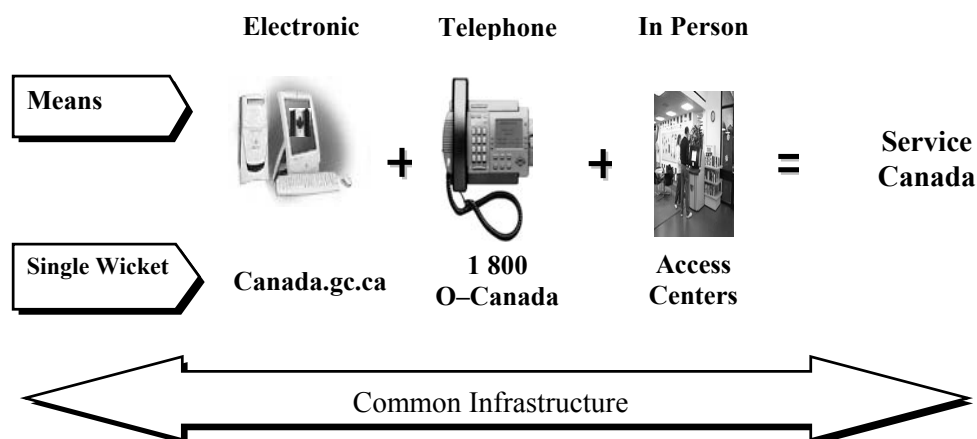
Principal Elements

- Improving Service Access
- Improving Service Performance
- Getting Government On–Line, a key enabler to improve both access and service performance
- Improving other service channels, especially telephone channel

The Service Canada Initiative

The Service Canada Initiative included

- the establishment across Canada of Service Canada Access Centres, one–stop centres giving access in person to the services and programs of all government departments and agencies,
- the setting up of a free telephone service, 1–800 O Canada, which could be reached from anywhere in Canada, and,
- particularly, the enhancement of the Government's on–line services, through the Canada.gc.ca, web–site.

Focus on Citizens: Service Improvement Initiative

...intended to improve all means of delivering government services

While the improvements aimed at all of the channels through which citizens communicate with the government, the key enabler for the improvements in service was information and communications technology. The Service Canada Initiative with its Government On–Line program allowed not only an investment in the internet–based service, but also permitted the redirection of all government services, by whatever channel, to meet citizens’ expectations and needs. It was specifically designed to enable Canadians to navigate their way through the services offered by the many departments and agencies, as well as the services offered by other levels of government, and even by non–governmental entities.

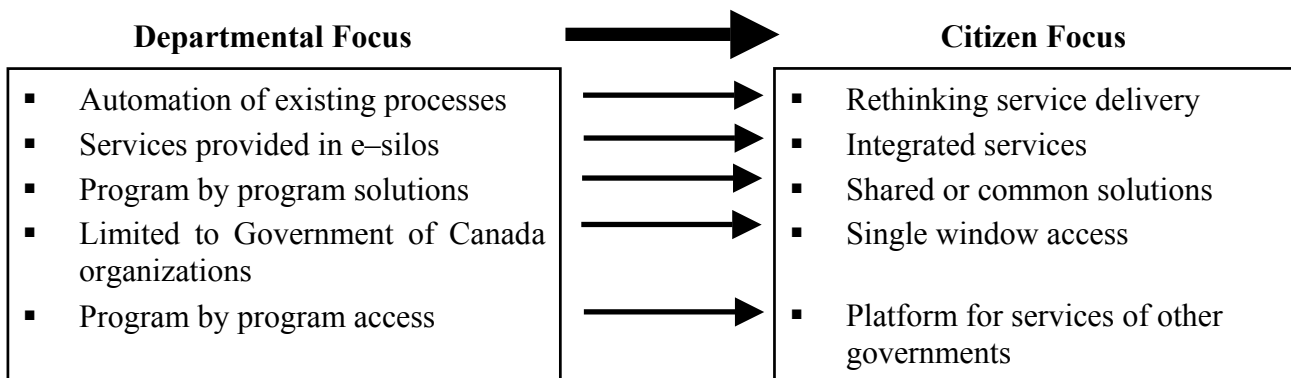
The transformative role that technology brings about was affirmed in 2001, by the Chief Information Officer, Michele D’Auray, who said:

«In the 1990s, ‘re–inventing’ government was a much–discussed concept that some believe was premature... In 2001, with the client–service model harnessed to today’s Internet technology, the concept has come onto its own.»

Putting Government services on–line forced an in–depth rethink of the services and how they were offered. The rethink centred on clustering of the services of government from the user’s perspective, rather than structuring services according to the individual organizations delivering services.

Focusing on Citizens: A Government–Wide Approach to Information Technology — Bringing about Transformation

Serving Canadians –Transforming Government’s Business



The Channels of Service

The Service Canada initiative aimed at improved services for Canadians visiting government offices (Service Canada Access centres), for those phoning for government information (1–800–O–Canada), for those using the Internet (Canada.gc.ca).

Service Canada Access Centres bring together a network of different departments’ offices. Usually the office of one department or agency (for example, a Human Resources Canada Centre) serves as the basis for access to all government services. More than 230 in–person centres have been established to provide information and deliver service on any federal program. In the centres there are also public kiosks with computer facilities where on–line access to the government website is available. Full access centres provide one–on–one client service to ensure the citizen gets the information he or she needs on a particular program or service. Satellite and specialty (e.g., for youth, minority language) centres have also been established. In–person service is being improved by the setting of standards of service.

The **1–800–O–Canada telephone service** provides 24–hour a day service in French and English at a free number dialled anywhere in Canada. The officials who answer the calls can access a database storing information on more than 3,000 programs and services from 180 government organizations. The quality of this service is measured annually, with results published for efficiency, accessibility, courtesy, responsiveness, accuracy and privacy. Just 10 years ago, the Auditor General of Canada had reported that only one in ten calls to some departments was answered. The Government has been meeting its commitment to

the target of 95% of calls answered, with 85% of calls answered within three rings. If the operator cannot provide an answer, a call back from someone who does know is to be placed within one business day.

The **Government of Canada's website — Canada.gc.ca**, provides access to all Government on-line services in English and French under three main categories: services to Canadians; services to non-Canadians; and services to business. The Government On-Line program aims to have all key services accessible from a home computer 7 days a week, 24 hours a day. The services offered on websites are clustered from the user's perspective, rather than being structured along the lines of the individual organizations delivering services.

Government On-Line

The Government of Canada took the position that delivery of service by electronic means would complement, not replace, other communications channels. Traditional ways of obtaining services, that is by telephone, by mail and in person, will continue and are constantly being improved so all citizens have better access to Government of Canada information and services.

Citizens have the choice of all of the channels through which they might communicate with the government.

The key enabler for the improvements in service was information and communications technology. To further the objectives of the Service Canada Initiative the Government established the Government On-Line (GOL) program. A multi-year project to provide citizens with the ability to interact with government, to receive information, to access programs and services, and to do business electronically with the Government of Canada. GOL allowed federal organizations to bring programs on-line in stages, with all commonly used programs and services on-line by the end of 2005

The guiding principles for delivering services on-line are that services must be:

- bilingual and client-driven
- accessible from home, the workplace or public access points 24 hours a day, 7 days a week
- intuitive, easy to use and easy to navigate
- accessible to citizens with special needs
- respectful of privacy, security and confidentiality
- implemented to ensure Canadians have choices in how they access government.

The Government's view is that the Government On-Line (GOL) approach has largely achieved its initial goal of making government services available on-line by 2005. Now the Government is moving to establish a GOL transition plan to move this initiative to the next generation of service delivery, as part of an Information Technology Transformation agenda that the Government is putting in place. At the heart of the transformation agenda for IT is the Secure Channel.

The Secure Channel is part of the Government's common IT infrastructure, which provides citizens and businesses with secure and private access to all of government's on-line services. The Secure Channel helps support the vision of client-centred, cross-government service delivery anytime, anywhere, in both official languages. The plan for the Secure Channel is to increase its adoption at the government-wide level, and also to expand its program service offerings, so that those providing services, both external and internal to the Government of Canada, may use its platform. In that way the Government will be pursuing its multi-jurisdictional potential.

It should be noted that the Treasury Board Secretariat and particularly the Chief Information Officer of the Government had management responsibility for the launch and the first phase of Government On-Line. At the end of 2003, the responsibility for the initiative and its implementation was transferred to Public Works and Government Services Canada, which now provides the strategic leadership to departments and agencies in implementing GOL, and develops common tools and infrastructure solutions.

Service Clustering

One key element of the GOL initiative has been the clustering of government services and programs from a citizen's point of view rather than the government's organizational structure. These information and service clusters make it easier for citizens to find and access the programs and services they need. The Government adopted in 2000 a Cluster Blueprint — a set of subject clusters, each representing a complete set of information and services on a particular subject (see Appendix 2 for an Overview of the current Cluster Structure).

Service Clustering:

- Government services and programs «clustered» from citizen’s point of view rather than government’s organizational structure
- Information and service clusters make it easier for citizens to find and access the programs and services they need.
- Cluster Blueprint — a set of subject clusters, each representing a complete set of information and services on a particular subject

The Cluster blueprint was developed using feedback from Canadians who participated in an inter-departmental working group, as well as from international focus groups. The Canada Site was redesigned based on this blueprint and with its release in January 2001 came the clustering of information and services into three main groups — Services for Canadians, Services for Non–Canadians, and Canadian Business Services.

Services: Clustering

Services and programs «clustered» into three main groups:

- Services for Canadians and Residents
- Services for Non–Canadians
- Services for Canadian Business

Information organized around:

- audiences (seniors)
- subjects (environment, benefits)

Inside these service clusters, information is organized around specific audiences (e.g. seniors), subjects (e.g. the environment), and life events (e.g. finding a job). Each of these clusters is championed, or managed, by the most appropriate government department(s).

By ‘clustering’ services, Service Canada will also assist those who are looking for services that involve more than one department or agency. Many Government of Canada organizations already have a wealth of information and many services available electronically, although they are all at different stages in electronic service delivery.

The Constitution: Services under the Canadian Federal System**Overview of Canada**

State	Date of entry into Confederation	Share of population of 30.9 million., %	Fiscal Capacity (\$\$ per capita)
Alberta	1905	9,7	10,472
British Columbia	1871	13,2	6,114
Manitoba	1870	3,8	5,001
New Brunswick	1867	2,5	4,655
Nova Scotia	1867	3,1	4,977
Prince Edward Island	1873	0,5	4,436
Quebec	1867	24,1	5,729
Nunavut	1999	0,1	
Northwest Territories	1870	0,1	
Yukon Territory	1898	0,1	
Labrador and Newfoundland	1948	1,8	4,914
Saskatchewan	1905	3,4	6,155
Ontario	1867	37,8	6,669

The Constitution Act, 1867, is the framework for the division of powers between the Government of Canada and the ten Provinces. The basic division is as follows:

Canada	Provinces
<p>«Peace, Order and Good Government»</p> <ul style="list-style-type: none"> ▪ Trade and Commerce ▪ Taxation and Raising Money ▪ Postal Service ▪ Defence ▪ Navigation and Shipping ▪ Unemployment Insurance ▪ Currency and Banking ▪ Criminal Law ▪ «Indians» ▪ International Affairs ▪ Offshore Natural Resources 	<p>«Local Works and Undertakings»</p> <ul style="list-style-type: none"> ▪ Direct Taxation ▪ Education ▪ Social Services ▪ Health Care delivery ▪ Civil law ▪ Municipal Institutions ▪ Property and Civil Rights ▪ Administration of Justice ▪ Gambling, liquor licensing ▪ Natural resources (oil and natural gas, mining, forestry, electrical energy)

The Constitution of Canada provides, as in all federations, an independent constitutional basis of authority of the two levels of government: the federal and provincial governments.

In theory, there is limited concurrency of legislative / regulatory powers in the Constitution. Governments at both levels have very significant policy autonomy. The Provinces have extensive tax powers and jurisdiction in most important expenditure areas — health, education, and social assistance.

In practice, however, there is very substantial interdependence in federal and provincial taxes, in expenditure programs, and in government services. The interdependence has immediate implications for the way services are delivered on–line.

General Characteristics of Federalism in Canada

Federal and provincial governments have independent constitutional basis of power with

- few or no constraints on:
 - spending power
 - taxation powers
 - ability to borrow
- high degree of overlap between taxation and expenditure programs of federal and provincial governments

Putting Services On–Line

The key principle in putting services and programs on–line is that they should be organized from a citizen’s point of view rather than the government’s organizational structure. The departments and agencies of the Government of Canada who had the responsibility for managing each cluster had the mandate to put in the cluster all of the information on programs and services of the Government of Canada pertinent to the cluster, whether it was organized around specific audiences (e.g. seniors), subjects (e.g. the environment), and life events (e.g. finding a job). The Cluster concept was designed to ensure access to service on a whole–of–government basis. Information on the programs and services of the various departments and agencies was made available easily through the cluster web site.

Cluster Blueprint

- Cluster Blueprint developed using feedback from Canadians who participated in inter–departmental working group
- Within service clusters, information is organized around specific audiences (e.g. seniors), subjects (e.g. the environment), and life events (e.g. finding a job, or losing your wallet).
- Each cluster championed, or managed, by most appropriate government department(s)
- Clustering highlighted many horizontal issues, e.g., governance, partnerships, measurement, content management, service standards, also it emphasized transformation opportunities

It soon became very obvious that the whole-of-government approach at the level of the Government of Canada level should be complemented by access through the Canada.gc.ca site to programs of other levels of government. The lead departments or agencies responsible for managing the information and service clusters gave priority, especially from 2003 on, to give priority to consultation and outreach with other jurisdictions, civil society and the private sector to accelerate the pace of progress in getting on-line the services that Canadians needed. Public opinion research on Canadian expectations of and preferences for government service delivery, as the 2004 Government On-Line report shows, showed that Canadians wanted such seamless service. As a result, the scope of GOL was expanded to act as the key enabler for delivering multi-channel, government-wide service improvement, and as a platform for inter-jurisdictional cooperation.

The Report noted:

Clearly, the demand for client-centricity has formed the core of all future GOL efforts. As a result, the integration of Canadian public services targeted at specific client groups, regardless of jurisdictional obstacles, has the potential to fundamentally change the shape of Canadian government as it stands today. The GOL Advisory Panel recognized this challenge in 2002: «Moving from vertical, program-driven service delivery to a more horizontal, user-centric model will require a substantial review of existing legislation, regulations, policies, processes, and protocols and eventually a fundamental overhaul of the basic machinery of government.»

Importantly the greater partnering between the Government of Canada and provinces, territories, and municipalities in order to integrate in electronic form their respective service offerings, information and services and transactions has led to enhanced cooperation through all the means of serving Canadians. Information and communications technology has clearly permitted a level of cooperation between levels of government in all delivery of services and programs that did not exist before.

Service Delivery: Multi-Jurisdiction Cooperation

- Increased cooperation in service delivery between Government of Canada and Provinces (and also municipalities)
- Recognition that all levels of Government serve Canadians and are funded by them through taxes
- Clustering of Services allows for services to be grouped without regard to jurisdiction

A number of examples of partnerships both federally and across jurisdictions show such collaboration, beginning with the gateways and integrated portals.

The Canada Benefits site (www.canadabenefits.gc.ca) allows Canadians to have information on all federal, provincial, and territorial benefits programs, as well as some municipal social welfare and other programs. The site prompts the user to click on the province of residence and the user is thus able to have access to information directly pertinent to the user.

Within the Government On-Line initiative, the Canada Revenue Agency, which administers many tax-related social benefits programs, has established partnerships with about 25 provincial and territorial ministries and social service agencies to use a common data system for individuals. The system allows individuals to supply personal information to a single site. The data management system allows access to the data by departments and ministries at all levels that are specifically authorized. The system helps ensure that clients receive the benefits to which they are entitled in a timely manner, contributing to their economic well-being.

Another example, cited in the Accenture 2005 report, is the Seniorsinfo.ca project (www.Seniorsinfo.ca), which is a collaborative project between the Government of Canada, the province of Ontario and the municipality of Brockville, Ontario. The project brings together for the first time information and services that are provided for seniors in the municipality by all three levels of government and certain community-based organizations.

The information and services provided on the Canadian Business site is another illustration of the use of technology to enable inter-jurisdictional collaboration. For a number of years, governments at various levels have recognized the need to work together to provide information and services to Canadian business, and particularly to those in the small- and medium-sized business sector. They have set up Canada

Business Service Centres (CBSCs) as a joint federal–provincial initiative, with offices in many Canadian cities. The centres are intended to be single points of access to government programs, services, and regulations relating to businesses. The use of the on–line service has led to a transformation in the way the centres work. It has facilitated access to information that is multi–jurisdictional, and available across all service delivery channels — the Internet, in–person, the telephone, mail, and fax.

Conclusion

Canada has achieved an unprecedented level of collaboration among the levels of government. Service to Canadians has been the principal force for such change.

The framing of government services from the perspective of the user or receiver of services, who is also the taxpayer, has led to a system of integrated services from all levels of government.

Information and communications technology has been the enabler of the transformation in services for Canadians. It has not only forced a re–think of government roles and structures, but it has also allowed inter–jurisdictional action to take place in a spirit of cooperation and collaboration, rather than conflict and competition.

Such cooperation has occurred at the level of cooperation in the implementation of the cluster approach to services. Far from being driven by constitutional re–alignment, it has focused on practical activities designed to deal with situations facing Canadians (and non–Canadians), and their needs for services.

Services: Clustering and Cooperation

- Each cluster managed by most appropriate government department(s)
- Clusters include information from provinces and some non–governmental organizations
- Clusters — basis for other means of access — common infrastructure
- «Clustering» of services has allowed major realignment in government delivery

Appendix 1 — Background Information

While I am responsible for the views in these notes, I have drawn extensively on documents prepared by the Government of Canada on the Service Canada initiative and on the Government On–Line project.

The principal sources on these two initiatives are to be found on the Treasury Board Secretariat’s website, and particularly on the GOL initiative on the Treasury Board Secretariat’s Government On–Line Web site

- Government of Canada. GOL Advisory Panel Mandate. 4 Sept. 2001. http://www.gol-ged.gc.ca/pnl-grp/mandate/mandate-mandat_e.asp
- Government of Canada. Government of Canada in the E–World: Transforming Services for Citizens. September 2001. http://www.gol-ged.gc.ca/pub/ica/icapr_e.asp
- Government On–Line Advisory Panel. Connecting with Canadians: Pursuing Service Transformation, Final Report of the Government On–Line Advisory Panel. 2003. http://www.gol-ged.gc.ca/pnl-grp/reports/final/final_e.pdf
- Government On–Line Advisory Panel. Transforming Government to Serve Canadians Better: Second Report of the Government On–Line Advisory Panel. 2002. http://www.gol-ged.gc.ca/pnlgrp/reports/second/transform/transform_e.pdf

See also the various presentations by the Chief Information Officer, responsible for the launch of the initiative, including:

- D’Auray, Michele. «Behind the Portal: Revealing the Challenges of Service Integration.» ICA Information 74 (June 2001): 1–13.
- Since the transfer of the project management responsibility on December 12, 2003 to Public Works and Government Services, the most recent information may be found on the website located at <http://www.pwgsc.gc.ca/> (see for example, the Department’s Report on Plans and Priorities at: http://www.pwgsc.gc.ca/reports/text/rpp_2005–2006_sct3_tbl20_c–e.html). The most recent reports on Government On–Line are:
 - Public Works and Government Services Canada. Government On–Line 2003.
 - Public Works and Government Services Canada. Government On–Line 2004.
 - Public Works and Government Services Canada. Government On–Line 2005.
- Other non–governmental sources on the Canadian experience are:
 - Accenture, Leadership in Customer Service: New Expectations, New Experiences, April 2005
 - Borins, Sandford. Information Technology in the Public Sector, pp. 450–65 in Christopher Dunn, ed., *The Handbook of Canadian Public Administration* (Toronto: Oxford University Press, 2002)
 - Kernaghan, Kenneth, and Justin Gunraj, «Integrating Information Technology into Public Administration: Conceptual and Practical Considerations», *Canadian Public Administration*, Volume 47, No. 4 (Winter, 2004), pp. 525–546.
 - Public Policy Forum, Gateways And Clusters: The Government Of Canada’s Experience With Client–Centred Single–Window Electronic Service Delivery. Report On Year 1 Of Research Conducted By The Public Policy Forum On Behalf Of The Research Consortium On Information In The Public Sector. A Work In Progress: July 6 2004 (available at www.publicsectorit.ca/publications/PPFYear1Report–July6.pdf)

Appendix 2 — Overview of the Cluster Blueprint

The Cluster Blueprint for the Government of Canada main website: www.canada.gc.ca has the following basic structure. There have been updates of the details, but the basic framework is the same with three Gateways:

- for Canadians,
- for Canadian Business and
- for Non-Canadians.

Each Gateway has a number of Cluster Web sites that provide a «single window» for identified groups of clients in Canada and internationally to obtain services from the Government of Canada over the Internet.

Each cluster web site is the responsibility of a lead Department or Agency that will work together with partners, within the Government of Canada, in the governments of the provinces, and increasingly with other (non-governmental) organizations, to provide up-to-date, pertinent information for the needs of Canadians, and non-Canadians.

A. CANADIANS Gateway — http://canada.gc.ca/cdns/indiv_e.html

1. **Aboriginal Peoples** — Culture, resources, health...
2. **Canada and the World**** — Foreign policy, security, aid...
3. **Canadians Living Abroad**** — Working, studying, retiring...
4. **Children** — Parenting, health, learning...
5. **Consumer Information** — Recalls, safety, complaints...
6. **Culture, Heritage and Recreation** — Arts, sports, Canadiana...
7. **Economy** — Economic indicators, concepts, historical events...
8. **Environment, Natural Resources, Fisheries and Agriculture** — Air, water, climate change...
9. **Financial Benefits** — Unemployment, pensions, loans...
10. **Health** — Wellness, diseases, advisories...
11. **Identification Cards** — Health card, passport, SIN card...
12. **Jobs, Workers, Training and Careers** — Employment, learning, workplace...
13. **Newcomers to Canada** — Adapting, working, citizenship...
14. **Persons With Disabilities** — Accessibility, health, aid...
15. **Public Safety** — Terrorism, crime, national security...
16. **Rural and Remote Services** — Communities, resources, communication...
17. **Science and Technology** — Environment, space, food...
18. **Seniors** — Health, financial, end of life...
19. **Taxes** — Benefits, services, filing...
20. **Travel at Home and Abroad**** — Planning, security, passports...
21. **Youth** — Jobs, education, health

B. NON-CANADIANS Gateway — <http://canadainternational.gc.ca/>

22. **Going to Canada**** — Visiting, studying, immigrating and more...
23. **Doing Business with Canada**** — Buying, investing, partnering, selling and more...
24. **Canada and the World**** — Foreign policy, security, aid and more...

C. CANADIAN BUSINESS Gateway — <http://businessgateway.ca/>

25. **Business Start Up** — Start-up Steps, Market Research, Business Planning, Structures, Registration
26. **Tax** — GST, Payroll Deductions, Corporate Income Tax
27. **Regulations** — Selected federal regulations for business
28. **Sector Information** — Industrial Categories, Events, Company Directories

29. **Innovation** — Intellectual Property, Research, Product Development
30. **Financing** — Private Sector Assistance, Micro–credit, Government Assistance
31. **Human Resources Management** — Hiring, Training, Hiring Subsidies, Industry Profiles, Labour Laws, Records of Employment
32. **Exporting**** — Preparing to Export from Canada, Marketing Abroad, Financing
33. **Importing**** — Preparing to Import into Canada, Identifying Suppliers, Regulations
34. **Doing Business with Canada**** — Are you a non–Canadian business? — Learn about Investing, Exporting, Importing, Partnering, or Establishing a Business in Canada

**The following Canada Site links are grouped as single Clusters:

- «Importing» and «Exporting»
- «Travel at Home and Abroad» and «Canadians Living Abroad»
- «Going to Canada» and «Newcomers to Canada»
- «Canada and the World» (found in both the «Canadians» and «Non–Canadians» gateways)

Thus, the total number of Canada Site gateways is 3, and the total number of Clusters is 31.

Valeriy Fishchuk

*Advisor to the Minister of Transport and Communication
Ukraine*

**Electronic system of government service delivery:
implementation stages, technology**

«Data should run, not citizens»

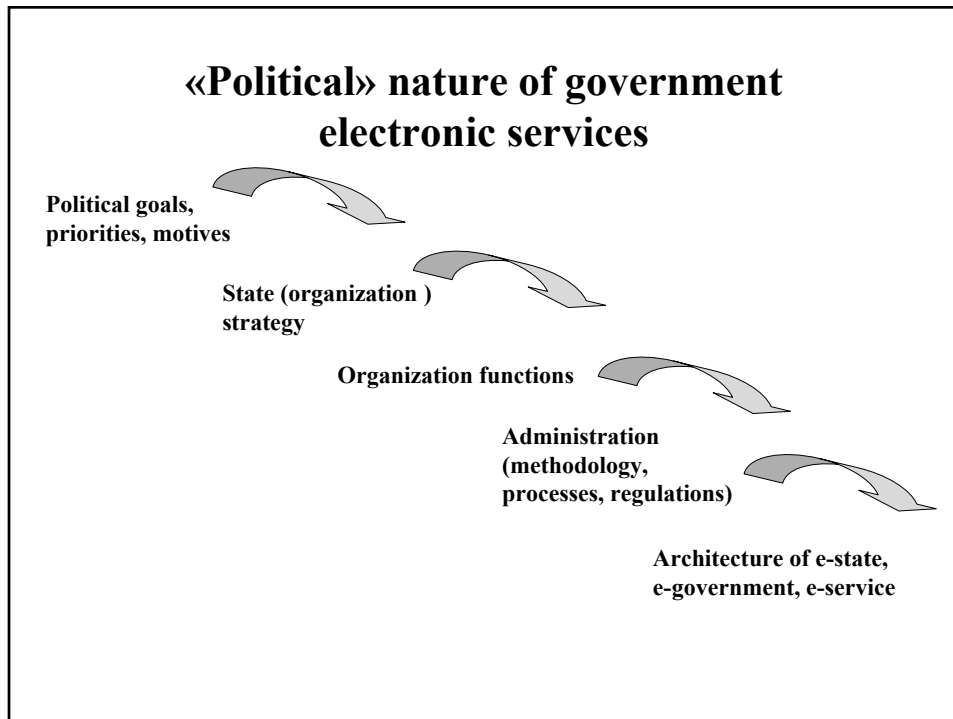
**Gerhard Schröder,
Federal Chancellor
«BundOnline 2005»**

**European integration of Ukraine and
«Electronic Government»: focus on services**

20 basic electronic services delivered by government:

12 – for citizens
8 – for business

12 February 2001, Council of Europe
Working Group, initiative «e-Europe»



Management of Government E-services

Strategic level

Reengineering of working processes on service delivery to citizens in a government department (GD)

Operational level

Using information technology in introduction and development of regulations for serving citizens

What should be done by a GD?

Activities on organizational structure and operational processes for service delivery adaptation

Activities on development of electronic operational and administrative regulations for service delivery

Components of e-services architecture

Architecture of government organization's operational processes (regulations) on service delivery

IT architecture necessary for implementation of operational processes related to service delivery

Why should electronic administrative and operational regulations be developed?

E-service is not only a web interface
but also electronic processes and standards
of service delivery

Assistance provided by the Ministry of Transport and Communication of Ukraine

Consultations on organization's strategy, its organizational structure and operational processes from the point of e-service delivery

Development of electronic operational and administrative regulations, service prototypes, delivery scenario etc.

What type of government services can be?

Mono-Jurisdiction

A service is delivered by a government department

Multi-Jurisdiction

A service is delivered by several government departments

Multi-jurisdiction service = n...mono-jurisdiction services

USA Case

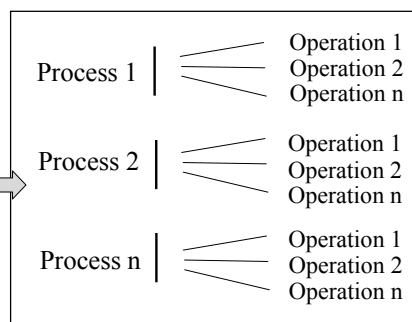
The US Government delivers
around 5000 services to citizens
 $\frac{1}{2}$ of services are delivered «on-line»

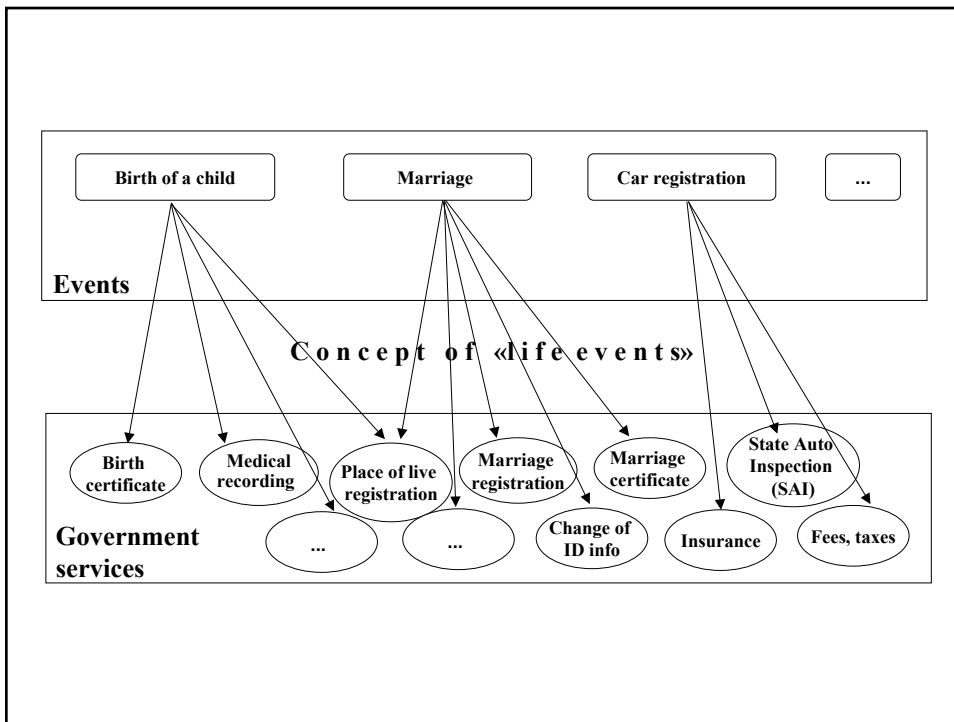
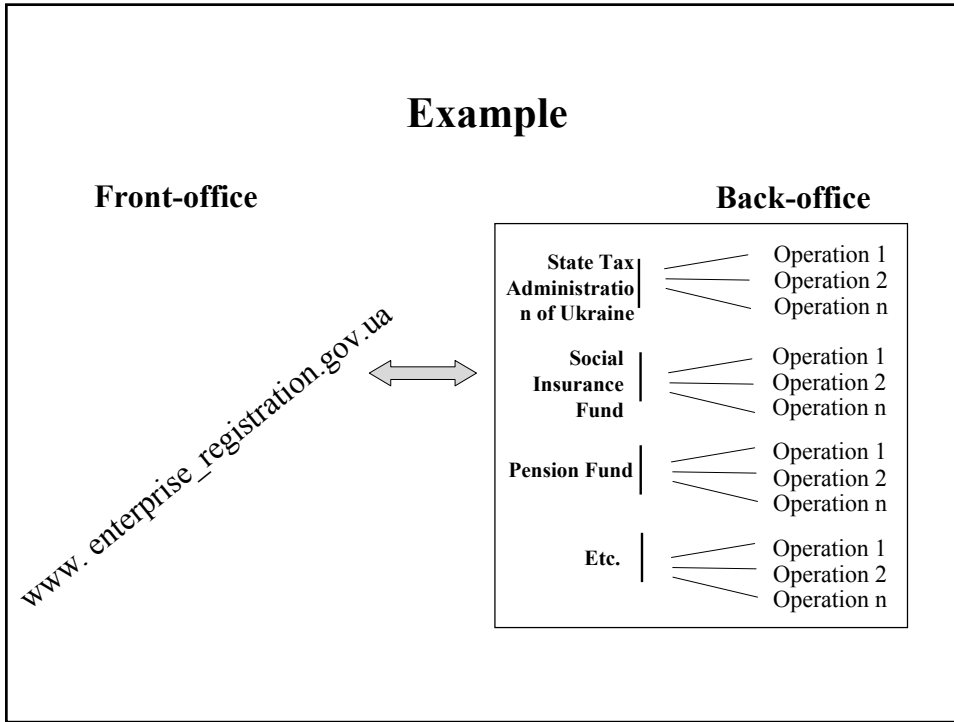
One-stop center in delivering government service

Front-office

Internet, portals, gateways,
«one-stop» - portal

Back-office





**EU Requirements:
20 government e-services,
4 stages of implementation**

Stage 1. Information about services on-line

Stage 2. One-way interaction: downloading and saving forms

Stage 3. Two-ways interaction: filling-in and submitting forms on-line

Stage 4. Operational interaction: problem-management, CRM, on-line payments, live-consultation

**EU Requirements:
20 government e-services**

For business

1. Benefit packages
2. Corporate taxes: declaration, notification
3. VAT: application, notification
4. Business registration
5. Reporting to statistic bureau
6. Customs declaration
7. Environmental services' permits (including reporting)
8. Public procurement

EU Requirements: 20 government e-services**For citizens**

1. Income taxes: declaration, inspection notification
2. Employment agencies' services
3. Social security services (3 out of 4 following)
 - Unemployment welfare
 - Child welfare
 - Medicaid (reimbursement or direct payments)
 - Student loans
4. Personal ID (passport and driver's license)
5. Moto-vehicle registration (new, old, imported)
6. Request for building permit

EU Requirements: 20 government e-services**For citizens**

7. Police claim (e.g., in case of theft)
8. Public electronic libraries (e-catalogues, searching tools)
9. Certificate (on birth, marriage): application and delivery
10. Enrollment in higher education institutions / universities
11. Move notification (change of a mailing address)
12. Medical services (interactive consultations on a certain service delivery in different hospitals and medical centers; registration at the doctor's)

Setting general components, standards, interfaces and technology on e-service implementation

Electronic forms of documents (XML standards)

E-services register (UDDI)

Web-services: SOAP, WSDL

Server components (software and hardware)

Interfaces (n...)

Application software (portals, content-management systems, document circulation system)

Transfer protocols (HTTP(S), FTP, SMTP, TCP/IP)

Etc.

The Common Government Web-Portal

The central part of the system

«Electronic Government»

A place for integration of government agencies' official web sites and e-services they deliver (1st integration stage, 2nd integration stage, 3rd integration stage, ...)

**Integration on the level of
the Common program-technical platform
(2004-2005) – 1st stage of integration**

Common server platform (Data Center)

Common system of content-management

Common search system

**Common web address principles
(<http://www.me.gov.ua> → <http://me.kmu.gov.ua>)**

Common design and navigation principles (partial unification)

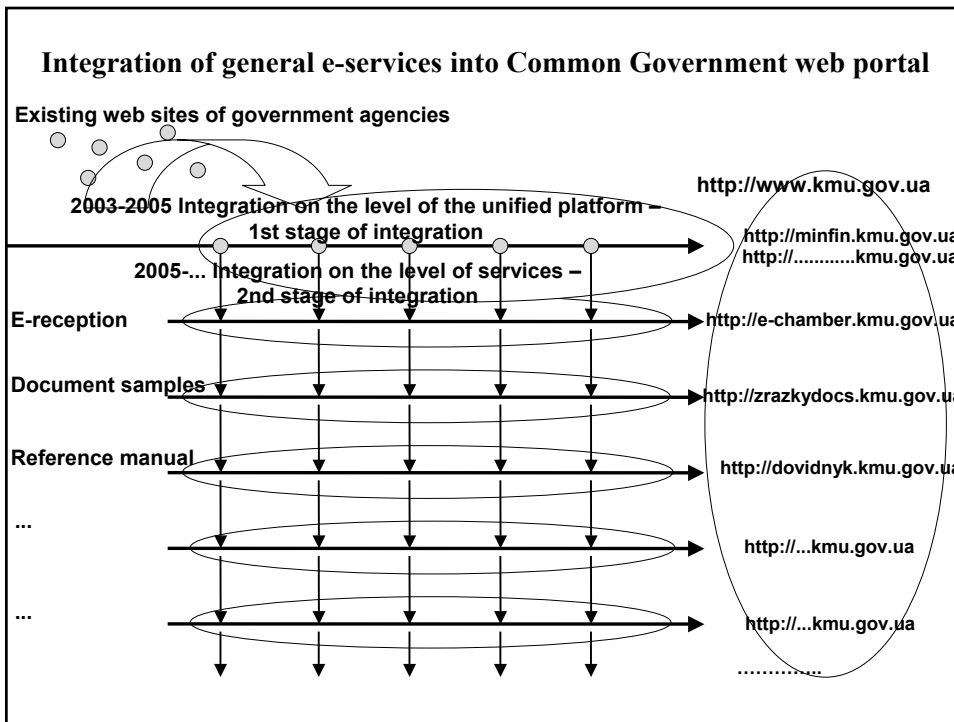
Addresses of the integrated web sites

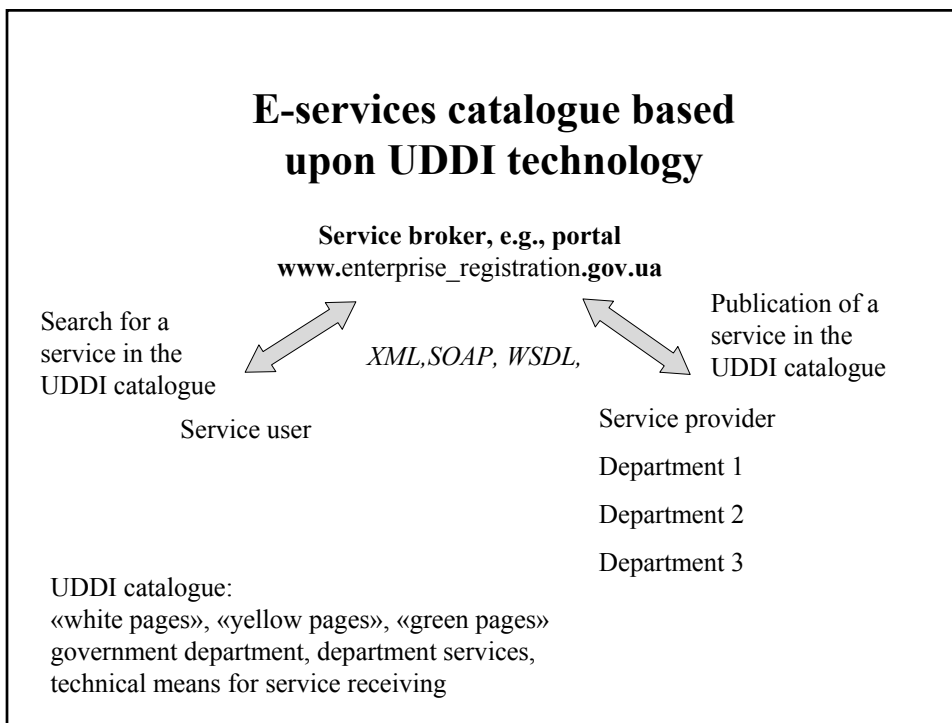
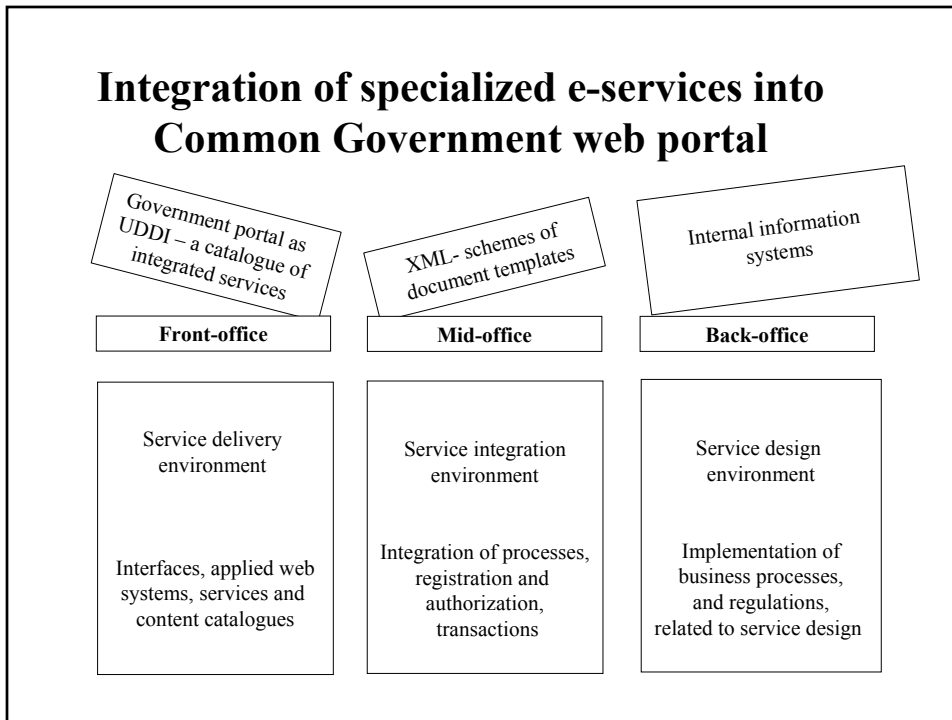
Main Civil Service Department guds.kmu.gov.ua	Ministry of Fuel and Energy mpe.kmu.gov.ua
Ministry of Transport and Communication mintrans.kmu.gov.ua	Ministry of Culture and Tourism mincult.kmu.gov.ua
Security Service of Ukraine ssu.kmu.gov.ua	State Committee for Water Resources scwm.kmu.gov.ua
State Statistics Committee ukrstat.kmu.gov.ua	Ministry of Finance minfin.kmu.gov.ua
State Committee for TV and Radio Broadcasting comin.kmu.gov.ua	Ministry of Economy me.kmu.gov.ua
State Committee on Communication stc.kmu.gov.ua	State Committee on Consumer Standards dssu.kmu.gov.ua
National Border Service pvu.kmu.gov.ua	State Committee for Entrepreneurship dkrp.kmu.gov.ua
Ministry for Environment Protection mon.kmu.gov.ua	Main Inspection Department dkrs.kmu.gov.ua
Ministry of Health moz.kmu.gov.ua	State Treasury Board treasury.kmu.gov.ua
State Committee on Forestry dklg.kmu.gov.ua	State Committee for Family and Sport sport.kmu.gov.ua
Ministry of Labour and Social Policy mlsp.kmu.gov.ua	Ministry of Industrial Policy industry.kmu.gov.ua
State Tax Administration sta.kmu.gov.ua	

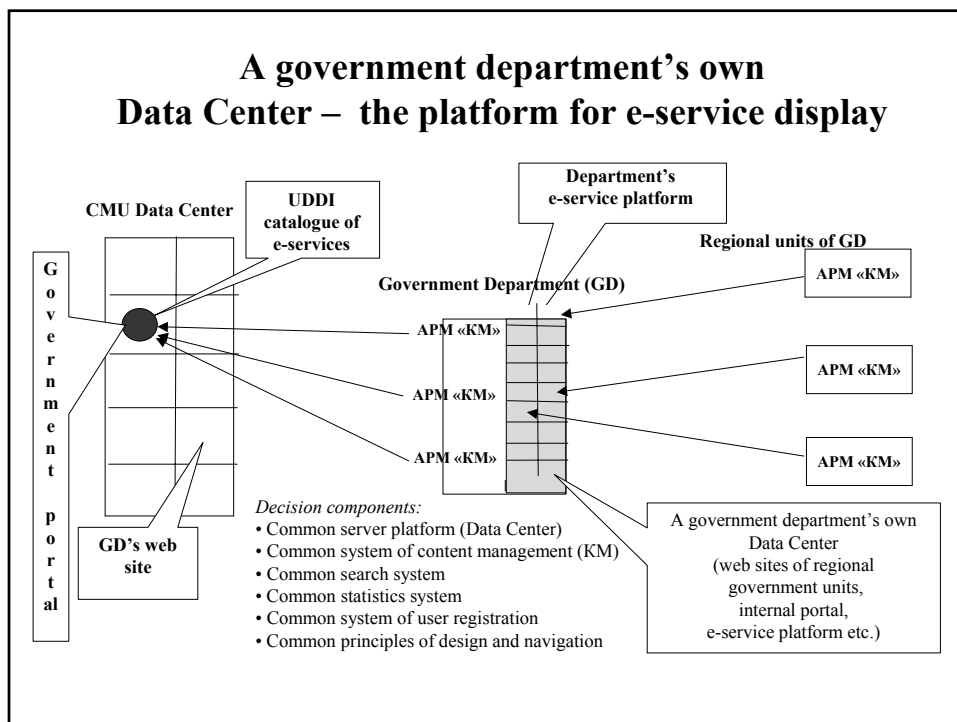
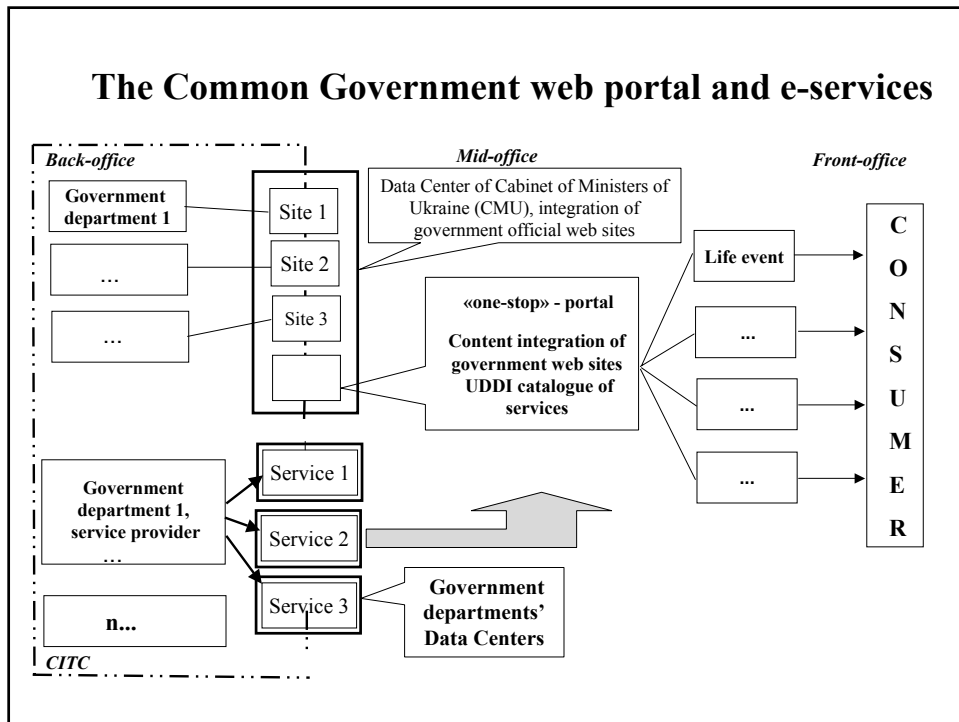
Integration on the level of services (2005-...) – 2nd stage of integration

General services
(e.g., «Internet-reception»)

Specialized services
(specific for a particular agency or agencies)







Means of access to government e-services

PC

Infomats, public access places

Mobile devices (m-government): SMS, WAP, Java

TV

8-800

Pilot projects on government e-services in Ukraine

Car registration

Enterprise registration

Business activity licensing

Accountancy, financial, statistics reporting on-line

On-line application for passports and other types of ID

«E-hospital»- database of electronic medical cards

«E-library»- database of library resources

Discussions and recommendations

Participants of the working group, mainly Ukrainian experts, were very active in discussing three highly informative and interesting presentations. They shared their views and comments on the important issues and problems raised by the speakers.

Svitlana Chukut (Ukraine) stressed the importance of learning international experience in e-governance development and its adaptation to the Ukrainian context. She also spoke about the impediments to implementation of e-governance in Ukraine. The country highly needs the national policy program for building information society, strategy of e-governance implementation, public investments.

Vitaliy Tron' (Ukraine) also addressed the issue of financing e-governance program and emphasized the need to establish the Ministry of Informatization. He mentioned a computer program designed in the National Academy of Public Administration — the model for decision-making, which proves to be useful in public administration.

Ivar Tallo (Estonia) pointed out that one of the most important positive factors in Estonia is the commitment of top government officials to apply information and communications technology most widely in public administration. He proposed to make the application of information and communications technology *fashionable* among public servants.

Kostyantyn Lynyov (Ukraine) outlined some primary, in his opinion, tasks and measures that would ensure effective development of electronic government in Ukraine. He suggested to introduce certified information technology programs for public servants to eliminate their computer illiteracy; establish strategic partnership of government, business, civil society and authoritative public figures around the issue of promoting e-governance and accelerating the building of information society.

Andriy Zhuravlyov (Ukraine) suggested to design a learning model of electronic government in the National Academy of Public Administration and use it for training public servants.

David Elder (Canada) underlined the importance of developing government e-services and advised to learn from the Canadian experience of arranging those services around 'clustering' model.

Summarizing discussions during the first two days of the working group session, participants concluded:

- To recommend studying foreign countries' experience (Estonia and Poland in particular) in introducing electronic governance for its further adaptation to the Ukrainian context.
- To work on the development of the national program, strategy and action plan for e-governance implementation in Ukraine.
- To pay maximum attention to the task of eliminating computer illiteracy among Ukrainian public servants and introduce mandatory certificate programs in information technology.
- To involve leading IT experts from the public and private sectors, including the Union of IT-Directors, into the development and introduction of electronic government in Ukraine.
- To recommend design a learning model of electronic government in the National Academy of Public Administration for training public servants.
- To establish the network of public access points to Internet in parallel with introduction of e-government technology.
- To find ways how to make the application of information and communications technology in the civil service *fashionable*.

Development of practical recommendations for advancing the idea of e-governance and its effective implementation in Ukraine became the ultimate result of the working group discussions.

Recommendations for Ukraine

Participants of the Working Group «**E–governance for multilevel collaboration**», truly convinced that e–governance is a powerful instrument for the development of civil society, believe that Ukraine does not use to the full advantage its existing capacity in this, critically important for a new democracy, sphere of human activity.

Therefore, the allocated resources (first of all, budget expenditures) do not provide for the expected payback — in the process of establishing e–governance, Ukraine is lagging behind not only industrially developed countries but Central and Eastern European countries as well, and this gap is becoming increasingly bigger. The experience of other countries, for example, Estonia, proves that even reasonable expenditures allow to achieve considerable developmental effect if they are directed to implementation of efficient strategy on expanding IT application in social relations.

Participants of the Working Group recommend the following:

1. The Government of Ukraine should radically strengthen its influence upon e–governance development and very shortly, in consultations with public and business, adopt the strategy and plan of actions in this sphere.
2. Primarily, the political influence should be strengthened; it has to be much more significant than administrative levers. Administrative influence is appropriate only for creating favorable organizational environment to attract far and wide the private sector to e–governance development.
3. Strengthened political influence upon e–governance development has to be reflected mainly through concentration of budget resources and their allocation to the key development areas outlined in the strategy. Therefore, it is recommended to consolidate allocated budget resources in one place and make expenditures transparent enough; it will allow using budget funds much more effectively.
4. Strengthening of political influence upon e–governance development should necessarily be followed by institutionalization. So, it is necessary to introduce a proper organizational and legal mechanism, which is one of the main issues for institutionalization and acceleration of e–governance development in Ukraine.
5. Due to the social nature of transformations, which e–governance initiates and promotes, it is highly recommended to establish a special public–government coordination body (council) that would report to the President of Ukraine. Such council would integrate the efforts of government, business and people community, coordinate their activity in the sphere of IT advancement, approve e–governance development strategy in the country etc. The members of the council should be experts and authoritative public figures, and that would raise public awareness of the principle transformation ideas.
6. Every effort should be made to eliminate computer illiteracy among civil servants (especially, senior executives) and politicians. Certificates on IT proficiency by levels, depending on competencies required for each job, should be made mandatory in the process of recruitment and appointment to the civil service, as well as in the process of performance assessment of civil servants. IT training and certification centres could be established on the basis of the National Academy of Public Administration and its Regional Institutes in a short period of time, and would not require considerable additional funding.

Summary

Ivar Tallo (Estonia)

Ladies and gentlemen, let me tell you a couple of words about what we have been doing in our working group. I think, since we were co-chairing the workshop with Viktor Lysytskyi who used to be a Cabinet Secretary to Ukrainian Government, we will also share our reporting.

There are two ways to approach the topic, which actually was, as you remember, outlined yesterday morning by the excellent presentation of Professor Guy Peters. First, we have been thinking how ICT helps in coordination of modern governance. For us, and our Ukrainian participants, it was even more important — because of the place where we had our meetings — to look at how to introduce e-governance and discuss the role of different levels of government. What we did in our workshop? In short, first of all we looked at the best practices. May be I abused a little bit my position of a co-chair and first showed what Estonia had done in this regard. Then we had the chance to overview Canadian experience, which would be — because Estonia is a small unitary country — perhaps, more relevant for Ukraine. Then we listened to a representative of Ukrainian government, an advisor to the Minister of Transport and Communication, who gave us an overview about what was going on in Ukraine. And after that — I mean having listened to three different presentations at this workshop — we had lots of conversations and discussed different ideas. I will not report here about what have been recommended for Ukraine — Mr. Lysytskyi will talk about that.

I would like to share with you a couple of things about e-governance. It's clear that e-governance is not the final end of governance. We are talking about the means of achieving good governance in the end. But it is also clear that e-governance should be paid attention to; and it has been done before, it isn't a new topic, it is sort of returning to it. Some of the working group members said they remembered 1980s, when even in Ukraine they planned to introduce the Ministry of Informatization, or something like that. So, these topics come up, but it is important to ensure that they won't remain just words. There are many international initiatives in this field. But what is interesting is *where* we are going. I demonstrated that when we talk about ICT and governance, the first step was when we tried to put civil servants in touch with their back offices, to ensure that two or more different offices are run in the same they used to run one office.

Another way of looking at these governments' relationships when ICT is introduced — all participants and all previous presentations in the plenary sessions actually talked about it — is so called 'one-stop shop' approach. It has reduced already the need for running many offices for the citizens.

What we proposed in our working group — may be provocatively — is the third approach: *integrated e-government*, and don't feel threatened that there will be no civil servants. Civil servants have farther tasks in government, but we can, with the help of modern technologies, empower our citizens, as much as we can, to really communicate directly with government and create their own environment they want to create. That actually addresses some of the issues of cooperation and collaboration — what we see — not only in the introduction of ICT, not only in the diminishing importance of geographical distances, but also in the diminishing importance of the levels of government. As it was also mentioned in the plenary sessions, for the citizen it is not that important to know from which level of government the service — which he or she will get — actually comes from, it's much more important to get it in the most convenient way. May be one of the conclusions of the workshop is — and it was repeated in different presentations and interventions — that citizen-centred approach is the one that helps us to overcome those problems of collaboration and cooperation that otherwise are quite common.

However, the second and may be more serious outcome is that we were talking a lot about the access to training and about systems of motivation as things to develop and things to keep in mind to ensure that e-government will not remain a hollow concept.

The third point, as an outcome of this workshop, is the need for political will as one of the major components to ensure that things are still moving. So, politics is still relevant even if in some systems, in some political cultures, people say that political will is may be the thing of the past.

Thank you very much.

Viktor Lysytskyi (Ukraine)

First of all, thank you for the opportunity to have a floor for speech. Secondly, I would like to briefly comment the recommendations for Ukraine developed by our working group. Actually, we arrived at one common conclusion: first and foremost, *e-governance must be institutionalized*. The matter is that today — how strange it may seem — nobody in Ukraine is responsible for the development of this important sphere of human activity, extremely important, because the maturity of civil society in Ukraine will depend to a great extent on advancing e-governance.

There had been a whole range of e-initiatives in Ukraine. For example, one of them — *Ukraine Development Gateway* — was implemented with support from the World Bank, but unfortunately, it did not lead to establishing a common system of governing bodies. But here we don't need any additional government bureaucratic structure — we practically all agreed about this. There should be a **public and government body** — I emphasize the word «**public**», having in mind that community — Internet-community, ICT-community — has to play an active role in the dialogue with government to set up key directions for e-governance development. In our opinion, such public-government body, by its essence and nature, has to have an advisory status and work primarily and directly with the highest authorities — the President of Ukraine, who is the guarantor of the Constitution, the guarantor of the course of Ukraine towards development of a mature civil society, and, of course, with the Cabinet of Ministers. This is, in fact, our primary recommendation.

All other recommendations are also very important but, nevertheless, they are secondary ones. I cannot help though mentioning one of them: to eliminate computer illiteracy among civil servants. It is very sad but we have to acknowledge that many or even most Ukrainian civil servants have poor computer skills; at best, they know how to use computers as certain personal local tools, and very few civil servants use them as powerful means of communication, as a gateway to the whole world — the world of knowledge.

We also came to conclusion that the role of executive power in building e-governance should be enhanced. Government, upon opinion and advice of ICT-community, should initiate critical key changes in e-governance policy, for instance, creation of relevant databases, building internet-resource supply capacity etc. It is extremely important that government will at last learn and be willing to better coordinate its expenditures, i.e. use budget allocations to a maximum effect. The matter is that every year Ukraine actually spends quite a lot on ICT development from the budget — hundreds of millions hryvnias — but these funds are extremely dispersed. During our workshop we discussed a number of such cases when, for instance, a computer class was set up in a village school where there were hardly any reliable telephone lines. Of course, it's great that our children and grandchildren learn to work on computers, but this is obviously not the best way of computer technology application.

Finally, I believe — all Ukrainian participants of our workshop support this idea — that Estonian experience is very useful for us, first of all, because we think and go in the same direction, but Estonians are several steps ahead; and secondly, because it shows how to mobilize self-organization mechanisms of the society in a most efficient way. I think it would be good if our Academy of Public Administration find the possibility to compile and publish a special lecture course on e-governance based on Estonian experience.

Thank you for your attention.

Working group «Role of senior civil service in the EU accession»

Chair: Gunta Veismane

*Director of the State Chancellery, Prime Minister's Office
Latvia*

Ms. Gunta Veismane has been the Director of the State Chancellery since 2000. She is directly subordinated to the Prime Minister and was appointed by an order of the Cabinet of Ministers upon initiative of the Prime Minister. Since 2000, she has gained extensive public administration experience in cooperation with five Prime Ministers and their governments.

From 1993 to 2000 Ms. Veismane was the Director of the Latvian Public Administration School. A graduate of the Faculty of Economics of the University of Latvia (1975), she studied strategic management and organizational behaviour in Harvard Business School at Harvard University (1992 — 1993), and in 1996 completed her MBA studies in the Faculty of Economics and Management of the University of Latvia. Ms. Veismane has extensive experience as a lecturer and researcher in the areas of economics, strategic and personnel management, public administration, and training of civil servants. She is the author of numerous articles in journals and conference papers on public administration both in Latvia and abroad.

Ms. Veismane as the Director of the State Chancellery is responsible for lawfulness and outstanding performance of the institution which is an essential prerequisite for efficient work of the Prime Minister and the Cabinet of Ministers, ensures management of documentation of the Cabinet of Ministers and the Prime Minister and coordinates cooperation of ministries and other institutions in order to provide enforcement and succession of legislative acts.

In all the above-mentioned areas of activity, which are highly important for every government, Ms. Veismane has introduced significant improvements and innovations. A reliable policy coordination mechanism has been developed to make the higher levels of public administration more effective. Coordination and cooperation among ministries has been developed to a qualitatively higher level by the Policy Coordination Department of the State Chancellery. New Rules of Procedure of the Cabinet of Ministers were developed that set forth a significant change in the management of documents within the Cabinet of Ministers by making it precise, transparent and prompt. The Guidelines of Communication Policy were developed that formed the basis for new approaches in provision of information to the public, more efficient involvement of NGOs in the policy making process. Furthermore, a very wide range of services has become available on the Internet. The development of an e-portfolio should also be mentioned as one of the successfully implemented innovations. In the world, may be there are few other countries, where anyone interested has the possibility to follow the course of drafting and reviewing of documents on the Internet.

International contacts and cooperation of the State Chancellery and sharing of its experience have become much more active during the time Ms. Veismane has led the institution. Success in previous work, determination and good relations with colleagues help in real-life implementation of Ms. Veismane's ideas and plans.

Introductory presentation

Gunta Veismane,

Director of the State Chancellery, Prime Minister's Office

Latvia

Role of senior civil service in the EU accession process: Latvia's experience

Chronological steps of Latvia's accession to the EU

- October 27, 1995 – Latvia submits application for EU membership
- October 13, 1999 – European Commission recommends to initiate negotiations with Latvia on EU accession
- February, 2000 – opening of EU accession negotiations

Arrangements on national level

- Establishment of the Mission of the Republic of Latvia to the European Union
- Secondment of attachés of ministries to work in the Mission
- Establishment of European Integration Bureau
- Approval of the National Delegation for EU accession negotiations
- Introduction of Regular Meetings of Senior Officials
- Establishment of European Integration Council

Presentation of the national position in the EU institutions

National delegation for EU accession

- Mandate: represent interests of Latvia during the negotiation process
- Leader: Minister of Foreign Affairs
- Members: chief negotiator and delegates (15 people)
- Delegates: representatives of national economy and public administration institutions

Six successful aspects of Latvia's experience on EU accession

- Pragmatism: activities performed in accordance with clearly defined rules and competences of institutions
- Substantiated national positions, based on facts and figures
- Clearly defined national position
- Good management skills
- Collaboration with the European Commission
- Collaboration with other candidate countries

Key elements of decision making process towards the EU accession

- Elaboration of national positions
- Collaboration of administrative and political level
- Collaboration of executive and legislative level
- Presentation of national positions to the EU institutions

Elaboration of national positions

- Elaboration of national positions in ministries
- Adaptation of national positions to the National Program for European Union Integration
- Discussions at Regular Meetings of Senior Officials
- Approval by the European Affairs Committee of the Parliament
- Unanimous approval of positions by the European Integration Council
- Submission of the national positions to the EU institutions
- If the European Integration Council could not approve a position unanimously, it was submitted for approval to the Cabinet of Ministers

Regular Meetings of Senior Officials

- Status: coordination institution on horizontal level
- Leader: Director of the European Integration Bureau
- Members: State secretaries, Deputy State Secretaries, Directors of Departments

European Integration Council

- Status: central coordination institution on vertical level, responsible for implementation of common policy in terms of EU integration
- Leader: Prime Minister
- Members: Ministers

Discussions

Gunta Veismane in her introductory presentation outlined the role of senior civil servants in preparation for EU accession and opened working group discussions.

Liliya Honiukova and Valeriy Tertychka (Ukraine) raised the issue of the role of political–administrative interface in preparation for EU integration. Though important, top–down and bottom–up relations are not well developed in Ukraine and very often this results in inefficiency of government efforts. Poor vertical coordination in the upper levels of government produces confusion among officials and civil servants, saying nothing about public at large.

Liliya Shatukh and Tetiana Pakhomova (Ukraine) underlined the drawbacks in government’s information and communication campaigns. Numerous government documents adopted to facilitate EU integration remain unknown to mid– and low–level civil servants; therefore Ukrainian government at the top is deprived of the necessary support at the middle and low levels. Such situation is especially risky considering that European choice is not supported by 100% of population and has a lot of opponents. Government needs to develop a sound communication strategy and launch a campaign in support of EU integration; and public managers need to become conscious of their role and mission in implementing this campaign.

Michael Duggett (IIAS, Belgium) referred to the failures of the two referenda in France and the Netherlands: in his opinion, the failure was due to poor information campaigns. The population of France and the Netherlands said «No» to the EU Constitutional Treaty for different reasons and none of these reasons was really grounded in the Constitutional Treaty itself. He also dwelled upon the historic perspective of the EU: it started as a very elitist and restrictive club, where voices of people from the street were not heard, and developed into a broad and complex formation, with numerous players and stakeholders involved in decision making. Unlike in the early days of the European Community, opinions and attitudes of the common people in each member–state cannot be ignored in the EU nowadays. Again, it is the role of senior EU officials and top–level national civil servants to explain to EU citizens the essence and meaning of decisions made in Brussels.

Olena Paliy and Olena Orzhel (Ukraine) highlighted the responsibility of senior civil servants, moral or legal, in implementing strategies and programs adopted by the Government (the Cabinet). Currently, there are cases when senior civil servants allow themselves to disagree or criticize the European choice of Ukraine’s new political leaders; or, accordingly, mid–level civil servants express criticism or disapproval of the European integration eagerness promoted by their senior executives.

Janusz Gaciarz (Poland) spoke on political–administrative culture in the EU, which he described as a *consensus* culture. He mentioned that many rules and regulations in Brussels are not prescribed legally, but emerged as a custom to reach consensus and avoid disagreement, no matter how long it takes. This non–conflict approach to decision–making is observed at all levels: from experts to Ministers. Now, that Ukrainian senior civil servants start travelling to Brussels more often, it is their responsibility to promote this consensus–reaching approaches in Ukrainian political–administrative environment and among civil servants of all levels — otherwise, Ukraine has little chances to be heard and succeed in the EU.

Summary and recommendations

Gunta Veismane (Latvia)

In our working group, we decided that we would speak Russian, that's why I will also speak Russian now — this way it will be easier to explain our ideas and recommendations.

Our working group focused on the topic «The role of senior civil servants in preparation for EU accession». We had very good discussions, largely, due to participation of the Ukrainian Academy's faculty from Kiev, Kharkov and Odessa. We had international participants as well, but the core of the group was Ukrainian academia.

I was a bit nervous at the beginning about how it would all go, but it turned out we had an excellent working group, and our Ukrainian participants were so motivated, open and inspired that it helped me a lot. I believe all of us enjoyed working together and are content with the process and outcomes of our three-day discussions.

During the first day we reviewed the developments in the countries seeking EU membership: the role of new institutions and new procedures, new functions and activities necessary to complete harmonization of legislation and meet accession requirements. We looked into the role of civil servants, including senior civil servants, and how they collaborate with politicians, as well as how responsibilities and obligation are shared between the former and the latter.

We touched upon a very sensitive issue — the ethics of relationship, not only between politicians and civil servants, but also between them and the people, the nation.

We were very lucky on the second day to have Janusz Gaćiarz as a guest speaker. He shared with us his ideas and observations on what is happening when accession preparation is over, the country is a member of the club and enjoys the fruit of membership: what are the written and unwritten rules of conduct, how the further process is organized and what lessons are there to be learned.

On the third day we were fortunate as well, when Michael Duggett took part in the session of our working group. He gave a bit different slant to our discussion. Michael is very knowledgeable in EU history, the initial purposes for establishing the European Community, and different stimuli and impulses that motivated states to join the European Union later. This led to a very interesting discussion why Ukraine needs to join the EU and how this will influence Ukrainian society at large.

Now, I will read up **recommendations for Ukraine** that we developed after a series of our passionate discussions:

1. The government should formulate its **vision of Ukraine's accession to the EU** and make this vision known to all categories of Ukrainian population; the vision should include the main **motivation(s)** for EU membership, including national self-identification, renaissance of Ukraine as a country, an independent state.
2. The government should formulate its **vision of the position and role of Ukraine in Europe** and make this vision known to all categories of Ukrainian population.
3. The government should inform the population on its strategy of Ukraine's accession to the EU in a clear and comprehensible form, promote the European choice and EU integration in mass media.
4. A special attention should be given to education and training of all societal strata: the public at large, NGOs, other groups and categories; a strategy for civil servants' professional training in preparation for EU integration needs to be developed.
5. The Civil Service Code of Ethics needs to be brought for an open public debate, as a minimum — for academia consideration.
6. It is essential to draw from experience and expertise of EU member-states, especially its new members.
7. The strategy for further development of civil service in the context of EU integration needs to be developed.
8. Professional development of trainers involved in training senior civil servants, as well as other categories of civil servants for building their capacity to work in government in the process of EU integration, requires significant attention.

Working group
«Professionalism of senior executive service
in the political-administrative context. Modern standards
and best practices in training and development»

Chairs:***Maria Gintowt-Jankowicz***

Director of the National School of Public Administration
Poland

Maria Gintowt-Jankowicz is a co-founder and first director of the National School of Public Administration (KSAP) — an institution unique of its kind in the CEE region in the area of training senior civil servants — appointed by the Prime Minister of Poland.

A graduate of the Faculty of Law and Administration of the Warsaw University, Maria Gintowt-Jankowicz passed through successive stages of her academic career at her *alma mater*. Leaving it behind in 1989, she involved herself unceasingly in public life; first as an expert of parliamentary matters, and then in the affairs of government.

In the period of transformation she participated in various governmental councils dealing with administrative reforms in Poland. For many years now she has been the Vice-Chair of the Civil Service Council — statutory body by Prime Minister.

She is an active participant of the international forums; member of the Board of Management of the International Association of Schools and Institutes of Administration (IASIA) and former Regional Vice President for Europe of IASIA, she represents KSAP in the Network of Institutes and Schools of Public Administration of Central and Eastern Europe (NISPAcee).

Dan Burke

Director General of the Leadership and Career Development Program,
Canada School of Public Service
Canada

Dan Burke is the Director General of the Leadership and Career Development Program at the Canada School of Public Service (formerly, the Canadian Centre for Management Development — CCMD). He is responsible for the corporate executive education program for the top leaders of the departments, agencies and crown corporations of the Government of Canada; for the formal learning elements of the Public Service of Canada's corporate leadership development programs; and for leadership programs for the general population of executives and managers at all levels of the Canadian Public Service.

He began working for the Canadian Centre for Management Development in 1989 and was a member of the CCMD executive committee from 1990 to 2004. Prior to that he was an executive producer at the Canada Communications Group and the National Film Board of Canada where he began his public service career in 1968.

He reads widely in leadership, leadership development systems, management learning, executive education, public administration and comparative practices and programs in corporate universities and government training and development organizations.

In recent years he has participated in technical exchanges in Brazil, Costa Rica, South Africa, Australia, New Zealand, Russia, China, the United States and the Commonwealth Secretariat.

His education includes an MA in Public Administration from Carleton University in Ottawa, Canada.

Presentations

Volodymyr Luhovyi

*Rector of the National Academy of Public Administration
Ukraine*

Model of training senior civil servants in the National Academy of Public Administration

Dear participants of the working group, dear colleagues!

I am glad to have the opportunity to brief you on the model of training for senior public servants that we use in the National Academy of Public Administration, which has recently celebrated its 10th anniversary. Moreover, many Congress participants got interested in the work of this institution.

There have been several external factors that determined the organization of training for senior civil service executives in our Academy.

The first one is identification of public administration (as well as defense and compulsory social insurance) by the UN, EU and Ukraine as a particular type of activity among 17 others. So, in the first place, we treat the provision of public administration with qualified staff in the same way as one treats the provision of education with teaching staff or health care with medical staff. In other words, we put into the centre of our model academic training and reinforce it by short-term professional development programs. I would like to emphasize that public administration in Ukraine is a sphere of rather large scale. For example, in 2003 the state budget expenditures for the public administration sector came to over 10 billion hryvnias, or 3.8% of Ukrainian GDP and near 1 million people were employed in the sphere of public administration. So, clear identification of the sphere of public administration and its impressive scale bind us to provide it with qualified human resources and take this task very seriously. Therefore, in the mid 1990s «public administration» was officially introduced in Ukraine as a field of study and a field of research, and the Academy is engaged in both training and research programs.

The second important factor that determines the level, content and modes of training is the distinction between executives and specialists (officers) in the public service both in central government and local self-government, which in Ukraine accounts for almost 40% of all public administration employees, and further ranking of these two groups by job categories. Functional review that has to be the basis for determining the type of professional training each group needs, shows that there is a fundamental difference between the responsibilities of executives and specialists. In the first case they are wide and changing, often unpredictable; in the second case they are quite narrow, constant and often very clearly determined. Moreover, due to complexity and large scope of the tasks and issues executives have to address, as well as decision-making impacts, one has to provide multidisciplinary and much higher level of academic training to civil service executives. The Academy offers MPA and advanced degree programs — at Candidate and Doctor of Science levels. Training is provided in different modes: full-time, part-time and distance learning programs, evening courses and combined distance learning and part-time correspondence courses. While developing our system of professional training for middle level and senior civil servants we take as a guidance best world standards and practice, primarily of the training institutions in North America and Europe. I am proud to tell that the full-time MPA program of the Academy in Kyiv was accredited by the European Association for Public Administration Accreditation (EAPAA) in June 2004. This EAPAA accreditation is valid for seven years until June 2011.

This year I attended the Sixth Global Forum on Reinventing Government held on May 24 — 27 in Seoul, Republic of Korea, where its organizers among other forum materials distributed a booklet with profiles of participants — 184 «leaders and speakers». The content analysis of their backgrounds gives good evidence of the increase in level of professional academic training of executives as they advance in role and position in senior civil service. It turned out that 40% of them held PhD degrees. Further analysis by the fields of study showed that PhDs in Public Administration made up the largest group (16%), in Economics — second largest group (15%), followed by Doctors in Law (10%) and Political Science (8%), etc. According to the level of academic training, people with doctor's degree were the largest group at the forum (55%), while holders of the master's degree were second largest (36%) and those with the bachelor's degree were the third (9%).

The forum also demonstrated well developed institutional infrastructure of public administration in different countries and regions of the world, represented by professional associations and networks, training institutions, journals of public administration.

The analysis has once again confirmed that professionalism of civil service executives should be based on a sound academic training that can and should be supplemented with short-term targeted professional development. This fully stays in line with the Bologna process of establishing common European higher education space.

Thirdly, education of civil servants executives and local self-government officials is obviously influenced by the global processes of informatization of society and accelerated changes in social development. Given the need to have a specific approach to training executives (due to their workload and time pressure, inability to be away from the job for a long time), the Academy is actively developing distance learning format both in long-term master's program and short-term professional development courses. We have a clear understanding that modern information and communication technologies will very soon dominate in education all over the world, because they eliminate the problem of learning place and time for the executives. In addition, they expand access to and expedite the processing of information that is essential for making, monitoring and reviewing managerial decisions. So we hope that as a result of completing MPA in distance learning format civil service executives will also be capable of governing in a distance form.

Thank you for your attention and I am ready to answer your questions.

Günther Wurster

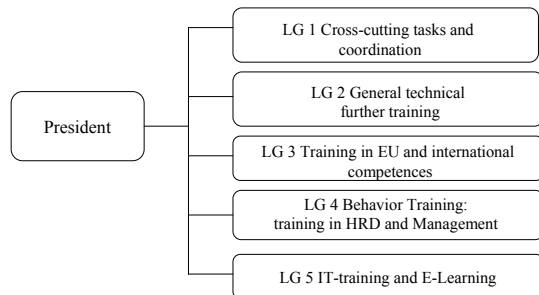
*President of the Federal Academy of Public Administration (Bundesakademie)
Germany*

Further training and in-service training for the German Federal Government: the role of Bundesakademie in the process of modernizing federal administration

Task and Mission of the Bundesakademie

The «Bundesakademie» – Federal Academy of Public Administration – is the central institution for in-service training of the civil servants and employees of the Federal Government.

The organizational chart of the Bundesakademie



Facts about the Bundesakademie

We organize:

- about 1300 training and information activities for
- about 20.000 Federal Civil Servants
- supported by some 800 external trainers and consultants
- besides training we engage in R&D, including e-government, e-learning and information platforms
- locations of the Bundesakademie: Hannover, Berlin, Brühl, Boppard, Wiesbaden, München

Factors that forced for the Federal Modernisation Process:



- financial crisis
- demographic development
- globalisation
- European integration
- technological innovation
- citizens' expectations
- changes of values

**Solution: New governmental program
«Modern State – Modern Administration»**

2 areas of the program «Modern State – Modern Administration» relevant for the Bundesakademie are:

- «Efficient, transparent administration»
 - instruments of the New Public Management
 - quality management (QM), benchmarking, budgeting
 - vision, management through target-dialogue
- «Motivated civil servants and employees»
 - reform of the public service law
 - human resource development
 - senior management training concept

The new challenge: what to do?



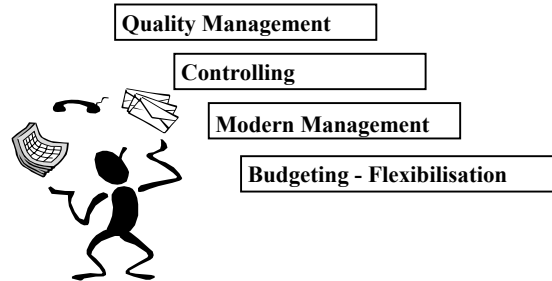
What role does the Bundesakademie play in supporting the process of modernisation?

We support the core areas of modernisation in the Federal German Administration:

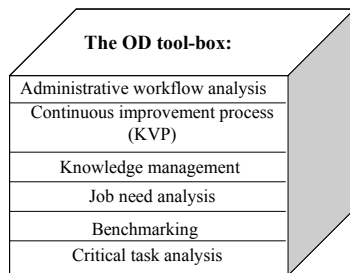
1. Modern Management
2. Staff development: HRD
3. E-government
4. International competences

1. We support the initiative:

Modern Administrative Management

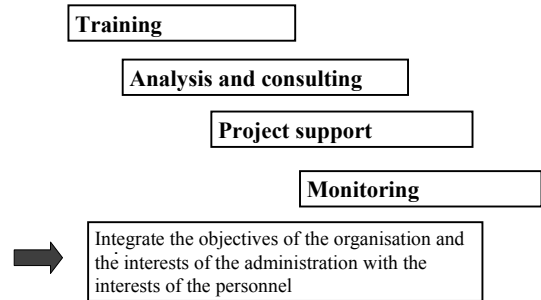


Implementation of new instruments and tools for organisation development (OD)

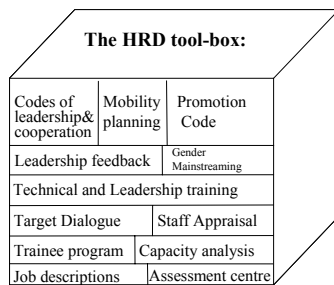


2. We support the initiative:

Modern personnel development (HRD)

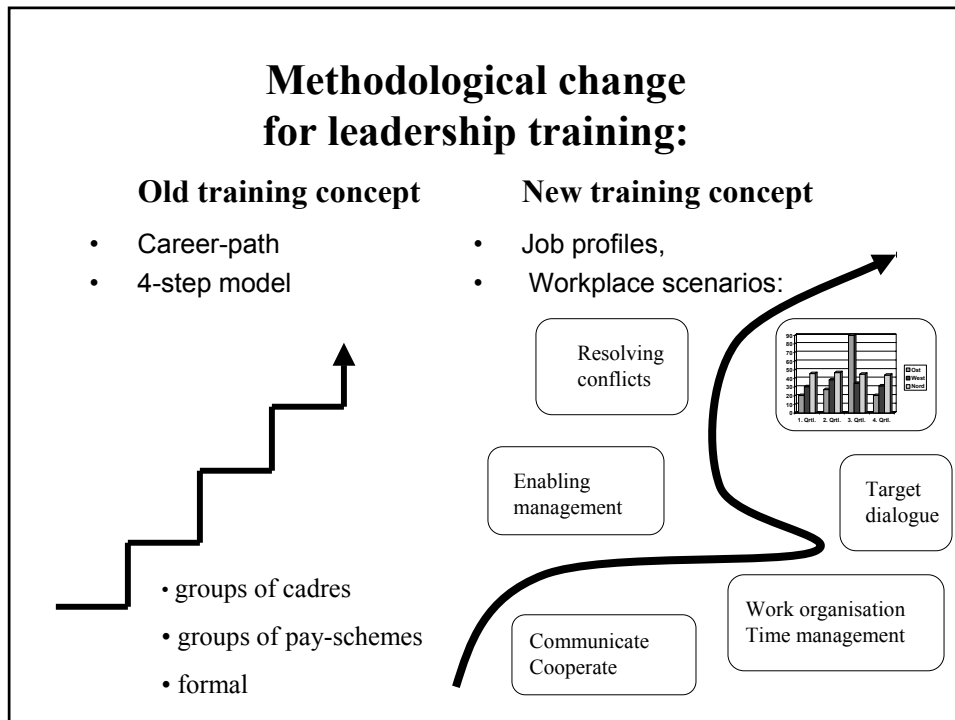


Implementation of new instruments and tools for personnel development (HRD)



Examples of Qualification Fields in our Leadership training: priority to «soft skills»:

- Communication and Cooperation (KO)
- Self-Development (SE)
- Management / leadership (FÜ)
- Public relations / press (PR)
- HRD / Personnel development (PE)



3. We support the initiative: E-Government

- Priority to a sound training needs analysis:**
 - Cooperation with the IT-steering committee
 - Cooperation with the governmental application development centres
- Training to approximate actual e-government activities:**
 - Workshops for the management / leadership about e-government developments within a comprehensive aspect of cultural change
- Developing strategies to implement e-learning in the federal administration:**
 - analysis of the frame conditions for e-learning
 - survey on existing media and IT-equipment in the workplaces

4. We support the initiative:

European and international capacity building:

- Intercultural competences, negotiation skills are needed.
- New attitudes needs to be developed.
- Special knowledge about international institutions, their networks and decision-making processes has to be provided.

We build the 'Competence for Europe'

Dan Burke

Director General of the Leadership and Career Development Program

Canada School of Public Service

Learning and development programs for executives in the public service of Canada

Canadian Context

- ◆ Westminster system
- ◆ Structure and population of executive cadre
- ◆ Strategic challenges
- ◆ Three executive programs:
 - Senior Leaders
 - Leadership for the general population of executives
 - Leadership development programs

Senior Leaders Program

- ◆ Target audience:
 - Permanent senior officials – administrators
 - Cabinet Ministers and their staffs – political
- ◆ Four pillars for officials: participants must:
 - Have knowledge of self and community
 - Be leaders and practitioners of excellence
 - Be custodians and reformers of the institution
 - Become citizens of the world

Senior Leaders Program

- ◆ Learning objectives for officials:
 - Keep participants at forefront of practices related to duties
 - Prepare them for complex challenges
 - Provide them with continuous learning
 - Networks for horizontal collaboration

Senior Leaders Program

- ◆ Four programs for officials
 - Orientation
 - Core management: e.g. Finance, HR, IT, communication, values, key processes
 - Advanced management: e.g. strategic contextual knowledge; selected top leader skills
 - Network and community building

Senior Leaders Program

- ◆ For Ministers: e.g.
 - Orientation:
 - accountabilities, cabinet system, relationship with Deputy Minister, conflict of interest, post-employment
 - Relationship management strategies
 - Ongoing learning
- ◆ For Ministers staffs:
 - Needs analysis

Senior Leaders Program

- ◆ Learning methods:
 - Leaders teaching leaders
 - Action learning
 - Co-designed with top leaders
 - Blended learning: courses, conferences, dinners, e-learning
- ◆ Faculty:
 - Former deputy ministers and senior officials
 - Former political minister and chiefs of staff
 - Our people: learning architects, facilitators, project managers

Living Leadership Program

- ◆ Cohort of 30 executives just below the ADM level
- ◆ 30 days of learning in modules over 12-18 months
- ◆ Focus on leadership, policy, service, learning
- ◆ Coaches, action learning
- ◆ «Live case study», inter jurisdictional
- ◆ Post program network management

Leadership programs

- ◆ For all executives and managers – geared to level
- ◆ Short 2-3-4 day courses
- ◆ 3 categories: leadership foundations, change management, strategy
- ◆ High impact learning methods
- ◆ Pluralistic approach to leadership models
- ◆ Example: Leadership: Reflection and Action:
 - Leadership model
 - Emotional intelligence
 - Governance
 - Values
 - Learning as a personal strategy

Sources of impact, building blocks

- ◆ Top leader support and ownership:
 - Chair and participate on our board
 - Create and promote learning as a strategy
 - Champion programs and values
 - Co-design and teach on courses
 - Participate in action learning
 - Are role models for learning: they take courses, too
 - Have learning in their performance accords

Sources of impact, building blocks

- ◆ Explicit definitions by/with top leaders – with participation/consultation – of
 - Strategies, leadership, values, competencies and management accountability framework
- ◆ Learning methods that compare in quality to outside providers of learning programs for top leaders
- ◆ Timely learning programs, e.g. Advanced Management Program, Leading Transitions

Lessons

- ◆ Trade-offs: e.g. content vs. equipping participants to learn for themselves as a personal strategy
- ◆ Import proven methods, adapt them to own context and content
- ◆ Top leaders want an assurance quality matches what they can get elsewhere and what their peers outside are getting
- ◆ Timely interventions with top leaders can pay big dividends, eg. AMP, LT

Lessons

- ◆ Comparative research on executive education is influential
- ◆ Accountable, ready participants are better learners
- ◆ Take counsel from three developments:
 - The revolution in learning methods for executives
 - The advent of systems approaches for leadership development
 - CEOs who made executive education programs strategic levers

Discussions

This working group turned out to be the largest — more than 40 Ukrainian and foreign Congress participants attended its sessions.

Part of the discussions was focused on the topic: *professionalization of senior civil service*.

Michael Duggett (IIAS, Belgium), talking about professionalism of senior civil servants, touched upon such aspects as the hierarchy and continuity in the civil service, specific nature of the profession, zones of tension — relationships of politicians and civil servants.

Jide Balogun (UNDESA, USA) provided a brief overview of the UN survey on the role of senior civil servants in political-administrative context, which emphasized the *professional nature* of their job, characteristics of civil service professionalism, ethics in public administration, elaborating code of ethics for public servants, fighting corruption etc.

Working group participants also discussed at length the second topic: *training and professional development of senior civil servants*. Dan Burke's presentation of the Canadian experience in this area brought about considerable interest, comments and questions

Stanislav Konecny (Slovak Republic): The continuity in the civil service, involvement of former ministers or deputy ministers into training of newly appointed senior civil servants, as well as unwillingness of those new appointees to learn remain a very big problem in many countries. How you solve this problem in Canada?

Dan Burke: Involving former senior executives into training is indeed a very sensitive and delicate issue, and we approach it carefully in each particular case — you have to select people with great care, considering their current time and workload, but basically we tell them we are not going to use them as trainers, we ask them to share their experience and expertise. Another important thing is that in Canada one has to go through appropriate training to be appointed a senior executive.

Theo van der Krogt (Netherlands): What is your opinion about mentoring and coaching?

Dan Burke: Mentoring and coaching are rather new approaches to training, including training of senior civil servants; they appeared only about five years ago. Leadership programs reflect these current trends towards innovations and coaching. Training leaders is an interactive process, therefore coaching is an important element of leadership programs. We identify and select coaches with great care, because the quality of training in a competitive environment becomes increasingly important, and you have to build and retain credibility among senior executives as a learning provider. In developing models for training senior civil servants we also used the experience of business schools.

Valentyna Ponedilko (Ukraine): Could you please give more details about the system and sources of financing professional development programs for civil servants, including workshops and study programs in other cities or countries.

Dan Burke: The system is mixed. It's a combination of central funding — from our Treasury Board for the design and delivery of orientation and core management programs — and cost recovery for the rest. We recover the costs for the rest of our programs from the participants themselves, and they get money from their own departmental treasuries. We also offer a wide range of courses that deal with culture change (i.e. diversity, gender equity), and for those we use central funding.

If we compare financing authority of the heads of ministerial departments to allocate money for training in the USA and Canada, our American colleagues have much more power — they have the discretion to decide themselves how to allocate funds, whereas in Canada this decision is taken by the minister or senior executives.

The other question about with whom we cooperate to arrange field trips: we cooperate with everybody — our Embassies, our network organizations, our non-governmental organizations, for instance, Public Policy Forum — we work with them to organize efficient study programs or other learning events both in Canada and other countries, including USA.

Theo van der Krogt (Netherlands): What do you do in Canada for those who want to leave the public service, especially in terms of degrees that are worthwhile to have in other sectors?

Dan Burke: In Canada we have quite an evolved exchange program between the public sector and private sector, and there is a large number of our executives who work in large corporations, in non-profit

organizations, in universities. When the private sector people come to work in the government, we have to do a lot of work with them to help them understand how the government operates. We have a large program for our executives who are nearing retirement, for example, distance education programs. Dalhousie University, for instance, has good experience in offering MPA programs in the distance format.

Maria Gintowt-Jankowicz (Poland): Do you have a system of compulsory training for newly appointed officials?

Dan Burke: We do not have a system of compulsory training for civil servants. However, our senior officials, when they become senior officials, have to take an orientation program, an orientation course for their new positions at our place. For the rest of civil servants it is not compulsory. But there are other pressures on people to take up training programs, for instance, their performance pay is closely linked to professional development. On the whole, our executives have master's degrees already — they are highly educated people — so we developed a concept that they should take a series of 15 days of courses over a 24 or 36 months' period. It is mainly a combination of leadership courses and public administration courses.

Mykola Anikin (Ukraine): A public servant at each level has a defined scope of functions he or she has to perform (service provision, control etc.). Who and in which way identifies what level of competency one should have to perform those functions in this position in order to do training needs analysis and set pay level?

Dan Burke: Learning programs have to be targeted at people at each of those levels, and particularly at the point of transitions, when they are either going to move from one level to the other or move from one organization to the other. At these transition points people are very ready to learn. We find it very important to have programs targeted by level. As for the content of the programs by level, we take some guidelines, we study what the supervisor of the 1st level does, what an executive does — supervising people, doing budgets: those kind of things. And you have to have an absorbable learning program: not more than 10-15 days.

There are two concepts:

- 1) you yourself have the responsibility for learning associated with your job, you need to be proactive and take charge of your learning — you live in a rich array of learning instruments (internet, books, rich department and organization materials)
- 2) organization takes responsibility for training their employees.

American corporations spend 70 % of their training budget on the orientation programs for their new employees — we don't do it that well — because these people are so ready to learn and at this point you can have major impact on these 30-year old PhDs and MAs. Oftentimes, top leaders of the organizations themselves come to orientation programs to say to new employees: here are the values, here are the directions we are going in, and here is some advice we can give you. There are places where they are not only doing that, but also provide personal learning and development strategies.

Valentyna Ponedilko (Ukraine): Before asking a question, I would like to make a brief comment. In authoritarian states public servants, as a rule, are assessed by their supervisors and not by the society — that is not fair, that is a problem. Moreover, it is necessary to learn what people's needs are and do the assessment of satisfying those needs by public servants. How do you do it in Canada?

Dan Burke: In our society the impact of citizens on civil service, on the quality of services it provides, is ensured through the election system. Civil servants have to understand the expectations of citizens and make them happy. They also have to differentiate public sector and private sector goals:

- the goal of business is to generate profit, money — bearing this particular purpose in mind, a private sector manager develops the capacity of his subordinates and employees, who then work directly with clients and customers to satisfy their needs;
- the goal of government organizations is to make people happy and satisfy their needs — not having the purpose of getting profit for that.

Summary and recommendations

Dan Burke (Canada)

First, I should tell you I had the honour of co-chairing this working group with Maria Gintowt-Jankowicz, our distinguished colleague from Poland who, I am sure, is very well known to all of you. We had to deal with 2 themes: «The professionalization of the senior public service in the political-administrative context» and then «Training and best practices within this context».

With respect to the first theme — professionalism, we began by reviewing Michael Duggett's paper, with which you are all familiar and in which he sets some ideals and standards. And then we took advantage of our colleague from the United Nations who was here, and he reminded us that with respect to the United Nations, in 1996 the UN passed the resolution in which it wanted that countries take measures to revitalize their public services by improving the professionalism of their public services, increasing ethical standards and strengthening their public administration institutes. Now it turns out that last year the General Assembly asked the Secretary General to take a look at what progress had been made, and soon the United Nations will be releasing a report on this. Mr. Balogun has given us a sneak privy by indicating that what they found is that on the whole there is an increased recognition by UN member states that public administration is critical to the development of their countries and also to the achievement of *Millennium development goals*. They set out a number of very specific measures that they have undertaken, particularly with respect to improving the ethical behavior of officials and professional standards. The one thing, however, that's a bit disconcerting with their findings is that on the whole in most of the countries surveyed there's a real lag occurring with respect to participation in public administration programs by students at a variety of levels.

In addition, when we continued our discussion, with respect to professionalization, two important questions were raised — we discussed them among ourselves, and they are issues for further exploration. The first question is whether or not the Weber model is OK for public sector organizations — they are now operating in societies in which there is a strong or emerging civil society or in which there should be a strong civil society, in which, for example, you see much more openness, much more citizen consultations and engagement than obtained at the time Mr. Weber wrote up his model. And the second question that emerged for exploration was: are there universal standards of professionalism, or are these standards really varying to some extent within public administration systems in different societies, in other words: are they conditioned by the societies in which governments are operating.

We then came to our second theme which had to do with training and development, we got some sense of best practices or standards in training and development. We began our session with presentation from your rector Mr. Luhovyi, our host, and he reviewed for us the program, the curriculum of the National Academy of Public Administration, and, I think, all of us in the working group were struck by the scale, scope and comprehensivity of this program. I think we should say you are lucky, Ukraine is lucky to have such asset to contribute to your country at this time. I think I should also add that for those of us in the working group that working with the staff of the Academy for the past 3 or 4 days, your country is very lucky to have all of the people of the Academy as well.

We then heard the presentation by our colleague from Germany Dr. Günther Wurster, the President of the Federal Academy of Public Administration. He reviewed for us how his organization is contributing to the modernization of the German federal administration. He showed us what the strategies of modernization were, and then he reviewed for us the organization, the products and the processes that he has found to be effective in contributing to this modernization. What was particularly valuable for all of us was his finding that his organization determined that it had to become much, much more flexible with respect to the kinds of programs it was offering, the scheduling and the timing of these programs. And what was also encouraging — because many of us think it is difficult to become more flexible, and many of his colleagues as well, as we understand, have told him it would be very difficult to do this — that he found it was not at all quite as difficult as he thought to get the kind of flexibility that a learning provider organization would have to have in order to contribute to the government's modernization. He also gave us a very good explanation of the process that they are using in Germany to get senior leaders in their administration to define learning needs for managers at different levels of the organization.

We then had a chance to review the Canadian experience with respect to training senior leaders, with respect to their position in the political-administrative interface, and also to training senior leaders in general. One of the things we saw is that in Canada, Canada School of Public Service is formally intervening to actually undertake learning programs to deal with this. We've been experimenting with ministers, for example, that at the time ministers are named to the cabinet and new governments are formed, we are bringing them in for orientation programs; and our senior public servants are briefing ministers on their formal accountabilities, the relationships between deputy ministers and themselves. We have found that we've been quite successful to bring former ministers and former deputy ministers that have worked together to have them share their lessons learned with respect to how you can manage this relationship, what obstacles you are going to have — that kind of things. The other thing we do is when our senior officials become senior officials, in the briefing program we do the same thing — we give them the formal understanding what their accountabilities are, but then we let them meet other people like them, who also have to deal with this, to get tips from them about how to manage these particular relationships. In addition, we run a lot of things like dinners for deputy ministers; and when a new government is formed, what we will do is bring all the deputy ministers who have experience briefing ministers, bring them together, and they will teach the deputy ministers who have not that experience so, that they can do successful briefings. One of the things we have found is not only we do intervene to provide these learning programs, but we are teaching the senior leaders themselves how to teach other senior leaders.

So, that gives you some flavor of what we are doing in Canada to deal with that, but in addition to that, we also run an on-going program for senior leaders — it's the program which consists of providing orientation, it's the program which ensures that they have basic management skills with respect to people, money, information technology or values, and it's also a program which tries to provide them with what we consider to be strategic contextual knowledge that senior officials of their caliber need to have in Canada. So, for example, we will review with them Canada — United States relations, we will review with them and give them an understanding of democracy in Judaic, Islamic and Christian countries. In our next series we are going to give them strategic briefings on Brazil, India, China and Russia in terms of the emergence of their economies and what that could mean for Canada. And in the fourth part of this program we systematically work to create community among the deputy ministers and senior officials, because oftentimes what we find is that these people are very lonely and alone, and they need opportunities, quite simple opportunities in which they can have the chance to be together and to share lessons and strategies.

We also reviewed with our colleagues some of the lessons that we have learned with respect to the provision of these kinds of programs for senior leaders, and among the lessons are the following.

First, we have found that senior leaders are people of the world, they get around, and so it matters that the learning methods used for these people match the learning methods that they can get from other providers such as universities in other countries, and they match the learning methods used by other senior leaders. So, if you have a public sector leader, he would like to know: What does the president of a bank? How does he learn? What does the president of a university? How does he learn? What's called the general learning? How about people across society? So, that means then it is important to study the methods that are used for senior leaders; and what we do is that we don't reinvent these methods, we take these methods and we apply them for our own particular context.

The second lesson we have learned is that top leaders themselves should co-design and teach the program. And indeed, more and more of our leaders are becoming teachers, both at our center but also in the North America.

The other thing we've found is that senior leaders often make sudden, short, very demanding requests of learning providers. They are very challenging to meet. Our experience has been that it's well worth meeting those needs even if they are difficult; it may be well worth meeting those needs even by reallocating resources, because if you meet a senior leader's needs in a short term — as difficult as it may be, our evidence is that this person will become an ally of yours in a long term. And we found that there was no alternative except to engage and give them what they want in a professional manner, and we have found that it pays very, very significant benefits.

The other thing we have found — and it was painful for us — is that one has to make trade-offs with senior leaders; they have a limited amount of time in very difficult circumstances, and so, you simply cannot provide massive amounts of content, you have got to shift to another game plan. And we have found that very important.

And one of the things that we have found to be a great success is this concept of leaders themselves teaching other leaders, because it's important to realize that for senior leaders the people teaching them need to be credible. And we have found that for people at that level it's other people like them, who have been in similar circumstances, or possibly contrasting circumstances, were credible. It is not often junior officials, it is not often consultants, it is not often academics, it's people like them, who have been there. And we've begun to capitalize on that.

The other trade-off we see is that in our system as a whole there is a trade-off in accountability. Instead of the learning provider organization to be accountable to provide learning to the government we are now shifting accountability over to the individual managers, individual executives themselves. And we see that if you are accountable, take charge of your learning — and we give them strategies to do this and techniques to do this; then it means that whole relationship that provider organization has with them needs to change. In fact, if you have students coming through your institute that you are trying to teach to provide the service to citizens, we say that our institute has the model of the very service itself that it gives to its participants, the model of the very service that we try to give participants to provide to the citizens and society.

So, those are some of the lessons.

We also had a good opportunity to have quite a wide-ranging series of discussions with respect to such issues as economics and financing, whether learning should be compulsory or not compulsory, how to deal with «difficult» supervisors in the work place, use of mentoring and coaching etc.

We've talked about our experience in competitive learning markets, because our individual senior leaders do not have to use *us*; they have a choice, they can go elsewhere. And we have to develop strategies to retain our position and, in fact, we have actually found it healthy and useful to be in a competitive learning market, because it forced us to become more professional and to develop the kind of service delivery standards that our clients would be demanding.

And the last thing we had a chance to explore was the questions about how is it that you provide learning programs to public servants that are operating in societies, where there is civil society, in which there is openness, in which there are consultations, in which citizens are demanding better service. And I shared with our colleagues the experience in Canada and the logic we work with. In Canada the logic we work with is: the citizens elect the politicians; the politicians tell the public service what to do; the public service — managers and leaders — then equip the front line workers to deliver service to the citizens. If the citizens are happy they re-elect the government. If the citizens are not happy, they throw the government out. This means the politicians are becoming very demanding on us to our public service, and what it also means is that when we train our managers, they have to train their front line workers so, that those front line workers can give good value to the citizens. And this is meant that we have had to change the way we train our managers to provide leadership, and on the whole this leadership has becoming more participative, less command and control, and it has become a leadership in which front line managers have to have more advanced *people management skills*, and not quite as much technical and substantive knowledge as we here forethought.

This is my take on what our working group was discussing these days.

Thank you very much.

Videoconference

«Innovative Technologies and E-learning in the Training of Public Servants: Best Practice and Modern Trends»

Moderator:

Svitlana Kalashnikova

Vice-Rector for International Relations

National Academy of Public Administration Ukraine

Participating countries and institutions:

Azerbaijan: Academy of Public Administration, the President of the Republic of Azerbaijan

United Kingdom: London Metropolitan University

Canada: International Development Research Center (Ottawa),
School of Public Administration Dalhousie University (Halifax)

Russia: Global Development Learning Center, St. Petersburg State University

USA: Global Development Learning Center of the World Bank Institute

Ukraine: National Academy of Public Administration, the President of Ukraine

Presentations

Ibragim Ismailov

Lecturer of the Civil Service and Personnel Policy Department,

Academy of Public Administration Azerbaijan

Application of innovative technologies and distance learning of public servants

The challenge of building modern, professional and efficient civil service became one of the fundamental objectives in state building efforts of post-USSR countries immediately after they gained independence in early 1990s. Although, the course of reforms and priorities took them into various directions, most of the countries are still in process of shaping their public service management system and pay particular attention to improve the situation in the area of education and in-service training, and provision of self-development opportunities for civil servants. As a result, a number of National Academies or Institutes of Public Administration and Civil Service were established across the region that play an important role in both developing a new generation of professional civil servants and enhancing capacity of the current personnel. Those challenges and processes are even more relevant for Azerbaijan, the country that has gone through a range of drastic events due to post-independence conflict with the neighboring Armenia and political turmoil, which continued until mid-1990s.

Despite the fact that civil service HRM system of Azerbaijan could be characterized as a *decentralized* one (where most ministries and state agencies have their own HR training schemes, and/or recruitment is the clearly defined prerogative of a senior executive)¹⁰, the Academy of Public Administration,

¹⁰ Ronald Young & ed., 2005. Contemporary Approach to HRM in Azerbaijan. Baku: Ozan Publishing.

the President of the Republic of Azerbaijan, still plays the key role here. It was established in 1999 with a prime objective to «train specialists in public administration according to contemporary requirements, advance their professional skills, organize research in the field of public administration and generate its analytical and information database.¹¹»

The Academy is the only higher educational institution that specifically focuses on general training of senior and mid–level civil servants in Azerbaijan, but it also provides undergraduate, graduate and post–graduate degree programs in the field of public administration covering a wide range of courses and disciplines. Training schemes provided by the Academy can be generally structured as following:

- **Special academic courses** aimed at equipping students with knowledge and skills for the general career in civil service or for mid–career positions;
- **Specialized professional training** for upgrading specialized skills and knowledge of professionals in the civil service;
- **Short–term courses** tailored to develop advanced managerial skills of civil servants and extend their knowledge for dealing with particular problem areas.

Therefore, academic curriculum is specifically designed to achieve the following learning outcomes by students and civil servants:

- increase **knowledge** in relevant professional fields;
- develop **analytical** skills (such as PPA, PAM, project design, etc.);
- improve **managerial** skills (managing people and resources).

To achieve those learning outcomes our faculty members and trainers, alongside with traditional methods of teaching, are vigorously trying to adopt broad variety of new learning methods. Among others, we put a particular emphasis on introduction of innovative, interactive methods and application of information and communication technologies (ICTs).

The shift from the traditional *teacher–dominated* to *student–centered* learning process in training of civil servants, allows faculty members to deliver quality training and expose participants to diverse experience through various methodological tools such as group discussions, case studies, role play, visual aids presentations, and computer sessions. The latter proves to be of particular relevance due to its immediate application outputs (since computer literacy is generally low in the country) and making possible the launch of distance learning opportunities in remote areas.

Having indicated that, we would like to draw your attention to some courses that are being offered by the **Department of IT in Public Administration**: *Statistics* and *IT in Management*. Both courses are run in a computer lab with LAN, where users have the opportunity to utilize internet resources (in case of *Statistics* — <http://www.azstat.org>) for conducting statistical analysis and discussing the results in the group format, whereas students of *IT in Management* have the opportunity to simulate different management scenarios and develop decision–making skills.

Another example is the in–service training module, where civil servants have options to study concrete cases utilizing Information Database of the Central Election Commission (<http://www.info-center.gov.az>), where they can analyze different voting patterns and electoral behavior.

Following the Presidential Decree (2004) on *Improvement of Socio–Economic Situation in the Regions*, the Academy is exploring further opportunities to design and launch distance on–line modules for the civil servants in the rural areas of Azerbaijan. Initial contacts with potential donor institutions have been made, in particular, promising discussions has been held recently with the World Bank initiative — The Global Development Learning Network (GDLN). This potential project is perceived in the wider context of developing e–government, i.e. fundamental knowledge, access and application of IT in public administration.

It is also important to mention the role of the Academy in EU/TACIS funded project — Civil Service Reform Initiative, which aims to build a unified computerized system for civil service management. Within a framework of this project it is planned to develop a **Register of Civil Servants** in order to monitor the HRM and increase efficiency of public administration in the long run.

There are also certain problems that impede wider application of IT in public administration in Azerbaijan. First — low IT literacy among all ranks of civil servants. Too high percent of them are not aware

¹¹ Heydar Aliyev. Presidential Decree: 3 January 1999.

about diverse specialized ICT software applications, which are widely used internationally in addressing various management issues. Second — many civil servants still favor traditional management methods, even being well aware that most contemporary issues require new approaches and technologies to address them. Third — continuing attempts to handle *new tasks in a traditional way*, whereas the decision-making process in a democratic society requires comprehensive analysis of various options, which often involves processing a vast amount of information, and ICTs therefore play an essential role in increasing efficiency of public administration. Another significant constraint for wide application of IT is high cost of equipment. And finally, the risk of *mixing ends with means*, when wide introduction of ICTs may be understood as a self-objective of public administration, rather than a powerful tool to improve its efficiency and transparency.

Discussing current situations and problems, we think it's also necessary to mention positive achievements made by several ministries with introducing ICTs in their training programs. Here it is worth mentioning the Ministry of Taxes and Finance, which has its specialized training centers and they successfully apply ICTs in training modules. The Academy cooperates with these centers to facilitate knowledge transfer and exchange of experiences.

Among the priorities for the Academy with regard to innovative technologies we consider:

- Wider application of ICTs in training and educational process;
- Launching distance interactive learning modules;
- Intensifying academic networking with advanced international training and education centers in the field of distance learning (for civil servants) and e-government.

Olena Gayevska

*Expert on International Cooperation in Education,
Global Development Learning Network Coordinator, St. Petersburg State University
Russia*

Distance learning for public servants and representatives of non-commercial organizations**GDLN Center in Saint-Petersburg**

Center is equipped with high-speed access to the Internet for providing interactive communication on-line.

Target Audience

- Public Servants
- Healthcare and Education Sphere Employees
- Small and Medium Business Representatives
- Non-commercial Organizations Representatives

Training for Target Audience

Center was involved in **23** sessions provided in videoconference format, **3** thematic videoconferences, one full distance learning course, **2** global dialogues sessions including:

- Thematic learning videoconference on reform and privatization of state banks (2003)
- Distance learning course «Protecting the Vulnerable: the Design and Implementation of Effective Social Safety Nets» (2004)
- Policy Dialogue Series on Investment Climate in ECA Region (2004–2005)
- Thematic learning videoconference on Healthcare System Reform in Russian Federation (April 2005)

Distance Learning Course
«Protecting the Vulnerable: the Design and Implementation of Effective Social Safety Nets»

Number of Sessions :12
 Number of Participants:19

Positive experience:
 Well-developed course materials that could be used in practice

Question:
 What is the key result of your course participation?

Reserve for growth:
 General features, conditions and development peculiarities of participating countries should be considered at the period of materials preparation

The most common answers:

- The main project result for me was to receive training materials which could be used in practice
- It was interesting to learn foreign colleagues experience
- To obtain In-Service Training Certificate

Policy Dialogue Series on Investment Climate in ECA Region (2004–2005)

Number of Sessions :2
 Number of Participants :17

Evaluated positively:
 Communication with different organizations representatives (public sector, non-commercial organizations, education institutions) gave a chance to have informal discussions

Question for participants:
 Are you interested in further participating?

«Yes» : 5
 «No»: 2
 «Not sure»: 10

To consider for future:
 General features, conditions and development peculiarities of participating countries should be considered at the period of materials preparation

4 out of 17 students participated in both dialogue sessions

**Thematic training videoconference on
Healthcare System Reform
in Russian Federation (April 2005)**

Number of Sessions :1
Number of Participants :12

Evaluated positively:

Communication with different organizations representatives (public sector, non-commercial organizations, education institutions) gave a chance to have informal discussions

Reserves for growth:

To let Russian doctors speak due to the fact that Healthcare System Reform in RF has not adequately reflected

Question for participants: Which moments of today videoconference were the most significant for you?

- Opportunity to learn the foreign Healthcare System Reform experience
- Opportunity to meet Russian colleagues
- First experience of participating in the videoconference

**Main Trends of Saint-Petersburg GDLN Center Development
(<http://www.gdln.nw.ru>):**

- Annual growth of participants number in training events
- Geographical enlargement of videoconference participants – public servants from Novgorod, Vyborg studied at the Saint-Petersburg Center
- GDLN community is developing in East-West Region of Russia

Number of students

Target Audience	2002	2003	2004	2005
Public Servants	6	10	12	10
Healthcare and Education Sphere Employees	4	17	19	13
Small and Medium Business Representatives	3	13	9	2
Non-commercial Organizations Representatives		2	8	6
	13	42	48	31

Number of multiple attendance %

Target Audience	2002	2003	2004	2005
Public Servants	50%	10%	12%	10%
Healthcare and Education Sphere Employees	25%	50%	100%	50%
Small and Medium Business Representatives	30%	25%	9%	50%
Non-commercial Organizations Representatives	-	0%	25%	50%

Andriy Tolstopyatenko

*Expert of the Global Development Learning Network Multimedia Division,
World Bank Institute (WBI)
USA*

**Innovative technologies, blended learning and e-learning
in the WBI training of public servants****Why Technology for Public servants' training?**

- **Scale:** Example: you need to retrain 20,000 government employees/civil servants annually and your training institutions can train only 5,000 a year. Example from WB - Procurement/Use of Trust Funds Certification.
- **Cost of Travel:**
 - i) Bringing an International expert: a) it costs money; b) they may have a tough schedule and be unavailable when they are needed.
 - ii) Bringing public servants to the training location: a) it costs money; b) they may have a tough schedule and be unavailable at the time of the workshop.
- **Flexibility/Just-in-Time:** Imagine that there is a problem which needs to be solved urgently or new/upgraded skills are needed immediately and the next available formal training is available only in 6 month or advice is needed right now. What to do?

Example: US Gov Online Learning Center

<http://www.golearn.gov>

- **50 Free courses:** IT Security, Communication, Customer Service, e-Learning, Human Resources, Leadership, Management, Legislatively Mandated & Agency Required Topics, PC and Business Applications, Personal Development, Problem Solving and Decision Making, Project Management, Safety & Health, Team Building.
- **1000s of fee based courses from 3 service providers:**
- **Workforce Development Roadmaps:** in the areas of Financial Management, Acquisition, and Human Resources Management.
- **Learning Objects:** 5 to 7 minutes of targeted learning that relates to your «natural language» questions .
- **Communities of Practice** for sharing ideas and knowledge
- **Impact evaluation:** 2 evaluations within 6 months by participants and their managers.

Trends from the Corporate World (from ASTD, Taylor Nelson Sofres, and Brandon-Hall reports)

elearning market (US \$ bln)

Sector/Year	2002	2006	2011
higher education	1.5	23	44
corporation and business	4.6	16.4	20.6
government	0.6	2.7	13.4

elearning share by sectors in 2004

Sector/Type	Classroom	elearning
IT	55.3%	34.1%
Health	55.9%	27.9%
Services	59.6%	23.3%
Government	72.0%	19.0%

% of elearning training time
in US corporations

Type/Year	2001	2004
Classroom training	77.1%	60.1%
elearning	10.5%	25%

elearning share by subject matter
in US corporations in 2001

Management	51%
Leadership	34%
Communication	27%
Project management	22%
Finance	16%
Strategic Planning	5%

WBI training activities for public servants

<http://www.worldbank.org/wbi>

- **Coverage:** City Management and Urban Development, Community Empowerment and Social Inclusion, Corporate Governance & Corporate Social Responsibility, Education, Environment and Natural Resources Management, Financial Sector, Governance and Anti-Corruption, Health, Nutrition, and Population, Investment Climate, Knowledge for Development, Leadership Program on AIDS, Poverty and Growth, Public-Private Partnership in Infrastructure, Rural Poverty and Development, Social Protection and Risk Management, Trade.
- **Approach:** Pedagogy – Action Learning. Technology - Blended Learning. Use of GDLN. Off-The-Shelf Courses. FY04 blend: UF2F – 51%; VC – 35%; EL- 14%
- **Examples:** TBD
- **Learning Repository:** Library of learning objects providing free access to WBI learning materials. Visit WBI website.
- **Communities of Practice** via discussion forums
- **Evaluation Results**

What worked and what did not work

Worked well...

- Good Content/Design/Facilitation
- Course Value for the job
- Real life projects
- Learning from peers and experts

Trainers said about technologies:

- are useful, accessible, efficient for training;
- help enhance teacher's capacity to offer better instructions to students.
- provide more active interaction with students;
- give more freedom in organizing student-trainer interaction;
- allow better use of scarce resources, including time;
- increase the responsibility of both trainers and students.

What worked and what did not work

Worked poorly...

- Poor internet access
- Lack of familiarity with the online learning environment
- Lack of time to juggle between work and the online course
- Course duration too short
- Some signed up out of enthusiasm, and realized they didn't have time or weren't ready in the first place

Luis Barnola

*Senior Program Specialist of the Institute for Connectivity in the Americas (ICA),
International Research Development Center
Canada*

Mexico–Canada bilateral collaboration as a success factor in the development of a training program for the Mexican public administration

About ICA: Vision & Mission

Vision

Support the Summit of the Americas themes of strengthening democracy, creating prosperity, and realizing human potential through the use of information and communication technology (ICT).

Mission

To promote and implement innovative use of information and communication technologies (ICT) for development in the Americas; supporting partnerships, knowledge creation, and capacity building.

**Connectivity: bringing people
closer together using technology
(Internet, etc)**

**Connecting People.
Connecting Ideas.
Connecting the Americas.**

Canada-Mexico Expert Meeting on E-learning

- First bilateral meeting in June 2003
- Drafting of PSWEL, the Public Service Wide E-Learning Strategy
 - Development of competency profile for managers
 - Identification of assessment mechanisms and the selection of curriculum
- Second meeting in October 2003
- Development of a risk-assessment matrix for the @Campus Mexico project
 - Two pilot projects conducted
 - TEC de Monterrey developed introductory course and designed of the first version of the @Campus portal
- Further online exchanges to refine conceptual and practical issues for the

«...In accordance with some of the commitments undertaken at the 2001 Summit of the Americas, Canada and Mexico have agreed to exchange experiences on public service reform and on the adoption of the Internet and web-enabled technologies by governments as a useful tool to contribute to such reform».

@Campus—Overview

- Over 34,000 Public servants already registered in @Campus
- Public service e-learning portal announced by the President Fox of Mexico on October 20th in Mexico City to 500 people
- Announced at IDRC on October 26th, in Ottawa by President Fox, Maureen O’Neil and Hon. Reg Alcock to 150 people.
- Video online
- Scaling up currently in Central America

«...we must thank Canadian and Mexican institutions that have collaborated in developing this @Campus initiative which is invaluable for having [a] more efficient and lower cost government in México and abroad».

@CAMPUS—Mexico’s Good Government Agenda

A government that that restores citizen trust in government, improves competitiveness and reduces deficits

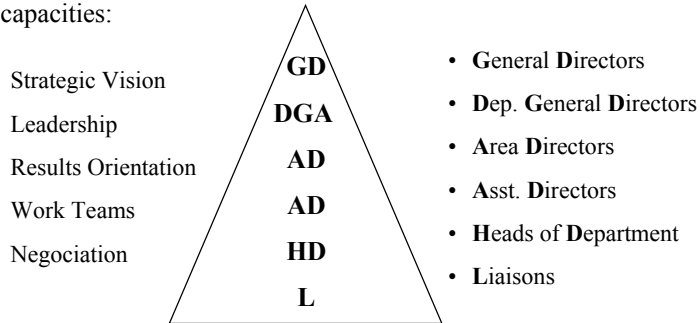
	A GOVERNMENT THAT WORKS AS WE ALL WANT					
VISION	Focusing on citizens					
OBJECTIVES	Honest and transparent	Better services			Efficient	
STRATEGIES	Honest and Transparent	Professional	Quality	Digital	Regulatory Improvement	That Costs Less

A government that attracts, retains and motivates the best women and the best men in public service by promoting merit and equality of opportunities

@CAMPUS—Management Capacities

The capacities associated with the values intrinsic to Mexico’s Public Service are transparency, integrity, accountability and common good

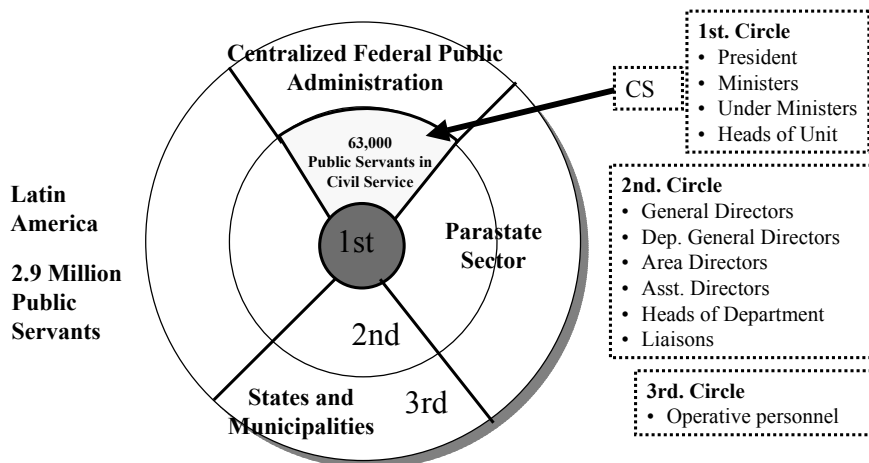
Managerial capacities:

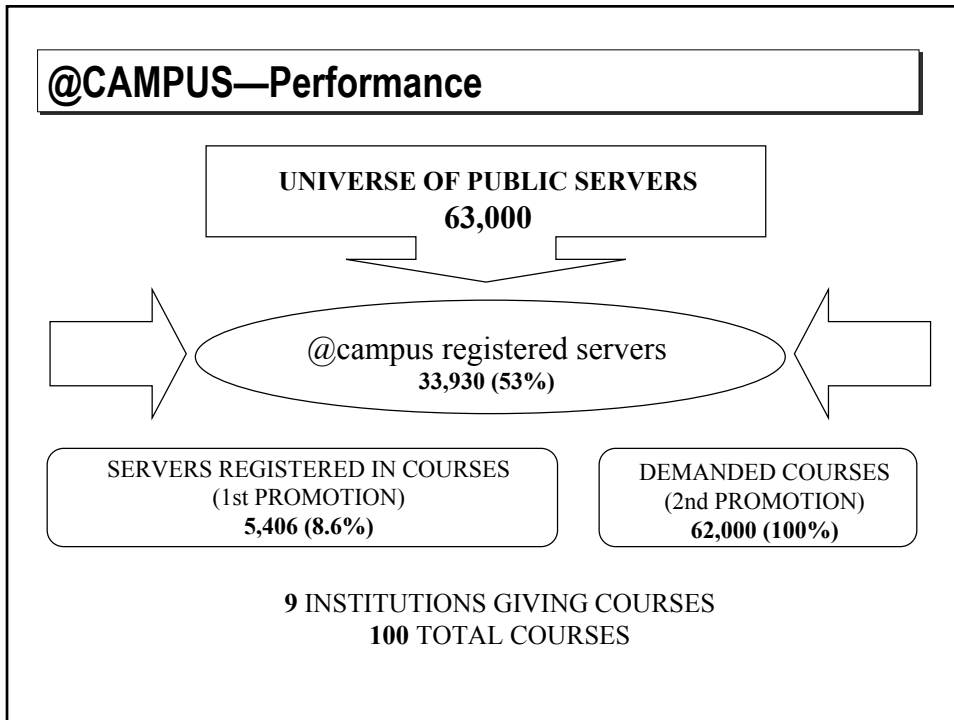


Each capacity has 6 levels, each associated with a set of behaviours that the public employee should be proficient to a greater or lesser degree according to their job position.

@CAMPUS—Professional Government

In LAC, a potential market of more than 500M exists for @Campus





**@CAMPUS—Online Training
(Low Cost—Flexible Schedules)**

To date...	Coming soon...
1. IPN	1. ITAM
2. ITESM	2. UAM
3. Universidad Anáhuac	3. UNAM
4. Universidad Iberoamericana	4. Universidad de las Américas
5. Universidad la Salle	5. Universidad Veracruzana
6. Creatividad en Capacitación	6. Queen's University (Canada)
7. EPISE (Spain)	7. Universidad Oberta de Cataluña (Spain)
8. Harvard University (USA)	8. University of Phoenix (USA)
9. Santillana Formación (Spain)	9. JedLet (Canada)

M. Paul Brown and Martine Durier–Copp

*Professors of the School of Public Administration, Dalhousie University
Canada*

**The public service professional in the cyber classroom:
the case of the Dalhousie MPA Management Program**

Overview

- Formal E-Learning for Public Service Professionals: Critical Success Factors
- Formal E-learning for Public Service Professionals: The Dalhousie MPA Management
- E-learning for Public Service Professionals: Best Pedagogical Approaches
- Management Issues in E-learning for Public Service Professionals
- E-learning for Public Service Professionals: Technological Solutions
- The Cutting Edge: Future E-learning for Public Service Professionals?

Formal E-Learning for Public Service Professionals: Critical Success Factors

- ✓ Clientele
- ✓ Curriculum
- ✓ Teaching Modalities—Distributed Learning
- ✓ Principles of Adult Education
- ✓ Service Delivery

Formal E-learning for Public Service Professionals: The Dalhousie MPA Management

- 14 credits, rather than 18, recognizing management and organizational learning
- Policy/management focus to reflect demands on modern public sector managers
- Action oriented, for maximum relevance to public service realities
- Fully costed
 - Government Structure
 - Policy Formulation
 - Managing the Information Resource
 - Financial Management and Accounting
 - Managerial Economics
 - Human Resources Management
 - Financial Administration and Accountability
 - Intergovernmental Relations
 - Research Methods
 - Business and Government
 - Public Sector Strategic Management
 - Program Evaluation
 - Managing People
 - Diversity & Equity Management

E-learning for Public Service Professionals: Best Pedagogical Approaches

- ☞ Exceed best 'f2f' practice—technology, methodology, facilitation
- ☞ Discussion forum = traditional classroom
- ☞ Build a dynamic learning environment through a sense of belonging (e.g. Introductions)
- ☞ Apply adult education principles rigorously—be guide on the side not sage on the stage
- ☞ Capitalize on participants' learning and experience
- ☞ Provide rapid virtual response—the 24 hour rule
- ☞ Add value constantly—latest readings, developments--and bridge participant contributions
- ☞ Ensure action oriented assignments wherever possible
- ☞ Prepare! Train and retrain on e-learning techniques

Management Issues in E-learning for Public Service Professionals

Striving for the seamless: Meeting MPA program and course management concerns



Centre for Advanced Management Education

- Small, dedicated organization of (6) highly competent professionals
- Handles all administrative responsibilities (web maintenance, student support, course administration, program management)
- Key interface between the public service professional and University bureaucracy
- Virtually 24/7 student support

E-learning for Public Service Professionals: Technological Solutions

- The Course Management System sits on Dalhousie's server
- High-speed connectivity and up-to-date hardware and software desirable for ease of use and movement
- Tools vary dependent on course structure and professor preferences:
 - Live Chats, Forums and course specific Blogs, Video and Audio presentations, Print Materials in both HTML and PDF, Email, Calendars and Video-conferencing, etc.
- Browsers display multimedia (text, graphics, video, animation and/or sound) and require some plug-ins. Supported Browsers include:
 - Windows (98/Me/2000/XP) - Internet Explorer 5.0 or higher, including 6.0 (Note: IE 5.5. SP1 not supported) and Mac OS X 10.1 and OS 9.x - Internet Explorer 5.1
- Browser Plug-ins required include:
 - Java and Java Script, Real Player, Quick Time, Flash (Macromedia), Adobe PDF
- Flexibility in System Settings. vary from user to user. «Check list» in user friendly allows virtual students and professors to adjust their own settings, including how to:
 - turn off anonymous login, enable cookies, disable pop-ups, adjust screen size and etc.

The Cutting Edge: Future E-learning for Public Service Professionals?

- Make the virtual classroom the classroom of choice for modern managers
 - ✓ Ensure constant responsiveness to client needs
 - ✓ Keep content up-to-date
 - ✓ Incorporate relevant technological advances
 - ✓ Maintain a dynamic learning environment
 - ✓ Provide ease of access
- Adopt spin-off modalities for non-formal in-service training
- Develop new action oriented learning materials
- Share experiences; seek best practice

Pat Gray

*Course Director of the International MPA Program, London Metropolitan University
United Kingdom*

Internet research — risks and opportunities

Background

- International students (25 plus per year)
- Many conducting comparative applied policy research for dissertations
- Many employed at senior levels in government
- Increasing trend to use internet as a source for research (up to 80% of references in some cases)

Positives

- Increase in transparency of organisations
- Increase in transnational learning
- Efficiency gains – speed of research process enhanced
- New research tools – e-surveys and questionnaires, on-line databases, user forums
- New sources – exponential growth

Negatives / risks

- Increased level of detail overwhelms researcher
- Inappropriate policy transfer – policies are copied without knowledge of context
- Validity and reliability hard to verify
- ‘Free cheese only in a mousetrap’
- Academic offences - plagiarism

Some implications for training

- Research design/ framing questions/ recognising bias more important than ever
- Access to (and knowledge of) key sites
- Language skills, refined search skills
- Discipline – costs of ‘wandering’
- ‘Research’ and ‘evidence based research’ more feasible for practitioners
- Types of research – quantitative and qualitative
- Resources – access and printing
- Link to policy analysis – especially agenda setting/options analysis/implementation

Svitlana Kalashnikova

*Vice Rector for International Relations and Director of the Distance Learning Center,
National Academy of Public Administration
Ukraine*

Advantages and prospects of the innovative technologies implementation into the system of training senior public servants: the experience of Ukraine

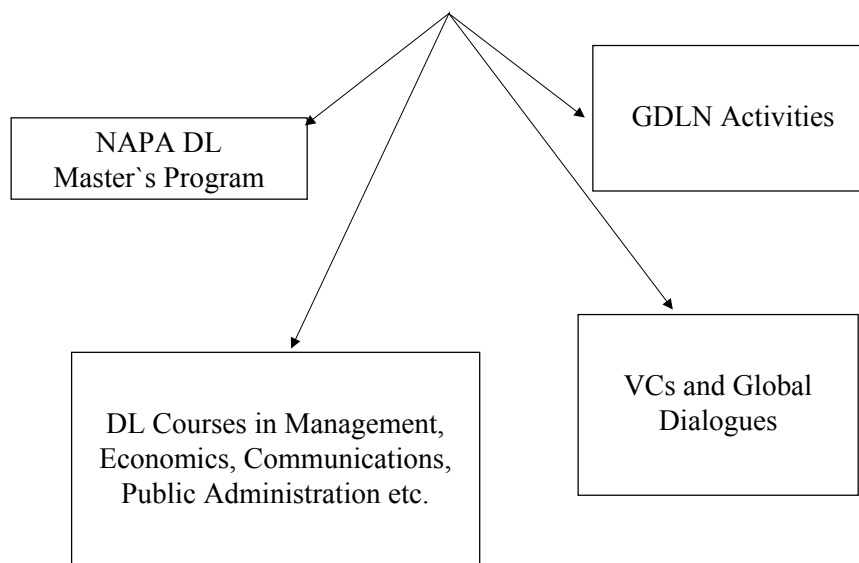
IT Implementation as a Factor of Educational Process Improvement

- Broadening access to information
- Self-study and self-control of learning results
- Interactivity, active learning and communicating
- Quality of information presentation and learning (graphics, video, etc.)
- Adaptability

Implementation of IT in Ukrainian Training System for Senior Public Servants: Prospects and Advantages

- Better access to education
- Wide exchange of knowledge and experience
- Providing with flexibility of learning
- Prompt renovation of learning content
- Individual approach and interactivity
- Orientation to the practical results

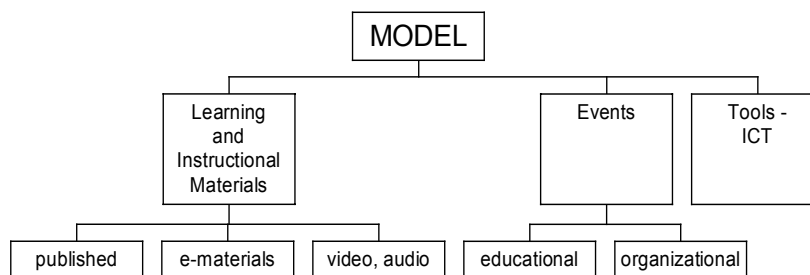
Types of Educational Activities based on IT



Key principles of IT Implementation into the Educational Process

- ✓ mode of learning at distance between a student and a tutor on the basis of modern ICT
- ✓ mandatory introductory and final face-to-face sessions for each discipline
- ✓ minimum length and number of face-to-face sessions and maximum complete set of learning methodological and informational resources necessary to achieve learning goals
- ✓ high emphasis on practical aspect in each discipline
- ✓ weekly planning of the student's learning process
- ✓ defined score (mark) for each learning activity
- ✓ constant contact among students, tutors and organizers
- ✓ management of the educational activities

Determination of Optimal Educational Model



Factors that determine DL model:

- Purpose of implementation
- Content specificity
- Peculiarities of target audience
- Resources: human, financial, technical

GDLN Activities

- DL Courses
- Global Dialogues and VCs

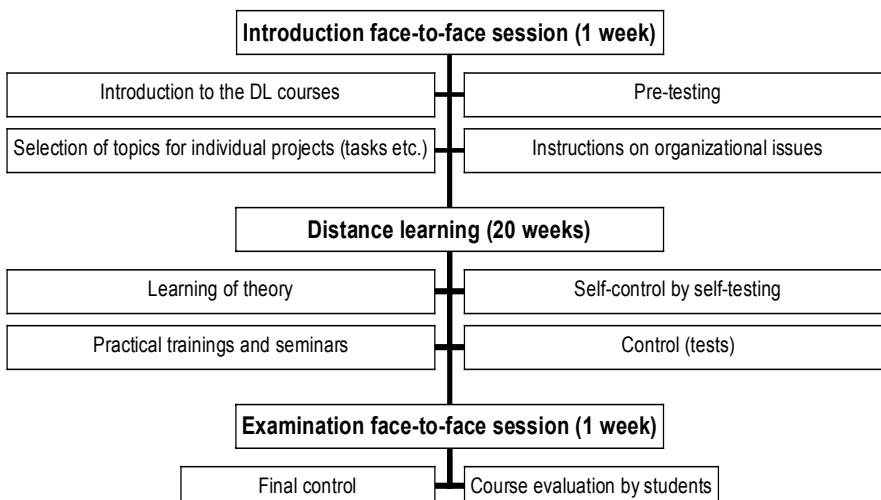
DL Program of the NAPA

Qualification – Master’s degree

Speciality «Social Development Management»

- Specializations:
 - Management on Central Level
 - Management on Regional and Local Level
 - Management of Organizations, Institutions, Enterprises
- Target Audience:
 - Public servants
 - Local government officials
 - Top-managers of organizations, institutions, enterprises

DL Model: Structure



Learning and Instructional Materials for DL

- Student's text-book
- Student's guidelines
- E-manual (html or multimedia)
- Additional materials (CD, manuals, dictionaries etc.)

E-manual:

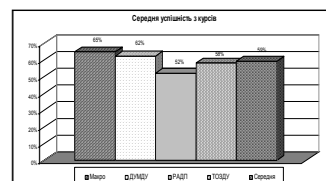
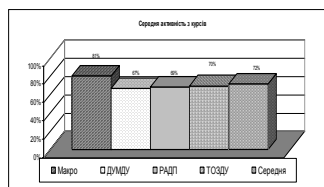
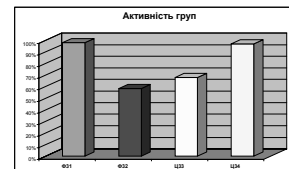
E-Manual: Example (I type)

E-Manual: Example (II type)

E-Manual: Example (III type)

Evaluation of the DL Model

- Learning results (student's rate, progress, participation)
- Quality of materials
- Quality of teaching
- Organizational support



Development of Interregional DL Network on Public Administration in Ukraine

- Network Installation
- Information Resources Exchange
- Personnel Training
- Materials Development

Perspective – creating DL Global Network on PA

Brief videoconference summary

1. Implementation of modern innovative technologies in learning is necessary for further successful development of the system of training senior public servants.
2. Experience shows that there are a variety of models on how to organize training and provide learning services for professional development of senior public servants on the basis of modern information and communication technologies.
3. Introduction and application of innovative technologies into the system of training public servants require very comprehensive approach that involves content, methodological, personnel, technical and technological, material and financial support of this process.

Final Plenary Session

Guido Bertucci

*Director of the Division for Public Administration and Development Management (DPADM),
United Nations Department of Economic and Social Affairs (UNDESA)*

Unlocking the Human Potential for Public Sector Performance: Reflections on Key Lessons in UNDESA'S 2005 World Public Sector Report

Let me begin by thanking the organizers of the XVIII International Congress for honouring me with an invitation to address this summer assembly. I am also grateful to the National Academy of Public Administration of Ukraine for associating the United Nations and myself with this memorable event, and to the Government and People of Ukraine for providing generous hosting facilities.

My task is to bring the distinguished participants up to speed on aspects of the United Nations activities relevant to the theme of this Congress, and, in particular, to present the key findings in the recently completed Public Sector Report on global perspectives in human resource management. In discharging this role, I hope to trace the antecedents to the preparation of the Report, describe the methodology adopted in carrying out the study, introduce the conceptual framework in which the key research questions are posed and the hypotheses generated, highlight the emerging issues and trends in human resource management, and attempt to draw a few lessons that might inform future choices.

I. Antecedents to and mandate for the 2005 World Public Sector Report

Once every two years, the United Nations Department of Economic and Social Affairs, within the context of its work in public administration, releases a publication on a theme deemed topical by the General Assembly and by other UN policy organs. Under the rubric «World Public Sector Report» the flagship publication highlights global trends and developments in a chosen field. The 2001 World Public Sector Report focused on *Globalization and the State*, while that of 2003 was titled *E-Government at the Crossroads*.

The basic thrust of the 2005 World Public Sector Report is *Unlocking the Human Potential for Public Sector Performance*. This theme did not emerge overnight, but was chosen based on the conclusions and recommendations of a series of meetings organized between 2001 and 2004 in different parts of the world by the UN in collaboration with other institutions. Among these are the ad hoc Expert Group Meeting on «Managing Diversity in the Civil Service» (New York, 2001), Expert Group Meeting on «New Challenges for Senior Leadership Enhancement for Improved Public Service Management in a Globalizing World» (Turin, 2002), the 5th Global Forum Workshop on «Building the Human Capital in the Public Sector» (Mexico, 2003), Expert Group Meeting on «Unlocking the Human Potential» (Florence, 2004), as well as the 2nd and the 3rd sessions of the UN Committee of Experts on Public Administration (New York, 2003 and 2004).

Besides acknowledging the importance of human resources, participants at the above-mentioned meetings were unanimous in their conclusion that the growing and precipitate challenges facing the contemporary world require a proactive and dynamic response from the public service. The participants were also of the view that such a public service would not come into being unless it was staffed with the right calibre of people — that is, individuals who were not only equipped with the appropriate educational and technical qualifications, but were also imbued with the spirit of public service, committed to the principles of integrity and professionalism, and motivated to pursue no interest other than that of the collectivity. This is not the first time that the human resource would be acknowledged as the «mother» of all resources. However, by establishing a clear link between the mounting global challenges and human capacity, participants at the previously mentioned meetings highlighted the significance of human capital, and the need to explore its various angles.

It was against the backdrop of the upsurge of interest in human resources that DESA decided to commission the studies necessary for the publication of the 2005 Report. The main objective of the Report is to discuss the critical role of people and of human resources management in effective public administration. With a particular focus on developing countries and economies in transition, the Report seeks, among other things to:

- (a) highlight the challenges facing the various countries and regions, and the role of the public service in anticipating and/or responding to these challenges;
- (b) examine the implications of the role of the public service for human resources policy and management;
- (c) identify emerging trends in public administration in general, and in human resource management, in particular; and
- (d) flag human resource management issues that need to be further explored in the future.

The Report's main target groups are policy makers, public administration practitioners, institutes and schools of public administration, as well as civic and private sector organizations interested in public service human resource management.

II. Methodology

The Report draws on material from various sources. I have alluded to some of these earlier — i.e., the reports of the meetings organized or co-sponsored by the United Nations between 2001 and 2004, and, in particular, the recommendations of the 2nd and the 3rd sessions of the United Nations Committee of Experts on Public Administration on the human resource management issues that needed to be further explored. The challenges and issues highlighted by the various sources served as the basis for the preparation of a concept paper in which the key research questions were raised, and a few hypotheses generated. The paper was subsequently fed into an internal (DPADM), but critical peer review process. After several revisions, the concept note was forwarded to a panel of external assessors. The final draft, along with a draft Table of Contents was used in collecting data from different sources. Among the sources consulted are research studies and reports, reports of studies carried out or sponsored by international organizations (including UN agencies and the Bretton–Woods institutions), journal articles, official publications, and web-based material.

Before being cleared by the Department of Economic and Social Affairs for publication, the drafts were vetted by DPADM staff, and by another panel of external reviewers.

III. Building human capacities for unfolding global challenges and for public service effectiveness: a conceptual framework

Preparing a full-length study on human resource management is immediately confronted with a problem — delimiting the boundary to cover and establishing the meaning and significance of the applicable concepts. This was in fact the first problem with which the contributors to the Report had to wrestle. Specifically, they had to decide whether to conceive «human resources» in the broadest terms, or to narrow it down to the process of managing these resources in the public sector. A broad conceptualization would undoubtedly raise interesting policy questions about the linkage between human resource factors (such as access to health, education, water and sanitation, brain drain), on the one hand, and economic growth and development, on the other. However, such an overarching view would divert the 2005 World Public Sector Report — a report focusing on public sector challenges — from its set course.

This is not to say that narrowing the concept down to the public sector would be without risks. Even when limited to the public sector, the term 'human resources management' does not readily lend itself to straightforward definition. The term covers a wide area and, if care is not taken, might lure the analyst through blind alleys to dead ends. It also raises a variety of issues, among them, organizational rules and culture; prevailing management practices; recruitment, training, and career development; placement policies and practices; promotion and succession planning; incentives and motivation system; public service professionalism, ethics, and values; disciplinary proceedings and appeal procedure; the human factor in productivity and performance management; employment and remuneration policy; ageing, severance policy and sustainable pensions fund management. All these, and possibly other, issues are crucial to our understanding of human resource management in the public sector. However, establishing the linkages between and among them, as well as their significance to public service impact and effectiveness is not so easy.

To surmount the main conceptual obstacles and establish a criterion of relevance, the Report begins by posing a basic question — why focus on human resource management? The Report's central hypothesis is that the effectiveness of government institutions in aligning the behaviour of staff with the public interest is primarily determined by the *capacity, motivation and the integrity* of the men and women working in these institutions, and by the *quality of leadership*. In other words, a public service that mismanages its human resources cannot be effective. For one thing, such a public service cannot expect to recruit or retain high-calibre staff, and for that reason, cannot be relied on to implement the Government's basic (law and order) and the developmental (economic growth, wealth creation, and poverty alleviation) programmes.

The Report notes that the field now termed «human resources management (HRM)» had evolved significantly over the years as external and internal pressures were exerted on governments to redefine the role of the state and recalibrate public administration systems and capacities for the changing role. The evolution, while responding to contemporary socio-economic, political, and technological developments, was itself a reflection of changes in the theory and practice of public sector management.

As part of the evolutionary process, the Report continues, many governments were grappling with the search for a new synthesis of principles (or doctrines) of public sector personnel management — notably, the doctrines founded on traditional Weberian bureaucratic theory, the New Public Management paradigm (if there is any such thing), and the people empowerment strands of contemporary governance theory. Table 1 below captures the essence of the conflict in public sector human resource management perspectives and how governments in different parts of the world are inching towards a convergence of ideas and practice.

Table 1: Models of public administration

	'Public administration'	Public managem e	Responsive Governance
Citizen–State relationship	Obedience	Entitlement	Empowerment
Accountability of senior officials	Politicians	Customers	Citizens and stakeholders
Organizational characteristic	Administration	Management	Leadership
Guiding principles	Compliance with rules and regulations	Efficiency and results	Accountability, transparency and participation
Criteria for success	Process	Output	Outcome
Key attribute	Impartiality	Professionalism	Responsiveness
'Pitch'	Bulwark against nepotism, cronyism and patronage	Optimized service quality and customer responsiveness	Whole-of-government embedded in society
Criticism	Inert and lethargic	Compartmentalized and narrow-minded	Populist and all-embracing

IV. Human resource management: critical issues and emerging trends

The changes taking place in human resource management are expected to respond to the growing challenges facing developing countries and economies in transition. These challenges — the ones that public administration systems have to brace up for in today's world — include those triggered by the rapid advances in information and communication technologies, the march of globalization, the emergence of trading blocs and supranational political compacts, labour migration (see Table 2), environmental and climatic changes, growing proportions of ageing populations in some regions, and of young but economically inactive populations in others, and the devastation caused by HIV/AIDs, avian flu and other deadly diseases. These challenges notwithstanding, governments are under increasing pressure to expand the political space to accommodate multi-party competition, and to create an enabling environment for private entrepreneurship and for civil society participation in development. Other issues featuring on the policy agenda and having implications for human resource management in the public service in

different parts of the world are the increasing celebrations of ethnic and religious diversity and the growing assertion of cultural autonomy, the concern about the devastating impact of corruption and other forms of ethical violations, and the implications of ageing for the sustainable management of severance and pension funds (Table 3).

Table 2: Labour migration

Emigration of talent

- The retention of highly educated and skilled people pose a daunting challenge to developing countries
- The issue of emigration of talent to developed countries is exacerbated in countries without a critical mass of talent...

... which are also the countries with the highest emigration rates of highly educated people to OECD countries

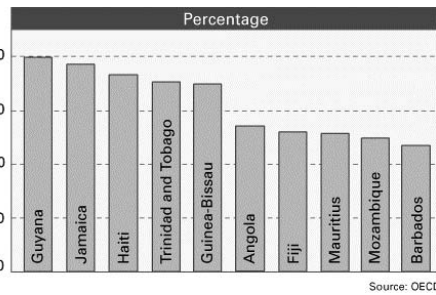


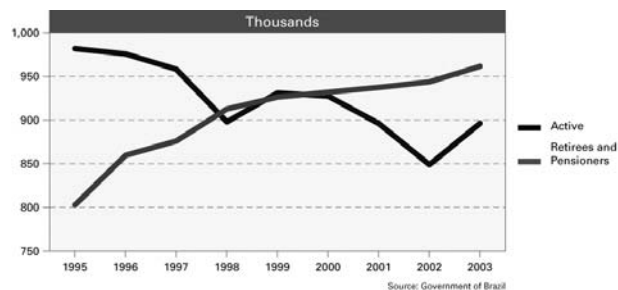
Table 3: Demographic changes

Ageing in the civil service in Brazil

Natural wastage (staff leaving) has taken its toll, and the increase of retirees and pensioners put strain on the existing pension system

Thus, pension liabilities have been an issue for years and have recently prompted reform

Civil servants in the federal government of Brazil, 1995-2003



Faced with the scale and complexity of the challenges described above, Governments in different parts of the world have to decide whether to stick to business as usual and allow human resource management processes to be frozen in bureaucratic legalism, or apply innovative methods that acknowledge the trust-engendering attributes of rules but at the same time respond to new and increasingly changing needs.

Outright application of NPM principles would appear to be inappropriate considering the fact that the conditions prevailing in the developing countries and economies in transition are not particularly the same as those in countries from which NPM originated. The Report in fact concludes that wholesale application of private sector techniques favoured under NPM might have a negative impact on the prestige (and underlying values) of the public service. Furthermore, the Report did not uncover any significant evidence that NPM strengthens the quality and integrity of the civil service.

The 'outsourcing' component of NPM might also emerge as a double-edged sword. The savings accruing from this practice might in fact conceal the negative attributes. The outsourcing of security and military functions to private contractors is particularly fraught with risks, and no clear policies have been instituted to hold the private contractors to litmus tests of public accountability.

By the same token, the Report found that the structural adjustment reforms, which were implemented in 68 developing countries between 1987 and 1996, had negative impact on public sector human resources and on efforts at managing these for impact and results. For one thing, many of those retrenched were in the low-wage categories. Besides, a number of the retrenched workers soon found their way back to other forms of government employment. The aspects of the structural adjustments that really had a lasting impact were those resulting in the merger or outright abolition of government ministries and departments. However, such draconian measures proved highly politically risky, quite apart from undermining the capacity of government to provide essential services and alleviate poverty.

Clearly, the human resource management strategy favoured by Governments in recent years is a mix of the old and the new. Under the evolving orthodoxy, and with the visionary leadership provided by the Governments and senior officials, human resource management in the public sector of developing countries appears to be shaping out with the following characteristics:

- (a) *Adoption of merit as a basis for staff selection*: even though public administration systems had at various times and places been «politicized», the contemporary trend is towards the reconstruction of these systems into politically impartial, ideologically neutral, and professionally competent entities.
- (b) *Without unduly compromising merit principles, institution of measures aimed at reflecting the demographic make up of society in public employment*: these measures include the adoption of affirmative action policies to ensure that women are appointed to senior positions, and that the interest of ethnic minorities is duly safeguarded.
- (c) *Acknowledgement of the need for rules and institutional memory*: those taking decisions on human resource issues need to be proactive. That is the only way they could effectively cope with the rapid changes taking place around them. However, they cannot afford to turn a blind eye on the rules. It is within the framework of the rules that the key human resource management issues could be resolved to the satisfaction of the stakeholders. The underlying assumption here is that when governments perform badly, it is generally because they are unable to sustain the rules, norms, organizational and accountability arrangements that deliver goods and services to the beneficiaries. This is the rationale behind the growing interest in the enactment of civil service laws, the drafting of staff rules and regulations, and the preparation of schemes of service.
- (d) *Focus on performance, impact, and outcomes/results*: a public service that will anticipate and effectively respond to growing challenges cannot afford to carry passengers, but must keep on its payroll only those who make tangible contributions to the achievement of specific (developmental, economic growth, and poverty alleviation) objectives.
- (e) *Refocusing of loyalty and broadening of accountability base*: in patrimonial systems, the loyalty of public officials is to the person of the king or emperor, in a formal bureaucracy, it is to rules and regulations, and in the corporate world to whoever proves most efficient in «making the most money». In contemporary public administration systems, loyalty is to a diverse group of stakeholders including, but by no means limited to, elected officials in the executive branch and the legislature, tax payers, civil society watchdogs, and private sector «consumers» of public goods and services.
- (f) *Reassertion of public service values and ethics*: in the ideal-construct of bureaucracy, the official is presumed to an objective, value-neutral agent — one who places his/her education, skills, and experience at the disposal of the public, and who asks for no reward beyond the one statutorily approved. In the New Public Management, this confidence in the objectivity, professionalism, altruism, and public spiritedness of the official is behind the advocacy of empowerment of management and the workforce. Considering the havoc that corruption has wrecked on national economies, and on performance and productivity in public organizations, public sector human resource management no

longer takes the attitudes and behaviour of the employee for granted. That explains the growing emphasis on the enactment of draconian anti–corruption laws, the elaboration of codes of conduct for public officials, and promulgation of public service charters and «customer service pledges».

- (g) *Investment in human resource development*: if training and capacity building were a luxury in years gone by, they are now regarded as critical to the effective management of human resources in the public sector.

V. Lessons for the future

The Report, whose contents I have just summarized, suggests many important lessons for human resource management in the public sector. I wish in particular to underscore the point made about the past tendency to view the human resource as a «cost» to be reduced rather than as an asset to be nurtured. If the public service is to be fully acknowledged as a reliable partner in efforts at responding to the pressing domestic and global challenges, it is essential that Government and public service leaders begin to accord the staff resources the importance that they deserve.

It is, however, unlikely that the perception of human resources will change significantly unless the *management* of the resources is handled by a corps of specialists trained to think strategically about how the resources fit into each Government's development agenda. At the very least, the managers of human resources must be in a position to contribute to decisions on performance planning and productivity management, pay and employment policy, and the design as well as implementation of motivation and incentive schemes.

Against the backdrop of the momentous changes taking place in governance in different parts of the world, and considering the importance accorded to the process of democratization in the developing countries as well as economies in transition, it is also imperative that Government and public service leaders promote dialogue on the measures to adopt to ensure that the career public service is reconfigured into a truly professional, ethically oriented, and «customer–caring» body. Appointments into such a public service would, while reflecting the demographic composition of society and safeguarding the interests of women and ethnic minorities, be on merit. This requires that existing constitutional and statutory provisions on recruitment be reviewed to bring them in line with the needs of a rapidly changing age.

Closing the Congress

Ivan Vasiunyk

First Deputy Head of the Secretariat of the President of Ukraine

Ladies and Gentlemen!

The XVIII International Congress on the Training and Development of Senior Civil Servants is coming to an end. We have had the honour to host guests from 20 countries of Europe, America and Asia. For three busy days you have been working with the best representatives of the National Academy of Public Administration, other research and educational institutions that train civil servants, as well as representatives of central government. I believe that our «orange revolution» had an impact on the general tone of the Congress discussions. We regard the exchange of professional experience in improving civil service executive training very important for accomplishing public administration reforms in the context of globalization and European integration. Obviously, the main theme of this forum «Democratic Transition: Senior Civil Servants and the Political–Administrative Interface» has not been chosen by chance.

We will carefully study the congress materials with the intention to elaborate sort of an action plan for realization of the proposals and ideas expressed in keynote presentations and during the congress discussions. I hope that within a week Volodymyr Luhovyi, Rector of the National Academy of Public Administration, will draft such a plan and present it to the Secretariat of the President of Ukraine.

Yet we can draw some conclusions right now. And here I would like to refer to the following issues:

- Why Ukraine was committed to organizing and holding this Congress and what were our expectations?
- What lessons we learned from international experience?

So, why we were interested in organizing and holding this Congress?

The events in Ukraine at the end of 2004 opened new opportunities for a systemic reorganization of the society. The transformations are going on in the three fields: **modernization of the economy, modernization of public and social sphere, and modernization of government.**

Modernization of government, its transformation from a bureaucratic machine, which serves the interests of one or several clans, to a government machine that protects and efficiently realizes the interests of the society is one of our national priorities.

New conditions put forward new demands and new challenges for public administration bodies. We want this government to be effective. To this end it is necessary to reconstruct the government machinery in such a way that:

- a) each level of government (and each authority at this level) has clearly defined responsibilities, which do not overlap, and similar understanding of the current objectives and tasks;
- b) the structure of government authorities corresponds to the development strategies, is flexible and responsive to the changes in the society (modifiable);
- c) the functions of government authorities and officials are clearly delimited into «political leadership» and «professional public administration» and each of the functions has a clear «performance standard», which enables the society to access efficiency the actions and decisions taken by both bureaucrats and politicians;
- d) and finally, the activity of the government is utmost open not only in the sense of «informing the public» but also in the sense of «involving citizens and political parties» in the decision making process and control over their implementation

For us the main conclusion is apparent — all these transformations are only possible when we have in Ukraine a new type of civil (municipal) servants.

Our goal in convening such a representative Congress was to get an insight of how other countries address the issue of developing human resource capacity for modernization of government.

It was interesting for us to learn the Polish experience (described by Mr. Pastwa) of separation «political leadership» and «professional administration», and delineation of functions and responsibilities between

«politicians» and «bureaucrats». The argument of Prof. Guy Peters that it is necessary to create a *system* of civil service was important and noteworthy. Mr. Duggett made us look at the issue of professionalism in senior executive service from a new perspective. He pointed out that motivation in the civil service had fundamentally changed in democratic states with well–developed market economies (from «personal loyalty» to «professionalism»), and elaboration of codes of ethics and conduct was becoming increasingly important. Unfortunately, time does not allow to reflect on all interesting ideas and proposals.

What lessons did we learn from these discussions? I will try to be brief here.

The main conclusion — Ukraine needs a modern system of civil service.

What do we understand by the term «system»?

The system of civil service — it's clearly outlined in the legislation:

- the status of a civil servant;
- the system of civil service bodies;
- organization of the civil service process;
- the system of training and retraining (professional development) civil servants.

By the «status of a civil servant» we mean a «package» of the following 5 elements:

- rights;
- responsibilities;
- guarantees;
- restrictions (including ethical norms of conduct);
- and finally, accountability of civil servants regardless of whether they are «political appointees» or professional (career) civil servants and government employees.

Besides, legal definition of the difference between «servants» and «employees» is also very important.

We realize the need to establish and develop an effective system of civil service management bodies that would keep personnel records, track professional development and career growth of civil servants, develop and monitor human resource management policy in government bodies, including the issues of performance appraisal, identification of training needs and formulation of «government request» for training and professional development programs.

Clear legal regulation of the civil service process and procedures is equally important.

If we want a politician and a bureaucrat to serve loyally to the State and not to a «master», we must lay down in the legislation the following three elements:

- recruitment procedures (appointment, political nomination, employment contract);
- mechanisms for «career growth» (promotion), including the issue of a decent remuneration for good performance («a poor bureaucrat is a guarantee of a country's devastation»);
- and finally, conditions for termination of civil service.

We have to review the system of training, retraining and professional development of civil servants in accordance with the new demands at this new stage of the development of Ukrainian society.

All the abovementioned issues are big challenges for us. Every developed country once had its own «start» in seeking solutions to those issues. Each country had its own turning point in history. I believe that Ukraine is now going through such a «Rubicon». And it is my conviction that we will be able to meet this historic challenge and take advantage of our historic chance.

In conclusion I would like to thank all the participants for sharing with us valuable experience and ideas. I wish you all success and new accomplishments. I am sure that at the next Congress we will be able to tell you about positive developments in Ukraine.

Thank you for your attention!